Winnipeg

Complete Communities 2.0

An *OurWinnipeg* Direction Strategy

DRAFT



Corporate vision

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

Corporate mission

Working together to achieve affordable, responsive and innovative public service.



DRAFT

Table of Contents

Land and Water Acknowledgement 4

A1. Introduction 6
A2. Urban Structure 16

GROWTH AND SERVICING
B1. General Growth 18
B2. Financing Growth 30
B3. Servicing 33

TRANSFORMATIVE AREAS
C1. Downtown 37
C2. Corridors 49
- Urban Mixed Use Corridors 51
- Regional Mixed Use Corridors 53

C3. Rapid Transit Corridors 60
C4. Commercial Areas and Mixed Use Centres 64
- Regional Mixed Use Centres 65
- Community Mixed Use Centres 66

C5. Major Redevelopment Sites 74
C6. New Communities 80

ESTABLISHED NEIGHBOURHOODS
D1. Established Neighbourhoods 88
- Mature Communities 91
- Recent Communities 92
  - Emerging Communities 93

D2. Reinvestment Areas 103

ADDITIONAL AREAS
E1. Employment Lands 105
E2. Rural and Agricultural 113
E3. Major Open Space 119

SPECIAL DISTRICTS
F1. Airport Area 125
F2. Urban Reserves 128
F3. Capital Region 129

URBAN STRUCTURE SUPPORTS
G1. Mobility 133
G2. Strategic Infrastructure and Resources 138
G3. Parks and Recreation 143
G4. Housing 148
G5. Urban Design 151
G6. Heritage Conservation 156

IMPLEMENTATION
H1. Implementation 159

Glossary 168
Appendix 179

CITY CONTACT INFORMATION & PHOTO CREDITS 181

DRAFT

Land and Water Acknowledgement

Winnipeg lies within Treaty No. 1 territory and the traditional homeland of the Métis Nation. The water we drink comes from Shoal Lake 40 First Nation on Treaty Three territory.

The City of Winnipeg recognizes the importance of First Nations, Inuit, and Métis Peoples (also referenced in this Plan as Indigenous Peoples and governments) connected to Winnipeg's history, and the vibrant, diverse people who make up Indigenous communities today. The City of Winnipeg acknowledges the harms and mistakes of the past, and is dedicated to upholding Indigenous rights, and to moving forward in partnership with Indigenous communities in a spirit of truth, reconciliation and collaboration.

How to Use this Document

Each section of Completes Communities has four components that begin with an **Introduction**, a **Vision**, **Goal(s)**, and lastly **Policies** pertaining to the section.

The **Introduction** is a high level description of the section that is meant to set the context for the main components of the section.

The **Vision** is a broad inspirational statement that provides a description of the ideal results that the City is hoping to achieve.

From there, the **Vision** is broken down into more detailed **Goal(s)**, that provide direction for the **Policies**.

The **Policies** are guidelines that provide direction for how the **Goal(s)** will be implemented. The **Policies** also provide specific examples for implpementation.

Some policies have an **(A)** symbol in front of them. This indicates that the policy is an **action item** and is also identified in the implementation table in the Implementation Section of this By-law.

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

EXAMPLE OF VISION, GOALS, AND POLICIES

VISION

Recognize and nurture Reinvestment Areas to help them reach their full potential as vibrant, healthy, and complete communities.

Goal 1
1.0 Identify and monitor Reinvestment Areas.

Policies
Indicators

1.1 **(A)** Develop and apply indicators to identify Reinvestment Areas. These areas may or may not follow neighbourhood boundaries.

Identify needs and reinvestment opportunities

1.2 Identify community needs and reinvestment opportunities, including deficiencies in neighbourhood amenities and infrastructure, land use conflicts, high land use vacancy or underuse, low quality of housing stock, neighbourhood safety issues, poverty, and other social determinants, related to neighbourhood health.

DRAFT

Document Structure

This section will give you a quick view of the document's structure.

Introduction	The introduction provides the vision of *Complete Communities 2.0* and outlines the big steps that are being taken to implement this vision. It also explains how this document is related to other planning documents and to *OurWinnipeg* in particular. Finally, it provides an overview of the planning context in the City of Winnipeg (the City).	
Urban Structure	The City of Winnipeg's Urban Structure provides a vision for the arrangement of land uses within the city.	
	SECTIONS	**INTENT**
Growth and Servicing	B1. General Growth B2. Financing Growth B3. Servicing	These sections covers how the City will manage and finance growth, as well as its policies around municipal servicing.
Transformative Areas	C1. Downtown C2. Corridors C3. Rapid Transit Corridors C4. Commercial Areas and Mixed Use Centres C5. Major Redevelopment Sites C6. New Communities	These sections cover Transformative Areas – those areas of the City that provide the best opportunity for growth and change.
Established Neighbourhoods	D1. Established Neighbourhoods • Mature Communities • Recent Communities º Emerging Communities D2. Reinvestment Areas	These sections covers Established Neighbourhoods – which are existing residential areas where most Winnipeggers live. They will accommodate mostly moderate growth and change.
Additional Areas	E1. Employment Lands E2. Rural and Agricultural E3. Major Open Space	These sections cover other areas that can be found throughout the city.
Special Districts	F1. Airport Area F2. Urban Reserves F3. Capital Region	These sections cover areas where the City has limited or no jurisdiction, but is in a position to partner with stakeholders in the future development of these lands.
Urban Structure Supports	G1. Mobility G2. Strategic Infrastructure and Resources Heritage G3. Parks and Recreation G4. Housing G5. Urban Design G6. Heritage Conservation	These supporting sections are not related to any one area or type of area of the City. They are intended to be applied throughout the City where they are applicable to a particular neighbourhood, community, or component of the Urban Structure.
Implementation	H1. The implementation section describes how the City of Winnipeg intends to track its progress towards and remain accountable to the implementation of the *Complete Communities 2.0*	

DRAFT

A1. Introduction

In Manitoba, all municipalities are required to prepare a development plan that sets out long terms plans and policies for its physical, social, environmental, and economic objectives. In Winnipeg, the development plan is accompanied by a more detailed secondary plan that focuses on the physical environment.

OurWinnipeg is the City of Winnipeg's development plan. The ***Complete Communities Direction Strategy 2.0*** is a citywide secondary plan that guides growth, development, and land use in the city of Winnipeg.

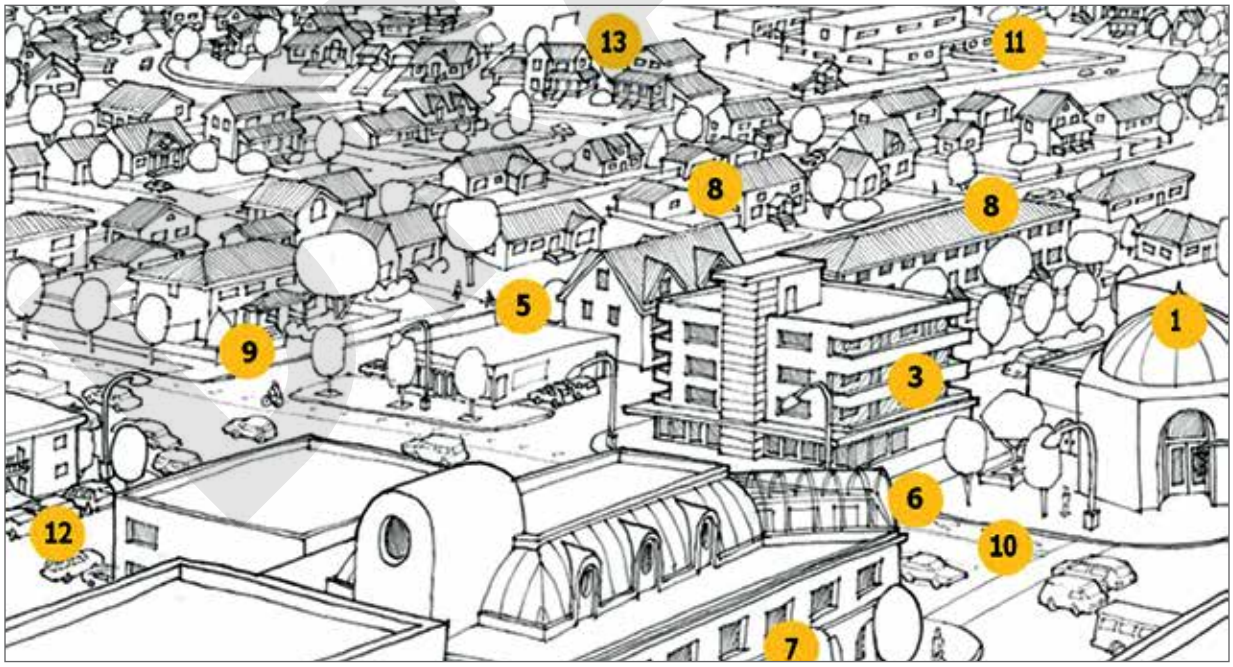
The primary focus of *Complete Communities 2.0* is to describe Winnipeg's physical characteristics and introduce an Urban Structure that creates a framework for the city's future physical growth and development. An Urban Structure is a spatial articulation of city building objectives. It guides the city's future realization, identifying and defining its physical components – not as they are today, but as they are envisioned for tommorrow.

In Phase 1 of consultations for the *OurWinnipeg* review, Winnipeggers said they want to:

- Be more strategic in how we grow
- Maximize existing infrastructure and services by accommodating growth in existing communities through context-sensitive infill and mixed-use development
- Ensure every neighbourhood has a range of housing types available, so that every person or family can find a place to live that meets their needs
- Increase the range of transportation options, such as walking, cycling, and transit, to meet people's daily needs
- Live in complete communities, where people of every age and ability have the opportunity to live, work, and play within their own neighbourhood
- Focus our energy on implementing these goals and "making the plan work"

Complete Communities 2.0 has also been informed by background research and analysis that shows Winnipeg

Figure 1 – These illustrations show some possible components of complete communities



1. *Preservation of heritage sites*
2. *High frequency transit*
3. *Mixed developments – housing, retail, public space, etc.*
4. *Promotion of arts and culture*
5. *Local employment options*
6. *Connected transit, pedestrian, bike routes*

DRAFT

will continue to grow and change considerably over the coming decades. By 2040, our city is expected to grow by more than 160,000 people, add more than 83,000 new jobs, and require approximately 82,000 new dwelling units. This is equivalent to adding three cities the size of Brandon, Man. to the City of Winnipeg over the next 20 years.

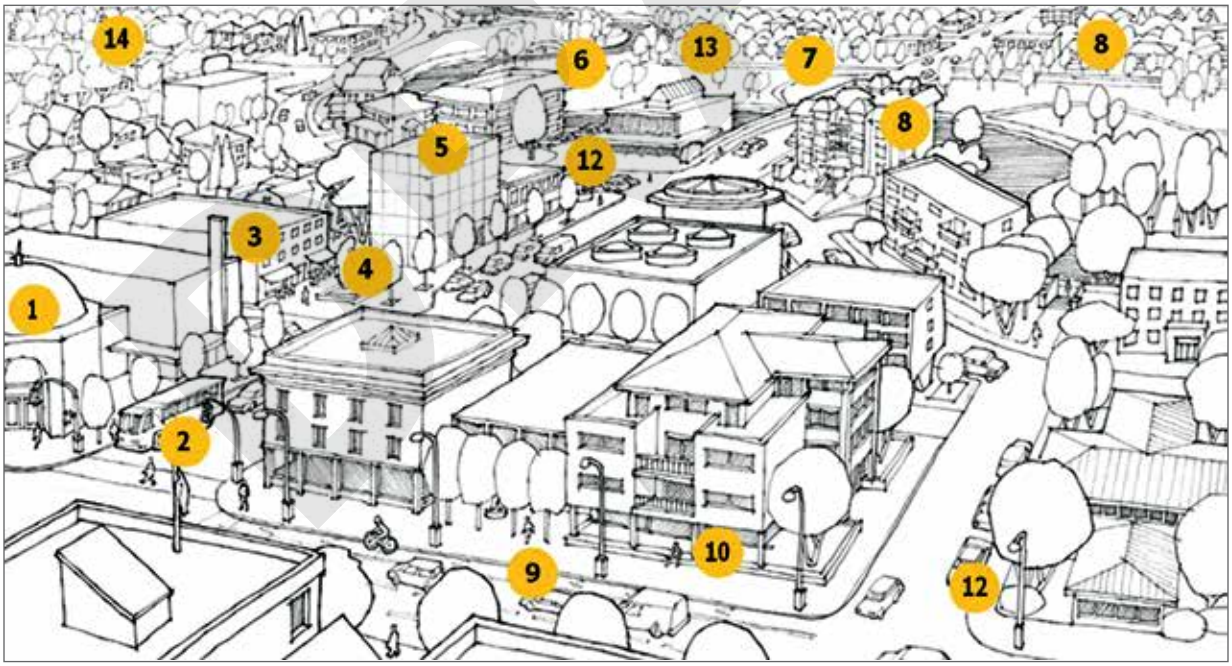
Opportunities and challenges come with this continuing growth. As a city, we have the opportunity to be proactive, strategic, and innovative about how we grow and change.

This would allow us to address the following questions in a better way:

- How do we ensure that the City has a diversified revenue base that can pay for the infrastructure and services that support it?
- How are we going to sustainably accommodate growth and change while still meeting our climate change targets?
- How can we capitalize on growth while making sure our city stays livable, affordable, and desirable?
- How can we make sure that all Winnipeggers benefit from this growth?
- How can we maintain and enrich what we value most while finding room for a growing population?

The *Complete Communities 2.0* maintains the same vision and principles that guided the first Complete Communities Direction Strategy, adopted as bylaw in 2011. At the same time, *Complete Communities 2.0* takes the next big step in implementation by "making the plan work" in the following key ways:

- Setting a **residential intensification target** that provides high-level direction for decision making and anchors other plan policies
- Identifying a **preferred phasing of greenfield areas** that aligns with the *Infrastructure Plan* to allow for more efficient allocation of resources by the City of Winnipeg and greater predictability and certainty for everyone
- **Prioritizing infrastructure and development** in places that best support Complete Communities principles, using a criteria-based evaluation
- Identifying **residential growth targets** and **prioritizing major offices Downtown**
- Identifying areas for growth and change that best support Complete Communities principles more precisely through **more detailed mapping of Corridors and Mixed Use Centres** in the Urban Structure
- **Fully aligning this strategy with the City's Transit Master Plan** by directing the highest residential and employment densities to the areas with the best transit options



7. *High quality local spaces*
8. *Housing options/affordability*
9. *Complete streets – cars, bikes, pedestrian*
10. *Safe and accessible*
11. *Schools*
12. *Parking*
13. *Parks*
14. *Urban forest*

DRAFT

- Creating a more detailed policy framework for **accommodating infill development within Established Neighbourhoods** (formerly Areas of Stability) which aims to allow modest growth while also preserving what makes these neighbourhoods unique
- Creating a more robust set of policies to maintain and enhance our city's **industrial land supply** and to ensure that the City is competitive with other municipalities
- Ensuring this By-law is **dynamic, not static** by monitoring our supply of residential and employment land, tracking development trends, and measuring results to respond to changing conditions
- An **implementation table** at the back of the plan organized by priority and timeline for completion
- Creating an **urban design policy** based upon an updated urban design framework

Several new sections of this By-law provide further direction and fill policy gaps from the previous Complete Communities:

- A new **General Growth** section provides more detailed direction for managing our greenfield lands
- A new **Financing Growth** section presents policies, principles, and actions the City can take to finance growth so that all Winnipeggers can benefit
- A new **Servicing** section presents a more detailed policy framework for municipal servicing
- A new **Mobility** section highlights policies and actions the City can take to better align land use with transportation
- A new **Strategic Infrastructure and Resources** section presents policies to manage potential land use conflict with strategic infrastructure such as freight rail lines, landfills, wastewater treatment plants, and major roadways
- A new **Housing** section provides more detailed policy and action related to ensuring the availability of many types of housing, particularly affordable housing

OURWINNIPEG

As the City's overarching 25-year plan, *OurWinnipeg* sets out a sustainable development and human rights framework of goals, objectives and policies that align with the United Nations Sustainable Development Goals (SDGs). This framework has implications for City Building and the *Complete Communities 2.0*. *OurWinnipeg*'s interconnected quality of life goals include Environmental Resilience, Economic Prosperity, Good Health and Well-Being and Social Equity. *Complete Communities 2.0* aligns with *OurWinnipeg*'s policy direction to ensure that our city's desired sustainability outcomes are fully implemented and achieved through Winnipeg's physical development.

The overriding City Building Policy 6.1 in *OurWinnipeg* states:

"*The City shall accommodate physical development that reflects this Plan's goals and achieves a continuum of complete and connected communities over the lifecycle of the Plan.*"

The detailed policy contained in this *Complete Communities 2.0* builds on the policy direction provided in *OurWinnipeg*, using the Urban Structure and related planning concepts to guide physical growth in a manner that supports sustainable development goals.

The relationship between *Complete Communities 2.0* and the *OurWinnipeg* sustainability goals is illustrated in the diagram below:

Figure 2



The diagram illustrates a feedback loop between the vision and effort it takes to build complete communities and the outcomes we achieve when every neighbourhood is a complete community.

The City's role is to guide the development of complete communities through planning, policy, investments, and regulation and to help shape settlement patterns and ensure a compatible mix of land uses as our population grows.

DRAFT

VISION

The City of Winnipeg is planned and designed based on a logical Urban Structure that focuses growth and change to enhance existing assets, to create complete communities and complete existing communities, and to ensure a socially, environmentally, and economically sustainable future through the integration of transportation planning, land uses, built forms, and urban design.

The vision statement and principles for the *Complete Communities 2.0* establish its rationale and articulate the preferred direction moving forward. The vision and first six principles were developed by representatives from the City of Winnipeg departments of Water and Waste, Public Works, Planning, Property, & Development, Winnipeg Transit, Winnipeg Police Service, and the Province of Manitoba. They were confirmed through public consultation and endorsed by City Council as part of the Complete Communities Direction Strategy.

Upon reviewing the principles, however, it was determined that there was the need for an additional principal that acknowledges how *Complete Communities 2.0* will respond to the exponential rate of change in modern society and to the fact that the future direction of cities is to a large extent, unknowable.

PRINCIPLES

The following seven principles stem from the overall vision and provide the guiding framework for *Complete Communities 2.0*.

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

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

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

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

5 Complete Communities builds on future, planned-for-assets, such as the rapid transit network and CentrePort.

6 The collaborative implementation of Complete Communities will be inclusive, transparent, accessible, and meaningful for all.

7 The implementation of Complete Communities recognizes the complexity of cities and the people within them and aims for an approach that promotes resilience and adaptability.

DRAFT

WHAT ARE COMPLETE COMMUNITIES?

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

What Is a Complete Community?

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

Characteristics of Complete Communities

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

Complete communities facilitate a range of transportation options. In many instances, the priority of modes of transportation or the most used mode of transportation will differ from one part of the city to another based on the area's context. Modes of transportation other than the private automobile should be encouraged where they can provide convenient and realistic travel choices.

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

Complete communities provide options for local employment, while recognizing that not everyone will live close to where they work. Downtown, airport lands and designated Employment Lands will continue to be the centres of employment in the City of Winnipeg, but a complete community should include a mix of uses that will provide the option of employment close to home.

Complete communities safeguard natural areas, such as wetlands and urban forests, for the protection of biodiversity and the integrity of ecosystem

Complete communities protect, preserve, and promote cultural, built and natural heritage resources to maintain an important connection to history, identity, cultural perspectives, and sense of place.

Complete communities support good health, well-being and social interaction through a well- connected built environment that offers many options for active living and interactions between people, including safe, inclusive, and universally accessible open spaces.

Complete communities provide access to healthy and affordable food.

Complete communities also help us to meet our sustainability goals, which include better air quality, resource efficiency, waste management, and climate change mitigation as well as adaptability to climate change and resilience to natural disasters.

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



Is Cold Weather a Barrier to Complete Communities?

The short answer is no. Whether it's rain (Portland, Ore. and Vancouver, B.C.), extreme heat (Miami, Fla. and Phoenix, Ariz.) or snow (Montreal, Que. and Ottawa, Ont.) – cities can adapt to their unique climates.

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

By applying planning and design approaches suited to our unique climate, Winnipeg can mitigate some of the discomfort and inconveniences of winter. This positive approach can also make winter more enjoyable for everyone and bolster our community's ability to attract new businesses and residents.

Recognizing this, cities such as Minneapolis and Edmonton – whose climates are similar to Winnipeg's – have also been prioritizing the concept of complete communities in their development plans.

DRAFT

COMPLETE COMMUNITIES 2.0 AND RECONCILIATION

As a document focused on Winnipeg's physical environment, *Complete Communities 2.0* touches on an important element at the heart of reconciliation – namely land (our relationships to it, and the planning, design, and development of it). This is all the more significant given the city's location within Treaty 1 territory and on the homeland of the Métis Nation, and given that Winnipeg is also home to Indigenous Peoples from other territories.

It is important to consider how this context informs our approach to the planning, design, and development of the urban environment, and to recognize how spatial planning and land development have historically been undertaken in ways that have been detrimental to Indigenous Peoples, the effects of which are still being felt today.

Through Winnipeg's Journey of Reconciliation and the commitments of the *OurWinnipeg* development plan, the City of Winnipeg is committed to an ongoing process of reconciliation based on respectful relationships with First Nations, Métis, and Inuit peoples. The City is committed to initiating a positive change in the culture of relationships between Indigenous and non-Indigenous people in Winnipeg.

The *Complete Communities 2.0* articulates a vision of complete communities for all Winnipeggers, while recognizing the importance of advancing reconciliation efforts and relationship-building with Indigenous Peoples as they relate to the urban environment.

The *Complete Communities 2.0* seeks to address these issues through its emphasis on communities that are healthy, safe, equitable, resilient, and sustainable for generations to come. It contains visions, goals, and policies related to facilitating the creation of urban reserves within Winnipeg, and collaboration with Indigenous communities to recognize and celebrate Indigenous cultures within the physical and natural environment of the city.

It is important to recognize that, through on-going listening and relationship-building, new ways of addressing these issues may emerge. It is important to remain flexible and allow space for this to occur, in a way that results in truly complete communities for all.

REFERENCES

While comprehensive in scope and detail, *Complete Communities 2.0* is designed to work with *OurWinnipeg* and other companion documents to create a complete package of resources and directions.

Complete Communities 2.0 directs the reader to other supporting documents at the beginning of each section. The reader should be aware of these additional documents to ensure a complete understanding of each section.

The following is a comprehensive list of documents referenced throughout *Complete Communities 2.0*.

OurWinnipeg

OurWinnipeg is the City of Winnipeg's 25-year sustainable development plan and policy document that guides all other City plans and policy.

Guiding Documents

A number of existing/Council endorsed guiding documents have been completed to guide the implementation of *OurWinnipeg* and the *Complete Communities 2.0*:

- *Winnipeg's Climate Action Plan*
- *State of the Infrastructure Report*
- *Infrastructure Master Plan*
- *Financial Management Plan*
- *Transportation Master Plan*
- *Pedestrian and Cycling Strategies*
- *Garbage and Recycling Master Plan*
- *Transit Oriented Development Handbook*
- *Downtown Parking Strategy*
- *Ecologically Significant Natural Lands Strategy and Policy*
- *Go to the Waterfront Plan*
- *Library Strategic Plan*
- *Public Art Policy*
- *Secondary plans (see map in Appendix)*

Many other guiding documents are underway or will need to be initiated to fully implement Our Winnipeg. These documents will be brought forward for City Council consideration.

- *Small-Scale and Low-Rise Residential Development Guidelines for Mature Communities*
- *Parks Strategy*
- *Recreation Strategy*
- *Corporate Strategic Plan*
- *Winnipeg Transit Master Plan*
- *Poverty Reduction Strategy*
- *A Culture of Safety for All*
- *Newcomer Welcoming and Inclusion Policy*
- *Comprehensive Urban Forestry Strategy*
- *Community Safety Strategic Action Plan*
- *On-Street Parking Strategy*

DRAFT

PLANNING CONTEXT

Population growth

After a decade of slow population growth in the 1990s, Winnipeg's population began increasing steadily in the 2000s as a result of international immigration enabled by Manitoba's Provincial Nominee Program (MPNP). Over the 2010s, it is estimated that Winnipeg has grown by more than 95,000 people, a tenfold increase from the 1990s.

This robust population growth is expected to continue over the 20-year time horizon of this By-law. According to the Conference Board of Canada, the City of Winnipeg is expected to grow by approximately 160,700 people between 2020 and 2040[1], or about 8,200 people annually. This growth will continue to be driven primarily by international immigration and has been critical in ensuring our workforce is big enough to support the needs of an aging population.

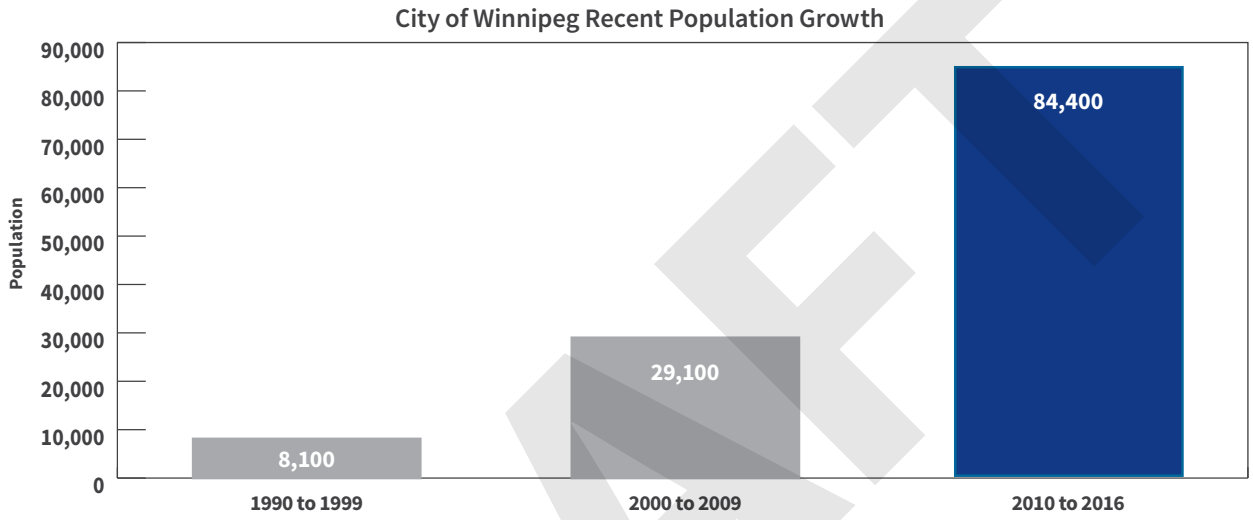


Figure 3

Source: City of Winnipeg Community Trends and Performance Report, Volume 1 for 2020 Budget

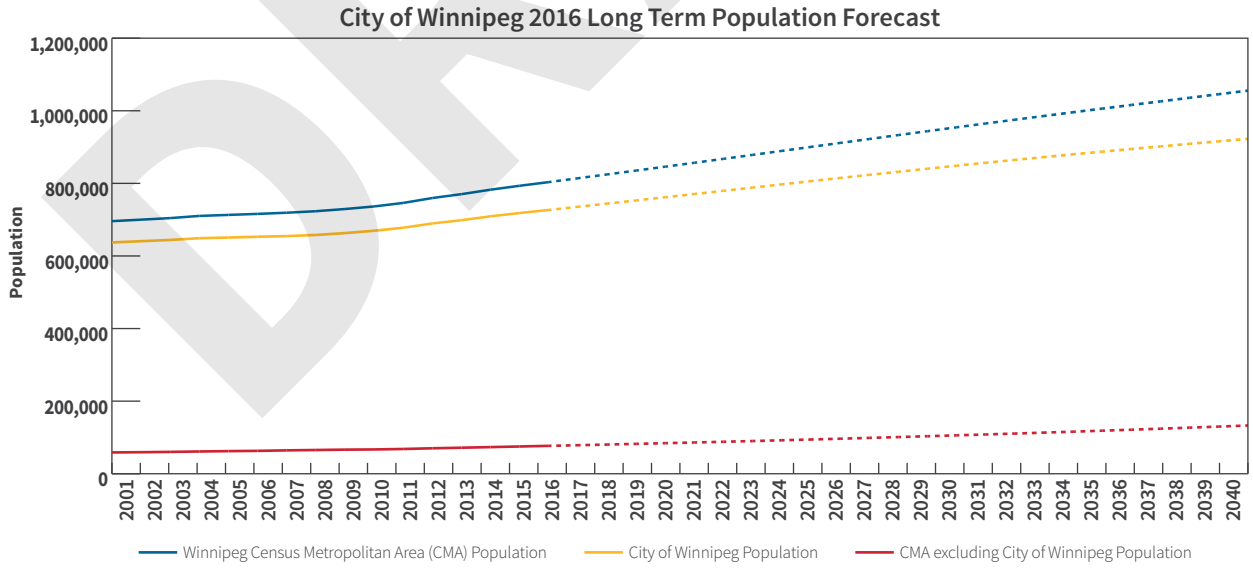


Figure 4

Source: City of Winnipeg 2016 Population and Housing Forecast

[1]204,200 people between 2015 and 2040 is the number specifically sourced in the Population and Housing forecast

DRAFT

Housing growth

As population increases, so does demand for housing. Based on forecasted growth, Winnipeg will need to accommodate approximately 82,000 new dwellings between 2020 and 2040, or 3,900 new units annually.

Over the last decade, housing preferences in Winnipeg have undergone a dramatic shift, following similar trends in other cities. While single-family dwellings have historically been the preferred housing type going back several generations, the number of multi-family housing starts (semi-detached, row, and apartment dwellings) first exceeded single-family housing starts in 2012. This trend has continued every year since.

In contrast to single-family dwellings, the most land-intensive of all dwelling types, multi-family units can be accommodated almost anywhere that is compatible. As a result, intensification has increased, with 45% of all new residential units having been located in the existing built-up area of the city between 2011 and 2018[2].

Largely as a result of this market shift, greenfield development has become much more dense than suburbs planned even just ten years ago. Bridgwater Forest, the first phase of the Waverley West suburb, began building in 2007. This area has approximately eight units per net acre (roughly equivalent to Amber Trails or South River Heights). However, more recent developments are planned to accommodate densities between 12 and 15 units per net acre (roughly equivalent to The Maples and Wolseley).

The Conference Board of Canada forecasts that the strong interest in multi-family dwellings seen in the 2010s will continue, with approximately 60% of all future units expected to be row houses or apartment units. The City will need to ensure land is continually planned, zoned, and serviced to accommodate this growth.

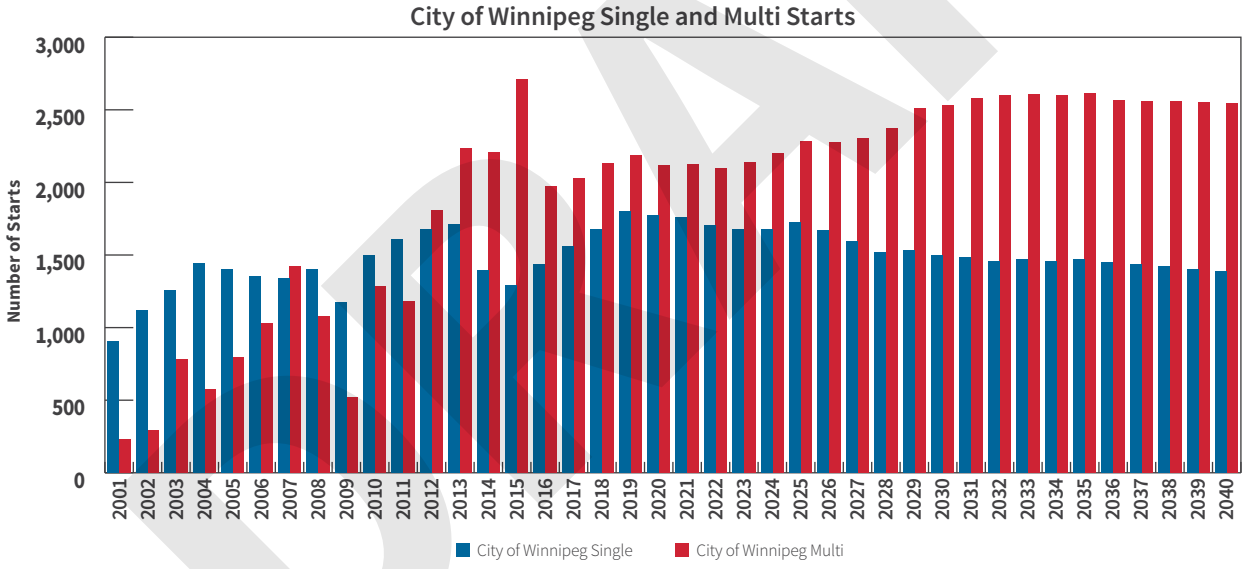


Figure 5

Source: CMHC, The Conference Board of Canada

[2]City of Winnipeg permit data

DRAFT

Employment growth

The City of Winnipeg will need to ensure it can accommodate non-residential growth as well. According to the employment forecast prepared in support of the Employment and Commercial Lands Study commissioned by the City in 2018, Winnipeg is expected to gain approximately 83,000 new jobs between 2016 and 2036 across a diverse range of industries. These jobs are linked to population growth to varying extents.

While job growth in industries such as construction and health care is closely tied to population trends, other export-oriented industries such as manufacturing and transportation tend to be more influenced by broader market conditions (e.g., transportation access, distance to markets) as well as local site characteristics (e.g., servicing capacities, highway access, and exposure).

The Employment and Commercial Lands Study identified that the City is facing a significant shortfall of vacant serviced industrial land to accommodate forecasted growth over the next 20 years, and that City competitiveness, and in turn the competitiveness of the larger Capital Region, is being compromised. Over the next 20 years, the City will be challenged to ensure enough lands can be brought on-line to support this growth and to maximize our City's economic prosperity.

In contrast, the Employment and Commercial Lands Study found that the City has a large surplus of commercial lands. Commercial retail is strongly linked to population growth. While retail space per capita is declining widely across North America with the increasing prevalence of online providers, 160,000 new Winnipeggers will still spur new brick-and-mortar development. The Employment and Commercial Lands Study concluded that this surplus of commercial lands will limit market-related incentive for retail intensification in at least the short to medium term[3].

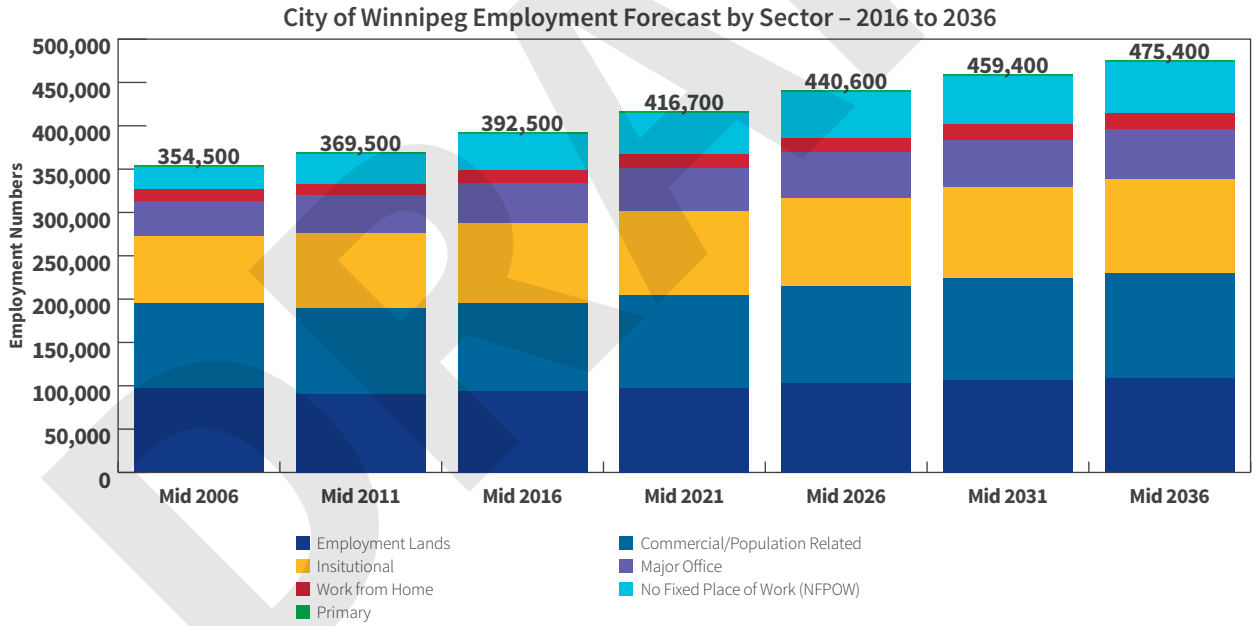


Figure 6

Source: Derived from Statistics Canada, 2001-2016 census by Watson & Associates Economists Ltd.

[3]Employment and Commercial Lands Study
[4]City of Winnipeg analysis
[5]Statistics Canada

DRAFT

Year	Population	Feet of water pipe	Feet of pipe/person
1941	290,540	2,012,800	**6.9**
1971	535,100	5,159,003	**9.6**
2016	705,244	11,911,360	**16.9**

Figure 7

Source: City of Winnipeg

Change in urban footprint

Like most North American cities, Winnipeg's urban footprint increased significantly relative to its population in the post-war years. From 1971 to 2019, its settlement area nearly doubled in size (an increase of 92%), while its population only grew by 37%[4]. At the same time, the population of its Mature Communities declined by 82,000 people between 1971 and 2016[5]. This was largely due to declining household sizes as well as increased economic prosperity allowing people to purchase larger, more land-intensive single-family dwellings with multiple vehicles per household.

Like many other cities, this has left Winnipeg with an urban fabric that is increasingly difficult to maintain. For example, from 1971 to 2016, Winnipeg's population grew by 32% but the length of its linear water pipes grew by 131%. With its budgets for both the maintenance and construction of new infrastructure stretched increasingly thin, Winnipeg is struggling to keep up with the needs of a growing city. The 2018 State of the Infrastructure Report estimated its 2018-2027 infrastructure deficit at $6.9 billion, which is exacerbated by limited revenue growth over the previous two decades.

Opportunities and constraints in achieving the *Complete Communities 2.0* vision

Cities can leverage their population growth to achieve city-building goals, and Winnipeg will be well-suited to do so over the next 20 years. The high rates of forecasted multifamily development in particular will provide a golden opportunity to achieve policy objectives around downtown revitalization, transit-oriented development, and general intensification. However, in order to succeed, the City will have to overcome a number of constraints that threaten to undermine how the City accommodates growth:

- The City will be increasingly challenged to finance new infrastructure, limited by constrained revenues and decreasing available capacity to borrow debt
- The City does not fully understand the extent to which the existing built-up area can accommodate significant growth, most notably with regards to the potential limitations of the existing piped servicing network in this area
- The City will be challenged to accommodate non-residential growth, with a significant shortfall of vacant serviced industrial land and questionable city competitiveness relative to the surrounding Capital Region municipalities. Its large surplus of commercial land will also inhibit retail intensification in the short to medium term

DRAFT

A2. Urban Structure

OurWinnipeg and the *Complete Communities 2.0* are based on an Urban Structure – a spatial articulation of city building objectives. It guides how the city will be realized by identifying and defining its physical components, not as they are today, but as they are envisioned for the future.

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

Our Urban Structure is uniquely ours. No other city has the physical structure that we do – one shaped by many factors such as Winnipeg's history, climate, rivers, and flat geography.

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

OurWinnipeg Transformative Areas

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

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

OurWinnipeg Established Neighbourhoods

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

Regular updates to the Urban Structure based on changes "on the ground" will keep it current and ensure that it contributes to the overall *OurWinnipeg* vision and policies.

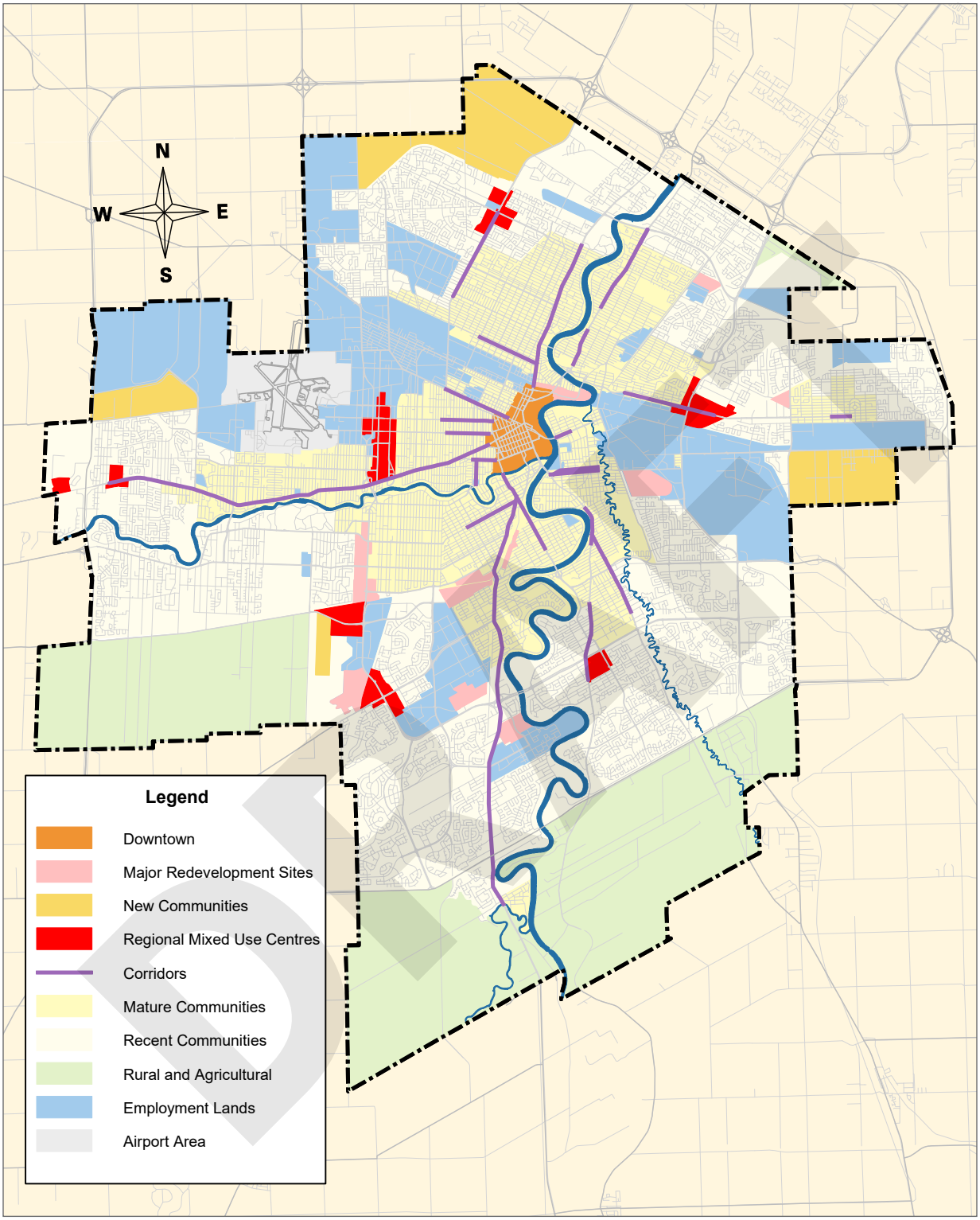
URBAN STRUCTURE HIERARCHY

In some instances, property may be located within more than one area of the Urban Structure. When areas of the Urban Structure overlap, the following hierarchy shall be used to determine which area policies take precedence, in descending order.

1. Airport Area, Urban Reserves
2. Major Open Space, Major Redevelopment Sites
3. Employment Lands, Downtown, Rural and Agricultural
4. Corridors
5. New Communities
6. Mixed Use Centres
7. Established Neighbourhoods

DRAFT

MAP OF THE URBAN STRUCTURE



Map 1

Winnipeg lies within Treaty No. 1 territory and the traditional homeland of the Métis nation.



B1. General Growth

INTRODUCTION

Winnipeg's forecasted population and employment growth provides a great opportunity for the City to advance policy objectives and create more complete communities. For example, this growth can help support sustainable transportation options and community amenities, while enhancing the region's economic diversity. However, if left unchecked, it can threaten the City's sustainability. Responsible management of this growth through the integration of policy with City budgeting and investment is critical to ensure the City's future prosperity.

To fully realize the vision of *OurWinnipeg* and *Complete Communities 2.0*, the City will leverage its growth to enhance neighbourhood amenities, build on existing City services such as transit, and maximize infrastructure investments. While growth will occur in all parts of the City, areas that provide the best opportunities to deliver upon Complete Communities principles will be prioritized.

Intensification Target

At the crux of *Complete Communities 2.0* is a residential intensification target. Consistent with the City's Climate Change Action Plan, the intensification target states that a minimum of 50% of all new dwelling units be accommodated in the intensification target area of the City (see Map 2). To achieve this target, the City will need to expend considerable effort in making new development in these areas easier, more desirable, and more predictable. This will be an important part of offsetting the depletion of easier infill development opportunities as they are exhausted over this By-law's 20-year time horizon.

This By-law prioritizes growth in areas that best achieve Complete Communities principles. While Transformative Areas such as Downtown, Corridors, and New Communities are well-suited to accommodate significant growth, Established Neighbourhoods will also play a key part in meeting the intensification target in a way that maintains and enriches what we value about these neighbourhoods.

In order to accommodate the forecasted demand for housing, the City should provide for predictable development through the timely delivery of growth-enabling and growth-supportive infrastructure. Failure to provide sufficient housing could threaten Winnipeg's prosperity and competitiveness.

The General Growth section provides a general framework for growth management. Subsequent sections will provide more detailed policy specific to each area of the Urban Structure.

This section is supported by the following documents:

- *Financial Management Plan*
- *Asset Management Plan*
- *2018 State of the Infrastructure Report*
- *2020 Infrastructure Plan*
- *Departmental asset management plans*

DRAFT

Common Questions about Growth and Intensification

1. What are the benefits of infill development?

- Infill helps reduce the City's environmental footprint by best supporting sustainable modes of transportation and preserving greenfield land for agricultural and future residential purposes;
- Infill improves the existing housing stock in Established Neighbourhoods, attracting additional residents to better support local retail and community amenities; and
- Infill lessens the need for additional infrastructure by using existing pipes, roads, community facilities, and other assets.

2. Why do we need greenfield development?

- Greenfield development will be necessary to accommodate 1,700 new single-family dwellings a year over 20 years. Due to single-family dwellings' large land requirements, infill areas alone cannot accommodate the full scale of the forecasted growth. Additionally, greenfields will also accommodate a range of other housing types, ensuring that they are developed as complete communities.
- Due to their large size and property ownership, greenfield development can accommodate many dwelling units in a reliable and predictable way, where a single greenfield site can accommodate thousands of units.
- Infill development is more sporadic. Because of greater uncertainty in the approvals process and the economics of land development, compounded by the fact that individual sites can accommodate far fewer units, infill is a less reliable supply of land.
- If the City were not able to accommodate single-family homes, unmet demand would:
  - Increase the cost of housing in Winnipeg, with negative consequences for social equity and economic competitiveness.
  - Have negative environmental consequences for the Winnipeg region, as the distance between residences and city amenities would lengthen.
  - Limit Winnipeg's ability to collect revenue to address the increased demand on city services spurred by increased exurban growth (growth outside the city limits).

3. What is the intensification target?

The intensification target is the minimum amount of new development to be constructed per year in the existing built up area of the city, over the life of this By-law. It is intended to be directional and anchors all other policies in this By-law. In order to achieve the 50% target, the City will need to be more proactive in encouraging/enabling infill development, as directed by this By-law.

4. Why phase greenfield development?

Greenfield phasing aligns the planning and development of greenfield lands with the City's infrastructure priorities. Doing so will allow the City to more efficiently manage its resources and provide greater predictability and certainty around infrastructure investment.

5. What is the intent of the greenfield phasing plan?

The greenfield phasing plan is a guideline tool to prioritize the sequencing of investments in growth-enabling infrastructure and local area planning. Policies related to vacant serviced and planned greenfield land supplies broadly direct the need for and timing of these investments, while the phasing plan will inform the selection of the specific projects.

Sites included in the greenfield phasing plan all have at least one identified servicing and/or planning constraint inhibiting full site build-out at the time of adoption of this By-law. Sites that are fully planned and serviced are not included. In some instances there may be no constraint to partial site build-out, in which case the phasing plan has no bearing on those sites.

Greenfield phasing priorities were determined based on a multi-criteria analysis that considered the City's capital infrastructure priorities, the extent to which City-funded capital infrastructure is necessary to enable and support site development, site development readiness, and the extent to which development would promote Complete Communities principles. Proposals to deviate from phasing plan priorities should be weighed against these considerations.

DRAFT

VISION

Capitalize on Winnipeg's growth while making sure the city is livable, affordable, and desirable for all.

Goal 1

1.0 Ensure forecasted growth is responsibly planned.

Policies

Plan for and accommodate forecasted growth

1.1 Accommodate forecasted growth through implementation of the following:

1.1.1 Recognize the Urban Structure as the guiding vision for the growth and development of the city. Within the Urban Structure, distinguish areas based on their ability to accommodate growth and change through Transformative Areas and Established Neighbourhoods.

1.1.2 Prioritize growth in areas that best support Complete Communities principles, as directed by this By-law.

1.1.3 Encourage compatible development, subject to applicable policies in this By-law.

1.1.4 Accommodate market demand for new housing.

1.1.5 Work to provide for predictable development through the timely delivery of City-funded growth-enabling and growth-supportive infrastructure within the City's financial capacity.

1.1.6 Optimize existing infrastructure and services.

Goal 2

2.0 Encourage strategic intensification.

Policies

Setting an intensification target

2.1 Aim for a minimum of 50% of all new dwelling units to be located in the intensification target area.

2.2 Aim to establish a minimum of 350 new dwelling units per year in the Downtown each year until 2030, and 500 dwelling units per year after 2030.

Implementing the intensification target

2.3 Work to achieve the intensification target by making development in the intensification target area easier, more desirable, and more predictable through the use of the following approaches:

2.3.1 Enable and encourage compatible infill development to a degree consistent with the intensification target.

2.3.2 Leverage enabling tools to enable growth where directed by this By-law.

2.3.3 Ensure that lands are planned, zoned, and serviced to facilitate development, where directed by this By-law.

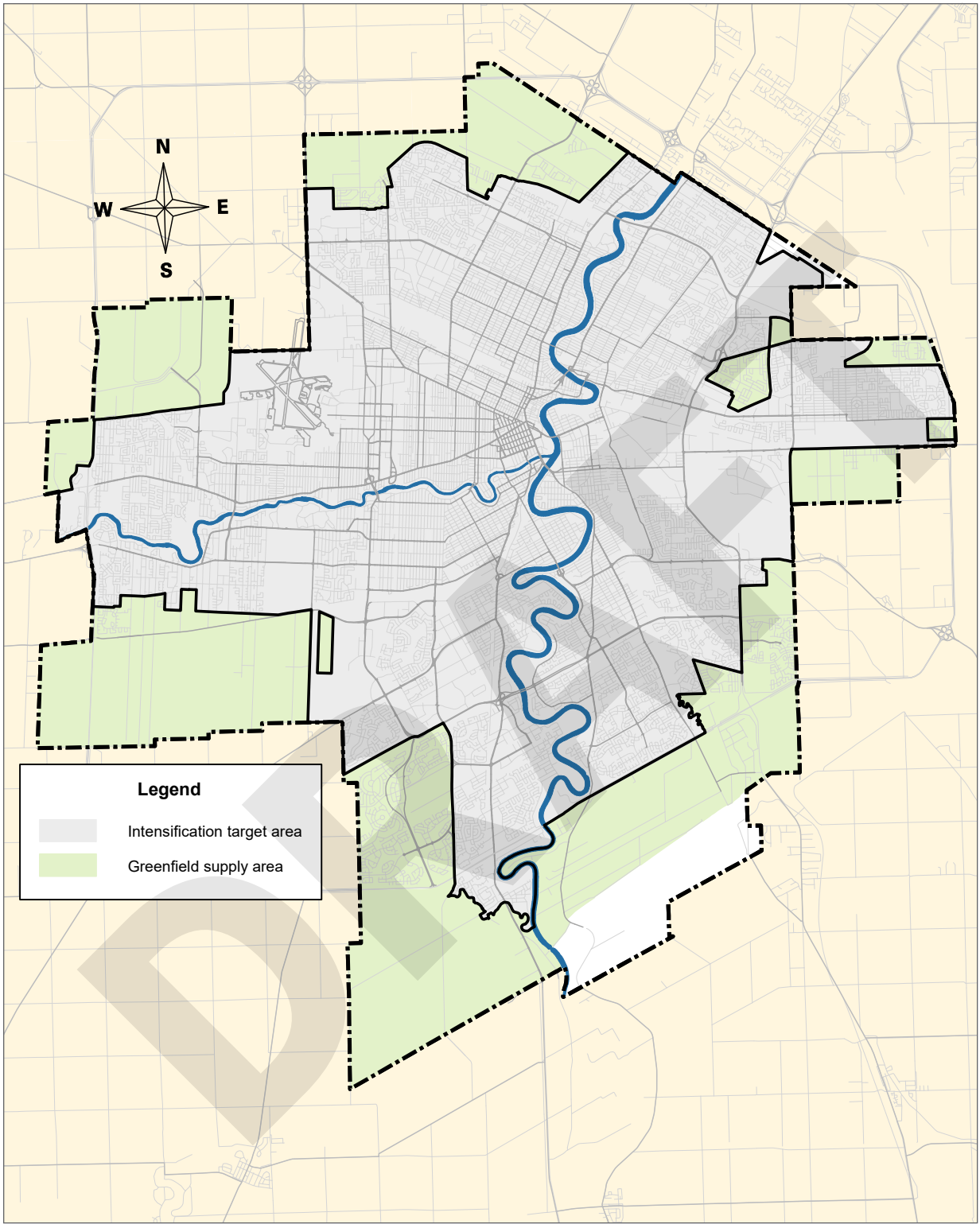
2.3.3.1 Use local area planning, including zoning rationalizations, as a tool to clarify land use and development expectations.

2.3.3.2 **(A)** Request that the Province of Manitoba change existing legislation to allow the City to enter into development agreements with developers via the development permit process.

2.3.3.3 **(A)** Prioritize a review of the ability of existing water, wastewater, and land drainage infrastructure to support growth in the intensification target area, where directed by this By-law.

DRAFT

MAP OF GENERAL GROWTH



Map 2

Goal 3

3.0 Direct the highest residential and employment densities to areas that can provide the best transit service.

Policies

Align maximum permitted multifamily residential densities with transit

3.1 Where compatible with surrounding land uses and subject to other applicable policies of this By-law, direct the highest multifamily residential densities to the areas that provide the best transit service.

3.1.1 High multifamily residential densities may be encouraged Downtown, at existing rapid transit stations, and along corridors. Support the highest densities in this range in closest proximity to transit stations.

3.1.2 Medium multifamily residential densities may be encouraged along the existing and planned Primary Transit Network. Support the highest densities in this range in closest proximity to transit stations.

3.1.3 Multifamily residential densities elsewhere in the Urban Structure will be directed in accordance with other policies from other sections of this By-law.

General Office development

3.2. Support the City's economic competitiveness by providing opportunities for office development in different areas of the city.

3.3 Align office development with transit service.

Major Office development

3.4 Encourage the location of Major Office uses within Downtown.

3.5 Major Office uses may be accommodated within 300m of an existing or planned Primary Transit Network station, with preference for a designated Corridor, taking into consideration:

a. The existing level of transit service at the nearest Primary Transit Network station, including transit frequencies and station infrastructure;
b. The existing and proposed level of pedestrian connectivity to the nearest Primary Transit Network station; and
c. Compatibility with surrounding land uses

3.6 Discourage the location of Major Office uses in areas outside of those identified in 3.4 and 3.5.

3.7 Take into account the considerations listed in 3.5 as well as the implications of the proposed development on transit operations when evaluating proposals to locate Major Office uses outside of the areas identified in 3.4 and 3.5.

Medium Office development

3.8 Encourage the location of Medium Office uses within Downtown or within 300 metres of an existing or planned Primary Transit Network station, with preference for a designated Corridor.

3.9 Discourage the location of Medium Office uses outside of the areas listed in Policy 3.8.

3.10 Consider the criteria listed in Policy 3.5 as well as the implications of the proposed development on transit operations when evaluating proposals to locate Medium Office uses outside of the areas identified in Policy 3.8.

Small Office development

3.11 Accommodate the location of Small Office uses widely throughout the Urban Structure subject to other applicable policies of this By-law and applicable zoning bylaw regulations.

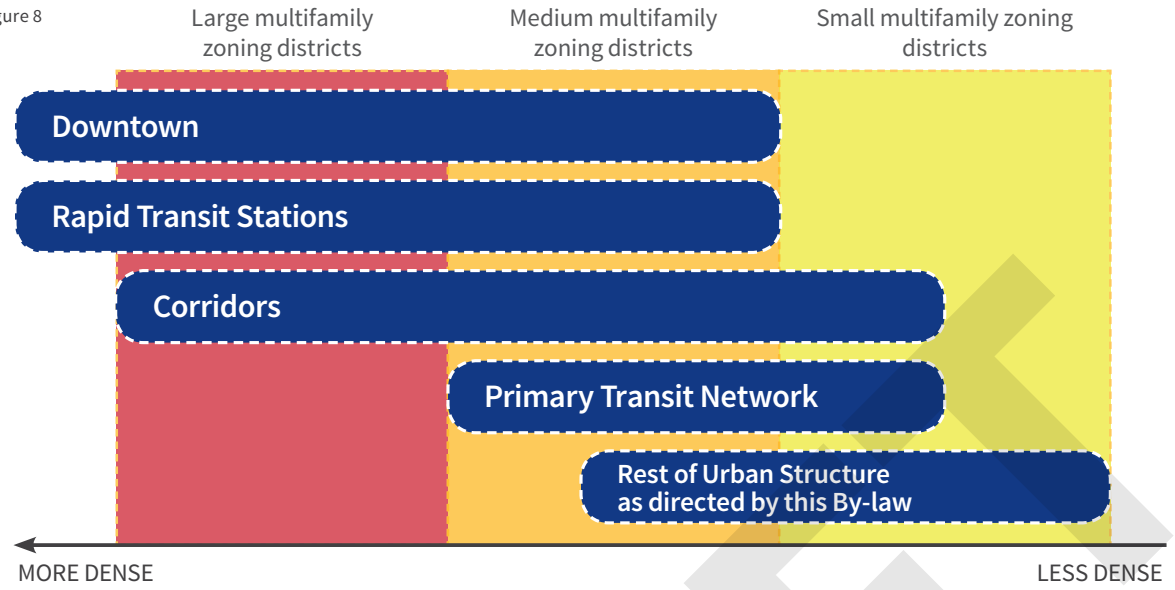
3.12 Discourage the location of Small Office uses in Core Industrial areas.

3.13 Clusters of multiple Small Office uses planned together and/or intended to function as a single site may be encouraged to locate Downtown or within 300 metres of an existing or planned Primary Transit Network station if the size and/or scale of the proposed development is comparable to a Major or Medium Office use.

DRAFT

Distribution of Multifamily Residential Densities

Figure 8



Guide to Distribution of Residential Density and Height

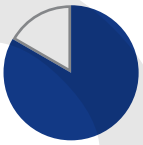
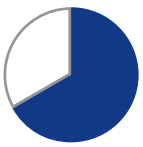
Urban Structure Area	Density	Height	Transit Service Type	Design Guidance
DOWNTOWN				
Downtown			Rapid and frequent	• Urban Design Advisory Committee
MIXED USE CORRIDORS				
Rapid Transit stations			Rapid	• *TOD Handbook* • Design guidelines in secondary plans • Corridors section
Regional Mixed Use Corridors			Rapid and frequent	• Corridors section • Design guidelines in secondary plans • *TOD Handbook*
Urban Mixed Use Corridors			Rapid, frequent, and direct	• Corridors section • Design guidelines in secondary plans • *TOD Handbook*

Figure 9

DRAFT

Urban Structure Area	Density	Height	Transit Service Type	Design Guidance
MIXED USE CENTRES				
Regional Mixed Use Centres (with proximity to Corridors or Primary Transit Network)			Rapid, frequent, and direct	• Centres section • Design guidelines in secondary plans • *TOD Handbook* • Corridors section
Regional Mixed Use Centres (no proximity to Primary Transit Network)			Feeder network	• Centres section
Community Mixed Use Centres (with proximity to Corridors or Primary Transit Network)		 *	Rapid, frequent, and direct	• Centres section • Design guidelines in secondary plans • *TOD Handbook* • Corridors section
Community Mixed Use Centres (no proximity to Primary Transit Network)			Feeder network	• Centres section
MAJOR REDEVELOPMENT SITES				
Major Redevelopment Sites	Guided by secondary plan and transit service type		Varies	• Major Redevelopment Site section • Design guidelines in secondary plans • *TOD Handbook*
NEW COMMUNITIES				
New Communities Arterial street			Rapid, frequent, and direct	• New Communities section • Design guidelines in secondary plans • *TOD Handbook*
New Communities Collector street			Feeder network	• New Communities section • Design guidelines in secondary plans
New Communities Local street			None	• New Communities section • Design guidelines in secondary plans

DRAFT

Urban Structure Area	Density	Height	Transit Service Type	Design Guidance
ESTABLISHED NEIGHBOURHOODS				
Mature Communities Arterial street			Rapid, frequent, and direct	• *Small-Scale and Low-Rise Residential Development Guidelines for Mature Communities* • Established Neighbourhoods section • Design guidelines in secondary plans • *TOD Handbook*
Mature Communities Collector street			Feeder network	• *Small-Scale and Low-Rise Residential Development Guidelines for Mature Communities* • Established Neighbourhoods section • Design guidelines in secondary plans
Mature Communities Local street		 *	None	• *Small-Scale and Low-Rise Residential Development Guidelines for Mature Communities* • Established Neighbourhoods section • Design guidelines in secondary plans
Recent Communities Arterial street			Rapid, frequent, and direct	• Established Neighbourhoods section • Design guidelines in secondary plans • *TOD Handbook*
Recent Communities Collector street			Feeder network	• Established Neighbourhoods section • Design guidelines in secondary plans
Recent Communities Local street			None	• Established Neighbourhoods section • Design guidelines in secondary plans

1. This chart is not policy and is only intended to provide general direction to assist users of this By-law.
2. Guidelines in this chart are not intended to apply to areas where there is a secondary plan.
3. In all cases, context is an important factor that has to be considered in assessing the suitability of a development. Density, height, and design are subject to compatibility of a proposed development with surrounding land uses.
4. Graphics in this chart are intended to represent a range.

* Lighter colour denotes limited applicability.

DRAFT

Business Park Office development

3.14 Allow the location of Business Park Office uses only in designated Business Park areas.

3.14.1 Business Park Office uses without a land-intensive industrial function will be permitted in designated Business Parks approved prior to the adoption of this By-law.

Goal 4

4.0 Provide for the responsible management of greenfield lands.

Policies

Maintain vacant serviced greenfield land

4.1 Maintain a three- to five-year supply of vacant serviced greenfield land.

Maintain planned greenfield land

4.2 Maintain approximately a 10-year supply of planned greenfield land to support a well-functioning, competitive land market throughout the City and to manage competing demands for City local area planning resources and growth-supportive infrastructure.

Evaluating land supply

4.2.1 Endeavour to provide a reasonable land supply in each quadrant of the City.

4.2.2 When allocating resources for local area planning to ensure conformance with Policy 4.2, consider the rate at which individual sites are likely to build out.

Phasing of greenfield land

4.3 Provide for timely capital infrastructure and local area plans to enable and support the full build out of greenfield lands in accordance with the greenfield phasing plan noted in Policy 4.4 and Map 3 and in accordance with Policies 4.1 and 4.2.

4.3.1 Greenfield phasing policies shall not be used to limit development in phasing plan sites if there are no servicing or local area planning constraints. .

4.4 Prioritize the servicing and planning of greenfield areas in accordance with the following sequencing:

1. Short-to-medium term lands
   a. Tier 1 lands
   b. Tier 2 lands
   c. Tier 3 lands
   d. Tier 4 lands

2. Long term lands
   a. Tier 1 lands
   b. Tier 2 lands

TIERS	SITES
Short-to-medium term lands	
0	Existing serviced
1	Airport Area West Residential
	Waverley West B
2	Fort Whyte
	Precinct K South
	Remainder of Precinct G
	South Transcona
3	Precinct D
4	Precinct B
	Remainder of Precinct Q
Long Range Lands	
1	St. Vital Perimeter South sector
	Wilkes South sector
2	St. Norbert sector

Figure 10

4.5 Precinct planning should not commence for lower priority lands until plans for all higher priority lands have, at minimum, been initiated.

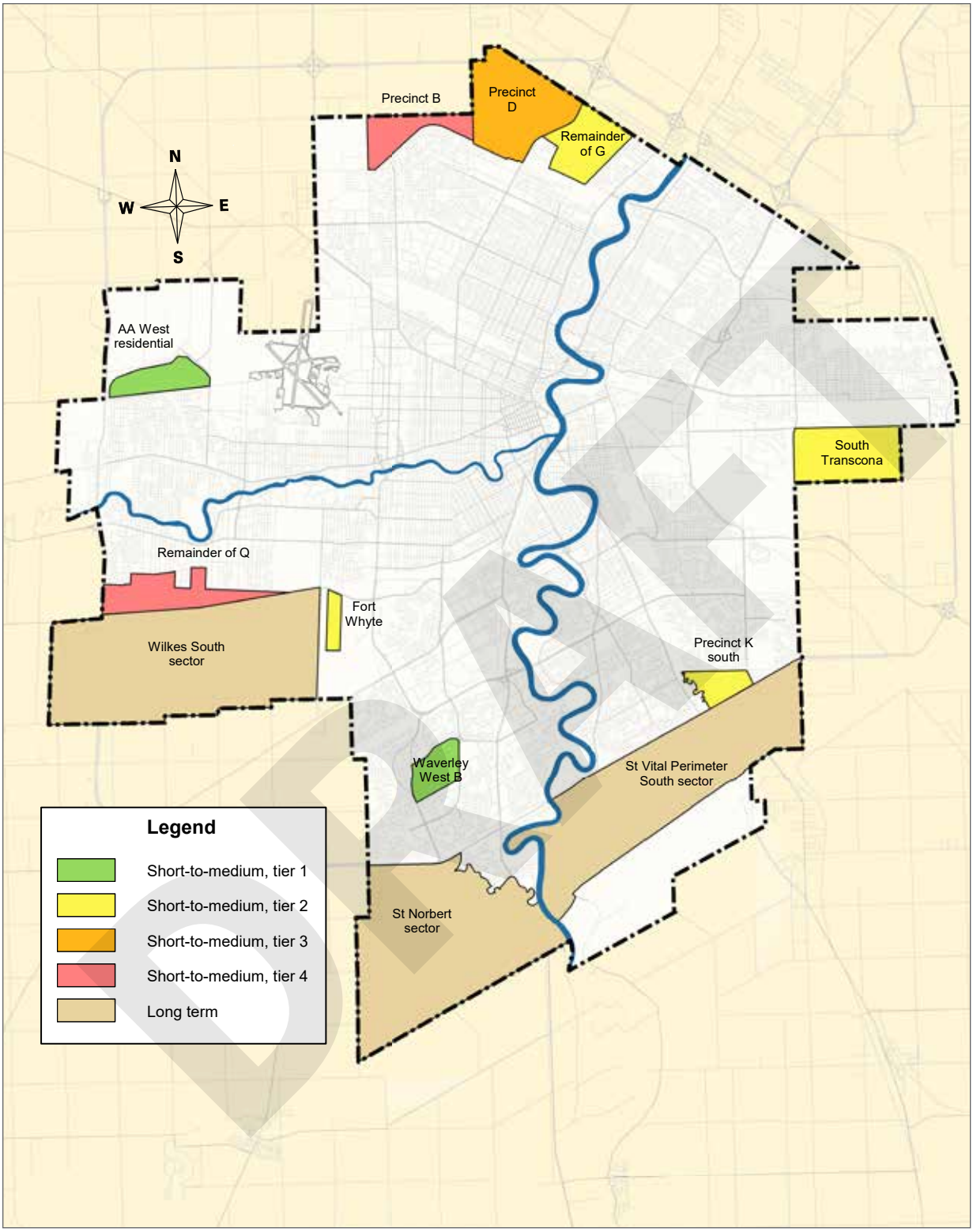
4.5.1 In order to maintain a minimum 10-year supply of planned greenfield land, precinct planning shall be initiated in accordance with Policy 4.2.

4.6 Development within a site may be delayed until completion of all growth-enabling infrastructure necessary to support it at full build-out.

4.7 Tier 4 (short-to-medium term) and long-term lands should not be considered a priority for precinct planning until at least the next planned review of this By-law.

DRAFT

MAP OF GREENFIELD PHASING



Map 3

DRAFT

4.8 Sector plans should be initiated for the Wilkes South and St. Vital Perimeter South sectors before or in concurrence with the next planned review of this By-law to allow for identified precincts to inform the update of the greenfield phasing plan, if it is anticipated that at least some of the lands within an individual sector will be needed to accomodate forecasted growth within the time horizon of the next plan.

4.8.1 A sector plan for the St. Norbert sector may be initiated before or in concurrence with the next planned review of this By-law to allow for identified precincts to inform the update of the greenfield phasing plan, if it is anticipated that at least some of the lands within an individual sector will be needed to accomodate forecasted growth within the time horizon of the next plan.

Deviating from the greenfield phasing plan

4.9 Notwithstanding Policy 4.3, the City may deviate from the greenfield phasing plan with regards to the provision of capital infrastructure and local area plans where:

a. The proposal is in alignment with updated City infrastructure priorities;
b. Technical limitations prevent higher priority sites from proceeding; or
c. The proponent of a higher priority site is not able to advance local area planning.

And as a result, failure to adjust the phasing plan will result in significant shortages in vacant serviced and/or planned greenfield land.

4.10 In addition to Policy 4.9, the following considerations should be weighed by the City when evaluating proposals that deviate from the greenfield phasing plan:

a. Requirements for City funded growth-enabling and growth-supportive infrastructure and its costs relative to those of alternative greenfield sites, as well as the City's ability to finance this infrastructure;
b. The site's readiness for development, including the scope of the site's remaining enabling work;
c. The sequencing of linear infrastructure extensions;
d. How the proposal will promote a reasonably equitable distribution of vacant serviced greenfield land between different City quadrants;
e. The extent to which the site promotes Complete Communities principles, including but not limited to its proximity to employment, its ability to leverage existing capacities of nearby schools, and its ability to promote sustainable modes of transportation, relative to other alternative greenfield sites.

Reviewing the greenfield phasing plan

4.11 The City shall review the greenfield phasing plan at the next planned review of this By-law.

Goal 5

5.0 Monitor development trends on an ongoing basis.

Policies

Update population and housing forecasts

5.1 **(A)** Undertake updated long-run population and housing forecasts at least once every five years to serve as a common basis for all long-range planning activities undertaken by the City.

Monitor and report on development trends

5.2 **(A)** Report annually to Council on:

a. Residential development patterns and the City's progress towards achieving the intensification target;
b. Actions undertaken by the City in the previous year aimed at achieving the intensification target;
c. The supply of vacant serviced and planned greenfield land; and
d. Other contextual economic measures as appropriate.

5.3 Collaborate with the development industry to refine the City's understanding of its residential land supply and timing requirements.

DRAFT

Goal 6

6.0 Use tools to enable residential, commercial, and office growth that best achieves Complete Communities principles.

Policies

Prioritizing the use of enabling tools

6.1 Consider the following prioritization when using enabling tools to facilitate residential, commercial, and office development:

1. Downtown
2. Corridors (which may include properties within 200 metres of these Corridors)
   a. Priority Corridors (Map 5, Corridor Map)
   b. All other Corridors
3. Intensification target area
4. Greenfield development in accordance with phasing plan

Goal 7

7.0 Leverage growth to promote climate change resiliency.



Policies

Sustainable building practices

7.1 Promote sustainable building practices with a focus on net zero carbon and energy efficiency building standards.

Reduce urban heat island effect

7.2 Reduce the urban heat island effect by improving the quality and expanding the quantity of the urban forest canopy and natural land cover.

Mitigate urban air pollution

7.3 Manage growth and development to mitigate urban air pollution.

DRAFT



B2. Financing Growth

INTRODUCTION

One of the pillars of sustainable development is economic sustainability. The City's current funding model is not sustainable, which means that the City has to consider a variety of new approaches to effectively address its infrastructure deficit. The multi-year budget and the local and regional street funding model are examples of how the City is trying to reconcile revenues with costs.

The City has also been growing in an unsustainable way; the City cannot afford to continue providing the current level of service to residents without changing its priorities or increasing revenue. Maintaining the status quo may have significant negative environmental, health, social, and economic outcomes.

Achieving the *OurWinnipeg* goals depends on a comprehensive and prioritized implementation strategy and a re-evaluation of investments and disinvestments in capital, operating, and maintenance costs over time. Establishing a sound financial framework to support the necessary infrastructure required for the growth and development of the city is complex. The key to addressing this issue will be ongoing integration of community planning, asset management, and infrastructure planning.

This section is supported by the following documents:

- *Financial Management Plan*
- *Asset Management Plan*
- *2018 State of the Infrastructure Report*
- *2020 Infrastructure Plan*
- *Departmental Asset Management Plans*

DRAFT

VISION

The City will integrate land use and infrastructure planning with capital budgeting to achieve long term financial sustainability.

Goal 1

1.0 Establish principles to guide land development financing policies.

Policies

Land development financing principles

1.1 Finance land development in accordance with the following principles:

a. Benefits Received: Benefit allocation should be determined using a methodology that allocates infrastructure costs to growth, existing residents and/or regional customers.
b. Fairness and Equity: Fairness and equity should be the primary considerations when determining benefit allocation and costs for existing and future development.
c. Accountability and Transparency: The amount of a fee or charge should be clear and understandable by all stakeholders.
d. Revenue Security and Reliability: Revenues should be sufficient to fund services on a reliable basis.
e. Competitiveness: City policies, programs and activities should create an attractive climate for business investment and job creation.
f. Collaboration: Pursue opportunities for collaboration with a diverse set of stakeholders.

Goal 2

2.0 Strive for financially sustainable city infrastructure, capital assets, and services.

Policies

Capital projects

2.1 Understand and plan for the full lifecycle cost of capital investments and services in advance of development approval and capital procurement.

2.1.1 Align and prioritize City investment in capital projects based on the strategic priorities of the City as outlined in *OurWinnipeg*, this By-law, the *Infrastructure Master Plan*, the capital budget, and on the overall fiscal realities identified through the budget process.

2.1.2 Align capital project planning with the development priorities and phasing policies of this By-law.

2.1.3 Identify and evaluate each capital project to determine its growth-related components and the City's share of costs.

2.2 Categorize and prioritize capital projects based on their growth-enabling infrastructure or growth-supportive infrastructure status.

DRAFT

Goal 3
3.0 Ensure growth is fiscally sustainable.

Policies

Financial tools

3.1 Establish and implement financial tools to finance the City's share of land development costs.

3.1.1 Use an impact fee to cover the growth-related share of the City's capital costs of infrastructure.

3.1.2 Apply area charges where the cost of a capital project or service is proportionately shared over the area benefitting from the project or service.

Development Agreement Parameters

3.2 Establish guidelines in the form of Development Agreement Parameters to outline the fair and equitable sharing of costs for servicing, subdivision, and development of land.

3.2.1 Address infrastructure and servicing elements that fall outside the limits of a proposed subdivision or development proposal that are triggered by the proposed development.

3.2.2 Outline the conditions to be included in development agreements.

3.2.3 **(A)** Update and amend the Development Agreement Parameters in collaboration with the development industry stakeholders.

3.2.4 Base updates to the Development Agreement Parameters on the principles identified in Goal 1.

Fiscal impact analysis

3.3 Require proponents to submit a fiscal impact analysis for a development proposal to permit the City to evaluate the proposal's financial implications to the City and inform decision-making, where the City determines such analysis to be necessary.

3.3.1 Where a fiscal impact analysis is requested, the City may retain, at the proponent's expense, a third-party qualified professional consultant to peer review the proponent's analysis and provide independent conclusions and recommendations to the City.

Revenue enhancement

3.4 Collaborate with other levels of government on legislative and regulatory reform initiatives to enhance the authority of the City to collect revenue to finance land development.

3.4.1 Secure sustainable sources of municipal funding for both capital and operating needs of the City.

3.4.2 Identify major growth-related capital works that require direct investment from the provincial and/or federal government.

3.4.3 Review funding formulas for grants and other contributions relating to growth.

Regional planning and cost sharing

3.5 Collaborate with the member municipalities of the Winnipeg Metropolitan Region on joint planning and cost sharing of infrastructure and services within the Winnipeg Metropolitan Region.

3.5.1 Ensure that innovative tax and cost sharing arrangements with the Winnipeg Metropolitan Region are on a proportional basis.

DRAFT



B3. Servicing

INTRODUCTION

The City of Winnipeg's accepted servicing standard to support new development intensification in built up areas is a full range of municipal services, which is comprised of piped wastewater, water, and land drainage, and an urban standard roadway. Any development of a principal use in an area where a full range of municipal services is available must conform to this standard. All new development proposals to intensify beyond existing land use rights (for example, through subdivision or rezoning) must also be supported by a full range of municipal services.

However, given the context of the various servicing standards available throughout Winnipeg, there are exceptions to new developments being supported by full range of municipal services. These exceptions, detailed in the following policies, can generally be described as:

- Replacement or expansion of a permitted use or accessory use
- Changing one permitted use to another permitted use without the need to rezone
- Minor infill subdivisions

In rural areas, or areas where City Council has not adopted a secondary plan for urban development of a precinct, private services are the accepted form of servicing. Large lots that are characteristic of rural areas are inefficient to service with piped wastewater, water, or land drainage and therefore private services are seen as the preferred alternative to address any potential public health or environmental problems. Accordingly, the extension of piped wastewater, water or land drainage in rural areas is generally discouraged as it is difficult to provide these services in an environmentally sound, economical, and timely manner. A full range of municipal services may be provided in a planned and orderly manner through the completion of a secondary plan for future precinct development.

Municipal services outside the defined full range of municipal services described above must also be considered in development proposals seeking to intensify uses. These services include growth-supportive infrastructure such as libraries, recreation centres, fire stations, and other services the City is expected to provide.

This section is supported by the following document:

- *2018 State of the Infrastructure Report*

DRAFT

VISION

Over time, accommodate all new development in urban areas with a full range of municipal services while efficiently and sustainably managing servicing in Rural and Agricultural areas.

Goal 1

1.0 Ensure that the majority of new development in built up areas are supported by a full range of municipal services.

Policies

Full range of municipal services

1.1 Require a full range of municipal services for new development, or for intensification through a rezoning, subdivision, or conveyance.

1.2 Consider sustainable alternatives to a full range of municipal services where the following conditions are satisfied:

a. The applicant can demonstrate that the alternative provides a comparable level of service and safety in an environmentally-sound and economical manner; and
b. The alternative has been accepted as satisfactory by the Directors of Public Works, Water and Waste, and Planning, Property & Development.

Extending the full range of municipal services

1.3 Extend municipal services such as piped water, piped waste water, piped drainage and urban standard roadway, only when it can be done in an environmentally sound, and economical and timely manner.

1.4 Support new developments that are contiguous with existing developments to minimize the spatial use of land and the extension of services.

1.5 Fulfill requests to extend servicing to private property through a Local Improvement only where it can be demonstrated that there is a net financial benefit to the City of Winnipeg.

Goal 2

2.0 Accommodate limited exceptions to development supported by less than a full range of municipal services in built up areas.

Policies

As-of-right development

2.1 Consider new development, replacement or expansion of a permitted principal or accessory use, or a change of use from one legally-established permitted use to another permitted use without the need to rezone with less than a full range of municipal services only when all of the following can be demonstrated:

2.1.1 The development conforms to *OurWinnipeg* and any applicable secondary plan.

2.1.2 The lot that will contain the proposed use is either an existing zoning lot, or lot of record that has vehicular access to, or abuts an existing improved public street, as determined by the Director of Public Works and Director of Planning, Property & Development.

2.1.3 The lot that will contain the proposed use will not require an application under section 275(1) of the *City of Winnipeg Charter Act* to become a developable lot.

2.1.4 The proposed development is a permitted use or is consistent with the protected non-conformities regulations in the relevant zoning bylaw.

2.1.5 The proposed development will be appropriately connected to or accommodated by the existing available services, to the satisfaction of the Directors of Public Works, Water & Waste, and Planning Property & Development.

DRAFT

2.1.6 There are no potential health, safety, environmental impacts, or impacts to property associated with the development and servicing, as determined by the Chief of Fire and Paramedic Services and the Directors of Public Works, Water and Waste, and Planning Property and Development.

2.2 Policies contained in Policies 2.1 through 2.6 do not relieve a property owner's obligation to:

a. Make the required contributions to a local improvement; or
b. Connect to municipal services as prescribed by another agreement or regulation.

Public utilities

2.3 Permit the establishment of public utilities with less than a full range of municipal services, to the satisfaction of the Directors of Public Works, Water and Waste, and Planning, Property & Development.



Minor residential infill in built-up areas

2.4 Accept minor infill subdivision proposals with frontage on an existing improved public street with less than a full range of municipal services only where it can be demonstrated that all proposed lots:

2.4.1 Are located entirely in an R1 or R2 zoning district.

a. Accept rezoning applications on a case-by-case basis, most notably to address split-zoned lots or lots with R1 zoning designations that are inconsistent with the majority of the lots in the immediate area.

2.4.2 Meet the minimum dimensional standards (excluding special boundary conditions) for lot area of the applicable zoning bylaw without requiring a variance.

2.4.3 Do not interfere with or potentially disrupt the planned and orderly development of neighbouring holdings or plans.

2.4.4 Conform to any applicable secondary plan.

2.4.5 Will be appropriately accommodated by the existing local land drainage system, to the satisfaction of the Director of Water and Waste.

2.4.6 Will be serviced with piped wastewater and piped water, to the satisfaction of the Director of Water and Waste.

2.4.7 Respect the local context and character of the area.

2.4.8 Will not result in any potential health, safety, environmental impacts, or impacts to property associated with the development, as determined by the Directors of Public Works, Water and Waste, and Planning, Property & Development.

Secondary plans

2.5 Consider the possible subdivision or conversion of land in unserviced areas where a statutory secondary plan establishes minimum parcel sizes, and appropriate servicing criteria.

Limited municipal services extensions

2.6 Require that municipal water extensions be accompanied by an extension of municipal wastewater service, to mitigate impact to the environment and public health, provided the extensions are appropriately timed as well as environmentally and economically sustainable, as determined by and to the satisfaction of the Director of Water and Waste.

DRAFT

Rural and Agricultural Areas

Goal 3

3.0 Manage servicing in an efficient and sustainable manner that supports large lot and agricultural development in rural and agricultural areas.

Policies

Private services and rural roads

3.1 Development in Rural and Agricultural Areas shall be predominantly serviced by private services and rural standard roadways all to the satisfaction of the Directors of Public Works, Water and Waste, and Planning, Property & Development.

Secondary plans

3.2 Consider the possible subdivision or conversion of land in unserviced areas only where a statutory secondary plan establishes minimum parcel sizes, and appropriate servicing criteria.

Limit municipal services extensions

3.3 Only support the extension of municipal services into Rural and Agricultural Areas where:

a. The extension of services is required to alleviate potential negative impacts to property, or a health, safety, or environmental hazard in the area and there are no other solutions that are comparable, or effective in terms of cost and performance; or
b. The City requires the development of the municipal services or infrastructure as part of a city-wide strategy or plan that may serve multiple areas.

Precincts (New Communities)

Goal 4

4.0 Service new urban development in precincts with a full range of municipal services once a secondary plan is adopted.

Policies

Rural and agricultural servicing standards

4.1 Apply the servicing standards for Rural and Agricultural areas until a secondary plan is adopted for the precinct.

Full range of municipal services

4.2 Once a secondary plan is adopted, require a full range of municipal services for new development within the precinct.

4.2.1 Require detailed studies through the secondary plan process to:

a. Coordinate municipal infrastructure with proposed land uses
b. Demonstrate contiguous development and phasing that minimizes the spatial use of land and the extension of services
c. Demonstrate how the future development of adjacent lands will be supported by a full range of municipal services

Local Improvements

4.3 Once a secondary plan is adopted, fulfill Local Improvement requests only when it can be demonstrated that there is a net financial benefit to the City and only when it can be done in an environmentally sound, and economical and timely manner.

4.4 Once a secondary plan is adopted, require that any Local Improvement request for municipal water extension that complies with Policy 1.3 be accompanied by an extension of municipal wastewater service, to mitigate impact to the environment and public health, provided the extensions are appropriately timed, environmentally and economically sustainable, as determined by and to the satisfaction of the Director of Water and Waste.

DRAFT



C1. Downtown

INTRODUCTION

Winnipeg's Downtown is the heart of our city and our window to the world. Our Downtown has the largest employment concentration and the highest density office development in the city, complemented by access to services and retail spaces, all of which make Downtown the City's economic driver. It offers the broadest range of unique arts, entertainment and cultural opportunities and includes many of the city's most significant heritage assets. It is also emerging as an important high-density, mixed-use residential community with both long-standing and growing neighbourhoods. People of all ages, incomes and abilities live, work, shop, play, and thrive Downtown.

We envision a vibrant Downtown that competes with other cities to attract residents, businesses, and visitors at a national and global level. It will be a welcoming, accessible, and safe community for Winnipeggers and visitors alike.

The policies that direct Downtown development are organized into four topic areas.

Land Use

Accommodating growth and transformation means planning for and investing in elements that support complete communities for people of all ages and incomes. More people will want to live Downtown; population density will attract major grocery stores, innovative businesses, and other amenities. More people will be Downtown, for more hours every day.

Mobility

We must design transportation infrastructure so Downtown is easy to get to, and easy to get around in. Downtown should be safe, accessible, and oriented to enhance the pedestrian, cyclist and transit rider experience. This will bring life to our streets and reduce dependence on single-occupancy vehicles.

Urban Design

Building design, streets and public spaces all contribute to positive and accessible Downtown experiences. We want a Downtown that is delightful to explore and easy to get around on foot, which requires investments in physical and green infrastructure. High-quality streetscapes and architecture will attract shops, restaurants and patios where people love to be and feel safe, day or night.

DRAFT

Arts, Culture and Entertainment

Downtown is a reflection of our civic pride. Festivals and public art Downtown animate our streets and reflect our diversity and rich history. As we move together into the future, we will partner with relevant organizations to foster ever-expanding and increasingly diverse arts, culture, and entertainment opportunities.

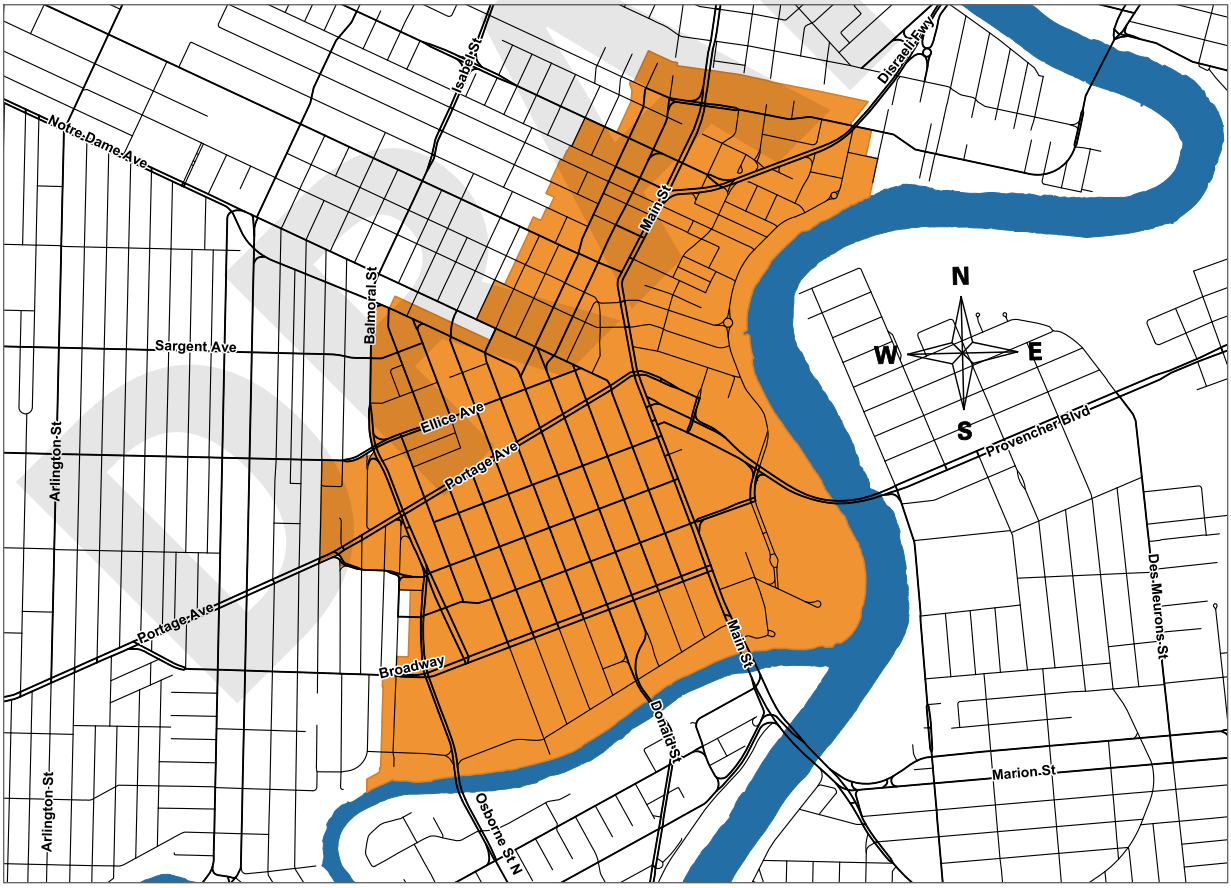
This section is supported by the following documents:

- *Transportation Master Plan*
- *Transit Master Plan*
- *TOD Handbook*
- *Pedestrian and Cycling Strategies*
- *Downtown Parking Strategy*
- *Go to the Waterfront Plan*
- *City of Winnipeg Accessible Design Standards.*
- *Winnipeg Climate Action Plan*
- *Winnipeg Climate Resilience Strategy*
- *Public Art Policy*

This section is also supported by the development of additional implementation documents including:

- *Recreation Strategy*
- *Parks Strategy*
- *Culture of Safety for All*
- *Comprehensive Urban Forest Strategy*
- *Community Safety Strategic Action Plan*
- *On-street Parking Strategy*

MAP OF DOWNTOWN AREA



Map 4

DRAFT

SEE THE POSSIBILITIES: POSSIBLE TRANSFORMATION OF DOWNTOWN LIVING AREAS FOLLOWING COMPLETE COMMUNITIES PRINCIPLES



1



2

DRAFT

VISION

Downtown will be a collection of visually appealing and walkable districts that fosters a dynamic street life and facilitates shared experiences; it will be the destination of choice and a source of civic pride for visitors, businesses, and all Winnipeg residents.

Land Use

Goal 1

1.0 Ensure coordinated planning Downtown.

Policies

Planning approach

1.1 Pursue a district, destination and cluster approach to development Downtown that:

a. Formally identifies Downtown's unique districts, destinations and clusters, and characterizes them as distinct and complementary for the purpose of Downtown growth and development planning;
b. Establishes development goals and public investment priorities for each district, destination, and cluster;
c. Identifies and supports existing entertainment, arts, culture, education, and retail clusters that can be enhanced or further developed as major destinations; and
d. Reflects input from Downtown stakeholders.

Gateways to Downtown

1.2 Create and highlight gateways to Downtown and its districts to instill a sense of arrival.

Nodes and Corridors

1.3 Identify nodes, corridors, and meeting places that complement Downtown's districts, destinations and clusters by serving as key gateways and meeting places, with a focus on pedestrian-oriented, active uses.

District specific policies

The Forks

1.4 Ensure the Forks continues to be developed as a distinct, all-season gathering place, through a mixed-use and pedestrian-oriented approach, and work collaboratively with the Forks North Portage Partnership and relevant City of Winnipeg departments to facilitate the development of Railside at the Forks and to encourage other initiatives.

The Sports, Hospitality, and Entertainment District (SHED)

1.5 Support the attractions in the Sports, Hospitality, and Entertainment District (SHED) to help realize the full potential of the district as an entertainment destination for Winnipeg residents and tourists alike, in addition to being a high-density residential and office area.

The Exchange District

1.6 Ensure the Exchange District continues to thrive as a historically important character district with architecturally significant resources that speak to the city's key economic role in Western Canada.

Downtown plan

1.7 **(A)** Develop a Downtown plan that:

a. Clearly articulates/defines a framework of districts, nodes, destinations, and corridors;
b. Defines a vision, parameters, and policies for future development and redevelopment, all modes of transportation, the transportation network, greenspace/open space, and urban design.

DRAFT



Downtown plan targets and indicators

1.8 **(A)** Define appropriate targets and indicators for redevelopment and intensification in each district, which include (*but are not limited to*)

a. Targets related to Downtown urban canopy and Downtown greenspace;
b. District-specific residential growth targets to ensure defined Downtown districts attain population numbers that will enable these districts to maintain safety, achieve an enjoyable walking environment, and support and attract amenities; and
c. Indicators to measure success or show improvement in areas such as environmental responsibility, amount of greenspace, safety, economic activity etc.

Review of policies, regulations and processes

1.9 Review policies, regulations, and administrative processes, in consultation with key stakeholders, to ensure they are streamlined, enriched, and clarified to support Downtown businesses and development.

Zoning By-law review

1.10 **(A)** Review and amend the Winnipeg Downtown Zoning By-law to reflect current and future development requirements that support appropriate residential development.

DRAFT

Goal 2

2.0 Reinforce downtown as the primary focus for economic activity through residential, commercial, and office intensification.

Policies

Economic development

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

Vacant and underutilized properties

2.2 Facilitate the redevelopment of vacant or underutilized properties, such as surface parking lots, to support increased residential and mixed-use development, when servicing allows, to achieve a sustainable, inclusive and vibrant Downtown.

Improvements investments

2.3 Invest in strategic transit and public realm improvements to facilitate and support residential and commercial growth in Downtown.

Location of choice for offices

2.4 Work to make Downtown the location of choice for government and private sector offices.

Building code equivalencies

2.5 Work with the Province and key stakeholders to establish building code equivalencies to facilitate the adaptive reuse of heritage buildings.

Land assembly

2.6 Facilitate the assembly of vacant properties or surface parking lots at strategic development locations Downtown.

Priority permit processing

2.7 Ensure all Downtown permit applications are given priority processing.

Goal 3

3.0 Ensure inclusive housing and services Downtown reflects the diversity of Winnipeg's population.

Policies

Residential incentives

3.1 Continue to facilitate residential development and residential rehabilitation or reinvestment through strategic use of incentives (such as Tax Increment Financing) that advance affordable housing and address additional Downtown housing needs.

Student housing

3.2 Encourage and support, where possible, student-oriented housing close to, or in conjunction with, Downtown learning institutions.

Affordable and accessible housing

3.3 Develop tools to help incorporate affordable, accessible, and other housing options into new development.

Supportive services

3.4 Ensure that Downtown is an inclusive place by facilitating ongoing access to supportive services.

DRAFT

Goal 4

4.0 Ensure land use decisions reduce the impact of automobile use to enhance the pedestrian experience Downtown.

Policies

Strategic surface parking

4.1 Reduce the number of surface parking lots Downtown, and discourage the creation and expansion of standalone surface parking lots, particularly in areas with high pedestrian activity, in accordance with the *Downtown Parking Strategy*.

Improve existing surface parking

4.2 **(A)** Establish surface parking licensing program and fees for Downtown standalone surface parking lots, to address landscaping and safety issues, encourage redevelopment and ensure surface parking lots are safe, high-quality, visually appealing, and functional, in accordance with the *Downtown Parking Strategy*.

Discourage auto-oriented uses

4.3 Discourage auto-oriented uses, such as drive-thru restaurants and gas stations.

Goal 5

5.0 Facilitate an amenity-rich, enjoyable, and beautiful urban environment that contributes to a high quality of life, to reflect Downtown's importance as the city's preeminent complete community.

Policies

Supporting residential growth

5.1 Encourage development with uses and amenities that support the Downtown residential population.

5.2 Contribute to the continuity of pedestrian and cyclist-oriented, street level activity to help make the distance between districts and destinations more enjoyable.

Neighbourhood amenities

5.3 Facilitate the provision of public and/or private neighbourhood-based amenities in Downtown districts such as public spaces, pedestrian improvements, streetscaping, and recreational amenities.

Crime Prevention Through Environmental Design

5.4 Ensure Crime Prevention Through Environmental Design (CPTED) principles are integrated into development to increase safety and perceptions of safety.

Adaptive re-use

5.5 Where possible and where sensitive to neighbourhood context, encourage adaptive re-use of existing building stock to reduce waste and energy use associated with demolition.

Maintaining the public realm

5.6 Provide for municipal maintenance facilities of sufficient size and scale to maintain Downtown parks and promote Downtown cleanliness, ensuring facilities:

a. Are located within or close to Downtown;
b. Are co-located with other City facilities, where feasible;
c. Are well-integrated into the neighbourhood;
d. Do not compromise the development potential of neighbouring sites; and
e. Are designed for long-term occupancy.

DRAFT



Mobility

Goal 6

6.0 Ensure walking is a mode of preference, and that pedestrian comfort, convenience, and amenity continue to be primary determinants of design decisions.

Policies

Pedestrian facility design guidelines

6.1 **(A)** Develop design guidelines for Downtown pedestrian facilities that consider the unique characteristics of each district.

Level of service expectations

6.2 **(A)** Review level-of-service standards related to traffic moving through Downtown to recognize the unique character of Downtown streets, and how moving people within Downtown should impact traffic flow expectations.

Connectivity

6.3 Complement or enhance established or planned pedestrian routes and weather-protected walkway system in accordance with the *Winnipeg Pedestrian and Cycling Strategies* and the *City of Winnipeg Accessibility Design Standard*.

Pedestrian amenities

6.4 Invest in pedestrian improvements that promote direct, efficient, and enjoyable connectivity between defined districts, destinations, and clusters, and are in accordance with the *City of Winnipeg Accessibility Design Standard*.

Strategic improvements

6.5 Enhance the connectivity between Downtown districts by improving pedestrian and cycling facilities in accordance with the *Winnipeg Pedestrian and Cycling Strategies*, and supporting development and redevelopment along strategic routes.

Downtown economic development and right-of- way changes

6.6 Ensure that potential right-of-way changes align with Downtown economic development goals, making infill more desirable.

Urban design and right-of-way changes

6.7 Ensure that urban design considerations such as scale, view lines, placemaking, and pedestrian comfort are considered in transportation planning Downtown.

Interdisciplinary review of right-of-way changes

6.8 **(A)** Develop a process for interdisciplinary review of potential right-of-way changes (large and small) to ensure they are aligned with and advance the policies in this By-law.

DRAFT

Curbside management

6.9 **(A)** Study "curbside management" best practices to ensure curbside space is managed equitably by the various users of this resource.

Priority snow clearing

6.10 Continue to provide enhanced snow clearing service on streets, sidewalks, bike lanes, the Riverwalk and strategic park spaces Downtown to maintain year-round mobility and access.

Accessibility during development

6.11 **(A)** Review the City of Winnipeg Manual of Temporary Traffic Control on City Streets (MTTC) to reflect best practices in pedestrian and cyclist connectivity and accessibility during Downtown development.

Goal 7

7.0 Ensure the sustainability of the transportation network by encouraging mode shifts and transportation demand management.

Policies

Downtown traffic

7.1 Prioritize the needs for access to and circulation within Downtown while maintaining mobility and transport through Downtown.

Increasing transportation options

7.2 Promote Transportation Demand Management (TDM) strategies Downtown that reduce dependence on and demand for the use of personal automobiles, reduce vehicle kilometres travelled (VKT), and promote carpooling, car sharing, walking, public transit, cycling, vehicles for hire, and other active or sustainable modes of travel.

Pedestrian and cycling strategies

7.3 Support the growth of Winnipeg's pedestrian and cycling network in accordance with the *Winnipeg Pedestrian and Cycling Strategies*.

Bike parking

7.4 Encourage secure long-term bike parking facilities Downtown at destinations that include major transit stations, public buildings, parks and open spaces, entertainment venues, residential buildings, and major employment, shopping, and dining destinations.

Riverwalk system

7.5 Ensure that the river system continues to be incorporated into the pedestrian network within, to, and from Downtown year-round, including river access points to the formal Riverwalk system as well as access points to winter river trails.

Supporting rapid and reliable transit

7.6 Support rapid and reliable transit Downtown by prioritizing and facilitating the development of safe, comfortable, accessible, and enjoyable pedestrian-oriented stations and transit stop environments that are well-connected to districts and corridors and may serve as nodes.

Downtown Parking Strategy

7.7 Support parking options and alternatives in accordance with the *Downtown Parking Strategy*.

7.8 Support the development and implementation of progressive, data driven parking supply management as outlined in the forthcoming *On-street Parking Strategy*.

DRAFT



Public Realm and Urban Design

Goal 8

8.0 Prioritize pedestrian comfort, convenience, and amenities Downtown.

Policies

Grade-level animation

8.1 Orient development of all sites to the public realm at grade level.

Strategic sites

8.2 Capitalize on strategic locations and view lines by facilitating development that showcases exemplary urban design, enhances our civic image, and supports the overall ease of experiencing Downtown.

Downtown wayfinding

8.3 **(A)** Design a new system of pedestrian wayfinding signage and maps that are clear, easy to understand and easily updateable by City of Winnipeg staff.

Connections to public sidewalk

8.4 New development shall have multiple points of entry, street-facing windows, and direct access from adjacent streets and sidewalks.

Streets and blocks

8.5 New developments on large sites Downtown should respect and maintain the existing traditional street grid and walkable block lengths.

Parking and loading

8.6 Service functions such as garbage pick-up and loading areas should be accessed by the rear lane where available. Vehicular parking should be accessed by a rear lane where capacity exists.

Architectural design

8.7 Ensure architectural design and materials of new development and redevelopment are compatible with each district's unique character.

Pedestrian scale signage

8.8 Ensure signage Downtown is at a pedestrian scale, and reinforces the character of each defined Downtown district. Wayfinding signage will improve the ease of getting around Downtown.

Downtown patios

8.9 Encourage the creation of a patio culture to enliven streets and draw people throughout the day.

DRAFT

Goal 9

9.0 Take a leadership role in creating high-quality streets, parks, plazas, and buildings Downtown.

Policies

High-quality built form

9.1 Encourage high-quality public and private buildings, spaces, and streetscapes Downtown that reinforce the unique character of each district.

Design parameters

9.2 **(A)** Develop distinct public and private realm design parameters that reflect the development goals of each defined Downtown district.

Inclusive design and universal accessibility

9.3 Create pedestrian places and spaces Downtown that effectively accommodate all ages and abilities throughout the year.

Placemaking opportunities

9.4 Seek new placemaking opportunities that provide interest and excitement, drawing people and investment Downtown.

Directed investment

9.5 Invest in high-quality Downtown public spaces that showcase Winnipeg's civic image and promote private sector investment.

Municipal properties and buildings

9.6 Showcase exemplary urban design Downtown in City-led initiatives and projects involving City-owned land. Demonstrate energy data transparency and show leadership in green building design, including zero carbon buildings and high energy efficiency.

Year-round activity

9.7 Ensure that investment in public spaces Downtown supports year-round, people-oriented activity and integrates connections to other complementary amenities, destinations and points of interest.

Urban canopy

9.8 Improve the quality and expand the quantity of the urban canopy in both the public realm and on private property over the next five years to achieve an overall increase in the canopy coverage, to enhance pedestrian comfort, enjoyment, and to create a sense of place Downtown.

Sustainable streetscape planting

9.9 Enhance the quality and sustainability of streetscape planting Downtown through innovative design that reduces impervious surface and is effective for our climate in order to reduce run off, improve water quality, and promote enhanced climate resiliency.

Parks and public spaces

9.10 Add, adapt and renew parks and public open spaces to meet the needs of the growing and changing Downtown population.

Access to park space

9.11 Seek opportunities through property redevelopment and right-of way-changes to incorporate outdoor green space, plaza space and/or trees where appropriate.

Crime Prevention Through Environmental Design

9.12 Use Crime Prevention through Environmental Design (CPTED) principles and the City of Winnipeg Accessibility Design Standard to create a safer, more welcoming, and more accessible public realm.

Street typologies

9.13 **(A)** Create a street typology framework to guide public and private sector investment Downtown that establishes clear expectations around the types of public investments, activities, and land uses on certain types of streets.

Encroachments

9.14 Permitted encroachments Downtown should be constructed so that the removal of the encroachment may be made without causing the building to become structurally unsafe.

DRAFT



Arts, Education, and Culture

Goal 10

10.0 Enhance Downtown as Winnipeg's creative window to the world.

Policies

Education, arts and culture

10.1 Reinforce Downtown as the City's premier centre for education, arts and culture.

Downtown facilities

10.2 Encourage the creation, retention, and expansion of major cultural, educational, and entertainment facilities Downtown.

Public art

10.3 Promote Downtown as a priority location for showcasing performing arts and time-limited or temporary art exhibits and installations.

10.4 Integrate public art Downtown to create a sense of place.

10.5 Incorporate public art into Downtown projects and in public spaces.

10.6 Encourage public art, artistic features, and other streetscaping features at key gateways to Downtown and its districts.

Celebrating Downtown

10.7 Support the animation of Downtown through celebratory events, concerts and festivals.

Extended hours

10.8 Promote extended-hour activity and vibrancy Downtown that respects residential areas.

Partnerships

10.9 Collaborate with stakeholder partners to support the expansion of programming and events taking place in public Downtown venues in all seasons.

10.10 Foster new and support on-going partnerships with third-parties to promote extended-hour safety, vibrancy and enjoyment through maintenance, programming and complementary commercial activity in public spaces Downtown.

10.11 Foster a multicultural community and diverse commercial development Downtown through community engagement and diverse partnerships.

DRAFT



C2. Corridors

INTRODUCTION

Winnipeg is traversed by routes that connect neighbourhoods, transport people, goods, and services, and accommodate a mix of commercial and higher density residential uses. Because of these qualities, they are ideal for accommodating transformative change.

Within these routes, Corridors are targeted segments that provide the best opportunity for mixed-use intensification outside of Downtown. Not only do they provide the best transit service in the city via the Primary Transit Network, but they are also based around vital nodes with robust commercial opportunities, allowing people to access a greater number of goods and services in a single trip. Taken together, these two defining characteristics provide the building blocks necessary to best achieve Complete Communities objectives.

Outside of these segments, compatible intensification will still be encouraged along the Primary Transit Network as per the Established Neighbourhoods section.

Design is critical to tie these building blocks together. Corridors must provide a comfortable pedestrian environment and attractive public realm for them to become vibrant urban places to live, work, and play. In addition, the desire for higher densities must be tempered by sensitive building massing and design that respects surrounding land uses, transitioning from high-density mixed use along a Corridor to lower density development in adjacent areas.

The transformation of Corridors will be incremental. Growth will depend on a number of factors, including the vitality of existing uses, land economics, the existing urban fabric, and land ownership. It will also depend on making improvements to the public realm to enhance transportation options and to make development more desirable.

There are two main types of Corridors, corresponding to their expected built form:

- **Urban Mixed Corridors**
- **Regional Mixed Use Corridors**

There is also a special, third type of corridor:

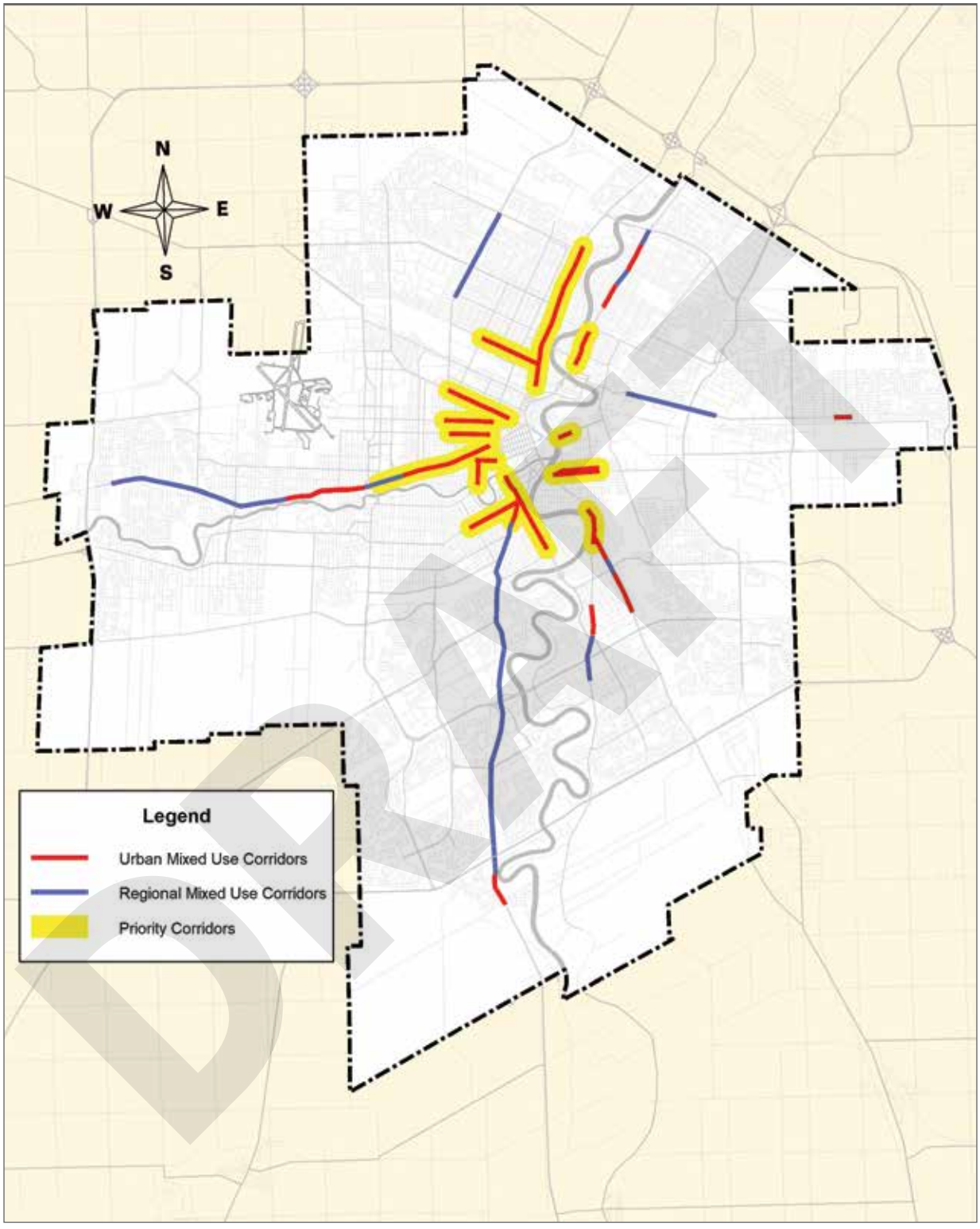
- **Rapid Transit Corridors**

Rapid Transit Corridors follow rapid transit lines and are characterized by nodal development at transit stations. They will be addressed separately in the next section.

Individual Corridors vary in their ability to achieve Complete Communities objectives. Priority Corridors were identified as those that can best achieve these objectives and will serve as an additional layer to consider in the City's use of enabling tools.

DRAFT

MAP OF CORRIDORS



Map 5



Urban Mixed Use Corridors

Urban Mixed Use Corridors are the most pedestrian-oriented of the City's Corridors. Their design and land use either currently provide a high-quality urban environment or are expected to transition to such a standard in the shorter term. The City will prioritize the creation of vibrant pedestrian and transit-oriented places in these Corridors by encouraging residential and commercial intensification, ensuring careful attention to urban design, and through strategic infrastructure investments.

Characteristics of Urban Mixed Use Corridors

- Moderate to high volume retail and commercial roadways
- Located on the Primary Transit Network, offering high frequency and direct transit service throughout the city
- Contain multi-block sections where development is oriented to the street and existing development patterns are conducive to supporting higher density, mixed use pedestrian environments
- Contain urban design features that make them accessible, safe, and attractive for pedestrians and cyclists
- Offer strategic opportunities to support long-term expansion through comprehensively planned intensification

Urban Mixed Use Corridors include segments of:

North
- Main Street
- Selkirk Avenue

South
- St. Mary's Road
- St. Anne's Road
- Corydon Avenue
- Osborne Street

East
- Provencher Street
- Regent Avenue
- Marion Street

West
- Sherbrook Street
- Portage Avenue
- Broadway Avenue
- Sargent Avenue
- Ellice Avenue
- Notre Dame Avenue

DRAFT

SEE THE POSSIBILITIES: POSSIBLE TRANSFORMATION OF URBAN MIXED USE CORRIDORS FOLLOWING COMPLETE COMMUNITIES PRINCIPLES









Regional Mixed Use Corridors

Regional Mixed Use Corridors are major regional arterial roads throughout the city that link Downtown and one or more Mixed Use Centres or major activity areas. While Regional Mixed Use Corridors are more auto-oriented today, the desire is to transition them into more pedestrian-oriented environments over the long term. To that end, a number of planning tools can be used to help envision their eventual shape, such as local area corridor planning.

Characteristics of Regional Mixed Use Corridors

- Moderate to high volume retail and commercial roadways
- Significant routes of entry into the city and to Downtown
- Located on the Primary Transit Network, offering high frequency and direct transit service throughout the city
- Located strategically throughout the city, helping to balance jobs and population
- Built on existing concentrations of jobs and/or population
- Offer strategic opportunities to support long-term expansion through comprehensively planned intensification

Regional Mixed Use Corridors include segments of:

- McPhillips Street
- Regent Avenue
- Pembina Highway
- Henderson Highway
- St Mary's Road
- St. Anne's Road
- Portage Avenue

This section is supported by the following documents:

- *Pedestrian and Cycling Strategies*
- *Recreation Strategy*
- *Transportation Master Plan*
- *Transit Oriented Development Handbook*
- *Winnipeg Climate Action Plan*
- *Winnipeg Transit Master Plan*

DRAFT

SEE THE POSSIBILITIES: POSSIBLE TRANSFORMATION OF REGIONAL MIXED USE CORRIDORS FOLLOWING COMPLETE COMMUNITIES PRINCIPLES









VISION

Corridors are targeted segments of major roadways that, due to their excellent transit service via the Primary Transit Network as well as robust commercial opportunities, provide the best opportunity for mixed use intensification outside of the Downtown. They will provide a wide range of transportation options and will be vibrant destinations for people to live, work, and play. They will be designed to provide a comfortable pedestrian environment and attractive public realm.

Goal 1

1.0 Encourage strategic residential intensification on Corridors.

Policies

All Corridors

1.1 Support densities in accordance with Policy 3.1 of the General Growth section, at a height and scale compatible with surrounding land uses.

1.2 Where higher intensity commercial or residential uses are interrupted by lengths of low density residential development along Corridors, higher intensity residential development should be directed towards established nodes.

Goal 2

2.0 Prioritize city investment through focused support of development on Priority Corridors.

Policies

2.1 Recognize Priority Corridors as the Corridors that provide the best opportunity to achieve Complete Communities objectives.

2.2 Consider the following enabling tools to facilitate redevelopment on Priority Corridors:

a. Investment in growth-enabling and growth-supportive infrastructure;
b. Public realm improvements;
c. Financial incentives for development;
d. Local area planning; and
e. Studying and increasing water, wastewater, and land drainage capacities.

Goal 3

3.0 Ensure Corridors provide a comfortable pedestrian environment and attractive public realm.

Policies

Urban Mixed Use Corridors

3.1 Ensure that development on Urban Mixed Use Corridors is designed to prioritize a comfortable pedestrian environment and attractive public realm by:

3.1.1 Providing minimal building setbacks from the public right-of-way to define the street edge.

3.1.2 Having entrances provide direct access to the public sidewalk.

3.1.3 Promoting a fine-grained and transparent street-level façade with active ground floor uses.

3.1.4 Encouraging balconies and public spaces, such as plazas, patios, or other pedestrian amenities.

3.1.5 Minimizing impacts of vehicular access and parking on the pedestrian environment by having vehicular access off of existing lanes.

3.1.6 Encouraging the location of parking above- or below-grade, or behind the primary building. Parking located beside the building may be acceptable if the parking area occupies a minimal area and high-quality screening from the public right-of-way is provided.

3.1.7 Promoting pedestrian-scale signage.

DRAFT

3.2 Fine-grained local commercial uses and vertical mixed-use buildings with ground floor commercial uses will be encouraged.

3.3 Where appropriate, integrate large format retail into the streetscape for Urban Mixed Use Corridors by:

3.3.1 Providing minimal building setbacks from the public right-of-way to define the street edge and having entrances provide direct access to the public sidewalk.

3.3.2 Reinforcing a pedestrian-oriented scale by establishing a rhythm of vertical articulation using approaches such as smaller retail units, small variations in building step backs, building materials and/or colours, fenestration patterns, and canopies and signage.

3.4 Mitigate negative shadow impacts and ensure adequate sunlight penetration experienced by rear- and side-adjacent residential properties and the public sidewalk by:

3.4.1 Using Corridor right-of-way width as a guide to determine maximum building height, where appropriate.

3.4.2 Using upper-level building step backs, where appropriate.

3.5 Design the public realm and right-of-way to promote improvements to the pedestrian and cycling environment, including pedestrian- and transit-oriented streetscaping enhancements.

3.6 Discourage auto-oriented land uses.

Regional Mixed Use Corridors

3.7 Encourage development on Regional Mixed Use Corridors to enable a comfortable pedestrian environment and attractive public realm through:

3.7.1 Providing minimal building setbacks from the public right-of-way to define the street edge.

3.7.2 Having entrances provide direct access to the public sidewalk.

3.7.3 Promoting a fine-grained and transparent street-level façade with active ground floor uses.

3.7.4 Minimizing impacts of vehicular access and parking on the pedestrian environment.

3.7.5 Promoting pedestrian-scale signage.

3.7.6 The extent to which pedestrian-friendly design is pursued on Regional Mixed Use Corridors will be determined by the surrounding Corridor context, but in all cases will be encouraged.

3.8 Mitigate negative shadow impacts and ensure adequate sunlight penetration experienced by rear- and side-adjacent residential properties and the public sidewalk by:

3.8.1 Using Corridor right of way width as a guide to determine maximum building height, where appropriate.

3.8.2 Using upper-level building step backs, where appropriate.

3.9 Encourage pedestrian-oriented improvements to the design of the public realm and right-of-way.

3.9.1 Encourage a high degree of landscaping and street trees in the public realm and right-of-way to offer pedestrian comfort and shade protection.

All Corridors

3.10 Consider the use of tools such as local area planning, zoning, and design guidelines to further implement these design principles.

3.11 Promote simple, quick, direct, and universal access to transit stops, junctions, hubs, and stations through site design.

DRAFT

Goal 4

4.0 Use Corridors to provide local commercial amenities and opportunities for the surrounding neighbourhood and community.

Policies

Urban Mixed Use Corridors

4.1 Maintain ground floor commercial space when redeveloping properties in Urban Mixed Use Corridors.

4.2 Discourage auto-oriented commercial uses such as those that cater to the drive-by or traveling customer as well as those requiring outdoor storage or sales in Urban Mixed Use Corridors. Such uses may be considered only where:

4.2.1 The proponent can demonstrate a high degree of compliance with the design considerations articulated in the policies under Goal 3.

4.2.2 Negative impacts can be minimized through appropriate means.

4.2.3 Strong on-site pedestrian connectivity between buildings, parking areas, public sidewalks, and/or transit stops is provided.

Regional Mixed Use Corridors

4.3 Auto-oriented commercial uses such as those that cater to the drive-by or travelling customer as well as those requiring outdoor storage or sales may be permitted in Regional Mixed Use Corridors where:

a. The proponent can demonstrate compliance with the design considerations articulated in the policies under Goal 3;
b. Negative impacts detracting from the potential achievement of this By-law's vision for Regional Corridors can be minimized through appropriate means; and
c. Strong on-site pedestrian connectivity between buildings, parking areas, public sidewalks, and/or transit is provided.

All Corridors

4.4 Support and protect Corridors' continued retail and service function by encouraging retail and service use intensification and by supporting reinvestment in existing Corridors.

4.5 Encourage the location of the most active retail and service uses to ground floor commercial spaces, and direct less active uses above-grade.

4.6 On Corridors where commercial and/or residential uses are clustered in nodes interrupted by lengths of low-density residential development, direct new commercial uses within or adjacent to these nodes.

Goal 5

5.0 Use Corridors to provide opportunities to accommodate other compatible land uses.

Policies

All Corridors

5.1 Consider light industrial uses only where compatible with surrounding land uses and where provided for in the desired form of Corridors as articulated in the policies of Goal 3.

5.1.2 Prohibit light industrial uses that exhibit characteristics that are likely to impact negatively on adjacent uses by virtue of matters such as noise, fumes, heavy equipment movement, or outside storage of large amounts of materials in Corridors and direct these uses to designated Employment Lands.

5.2 Encourage uses such as recreation and sport facilities, cultural facilities, institutions, and others that support concentrations of people and jobs at an appropriate scale.

5.3 Accommodate office uses along Corridors in accordance with the policies of Goal 3 of the General Growth section.

DRAFT

Goal 6

6.0 Provide opportunities for corridors in new communities.

Policies

Establishing a new Corridor

6.1 Consider proposals to designate Corridors in New Communities where it can be demonstrated that they can provide among the best opportunities for mixed use intensification outside of the Downtown, in accordance with complete communities principles.

6.2 Requests to create new Corridors must satisfy the following criteria:

a. The proposed Corridor is centered on the existing or proposed Primary Transit Network, with a preference for the intersection of multiple Primary Transit Network routes where applicable.
b. The proposed Corridor is in close proximity to significant commercial opportunities.
    i. Proposed Corridors in new neighbourhoods should be centered on commercial areas a minimum of approximately 15 acres in net area, where appropriate as per Policy 1.5 of the Commercial Areas and Mixed Use Centres section.
c. The proposed Corridor and surrounding areas are designed to provide a high level of support for sustainable modes of transportation.
    i. Areas within a 400m to 800m walkshed of proposed Corridors in new neighbourhoods must provide a high level of neighbourhood permeability as measured by established transit-oriented development standards for intersection densities, as well as a high degree of sidewalk coverage.
    ii. Areas within a wider bikeshed of proposed Corridors in new neighbourhoods must provide a robust network of protected bicycle facilities.
d. The proposed Corridor is designed to establish a vibrant destination for people to live, work, and play.
    i. Design new neighbourhoods to accommodate its highest densities in closest proximity to the proposed Corridor.
    ii. Where appropriate, direct a new Mixed Use Centre to the proposed Corridor or within close proximity of the proposed Corridor.
    iii. Where appropriate, direct Medium Office uses to the proposed Corridor.
e. The proposed Corridor is designed to provide a comfortable pedestrian environment and attractive public realm.
    i. Designate Corridors in new neighbourhoods as Urban Corridors and ensure conformance with the design standards as prescribed in Policies 3.1 to 3.6 in the Corridors section.

6.3 Proposals for Corridors in New Communities and/or sectors must demonstrate a very high standard of urban and neighbourhood design promoting sustainable modes of transportation.

6.4 Corridors in New Communities shall be established via a precinct or sector plan.

6.5 Require that proposals for multiple new Corridors in a single new neighbourhood demonstrate:

a. The intensity of the proposed development is appropriate relative to the scale of the site.
b. That the scale of the proposed residential densities is appropriate relative to annual City-wide residential growth and the intensification target.

Goal 7

7.0 Promote the integration of land use and transportation.

Policies

All Corridors

7.1 Ensure the design and use of the public realm supports this By-law's vision for Corridors.

7.2 Ensure the design of Corridors encourages the use of the frequent transit service provided on routes in the Primary Transit Network as well as connections to the feeder network.

DRAFT

Goal 8

8.0 Use local area Corridor planning as a tool to maximize development potential, minimize land use conflict, and promote orderly development along Corridors.



Policies

All Corridors

8.1 Carry out local area Corridor planning to build on Corridor policies and design guidelines to:

a. Address unique, area-specific planning and design considerations;
b. Plan for areas without Corridor frontage but within a larger walkshed, where appropriate; and
c. Consider necessary streetscaping improvements and make recommendations for further study.

8.1.1 Consider the use of minimum building heights in local area Corridor plans.

8.2 **(A)** Review existing secondary plans and Planned Development Overlays for conformance with Corridor policies and amend as necessary over time.

DRAFT



C3. Rapid Transit Corridors

INTRODUCTION

Rapid Transit (RT) Corridors are existing dedicated rights-of-way designed specifically and exclusively for rapid transit use. Rapid Transit Corridors provide fast, efficient links between centres of development where transit can travel at a higher speed and make fewer stops than on mixed modal roadways.

Experience from other cities has shown that expanding rapid transit will change land use and intensification around transit stations along the Rapid Transit Corridor. Rapid transit stations will be the primary focus for development along the Rapid Transit Corridors and will provide strategic opportunities for growth, intensification, and redevelopment in accordance with Transit Oriented Development (TOD) principles. TOD can be one of the strongest tools to generate vibrant neighbourhoods and areas in Winnipeg that work well for pedestrians, transit users, cyclists and people of all ages and abilities.

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

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

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

In addition, successful implementation of TOD involves both taking advantage of supportive real estate market trends and promoting the market in new directions. Winnipeg should utilize a variety of tools and approaches to support TOD.

Characteristics of Rapid Transit Corridors and Transit Oriented Development

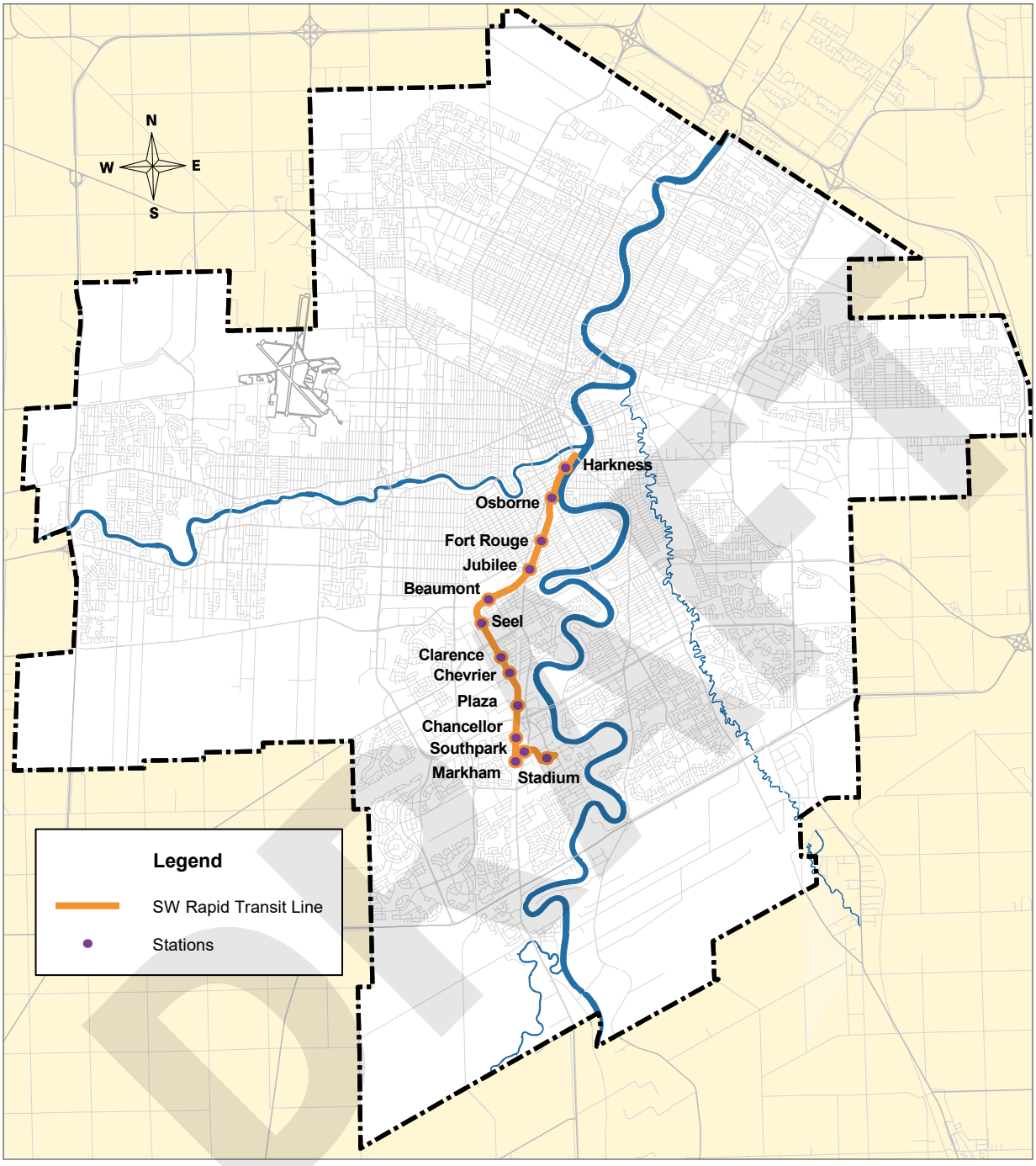
- Nodal rather than linear development
- Medium to high-density development that is greater than the community average
- A mix of uses
- Compact, high-quality pedestrian-oriented environment
- An active, defined centre
- Innovative parking strategies
- Rapid transit stations

This section is supported by the following documents:

- *Transit Oriented Development Handbook*
- *Winnipeg Transit Master Plan*
- *Transportation Master Plan*

DRAFT

MAP OF RAPID TRANSIT CORRIDORS



Map 6

VISION

Rapid transit stations will be the primary focus for development along Rapid Transit Corridors and will provide strategic opportunities for growth, intensification, and redevelopment in accordance with principles of Transit Oriented Development (TOD).

Goal 1

1.0 Promote Transit Oriented Development (TOD) to accommodate growth and change at stations along rapid transit corridors through integrated land use, transportation, and infrastructure planning.

Policies

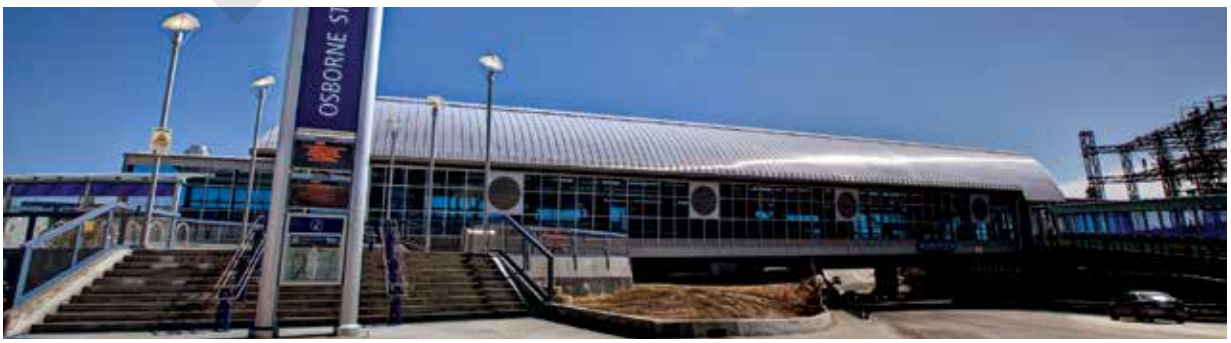
Planning

1.1 Identify and capitalize on development and redevelopment opportunities through Rapid Transit Corridor level planning and analysis.

Secondary plans

1.2 **(A)** Prepare a Station Area Plan as a secondary plan for areas within 400-800 metres of rapid transit stations. Prioritize plans for station areas that have significant potential for residential or residential / commercial mixed-use development. Exceptions include planned or future Major Redevelopment Sites (MRS), where policies in the MRS section will apply, or areas with an existing secondary plan that guides redevelopment of the area around the station. Ensure that each Station Area Plan consider the following, without limitation:

a. A vision for the area;
b. Anticipated population at full build-out;
c. Alignment of the Primary Transit Network and location of its stations, where applicable, as well as alignment of the feeder network;
d. Land use policies, including the location of specific designations and alignment of parks and open space with natural features and riverbanks, where appropriate;
e. Urban design principles;
f. Building density, height, setback, and size ranges and the areas where they apply;
g. External and internal mobility connections (e.g. streets, rear lanes, sidewalks, and cycle paths);
h. Key gateways and streets with active edges;
i. Public realm improvements;
j. Transition to adjacent areas and uses;
k. Parking ratios, including parking maximums where appropriate;
l. Servicing requirements, including green infrastructure qualities such as landscaping features and storm water management;
m. Identification of necessary City-funded growth-enabling and growth-supportive infrastructure and their approximate costs;
n. Phasing of development, where appropriate;
o. Implementation strategy, including roles and responsibilities for implementation; and
p. Other policies or context specific guidelines as deemed appropriate.



DRAFT



Goal 2

2.0 Promote transit-supportive land use and urban form at rapid transit stations and along Rapid Transit Corridors.

Policies

Transit Oriented Development Handbook

2.1 Apply the *City of Winnipeg's Transit Oriented Development (TOD) Handbook* to guide transit- supportive development, land use and urban form at rapid transit stations and along Rapid Transit Corridors.

Urban design

2.3 Support the establishment of high-quality, pedestrian-oriented public spaces along Rapid Transit Corridors, with particular attention paid to rapid transit stations.

Crime Prevention Through Environmental Design (CPTED)

2.4 Ensure Crime Prevention Through Environmental Design (CPTED) principles are integrated into development adjacent to rapid transit stations and along Rapid Transit Corridors, to maximize safety and perceptions of safety for all people.

Parking innovation

2.5 Consider reductions to motor vehicle parking requirements for development adjacent to Rapid Transit Corridors through provision of parking offsets including:

a. High-quality, indoor bicycle parking;
b. On-site car share vehicles; and
c. Innovative parking strategies such as district parking and shared parking agreements.

DRAFT

C4. Commercial Areas and Mixed Use Centres

INTRODUCTION

Market demand for new commercial space is driven by population growth. With Winnipeg set to grow by approximately 160,000 new people over the next 20 years, there will be opportunities to leverage new commercial development towards the creation of more complete communities. At the same time, retail space per capita is declining across North America, with this sector relying less and less on traditional brick-and-mortar stores. Recent studies have concluded Winnipeg has more than enough commercial land to accommodate forecasted growth over the time horizon of this By-law. For the City to achieve the critical mass necessary to realize its vision for commercial areas, careful management of commercial land supply is necessary.

Commercial areas are organized into two types:

- **General commercial areas**
- **Mixed Use Centres**

General commercial areas

These are the commercial areas that occur in neighbourhoods throughout the city in all parts of the Urban Structure. They provide the widest range of activities from corner stores at one end to community shopping centres at the other. The City's approach to managing commercial areas focuses on accommodating their operational requirements while ensuring greater alignment with the overall Complete Communities vision over time. This includes encouraging the establishment of commercial uses in mixed-use buildings, improving walkability, and supporting transit and active transportation while emphasizing high-quality urban design.

While intensification of existing commercial areas is a key priority identified in this By-law, local commercial amenities must also be provided in new neighbourhoods. This ensures they are more complete right from their inception.

Mixed Use Centres

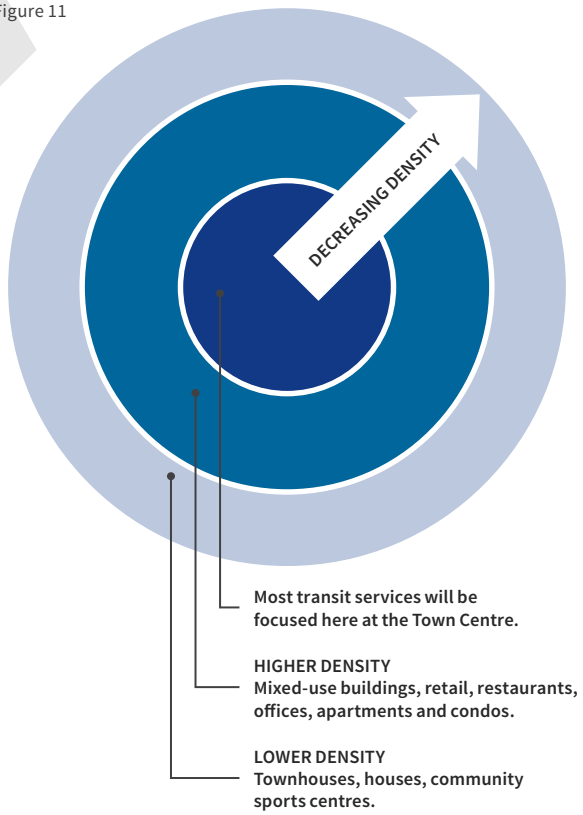
Mixed Use Centres are the largest commercial areas in the city with the ability to accommodate Major Retail uses. They are strategically valuable in that they are large sites within the existing built-up area that provide intensification opportunities as well as proximity to a wide array of commercial amenities, often located on the Primary Transit Network and designated Corridors. Over time, it is envisioned that they will become vibrant, pedestrian-friendly areas connected by multi-modal transportation options offering a variety of housing options, activities, services, and jobs.

As Mixed Use Centres become increasingly mixed use, they should incorporate patterns of density gradation where the highest densities are located closest to major transit stops, in accordance with transit-oriented development principles. Densities should then decrease with distance from the transit stops (see Figure 11).

Mixed Use Centres are divided into two types based on their intended scale of development intensity:

- **Regional Mixed Use Centres**
- **Community Mixed Use Centres**

Figure 11



DRAFT

Regional Mixed Use Centres

Regional Mixed Use Centres are the most prominent retail destinations in the city, anchored by regional-scale Major Retail uses and supported by smaller-scale retail and service uses. Located strategically across the city, most Regional Mixed Use Centres serve as key transit hubs. Generally larger than 100 acres in area, they are preferred for conventional large format retail given their location on the transportation network and clustering of similar uses.



Characteristics of Regional Mixed Use Centres

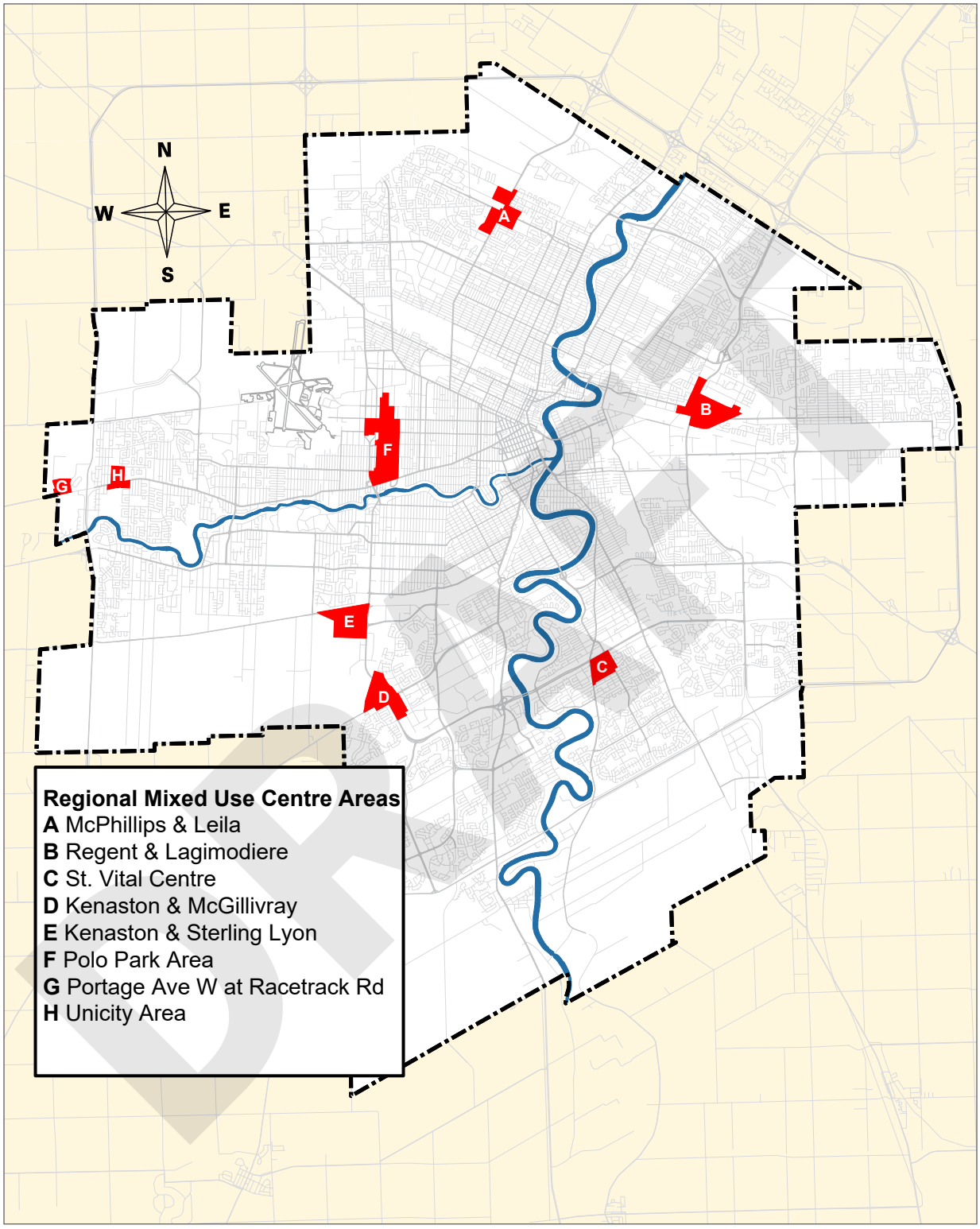
- As city-wide or regional destinations, they are the most prominent retail locations in the city and are best suited to accommodate Major Retail uses
- Typically larger than 100 acres in area
- Located at major intersections, they are generally well-connected to Corridors, the Primary Transit Network, and the city road network
- Located in the existing built-up area, they are capable of major transformative change and are strategically valuable given their large site areas, relative underdevelopment, proximity to commercial amenities, and general connectivity to multiple modes of transportation
- They are located strategically throughout the city, not only to provide balanced access to commercial amenities but to create opportunities for intensification over time

***OurWinnipeg* Regional Mixed Use Centres**

- Polo Park Area
- McPhillips and Leila Area
- Regent and Lagimodiere Area
- St. Vital Centre Area
- Kenaston and McGillivray Area
- Kenaston and Sterling Lyon Area
- Unicity Area
- Portage Avenue West at Racetrack Road or Assiniboia Downs area or Red River Ex Area

DRAFT

MAP OF REGIONAL MIXED USED CENTRES



Map 7

SEE THE POSSIBILITIES: POSSIBLE TRANSFORMATION OF REGIONAL MIXED USE CENTRES FOLLOWING COMPLETE COMMUNITIES PRINCIPLES







Community Mixed Use Centres

Community Mixed Use Centres are hubs for retail and service uses at a lesser, sub-regional scale, serving nearby neighbourhoods. They generally accommodate larger local-oriented commercial businesses with occasional Major Retail uses. While they are not mapped, Community Mixed Use Centres are defined as being between 15 and 99 acres in area, or less if containing a Major Retail use.

Like Regional Mixed Use Centres, they are envisioned to accommodate higher residential densities and an increasing mix of land uses over time, albeit at lesser densities and a smaller scale.

Characteristics of Community Mixed Use Centres

- Destinations serving multiple communities containing larger local-oriented commercial businesses and occasional Major Retail uses
- Generally between 15 and 99 acres in area, or less if containing a Major Retail use
- Generally good connectivity to Corridors, the Primary Transit Network, and the city road network
- Located in the existing built-up area, and capable of transformative change over time

Examples of Community Mixed Use Centres

- Grant Park Mall Area
- Fermor and Lakewood Area

This section is supported by the following documents:

- *Pedestrian and Cycling Strategies*
- *Transit Oriented Development Handbook*
- *Transportation Master Plan*
- *Winnipeg Transit Master Plan*

DRAFT

SEE THE POSSIBILITIES: POSSIBLE TRANSFORMATION OF COMMUNITY MIXED USE CENTRES FOLLOWING COMPLETE COMMUNITIES PRINCIPLES



1



2



3

VISION

The City's commercial areas will be vibrant and vital, providing access to goods and services necessary in creating complete communities. Supported by a significant residential population nearby, Mixed Use Centres will provide opportunities to accommodate Major Retail uses. Over the long term, they will become vibrant, pedestrian-friendly areas connected by multiple modes of transportation, offering a variety of housing options, activities, services, and jobs.

Goal 1

1.0 Manage general commercial areas in support of Complete Communities goals.

Policies

1.1 Encourage the redevelopment, infill and expansion of existing commercial areas as the preferred method of accommodating new commercial development, while still providing local commercial opportunities in new neighbourhoods.

1.2 Support and strengthen planning in the Business Improvement Zones (BIZs) in their efforts to enhance the appearance and vitality of "neighbourhood main streets" and other regional streets.

1.3 Promote conservation of traditional commercial store fronts where possible.

1.4 Encourage access to healthy and affordable food where existing access is limited.

1.5 Approve applications for new commercially zoned land where:

a. The proposed commercial use is compatible with surrounding land uses;
b. Impacts on existing commercial areas, including designated Mixed Use Centres, will be minimal and will not undermine or detract from their planned function. Impacts may include contributing to store closures, loss of vitality, and/or diminishment of their role and function;
c. Existing nearby commercial areas cannot accommodate expansion;
d. The street network can accommodate associated traffic volumes at full build-out; and
e. Transit service can be provided in an economically efficient manner relative to the scale of the proposed development.

1.6 Retain, at the applicant's expense, an independent, third-party consultant to peer review the proponent's proposal and provide professional analysis and recommendations to the City, if there is concern that a proposed development is of a scale that may create significant negative impacts on existing commercial areas and where the City determines such analysis to be necessary. The requirement for such a review will be identified at the time of application and it is expected that the applicant and the peer review consultant will collaborate to develop a mutually agreeable terms of reference.

1.7 Discourage Major Retail uses outside of Mixed Use Centres.

Goal 2

2.0 Manage Mixed Use Centres in support of Complete Communities goals.

Policies

2.1 Prioritize the commercial intensification of existing commercial areas in Established Neighbourhoods, Mixed Use Centres, Corridors, and Downtown over the creation of new Mixed Use Centres while being mindful of differences in commercial scale permitted in each of these designations.

2.2 Consider proposals to create a new Mixed Use Centre within a New Community as part of the secondary plan process and evaluate in accordance with Policies 1.5, 3.2, and 4.2 of this section.

DRAFT

Goal 3

3.0 Ensure that Regional Mixed Use Centres continue to function as prominent retail destinations that serve a city-wide and regional population.

Policies

Defining Regional Mixed Use Centres

3.1 Map Regional Mixed Use Centres in accordance with Map 7 and the Urban Structure map.

Creating a new Regional Mixed Use Centre

3.2 In order to encourage retail intensification in existing Mixed Use Centres and in recognition of the City's surplus of commercial lands, discourage the creation of new Regional Mixed Use Centres.

3.2.1 Require an amendment to the *Complete Communities 2.0* for new Regional Mixed Use Centres.

3.2.2 In addition to satisfying the criteria in Policy 1.5, require that proposals to create a new Regional Mixed Use Centre show:

a. The City's overall supply of commercial lands, demand for new commercial space over the time horizon of this By-law, and the potential impact of the proposed development on the City's goals of supporting and intensifying existing commercial areas;
b. How the proposed Regional Mixed Use Centre will be served by the Primary Transit Network; and
c. Whether associated City capital expenditures will be required, determined in coordination with appropriate City departments.

Major Retail uses

3.3 Major Retail uses may be accommodated in Regional Mixed Use Centres in accordance with Policy 1.5.

3.3.1 Recognize Regional Mixed Use Centres as the preferred locations for Major Retail uses.

3.4 Major Retail development may be permitted where contiguous to a Regional Mixed Use Centre's boundaries.

3.5 The contiguity of a proposed Major Retail development must demonstrate an intention to intensify an existing Regional Mixed Use Centre and not the creation of a new Regional Mixed Use Centre to the satisfaction of the Director of Planning, Property & Development.

3.5.1 Where it has been determined that a proposal entails the creation of a new Regional Mixed Use Centre, consider the proposal in accordance with Policy 3.2.

Polo Park

3.6 Promote development within the Polo Park Regional Mixed Use Centre that is consistent with the Airport Vicinity Protection Area Planned Development Overlay.

DRAFT

Goal 4

4.0 Ensure that community mixed-use centres continue to function as prominent retail areas that serve multiple neighbourhoods.

Policies

Defining Community Mixed Use Centres

4.1 Community Mixed Use Centres will not be mapped but will be defined by the Director of Planning, Property & Development as:

a. A single commercial site greater than 15 acres in net land area that is not identified as a Regional Mixed Use Centre; or
b. A single commercial site less than 15 acres in net land area but containing an existing Major Retail use.

4.1.1 For the purpose of defining a Community Mixed Use Centre, consider that a commercial site may consist of multiple legal properties when functioning as a single site.

4.1.2 Commercial sites up to 25 acres in net land area may be permitted without being considered a Community Mixed Use Centre as long as it does not contain a Major Retail use.

4.1.3 Further to Policy 4.1.b, in the event of the closing of its last remaining Major Retail use, a Community Mixed Use Centre less than 15 acres in net land area will retain its status as a Community Mixed Use Centre insofar as the building containing the Major Retail use can be reused, or replaced with another Major Retail use within 24 months of said building's demolition.

4.1.4 Land area requirements cited in Policy 4.1 shall be considered approximate.

Creating a new Community Mixed Use Centre

4.2 Discourage the creation of new Community Mixed Use Centres to encourage retail intensification in existing Mixed Use Centres and to recognize the city's surplus of commercial land.

4.2.1 In addition to satisfying the criteria in Policy 1.5, require that applications to create a new Community Mixed Use Centre show:

a. The City's overall supply of commercial lands, demand for new commercial space over the time horizon of this By-law, and the potential impact of the proposed development on the City's goals of supporting and intensifying existing commercial areas;
b. How the proposed Community Mixed Use Centre will be served by the Primary Transit Network; and
c. Whether associated City capital expenditures will be required, determined in coordination with appropriate City departments.

Major Retail uses

4.3 Major Retail uses may be permitted in Community Mixed Use Centres in accordance with Policy 1.5.

4.4 Major Retail development may be permitted where contiguous to a Community Mixed Use Centre's boundary.

4.5 The contiguity of a proposed Major Retail development must demonstrate an intention to intensify an existing Community Mixed Use Centre and not the creation of a new Community Mixed Use Centre to the satisfaction of the Director of Planning, Property & Development.

4.5.1 Where it has been determined that a proposal entails the creation of a new Community Mixed Use Centre, consider the proposal in accordance with Policy section 4.2.

DRAFT

Goal 5

5.0 Allow for the long-term, residential mixed-use intensification of Mixed Use Centres.

Policies

5.1 Where compatible with surrounding land uses, direct the highest multi-family residential densities to areas within Mixed Use Centres that provide the best transit service.

5.1.1 Direct the highest multi-family residential densities to the areas in closest proximity to rapid transit, Corridors, and the Primary Transit Network in accordance with Policy 3.1 of the General Growth section, at a height and scale compatible with surrounding land uses. Densities should then decrease with distance from transit stops.

5.1.2 Beyond these areas, residential uses may be introduced to consolidate underutilized commercial lands and extend existing adjacent neighbourhoods at intensities that should not exceed the mid-range of medium multi-family residential densities.

5.2 Require that proposals to exceed the densities described in Policy 5.1 consider the scale of the proposed residential development in relation to annual city-wide residential growth and its impact on realizing other city growth priorities as articulated in this By-law.

5.3 Require that proposals to add residential uses in Mixed Use Centres be accompanied by a demonstrable commitment to establish a pedestrian-oriented residential neighbourhood, by:

a. Establishing a fine-grained network of local streets with sidewalks and street trees;
b. Designing ground-floor building frontages to reinforce a pedestrian scale; and
c. Encouraging the extension of adjacent local roads and paths into the site to enhance permeability and to enable future connection opportunities, where possible.

5.4 Require that proposals to add residential uses in Mixed Use Centres limit negative shadow impacts experienced by rear- and side-adjacent residential properties, by ensuring adequate sunlight penetration through appropriate building massing, setbacks, and building design.

5.5 Require that, where appropriate, the introduction of residential uses be designed in a way that will not create land use conflicts with existing commercial uses.

5.6 Plan for the long-term redevelopment of Mixed Use Centres by:

a. Encouraging the alignment, spacing, and width of parking lot drive aisles in a grid-like pattern to allow for their potential long-term conversion to a future public right-of-way, including allowing for future sidewalks and street trees.
b. Encouraging pedestrian-oriented siting and design of buildings to reinforce the street grid described in Policy 5.3.

5.7 A concept plan may be required to indicate how a fine-grained network of local streets will be established and/or extended into the Mixed Use Centre and to ensure that development will not preclude future connectivity. The requirement for this concept plan shall be determined by the Director of Planning, Property & Development.

Goal 6

6.0 Provide opportunities for other compatible land uses in Mixed Use Centres.

Policies

6.1 Consider light industrial uses where compatible with surrounding land uses and where provided for in the desired form of Mixed Use Centres.

6.1.1 Prohibit industrial uses likely to pose negative impacts on adjacent uses through production of noise, generation of fumes, heavy equipment operation, or the presence of large outdoor material storage areas in Mixed Use Centres and direct these uses to designated Employment Lands.

6.1.2 Consider the effects of proposed industrial uses on the functioning of the existing roadway system.

6.2 Accommodate office uses in Mixed Use Centres in accordance with Policy 3.0 of the General Growth section.

DRAFT



C5. Major Redevelopment Sites

INTRODUCTION

Opportunities of Major Redevelopment Sites

Areas that once thrived under particular land uses in the past may no longer be needed for those purposes today. Some of these underused sites have significant strategic value, since they present opportunities for the City to capitalize on existing infrastructure through intensification. These areas are called Major Redevelopment Sites.

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

Major Redevelopment Sites have the advantage of drawing on existing infrastructure, including roads, underground pipes, and sewers. They can connect with nearby schools, community centres, libraries and other city amenities. They are prime locations for intensification, given their proximity to public transit and their ability to plug into the existing street network. In some cases, their redevelopment can have the added benefit of cleaning up derelict parcels of land, contributing to both the cleanliness and safety of adjacent neighbourhoods.

Redeveloping these sites also provides a significant boost to the city's tax base by optimizing parcels of land that are currently under-performing. Given the advantage of their location within existing communities - specifically their ability to capitalize on existing infrastructure and services - the City should maximize the potential of Major Redevelopment Sites.

Planning for Major Redevelopment Sites

The redevelopment of Major Redevelopment Sites cannot be guided by one single approach. Each site is unique, differing in the character of adjacent areas, existing physical and social contexts and market opportunities for redevelopment. Because of the different characteristics of each site, the land use mix will differ. Some Major Redevelopment Sites, such as Tuxedo/Lafarge and Public Markets, will accommodate a significant amount of employment uses, while the others will be primarily residential.

In all cases, the residential and/or employment densities must be high enough to justify investment in infrastructure upgrades and potential remediation initiatives, as well as to establish a critical mass that can support neighbourhood retail and vibrant, people-oriented places.

DRAFT

Their redevelopment will promote complete communities with significant residential and employment densities in a walkable, well-designed environment, embodying the principles of sustainability and, when next to high-frequency transit, Transit Oriented Development.

Redevelopment will be guided by a Council approved secondary plan that includes, at a minimum, the content identified in this By-law.

Transit Oriented Development

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

- The Southwest Transitway (Fort Rouge Rail Yards, Parker Lands, Sugar Beet Lands, Southwood Golf Course)
- The proposed Eastern Rapid Transit Corridor (North Point Douglas)
- A primary transit route (Kapyong Barracks)

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

Characteristics of Major Redevelopment Sites

- Large, functionally obsolete or under-utilized lands, such as former industrial areas.
- Located within the existing urban framework, often along rail lines, major corridors or rapid transit corridors and adjacent to existing communities.
- Often serviced by some level of existing infrastructure.
- Present opportunities for transformative and strategic mixed use infill and intensification.
- May present challenges to redevelopment, such as inadequate infrastructure capacity, access limitations, and contamination.
- Site area typically 15 acres or more.

OurWinnipeg Major Redevelopment Sites

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

This section is supported by the following documents:

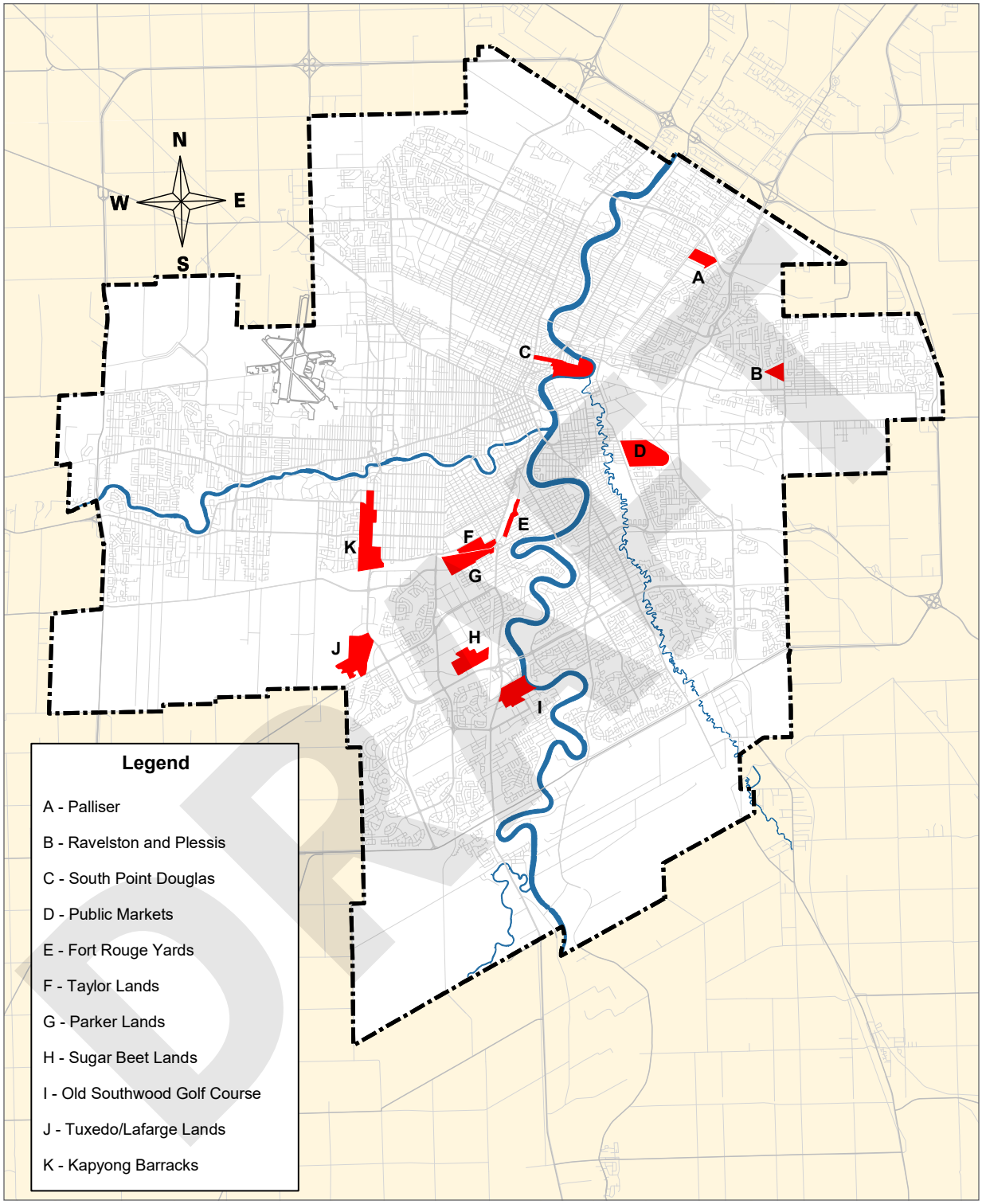
- *TOD Handbook*
- *Pedestrian and Cycling Strategies*
- *Winnipeg Transit Master Plan*
- *Transportation Master Plan*
- *Winnipeg Climate Action Plan*

This section is also supported by the development of additional implementation documents including:

- *Recreation Strategy*
- *Parks Strategy*
- *Climate Resiliency and Adaptation Strategy*

DRAFT

MAP OF MAJOR REDEVELOPMENT SITES



Map 8

SEE THE POSSIBILITIES: POSSIBLE TRANSFORMATION OF MAJOR REDEVELOPMENT SITES FOLLOWING COMPLETE COMMUNITIES PRINCIPLES









VISION

Major Redevelopment Sites present transformational opportunities for the redevelopment of vacant or underutilized sites within the existing urban fabric. The redevelopment of these sites will embody the principles of sustainability within a well-designed, walkable environment. The development of each site will be guided by a front end, collaborative planning process that reflects the unique character of each area, such as its existing physical and social contexts and market opportunities for redevelopment.

Goal 1

1.0 Require development in Major Redevelopment Sites to be guided by a secondary plan.

Policies

Secondary plans

1.1 Require that the development in Major Redevelopment Sites be guided by a front end inclusive planning process, culminating in a secondary plan.

Secondary plan content

1.2 Require that a secondary plan in respect of a Major Redevelopment Site provides for the following information, without limitation:

a. A vision for the area;
b. Anticipated population at full build-out;
c. Alignment of the Primary Transit Network and location of its stations where applicable, as well as alignment of the feeder network;
d. Land use policies, including the location of specific designations and alignment of parks and open space with natural features and riverbanks, where appropriate;
e. Urban design principles;
f. Building density, height, setback, and size ranges and the areas where they apply;
g. External and internal mobility connections (e.g. streets, rear lanes, sidewalks, and cycle paths);
h. Key gateways and streets with active edges;
i. Transition to adjacent areas and uses;
j. Public realm improvements;
k. Servicing requirements, including green infrastructure qualities such as landscaping features and storm water management;
l. Identification of City-funded growth-enabling and growth-supportive infrastructure and their approximate costs;
m. Phasing of development and anticipated subdivisions, where appropriate;
n. Implementation strategy, including roles and responsibilities for implementation; and
o. Other policies or context specific guidelines as deemed appropriate.

Goal 2

2.0 Capitalize on the proximity of Major Redevelopment Sites to rapid transit and high-frequency transit.

Policies

Transit Oriented Development

2.1 Promote development in accordance with Transit Oriented Development principles, where proximate to rapid transit stations and Primary Transit Network stations.

Transit frequency

2.2 Support rapid transit and high-frequency transit service by encouraging medium-to-high density residential, commercial, and mixed uses at rapid transit stations and Primary Transit Network stations, in accordance with Policy section 3.1 of the General Growth section.

Transportation linkages

2.3 Create strong, multi-modal and active transportation linkages from each Major Redevelopment Site to Downtown, other Major Redevelopment Sites, Mixed Use Centres, Corridors, Parks, major attractions and employment areas.

DRAFT

Goal 3

3.0 Design Major Redevelopment Sites as Complete Communities that embody principles of sustainability within a well-designed, walkable, and active transportation friendly environment.

Policies

Mixed use

3.1 Provide a mix of employment, high-density housing, retail and service uses within Major Redevelopment Sites in a way that complements the needs of adjacent communities.

Public Markets and Tuxedo Lafarge

3.2 Ensure that the Public Markets and Tuxedo Lafarge Major Redevelopment Sites accommodate a significant amount of employment uses, and in accordance with policies 3.2 through 3.12 of the General Growth section.

Minimum density

3.3 Promote the use of minimum density standards for new development

Compatibility

3.4 Encourage the transition of development towards the outer edges of Major Redevelopment Sites so that it is sensitive to the scale, massing, height, form and character of the surrounding area.

3.5 Implement mitigation measures to minimize any negative impacts new development may have on neighbouring streets, parks, and properties.

Conservation

3.6 Require that development be sensitive to conserving historically significant features and resources.

Housing

3.7 Support a range of different types, tenures and unit sizes in housing opportunities.

Complete streets

3.8 Promote complete streets, enabling safe and convenient spaces for pedestrians, cyclists, public transit ridership and motorists to promote physical activity, health, and active transportation.

Goal 4

4.0 Accommodate compatible development in the South Point Douglas Major Redevelopment Site area prior to adoption of a secondary plan for the area.

Policies

4.1 Allow minor expansions, enlargements, or other modifications to property without the need for an amendment to *Complete Communities 2.0* or prior to adoption of a secondary plan, only where the following criteria are met:

a. The proposed development will be compatible with the surrounding area and not create an adverse effect on the use, safety and convenience of the adjacent area;
b. The proposed development will not interfere with the redevelopment of the surrounding area in conformance with the Major Redevelopment Site policies;
c. The proposed development will not detract from the general intent of the Major Redevelopment Site policies;
d. The proposed development will not include any residential uses; and
e. The proposed development satisfies servicing regulations.

DRAFT



C6. New Communities

INTRODUCTION

New Communities are large undeveloped land areas identified for future urban development that are not currently served by a full range of municipal services. Planning for New Communities will provide opportunities for a mix of uses, a range of housing types, parks and open spaces, employment options and transit access within walking distance. New Communities should be developed with a supporting street network that connects residents with jobs and commercial services through direct and efficient active transportation, transit and automobile routes. They should integrate protected natural areas with open space and sustainable infrastructure systems.

By 2040, the City of Winnipeg is expected to grow by more than 160,000 people (Conference Board of Canada, 2016 Population Forecast). This growth is expected to translate into the need for about 3,900 new housing units each year, or approximately 82,000 new housing units by 2040. New Communities will continue to play a critical role in accommodating a significant share of future housing demand. Given the potential impact that this growth will have for the future of the city, it is necessary to ensure that New Communities are provided in an environmentally-sound, economical, and timely manner and are planned to be complete, providing long-term sustainability.

New Communities identified on Map 9 are expected to provide enough land to accommodate greenfield growth over the next 20 years. Plans for New Communities Areas are required to cover an entire precinct to ensure land use objectives are optimized and city services can be provided in an efficient manner. These plans will identify how development may impact existing services, the need for growth-enabling and growth-supportive infrastructure, and considerations around the costing and phasing of new facilities and/or the expansion of existing facilities that may be required.

To ensure that development of New Communities precincts occur when City-funded capital infrastructure for that precinct area is planned to be built, the City will prioritize the servicing and planning of New Communities in accordance with the sequencing identified in the General Growth section.

Lands designated as New Communities will conform with the policies that apply to Rural and Agricultural designated lands until a precinct plan is complete and adopted as bylaw by City Council.

This section is supported by the following documents:

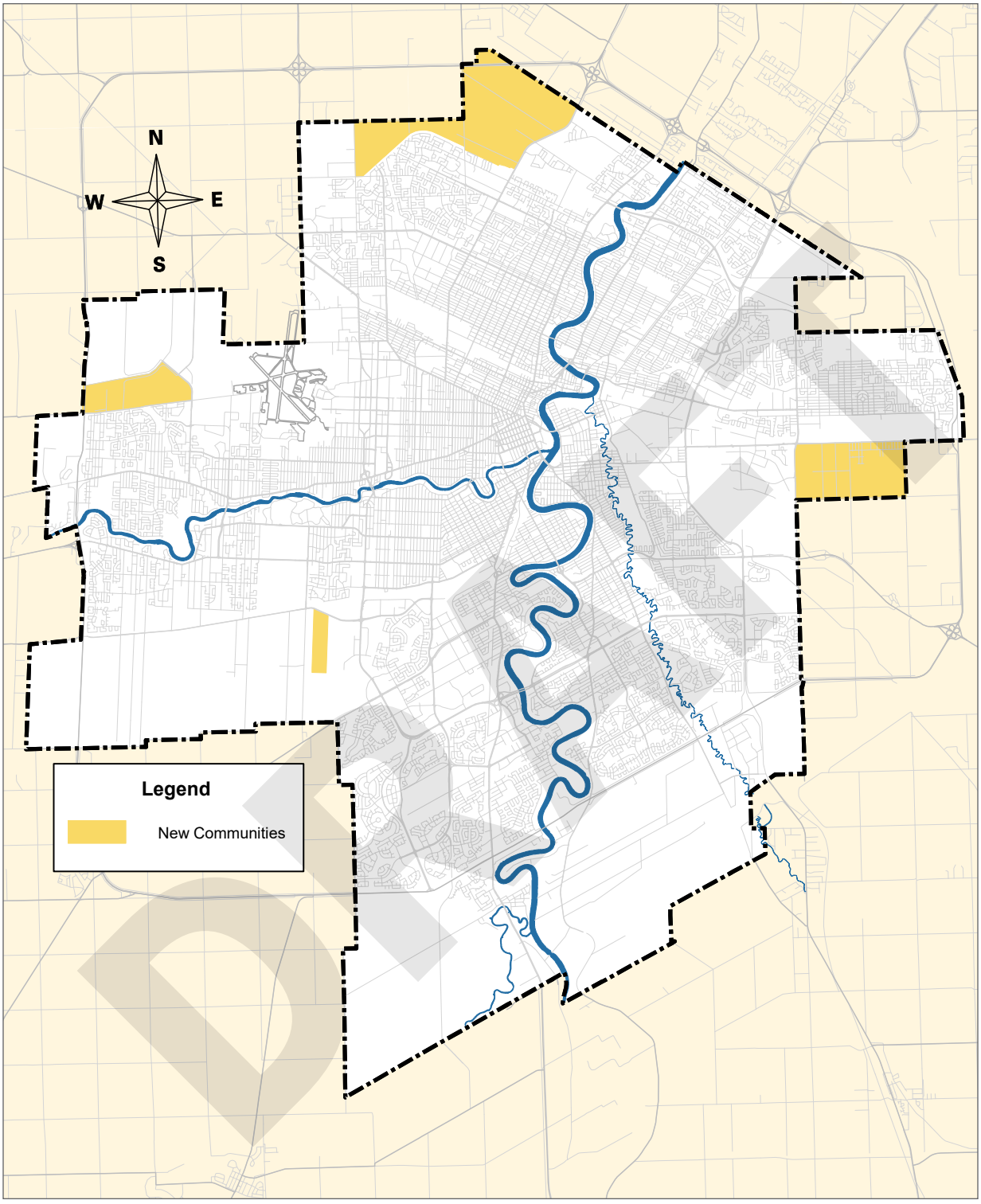
- *Infrastructure Plan*
- *Pedestrian and Cycling Strategies*
- *Transportation Master Plan*
- *Winnipeg Climate Action Plan*
- *Winnipeg Transit Master Plan*

This section is also supported by the development of additional implementation documents, including:

- *Climate Resiliency and Adaptation Strategy*
- *Library Strategic Plan*
- *Parks Strategy*
- *Recreation Strategy*

DRAFT

MAP OF NEW COMMUNITIES



Map 9

SEE THE POSSIBILITIES: POSSIBLE TRANSFORMATION OF NEW COMMUNITIES FOLLOWING COMPLETE COMMUNITIES PRINCIPLES



1



2

DRAFT

VISION

New Communities will continue to play an important role in accommodating the city's projected population growth. These New Communities will be planned as complete from the outset and will continue to achieve a high standard of sustainability in planning, design, construction and management.

Goal 1

1.0 Establish and maintain New Communities through planned, orderly development.

Policies

Precinct Plans

1.1 Require that a precinct plan be presented to and adopted by Council as a secondary plan for areas identified on Map 10 prior to their subdivision, rezoning and development that includes, at minimum:

a. A vision for the area;
b. Anticipated population at full build-out;
c. The alignment of the Primary Transit Network and the location of its stations, where applicable;
d. Infrastructure alignment, including the arterial and collector road network, pedestrian and cycling routes, alignment of the transit feeder network, and water, wastewater, and land drainage facilities;
e. Land use policies, including the location of specific designations and higher density residential multi-family uses;
f. Parks and open space, including consideration of natural features and riverbanks, if applicable;
g. Phasing within the precinct, where appropriate;
h. Identification of necessary City-funded growth-enabling and growth-supportive infrastructure and their approximate costs;
i. Preferred locations for antenna systems;
j. Implementation strategy, including roles and responsibilities for implementation; and
k. Other policies or context specific guidelines as deemed appropriate.

Fiscal impact analysis

1.1.2 Require that the proponent prepare a fiscal impact analysis to evaluate the proposal's financial implications to the City and to inform decision-making, where the City determines such analysis to be necessary.

1.1.3 Retain, at the applicant's expense, an independent, third-party consultant to peer review the proponent's proposal and provide professional analysis and recommendations to the City, where the City determines such analysis to be necessary. The requirement for such a review will be identified at the time of application and it is expected that the applicant and the peer review consultant will collaborate to develop a mutually agreeable terms of reference.

Stakeholder engagement

1.2 Engage and collaborate with stakeholders as part of precinct planning processes.

Corridors

1.3 Consider the designation of a Corridor in precinct plans in accordance with Goal 6.0 of the Corridors section.

Mixed Use Centres

1.4 Consider the designation of Mixed Use Centres in precinct plans in accordance with Sections 3.2 and 4.2 of the Commercial Areas and Mixed Use Centres section.

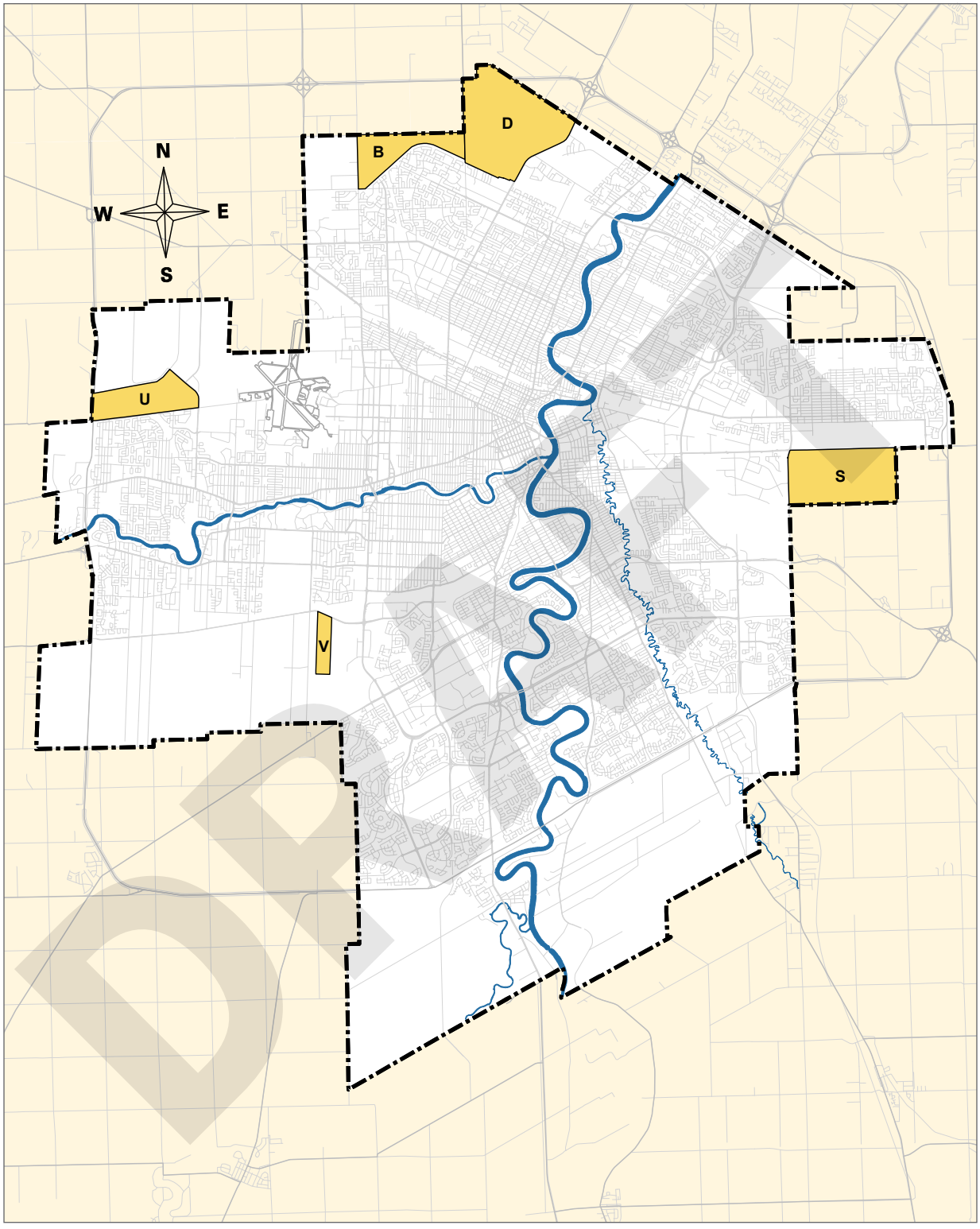
Phasing within precincts

1.5 The City may review and administer phasing within the precinct to ensure the efficient provision of city services as the precinct builds out, including local transportation, transit, parks, and community facilities development, as per policies described in the precinct plan.

1.5.1 Allow for the timely delivery of key infrastructure necessary to allow for the proper functioning of the area throughout its buildout through phasing.

DRAFT

MAP OF PRECINCTS



Map 10

New Communities administration

1.6 Use secondary plans that were adopted prior to this By-law to continue to guide growth and development within the area that the secondary plan applies to.

1.6.1 Align these secondary plans with the policies in this By-law through future reviews and amendments.

1.7 Require that lands designated as New Communities conform to Rural and Agricultural policies until a precinct plan is adopted by Council.

1.8 Boundaries between unplanned precincts may be considered approximate, and minor deviations from what is illustrated in Map 10, based on factors such as clearly distinguishable physical features or servicing limits, where the intent of the Plan is maintained, may be approved by the Director of Planning, Property, and Development.

Goal 2

2.0 Protect New Communities for future urban development by strongly discouraging premature servicing, subdivision, and development.

Policies

Adding a New Community

2.1 Discourage re-designating lands to New Communities from another designation and require an amendment to this By-law for such a re-designation. Require that requests to add a New Community address the following:

a. Demonstrated need based upon the City's supply of vacant serviced greenfield land and projected demand for serviced greenfield land;
b. Its proposed sequencing in the greenfield phasing plan as per Policy 4.4 of the General Growth section;
c. Requirements for City-funded growth-enabling and growth-supportive infrastructure;
d. Consideration of the operating and lifecycle costs to the City to support this infrastructure;
e. Implications on the City's ability to finance this infrastructure;
f. How development of the site promotes Complete Communities principles, including but not limited to proximity to employment and opportunities for sustainable modes of transportation; and
g. The sequencing of linear infrastructure extensions.

Goal 3

3.0 Develop New Communities as sustainable, adaptable and Complete Communities.

Policies

Adaptability

3.1 Plan and build New Communities to promote resiliency and flexibility over the neighbourhood's full lifespan.

Housing types

3.2 Encourage a variety of housing types and tenures within New Communities to meet lifecycle housing needs and to promote housing affordability.

3.2.1 Support the development of housing that can accommodate larger families and multi-generational households.

Mix of uses

3.3 Encourage a variety of residential, community-serving commercial, employment, community, and institutional uses, supported by multiple transportation options, as determined through the secondary plan process.

Densities and compatibility

3.4 Encourage residential densities in all housing types to:

a. Promote the efficient use of land;
b. Maximize the City's greenfield land supply; and
c. Promote sustainable transportation options and community and retail amenities.

DRAFT

3.4.1 Encourage the use of back lanes to service residential development on narrow lots to:

a. Provide greater opportunities for on-street parking;
b. Facilitate snow storage; and
c. Enhance the quality of the public realm.

3.4.2 Ensure that City maintenance operations adjust service delivery, where feasible, to promote greater densities and narrower lot widths.

3.5 Direct higher density residential uses to planned transit routes, and identify these locations through the precinct planning process.

3.6 Ensure that higher residential densities are compatible with surrounding land uses through sensitive building massing and site location.

Public realm

3.7 Enable safe and convenient spaces for pedestrians, cyclists, public transit ridership and motorists to promote physical activity, health and active transportation.

3.8 Promote a comfortable pedestrian environment and attractive public realm by:

a. Minimizing front building setbacks from the public street to define the street edge;
b. Encouraging front doors that face the public street;
c. Encouraging the use of a variety of architectural styles;
d. Encouraging the use of architectural features such as porches, awnings, and dormers as well as a variety of exterior building façade materials;
e. Discouraging residential uses from backing on to public streets, including collector streets; and
f. Minimizing the impacts of vehicular access and parking on the public realm by encouraging the use of back lanes, limiting the widths of front driveways, promoting access to multi-family and commercial buildings off of secondary streets, and locating parking above or below-grade, behind the primary building, or beside the building provided high-quality screening is provided.

Parks requirements

3.9 Provide parks at the neighbourhood and community level to:

a. Address both active and passive requirements for recreation, sport, and leisure;
b. Promote physical activity, health, and active transportation;
c. Promote biodiversity through the incorporation, expansion, and enhancement of natural features and ecologically significant areas; and
d. Provide opportunities to connect with nature.

3.10 Provide parks that achieve the levels of service as prescribed in the Parks Strategy.

3.11 Select park sites to balance the conservation, protection and integration of existing natural features.

Parks design

3.12 Design the parks network to facilitate improved connectivity between communities, neighbourhoods, and destinations, including public parks, recreation facilities, and ecologically significant areas.

Community facilities

3.13 Provide a balanced distribution and supply of accessible and inclusive recreation facilities in alignment with provisioning targets and functional requirements in the *Recreation Strategy* for city-wide, regional, community, and neighbourhood scales of service.

DRAFT

Goal 4

4.0 Maximize connection within neighbourhoods and between existing and future adjacent neighbourhoods.

Policies

External connections

4.1 Wherever possible, require New Communities to provide direct and efficient vehicular and active transportation connections to adjacent existing neighbourhoods and plan for future connections to land that has yet to be developed to facilitate inter-neighbourhood travel, reduce travel distances, and facilitate efficient transit service.

Internal connections

4.2 Strongly encourage the provision of a highly permeable network of local streets and paths to maximize connectivity within the neighbourhood.

4.3 Strongly encourage the provision of reasonably direct and continuous collector streets to facilitate efficient transit service.

Goal 5

5.0 Develop New Communities with high-quality neighbourhood design.



Policies

Neighbourhood design guidelines

5.1 **(A)** Develop and implement a set of neighbourhood site design guidelines for New Communities in concert with key stakeholders. Ensure that these guidelines consider, without limitation:

a. Multi-modal connections with adjacent neighbourhoods;
b. The network of collector and local streets and paths;
c. Land use siting considerations;
d. Location and design of school sites;
e. Green design principles and opportunities to conserve and enhance natural features and biodiversity;
f. Crime Prevention Through Environmental Design (CPTED) and universally accessible and age-friendly design principles; and
g. Transit accessibility.

Buffering

5.2 Buffer residential uses from potentially incompatible uses in accordance with relevant policies in the Employment Lands and Strategic Infrastructure and Resources sections of this By-law.

Goal 6

6.0 Reflect local heritage in the development of New Communities.

Policies

Heritage resources

6.1 Identify and conserve human-made or natural features with particular cultural or historic significance and incorporate into New Communities.

Street and park naming

6.2 Name streets and parks to reflect the heritage of New Communities.

DRAFT



D1. Established Neighbourhoods

INTRODUCTION

Established Neighbourhoods consist of existing residential areas where the majority of Winnipeggers live. They are primarily residential in character, while providing complementary commercial, employment, educational and recreational uses.

Established Neighbourhoods are stable, but not static. The future success of these neighbourhoods depends on their ability to adapt and change over time. Established Neighbourhoods will accommodate contextually sensitive growth and change to increase the diversity of housing choices, improve housing affordability, and more efficiently use land, infrastructure and services.

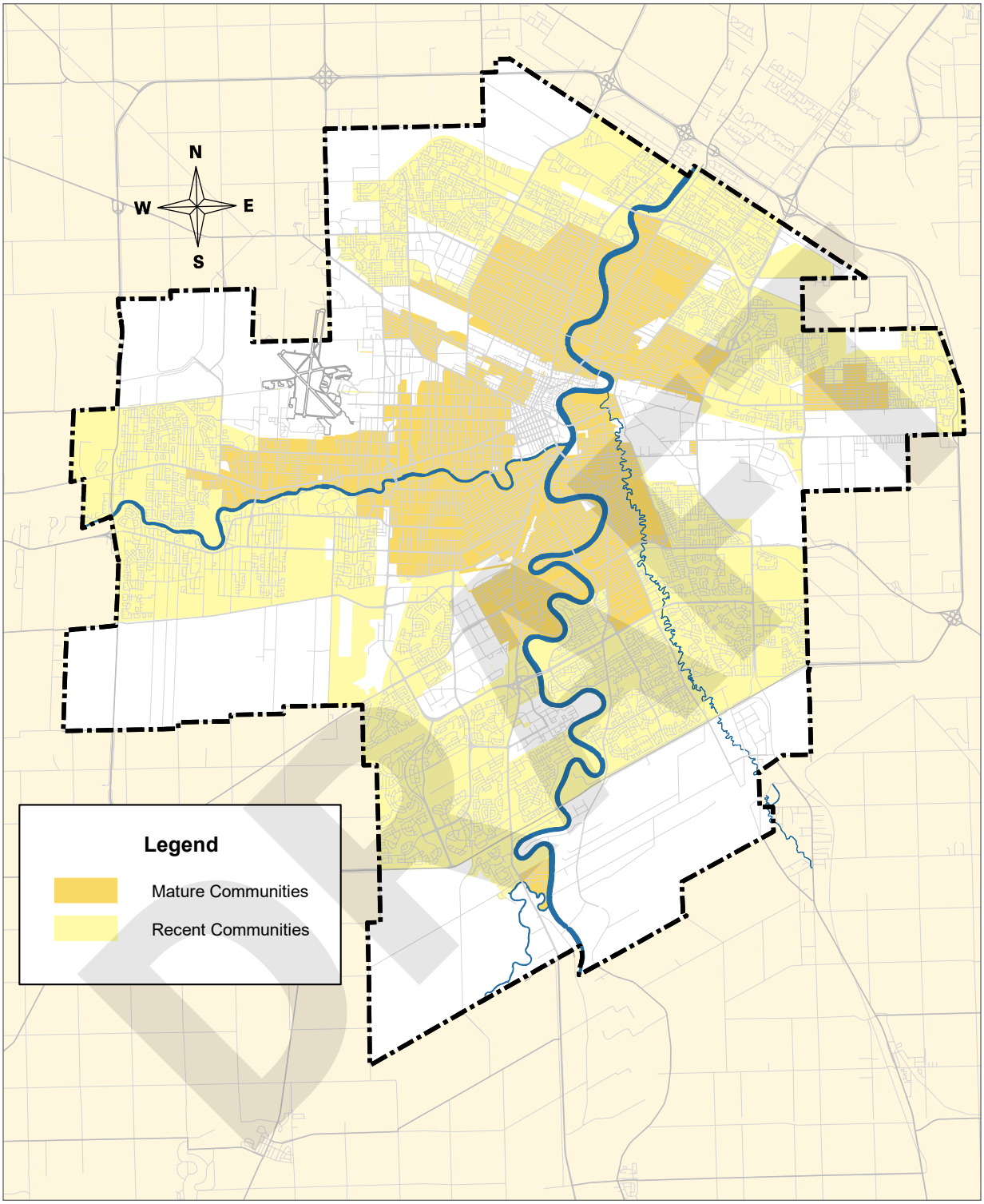
Intensifying of Established Neighbourhoods will play a key part in Winnipeg's growth strategy. When development in Established Neighbourhoods adds residential density or services, it should be contextually suitable and enhance what makes these neighbourhoods unique by recognizing their existing form and character.

Our Established Neighbourhoods are grouped into two categories and two sub-categories:

- **Mature Communities**
  - Reinvestment Areas (A subset of Mature Communities)
- **Recent Communities**
  - Emerging Communities (A subset of Recent Communities)

DRAFT

MAP OF ESTABLISHED NEIGHBOURHOODS



Map 11

SEE THE POSSIBILITIES: POSSIBLE TRANSFORMATION OF ESTABLISHED NEIGHBOURHOODS FOLLOWING COMPLETE COMMUNITIES PRINCIPLES









Mature Communities

Mature Communities consist of Winnipeg's earliest neighbourhoods and were mostly planned before 1950. Key features of Mature Communities include well-connected sidewalk networks, grid street patterns, and public lanes. Mature Communities are characterized by older housing stock and low to high residential densities. They also provide employment opportunities and a variety of neighbourhood amenities, including grocery stores, restaurants, community facilities, schools, and child care facilities that are typically within a short walk, bicycle trip, or transit ride.

These neighbourhoods present some of the best opportunities to accommodate infill development, increase housing choice and make the best use of existing infrastructure. A growing population within our Established Neighbourhoods will support the viability of local schools and commercial amenities while contributing to neighbourhood renewal and revitalization. Strengthening public transit and active transportation will be key considerations to improve mobility and quality of life.

Characteristics of Mature Communities

- Grid pattern of roads
- Primarily north-south, east-west orientation of streets with back lanes
- Older housing stock
- A variety of housing types and lot sizes
- Largely planned prior to the 1950s

Examples of Mature Communities

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

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

- *Small-Scale and Low-Rise Residential Development Guidelines for Mature Communities*

DRAFT



Recent Communities

Recent Communities consist of neighbourhoods planned after 1950. These communities are dispersed, low- to medium-density residential areas with supportive commercial uses. The street network is a mix of modified grid and curvilinear streets, often without sidewalks or public lanes. The housing stock is generally in good condition and these neighbourhoods are mostly stable with limited redevelopment potential. Where Recent Communities can accommodate some infill development, it should focus on increasing housing choice, including expanding options for "aging in place."

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

Characteristics of Recent Communities

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

Examples of Recent Communities

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

DRAFT



Emerging Communities

Emerging Communities, a subset of **Recent Communities**, are primarily residential areas that have been very recently planned and are still under development. Typically, they are characterized as low to medium density residential neighbourhoods containing single-family housing, smaller pockets of multi-family housing, and locally oriented retail. The road network is curvilinear, including major collectors that circulate through a community with local cul-de-sacs and bays connected to them. Some deviations to this pattern, where, for example, back lanes are provided, occur in areas such as Bridgwater Forest (Waverley West) and Sage Creek. Transit service in most areas is provided from the major collector streets.

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

Characteristics of Emerging Communities

- Curvilinear road pattern with cul-de-sacs
- Planned communities that are still under development
- Primarily single-family residential with some multi-family and retail

Examples of Emerging Communities

- Sage Creek
- Bridgwater Lakes

DRAFT

VISION

Established Neighbourhoods will continue to evolve as complete communities to increase the diversity of housing choices, improve housing affordability, and more efficiently use land, infrastructure and services.

Goal 1

1.0 Encourage compatible residential development within Established Neighbourhoods to build more *Complete Communities* and align with the City's residential intensification target.

Policies

General policies

1.1 Encourage residential development that positively contributes to neighbourhood character while expanding housing options for residents in a manner that is sensitive and complementary to existing development.

1.2 Increase the population within Established Neighbourhoods to contribute to the physical renewal and revitalization of older neighbourhoods.

1.3 The subdivision of land or the consolidation of land may occur when it is done in a context-sensitive manner, and only when in compliance with policy section 9.1 of the Strategic Infrastructure and Resources section.

1.4 Support opportunities for further residential intensification within approximately 400 metres of a rapid transit station, where appropriate and in accordance with the TOD Handbook.

1.5 Support up to mid-rise residential development in Established Neighbourhoods that is compatible with neighbourhood context.

1.6 In the absence of a secondary plan guiding the local development of an Established Neighbourhood, intensification should be guided by a number of factors to ensure compatible development, including:

a. Applicable City-endorsed policies or guidelines;
b. Existing zoning of the property and adjacent properties;
c. Characteristics of the immediately surrounding built form including building mass, height, lot coverage, setbacks, and layout;
d. Surrounding uses and their characteristics including residential density and the intensity of commercial and other non-residential uses;
e. Characteristics of the lot, including whether it is a corner lot, a larger lot than is typical for the neighbourhood, or the shape of the lot;
f. Proximity to Downtown, Mixed Use Centres, Major Redevelopment Sites and Mixed Use Corridors;
g. The supporting street network (ex. local, collector, or arterial streets) and the street network's ability to support proposed development;
h. The supporting transit, pedestrian and active transportation network; and
i. The supporting water, wastewater, and land drainage infrastructure and capacity to accommodate a proposed development or ability to make the required upgrades necessary to accommodate a proposed development.

Mature Communities

1.7 Mid-rise residential uses will generally be accommodated on arterial streets where compatible with adjacent land uses, where they can be conveniently served by transit and local commercial amenities, and in consideration of the factors listed in Policy section 1.6.

1.8 Low-rise residential uses will generally be encouraged on arterial roads and collector streets where compatible with adjacent land uses, where they can be conveniently served by transit and local commercial amenities, and in consideration of the factors listed in Policy section 1.6.

1.9 Small-scale residential uses other than single-family residential may be accommodated on collector streets and local streets with a public lane and where compatible with adjacent land uses, and in consideration of the factors listed in policy section 1.6.

DRAFT

Housing Typologies in Established Neighbourhoods

SMALL SCALE RESIDENTIAL

1-3 storeys-singles, semi-detached, duplex, suites, townhouses



- A mix of ground-oriented housing of various forms, unit types and sizes mixed with existing low density residential houses.
- Includes, but is not limited to, single-detached, semi-detached, duplex, secondary suites, detached secondary suites, and townhouses up to 3 storeys in height.
- Allows for some intensification in a form that respects the scale and character of the community while meeting the needs of a diverse population.

LOW RISE RESIDENTIAL

Up to 4 storeys



- A mix of low density housing forms and types from 3-4 storeys in height.
- Includes, but is not limited to low-rise apartment buildings and stacked townhouses.
- Allows for some intensification in a form that respects the scale and character of the community while meeting the needs of a diverse population.

MEDIUM RISE RESIDENTIAL

Up to 6 storeys



- The design of taller buildings up to 6 storeys on the edge of existing adjacent residential neighbourhoods that may be smaller in form and lower in density.
- Allows predominantly medium scale multi-residential buildings 4-6 storeys in height.
- Allows for some intensification in a form that respects the scale and character of the community while meeting the needs of a diverse population.

DRAFT

1.9.1 Small scale residential is generally not accommodated on streets without a back lane, but may be accommodated in limited circumstances where compatible with adjacent land uses and in consideration of the factors in Policy section 1.6.

1.10 Single-family residential uses will generally be directed to locate on collector streets and local streets.

1.11 Detached secondary suites will generally be accommodated on properties with public lane access.

1.12 **(A)** Develop small-scale and low-rise residential development guidelines that will direct the location and design of residential infill development in Mature Communities through the use of planning and design guidelines implemented through regulation to ensure residential infill development achieves the following:

a. Provides a diversity of housing options for all residents, at all life stages, in all neighbourhoods;
b. Maintains a balanced mix of housing within each neighbourhood;
c. Distributes additional residential density amongst mature neighbourhoods;
d. Contributes to the physical renewal and revitalization of older neighbourhoods;
e. Supports transit and maximizes walkability;
f. Makes more efficient use of existing municipal infrastructure and community facilities;
g. Increases population levels to support retention of neighbourhood schools, community centres, commercial areas and main streets (i.e. Urban Mixed Use Corridors);
h. Respects and enhances the character of existing neighbourhoods through compatible development; and
i. The small-scale and low-rise residential development guidelines may provide additional and more detailed locational criteria than that identified in this By-law, to respond to area specific planning considerations.

1.13 Explore innovative approaches for achieving community benefits and creating public amenities as part of infill development within Mature Communities.

Recent Communities

1.14 Mid-rise residential uses will generally be accommodated on arterial roads where compatible with adjacent land uses and where they can be conveniently served with transit and local commercial amenities, and in consideration of the factors listed in Policy section 1.6.

1.15 Low-rise residential uses will generally be encouraged to locate on arterial roads and collector roads where compatible with adjacent land uses and where they can be conveniently served with transit and local commercial amenities, and in consideration of the factors listed in Policy section 1.6.

1.16 Small-scale residential uses, not including single-family, may be accommodated on collector roads and local streets with a public lane, where compatible with adjacent land uses, and in consideration of the factors listed in Policy section 1.6.

1.17 Single-family residential uses will generally be directed to locate on collector streets and local streets.

1.18 Detached secondary suites will generally be accommodated on properties with public lane access.

Neighbourhood specific

Holden

1.19 Residential development in the area identified in Map B (Holden neighbourhood) is limited to single-family and two-family residential.

Minto and Sargent Park

1.20 Undertake a background study of the Erin and Wall industrial corridor (properties fronting Erin and Wall Streets, between Portage Avenue and Richard Avenue) in order to establish planning objectives for the area including identifying the appropriate balance between industrial and non-industrial uses.

DRAFT

Goal 2

2.0 Design new development in Established Neighbourhoods to a high standard of urban design and construction to ensure new development adds value to public and private urban spaces to create a sense of place and civic pride.

Policies

General policies

Building setbacks

2.1 Single-family buildings should have setbacks that respect existing building alignments on a street. Setbacks should provide adequate space for tree growth and open space.

2.2 Encourage the location of commercial or mixed-use buildings at or near the front and corner side property lines to create a pedestrian orientation. Use setbacks to reinforce the public realm through landscaping and pedestrian amenities, such as entryways, patios, benches, and bicycle parking.

2.3 Encourage, where contextually suitable, the location of multi-family buildings at or near the front and corner side property lines to create a pedestrian orientation that is respectful of the area context. Use setbacks to provide landscaping, front courtyards for individual units or other amenities that support the pedestrian environment, building design and relationship to the street.

Building design

2.4 Encourage the use of high-quality, energy efficient, and durable exterior building façade materials.

2.5 Encourage a variety of architectural styles.

2.6 Encourage building design to include a range of architectural features that create visual interest and positively contribute to the visual aesthetics of the street and neighbourhood.

Pedestrian orientation

2.7 Single-family buildings should relate to the street on which they are located through, but not limited to the following:

a. Front doors facing the public street;
b. Thoughtful window placement;
c. Architectural features such as porches, awnings and dormers; and
d. A variety of exterior building façade materials.

2.8 Buildings with commercial uses should be designed to support pedestrian activity by providing building elements that increase visual interest such as:

a. Direct pedestrian access to main building entrances from the street;
b. Transparent storefront displays;
c. Human scaled signage; and
d. Decorative lighting, awnings, benches and other pedestrian oriented amenities.

2.9 Buildings with multi unit residential uses should be designed to support pedestrian activity and reinforce the public realm through thoughtful use of architectural features including, but not limited to the following:

a. Window placement that supports passive surveillance;
b. Unit entrances with direct access to the street;
c. Front porches;
d. Balconies;
e. Awnings;
f. Lighting; and
g. Height of primary entrances.

2.10 Discourage building designs that orient the back of the building to the street.

2.11 Multi-family residential or mixed-use buildings that front public streets and contain internal parking areas should provide a main entrance facing the public street.

DRAFT

Massing and scale

2.12 New development should respect and complement the existing character of the built form of surrounding properties.

2.13 Taller buildings should use step backs and roof design to mitigate negative impacts on adjacent properties and provide a more comfortable pedestrian environment.

2.14 Avoid buildings that create long blank walls facing public streets.

2.15 Encourage the use of architectural features to articulate building walls in order to mitigate the impact of new building mass.

Parking and loading

2.16 For properties with public lane access, vehicular access should be taken from the public lane in order to:

a. Reduce potential conflict between pedestrians using sidewalks and motor vehicles crossing the public right-of-way to access private property;
b. Preserve green space and protect existing trees that can be impacted by the establishment of front approaches and corresponding private driveways; and
c. Prevent fragmentation of the public boulevard in order to better accommodate on-street motor vehicle parking and public snow clearing.

2.17 Locate commercial, mixed-use, or multiple family residential parking underground or behind buildings in order to create a more pedestrian-oriented built form. Active uses should be located at grade when these buildings face public streets.

2.18 Strongly discourage locating surface parking lots between streets and building fronts.

2.19 Where motor vehicle parking must be accessed from a front street, it should be effectively screened or incorporated into the building in a manner that positively contributes to the attractiveness of the streetscape.

2.20 Where loading areas require access from a street, they should be discreet and incorporated into the building in a manner that contributes to the attractiveness of the streetscape.

Site design

2.21 Site design should take cues from the character of the neighbourhood or street and should mitigate the potential for land use conflict with adjacent properties that have different scales, densities and uses. Parking location (motor vehicle and bicycle), vehicular access, servicing elements, building placement and landscaping treatment will be important design elements to ensure context-sensitive design.

2.22 Create or reinforce compact, pedestrian-oriented urban development patterns by ensuring the siting, form and scale of new development has a strong relationship to the street, public spaces and amenities in a way that is consistent with neighbourhood context.

DRAFT

Goal 3

3.0 Ensure all communities provide a diversity of housing options and meet resident life-cycle housing needs.

Policies

General policies

3.1 Encourage a variety of housing types and tenures within Established Neighbourhoods to meet life-cycle housing needs and affordability ranges.

3.2 Encourage a mix of types, tenures and unit sizes within residential developments. Make provisions for unit sizes that can accommodate varying family sizes and multi-generational households.

3.3 Increase the supply of affordable housing within Established Neighbourhoods in proximity to commercial amenities, recreational opportunities and frequent transit service.

3.4 Encourage development that incorporates affordable housing to locate close to the Primary Transit Network, rapid transit stations, and Urban Mixed Use Corridors.

3.5 Encourage multi-family residential development to incorporate affordable housing in accordance with Goal 1 and its associated policies outlined in the Housing section of this By-law.

3.6 Encourage new development that incorporates housing types that enable "aging in place" in Established Neighbourhoods.

Goal 4

4.0 Ensure neighbourhoods accommodate a range of commercial services and amenities within walking distance to meet daily needs.

Policies

General policies

4.1 Support commercial development where residential neighbourhoods are not well served by local and community commercial amenities.

4.2 In order to protect the vitality and viability of existing commercial areas, encourage the redevelopment and infill of existing commercial areas as the preferred method of accommodating new commercial development.

4.3 Only approve new locations for commercial development where existing commercial areas cannot accommodate expansion and where the location of new commercial uses are in close proximity to transit.

4.4 New commercial development should be complementary and context sensitive to nearby uses.

4.5 New Major Retail uses will not be permitted in Established Neighbourhoods.

4.6 Vertical commercial/residential mixed-use development is generally supported where local commercial development currently exists, where there is the presence of a public lane, or where the site is large enough to accommodate the proposed development where a public lane is not present.

4.7 Encourage commercial areas to transition into mixed-use, pedestrian-oriented and transit- supported developments, where feasible.

4.8 Commercial signage should be pedestrian-oriented and contextually sensitive to adjacent uses.

4.9 Encourage the establishment of home-based businesses that provide small scale, low impact amenities in neighbourhoods where more intensive commercially zoned uses are not appropriate and provided any potential impacts (noise, parking, servicing) can be mitigated.

DRAFT

Mature Communities policies

4.10 Consider the establishment of new neighbourhood-focused, small scale commercial uses where at least one of the following criteria are met:

a. The property is a corner lot fronting a collector or arterial street;
b. The property abuts an existing commercial use on a collector or arterial street;
c. Immediately adjacent uses render the subject property unsuitable for residential development; or
d. The property contains existing non-residential uses or buildings that were not designed to accommodate residential uses.

4.11 Conserve traditional, fine-grained commercial store fronts where possible.

4.12 Encourage commercial uses that require larger sites or do not have a local neighbourhood focus to locate on arterial streets within established commercial areas. These uses should be complementary to the form and scale of surrounding commercial uses.

Recent Communities policies

4.13 Consider new locations for small scale commercial uses that have a neighbourhood focus if they meet at least one of the following criteria:

a. The property is located on a collector or arterial road abutting existing commercial uses at the periphery of the neighbourhood;
b. Immediately adjacent uses render the subject property unsuitable for residential development; and
c. The property contains existing non-residential uses or buildings that were not designed to accommodate residential uses.

4.14 Encourage commercial uses that require larger sites or do not have a local neighbourhood focus to locate on the periphery of neighbourhoods on arterial streets, within established commercial areas. These uses should be complementary to the form and scale of surrounding commercial uses.

Goal 5

5.0 Ensure Established Neighbourhoods accommodate a variety of public and institutional uses to meet a broad range of community needs.

Policies

General policies

5.1 Support public and institutional uses where residential neighbourhoods are not well served by these amenities or are areas of higher need. These uses may include day cares, places of worship, elementary schools, libraries, community centres, public parks, and recreation facilities.

5.2 The expansion or creation of larger scale or regional public and institutional uses will generally be directed towards arterial roads or at locations where they can be community focal points. Larger scale institutional uses should generally be located adjacent to complementary uses in order to mitigate the potential for land use conflicts.

DRAFT

Goal 6

6.0 Ensure Neighbourhoods and communities are well served by parks, open spaces, and recreational facilities that contribute to sustainability, wellness and active living.

Policies

General policies

6.1 Maintain and improve the quality of open spaces and community facilities in Established Neighbourhoods to ensure the current and future recreational needs of residents are met.

6.2 Provide a variety of park experiences and opportunities for active and passive enjoyment in all communities in Established Neighbourhoods.

6.3 The City should acquire lands where possible to add to the linear parkway network and riverbank areas.

6.4 Where significant intensification of housing occurs within a neighbourhood, ensure parks, open spaces, and community facilities respond to community needs through strategic investment.

6.5 Encourage the expansion of the urban tree canopy on private and public property to improve the aesthetics of properties and streetscapes, assist in storm water management, provide shade, and improve the overall quality of life of our communities.

6.6 Ensure a variety of public spaces, facilities, parks, and other community amenities are provided in Established Neighbourhoods to support well-being, inclusiveness, and the social fabric of a community.

6.7 Improve the quality and increase the coverage of the urban tree canopy in Established Neighbourhoods by 10% over the next five years.

Goal 7

7.0 Strategically encourage and guide growth within Established Neighbourhoods through the use of secondary plans.

Policies

General policies

7.1 Support amendments to existing secondary plans that further the vision, goals and policies of this By-law.

7.2 Consider the creation of secondary plans in Established Neighbourhoods when the City determines an area is a strategic location for growth and that more detailed direction is needed for matters beyond the general framework provided by the policies contained within this By-law.

Emerging Communities policies

7.3 Where an Emerging Community does not have a secondary plan to guide development, apply the policies with respect to Recent Communities contained in this By-law.

7.4 Upon full build-out of an Emerging Community that is governed by a secondary plan, repeal the secondary plan if it is no longer needed to guide development.

DRAFT

Goal 8

8.0 Facilitate the redevelopment of Established Neighbourhoods that contributes to the further development of walkable, bikeable and transit-oriented communities in accordance with city pedestrian and cycling strategies.

Policies

General policies

Pedestrians

8.1 Protect, maintain and expand the pedestrian network within Established Neighbourhoods to create a more comfortable and accessible pedestrian environment.

8.2 Public investments in the public realm should improve the quality of the pedestrian network and fill in gaps. Particular focus should be given to improving access to high frequency transit, schools, libraries, recreational facilities, and other commercial amenities.

8.3 Strongly discourage any development that negatively impacts the pedestrian network.

8.4 For properties with public lane access, vehicular access should be taken from the public lane in order to reduce potential conflict between pedestrians using sidewalks and motor vehicles crossing the public right-of-way to access private property.

8.5 All developments should provide a private pedestrian pathway that connects to a public sidewalk or multi-use pathway where present.

Traffic calming

8.6 Consider the deployment of traffic calming measures that can improve the quality and safety of the pedestrian and cycling environment where required in Established Neighbourhoods.

Mature Communities policies

8.7 Maintain the established street and sidewalk grid.

8.8 Strongly encourage additional connections to the AT network to fill network gaps.

8.9 Work with local neighbourhoods to further pedestrian and cycling safety initiatives such as the implementation of traffic calming measures and school route planning.

DRAFT



D2. Reinvestment Areas

Some of Winnipeg's mature neighbourhoods have seen a lack of maintenance and investment, have limited amenities and services, and rates of poverty higher than the City average. As a subset of Mature Communities, Reinvestment Areas would benefit from expanded partnerships to support community-based revitalization efforts and reinvestment through infill, redevelopment, and affordable housing. New development often has a rejuvenating effect on these neighbourhoods and can encourage additional investment.

Reinvestment Areas are not mapped out in *Complete Communities 2.0* – these areas do not necessarily follow neighbourhood boundaries and may change from time to time, as neighbourhoods are not static and their characteristics may change dramatically over the life of this By-law. In the future, the City will develop indicators to provide criteria for identifying Reinvestment Areas.

Characteristics of Reinvestment Areas:

- Aging building stock where deterioration is evident
- Aging or functionally obsolete community facilities
- Lack of maintenance to acceptable minimum property standards
- Incompatible mix of land uses
- Lack of services such as grocery stores, banks, and parks
- Lack of safe and adequate housing options
- Instances of poverty and higher needs

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

- *Small-Scale and Low-Rise Residential Development Guidelines for Mature Communities*
- *Recreation Strategy*
- *Parks Strategy*
- *Winnipeg Housing Policy*

This section is also supported by the development of additional implementation documents, including:

- *Poverty Reduction Strategy*

DRAFT

VISION

Recognize and nurture Reinvestment Areas to help them reach their full potential as vibrant, healthy, and complete communities.

Goal 1

1.0 Identify and monitor progress in Reinvestment Areas.

Policies

Indicators

1.1 **(A)** Develop and apply indicators to identify Reinvestment Areas. These areas may or may not follow neighbourhood boundaries. Indicators may include, but are not limited to: deficiencies in neighbourhood amenities and infrastructure, land use conflicts, high land use vacancy or underuse, low quality of housing stock, conditions underlying safety, poverty, and other social determinants of neighbourhood health.

Identify needs and reinvestment opportunities

1.2 Identify community needs, strengths, assets, and reinvestment opportunities within identified Reinvestment Areas.

Monitor progress

1.3 Regularly monitor the progress of Reinvestment Areas against the measurement indicators.

Goal 2

2.0 Build on partnerships and channel local knowledge into renewal efforts.

Policies

Collaborate with partners

2.1 Collaborate with community renewal organizations, school boards, and other relevant partners to identify community needs and support revitalization efforts.

2.2 Localize efforts by providing opportunities for community-led renewal through processes such as co-learning.

Goal 3

3.0 Promote land use and design elements to help revitalize Reinvestment Areas.

Policies

Land use

3.1 Encourage a sufficient mix of compatible land uses and housing types to ensure economic stability.

3.2 Where surplus City-owned lands exist in Reinvestment Areas, use those lands in a manner that contributes positively to revitalization efforts.

Existing buildings

3.3 Encourage the restoration, re-use, and retention of existing buildings that are economically adaptable for re-use.

Public realm

3.4 Prioritize opportunities for public space and streetscape improvements, while incorporating universally accessible design, age-friendly design, and CPTED principles.

Goal 4

4.0 Identify sufficient resources needed to achieve revitalization efforts.

Policies

Enabling tools

4.1 Employ tools to increase the impact of interventions in Reinvestment Areas which could include, tax increment financing, community benefit districts, or other similar tools.

DRAFT



E1. Employment Lands

INTRODUCTION

In order to promote economic diversity and competitiveness, the City must accommodate forecasted employment growth. Employment Lands are a vital component of the Urban Structure and are integral to accommodating this growth.

A significant portion of forecasted jobs are expected to be industrial/manufacturing in nature. Many industrial uses can generate noise, odour or other impacts that may be incompatible with adjacent land uses. These more intensive employment uses cannot thrive in mixed-use settings and require protection from sensitive land uses that could compromise their operations. For these reasons, the Employment Lands policy designation is needed to house these industries.

Employment Lands also need to accommodate other industries that may not be as sensitive but may still require relatively large, inexpensive sites to accommodate their operations. Major institutions that need to ensure compatibility with surrounding land uses may also be located in Employment Lands.

Since industrial land is typically sold at a lower value than commercial or residential land, it is often targeted for conversion to other more profitable land uses. Once conversion occurs, there is no longer a viable business case to convert these lands back. Employment Lands need to be considered as a finite resource of regional importance in need of protection to allow for the City's continued prosperity.

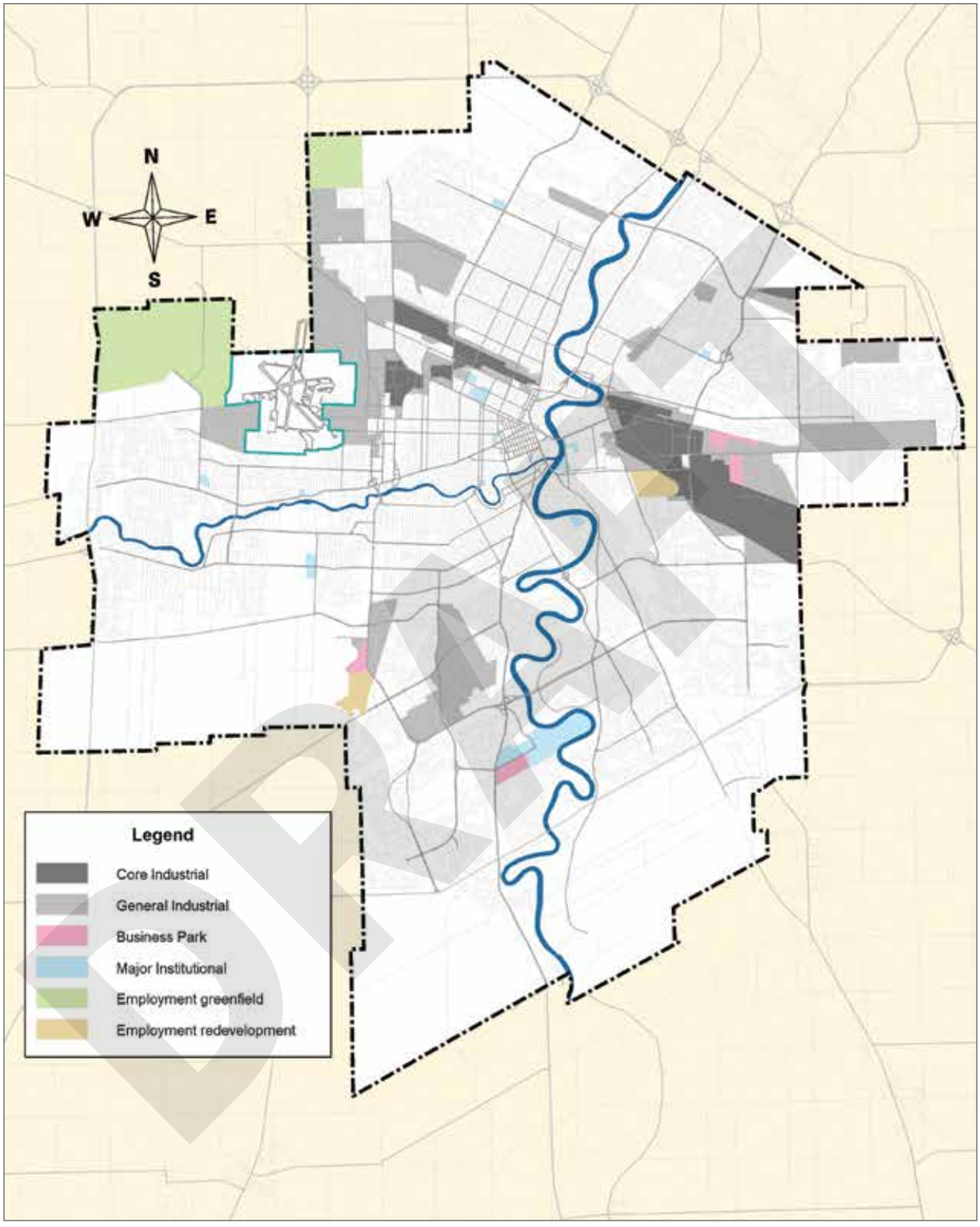
Range of permitted uses within Employment Land designations

	General Industrial	Core Industrial	Business Park	Major Institutional
INTENT	Provide a broad range of employment uses.	Provide additional protection from potential land use conflicts.	Broad range of employment uses with additional office entitlements.	Permitted major institutional uses such as hospitals and universities/ colleges, as well as accessory uses.
RANGE OF USES	• Light-to-medium industrial permitted. Heavy industrial may be permitted where compatible. • Employment supportive ancillary commercial permitted. • Small Office permitted. • Quasi-industrial uses may be permitted.	• While light-to-medium industrial is permitted, best suited for heavy industrial. • Employment supportive ancillary commercial permitted. • Small Office discouraged. • Quasi-industrial uses discouraged.	• Light industrial permitted. • Employment supportive ancillary commercial permitted. • Business Park Office, Small Office permitted. • Quasi-industrial uses may be permitted.	Primary institutional uses as well as accessory retail, personal services, and residential uses permitted.

Figure 12

DRAFT

MAP OF EMPLOYMENT LANDS



Map 12

DRAFT

VISION

Employment Lands will promote the competitiveness and economic diversity of the City of Winnipeg and surrounding region by accommodating and supporting existing and future employment.

Goal 1

1.0 Guide development in Employment Lands using the following designations.

Policies

General Industrial

1.1 Ensure that General Industrial areas:

a. Provide for light and medium industrial development;
b. Provide for limited employment-supportive commercial uses to serve the needs of employees within the employment area. These areas should be subordinate to the larger intent of General Industrial areas;
c. Provide for quasi-industrial uses that are more commercial in nature but may not fit well within other commercial designations due to their needs for large sites. These uses include, but may not be limited to: purpose-built commercial recreation enterprises, places of assembly, car dealerships, and self-storage facilities; and
d. Provide for limited Small Office uses.

Core Industrial

1.2 Ensure that Core Industrial areas:

a. Provide for a range of light to heavy industrial uses, including those that are land intensive; and
b. Provide for limited employment-supportive commercial uses to serve the needs of employees within the employment area. These areas should be subordinate to the larger intent of the Core Industrial designation.

Business Park

1.3 Ensure that Business Park areas:

a. Provide for office development that is directly related to a land-intensive industrial function that may be difficult to accommodate in more urban environments;
b. Provide for light industrial development;
c. Provide for quasi-industrial uses that are more commercial in nature but may not fit well within other commercial designations due to their needs for large sites. These uses include, but are not limited to: commercial recreation enterprises, places of assembly, car dealerships, and self-storage facilities; and
d. Provide for limited employment-supportive uses to serve the needs of employees within the employment area.

These areas should be subordinate to the larger intent of Business Park areas.

Major Institutional

1.4 Ensure that Major Institutional areas:

a. Provide for Major Institutional uses such as hospitals and university/college institutions and accessory uses; and
b. Provide for supportive retail, personal service, and residential uses.

DRAFT

Goal 2

2.0 Protect and support employment lands to ensure City competitiveness.

Policies

2.1 Promote regional economic development by maximizing the City's competitive advantages.

2.2 **(A)** Undertake an Employment Lands competitiveness analysis to determine:

a. Advantages and disadvantages of Winnipeg's Employment Lands relative to Capital Region municipalities and other economic regions;
b. Discrepancies in economic competitiveness across city quadrants; and
c. Infrastructure investments needed to develop new Employment Lands in the city.

2.3 **(A)** Explore alternative Employment Lands servicing standards to promote city competitiveness relative to Capital Region municipalities.

2.4 Encourage brownfield remediation to promote the redevelopment and revitalization of Employment Lands.

2.5 **(A)** Commission an employment survey to more closely understand the nature and spatial location of employment activity, allowing for more effective long range planning and monitoring of development plan policies.

Goal 3

3.0 Provide a sufficient supply of vacant serviced Employment Lands.

Policies

3.1 Provide a sufficient supply of vacant serviced Employment Lands to accommodate forecasted industrial growth, promote City and regional competitiveness and economic diversity, and to provide jobs in proximity to the City's population, amenities, and services.

3.2 Regularly monitor the City's supply of Employment Lands and development activity.

3.2.1 **(A)** Develop a system to monitor the City's supply of Employment Lands.

3.2.2 **(A)** Endeavour to report on the City's supply of services vacant Employment Lands annually.

3.3 Endeavour to maintain a five-year supply of combined vacant serviced General and Core Industrial lands.

3.4 Provide a sufficient supply of large sites in Core Industrial areas.

3.5 Encourage the provision of Core Industrial areas in the planning of new Employment Lands.

Goal 4

4.0 Protect the City's existing and future Employment Lands.

Policies

4.1 Provide a stable operating environment for businesses by preventing the intrusion of incompatible uses and by maintaining the affordability and attractiveness of Employment Lands for planned uses.

Requests for conversions

4.2 Strongly discourage the conversion of Employment Lands to other designations.

4.2.1 Prioritize the protection of General and Core Industrial areas close to major transportation corridors such as railways, highways, and major arterial roads, as well as large industrial-zoned sites.

4.2.2 Consider the results of the Employment Lands competitiveness analysis as per Policy 2.2 in assessing proposals for conversions.

4.3 Require amendments to this By-law to create new Employment Land areas or to convert designated Employment Lands to another Urban Structure designation.

DRAFT

4.4 Require amendments to this By-law to re-designate existing lands from one Employment Land designation to another.

4.5 Require that requests to create new Employment Land areas, to convert designated Employment Lands to another designation, or to re-designate existing lands from one Employment Land category to another satisfy the following criteria:

a. The proposed use would not adversely affect the overall viability or desirability of the larger employment area and/or other surrounding existing and future land uses;
b. The proposed use will not result in land use conflicts; and
c. There is existing or planned infrastructure to accommodate the proposed use(s).

4.6 In addition to Policy 4.5, consider the following criteria when evaluating proposals to re-designate Employment Lands:

a. There is a demonstrated need for the proposed use(s) and there are no other sites that could accommodate the proposed use;
b. The lands are not required over the time horizon of this By-law for their designated purpose or the subject lands are deemed unsuitable for employment uses within and beyond this By-law's time horizon;
c. The immediate and cumulative impact on the city-wide supply of vacant serviced employment lands. Supply considerations shall include site size, marketability, and implications on the City's capital budget; and
d. City capital investments necessary to enable the proposed development.

4.7 Retain, at the applicant's expense, an independent, third-party consultant to peer review the proponent's proposal and provide professional analysis and recommendations to the City when considering proposals to re-designate Employment Lands and where the City determines such analysis to be necessary. The requirement for such a review will be identified at the time of application and it is expected that the applicant and the peer review consultant will collaborate to develop a mutually agreeable terms of reference.



Industrial uses

4.8 Permit light, medium, and heavy industrial uses in Core Industrial areas where compatible with surrounding land uses.

4.9 Permit light and medium industrial uses in General Industrial areas where compatible with surrounding land uses.

4.10 Generally discourage heavy industrial uses in General Industrial areas, but consider these uses if compatible with surrounding land uses.

DRAFT

Residential uses

4.11 Prohibit residential uses in General Industrial, Core Industrial, and Business Park areas in order to:

a. Provide a stable operating environment for existing and future industrial businesses;
b. Preserve the City's supply of existing Employment Lands for their planned purposes; and
c. Encourage residential intensification in more strategically advantageous areas as articulated elsewhere in this By-law.

Subordinate commercial uses

4.12 Permit retail and service uses in General Industrial, Core Industrial, and Business Park areas, but require that these uses be clearly ancillary to the intent of the area designation and not be of a size or nature that will primarily draw clientele from beyond the local employment area.

4.12.1 Encourage the clustering of these supportive retail and service uses within commercial amenity areas preferably located at the intersection of collector or arterial roads or at a major entrance to the employment area.

4.12.2 Assess requests for additional commercial entitlements based on whether the proposal is ancillary to the primary intent of the employment area.

4.12.3 Consider both the size of individual developments as well as the cumulative impacts of multiple developments in assessing their subordinance to the employment area.

4.13 Direct commercial, retail and service uses beyond a scale ancillary to the intent of the Employment Land area designation to appropriately designated areas.

Quasi-industrial uses

4.14 Manage quasi-industrial uses to mitigate land use incompatibility and to protect the City's supply of Employment Lands and industrial floor space for core industrial purposes, while also accommodating uses that have large land requirements and are not easily accommodated elsewhere.

4.15 Discourage quasi-industrial uses in Core Industrial areas.

4.16 Permit quasi-industrial uses in General Industrial and Business Park areas where it can be demonstrated that such uses cannot be accommodated elsewhere in the Urban Structure.

4.16.1 Where appropriate, encourage the siting of quasi-industrial uses along arterial roads and where they can be used as buffers between traditional industrial and more sensitive land uses.

4.17 Quasi-industrial uses in General Industrial, Core Industrial, and Business Park areas may be permitted where they are not purpose-built and can be accommodated as tenants in industrial buildings as long as they do not preclude the building's potential future use for planned industrial activities.

Goal 5

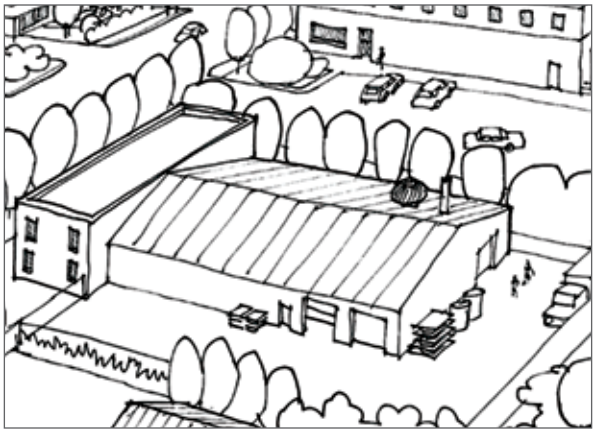
5.0 Buffer and protect Employment Lands from encroachment by other incompatible uses.

Policies

5.1 Buffer and protect Employment Lands from encroachment by other incompatible land uses.

5.1.1 Endeavour to provide a minimum separation distance of 300 metres between Core Industrial areas and residential uses.

5.1.2 Provide appropriate separation distances and/or buffering between General Industrial areas and residential uses.



DRAFT

5.2 Encourage light industrial uses, quasi-industrial uses, and subordinate commercial uses to act as buffers in Employment Lands that are close to existing and planned residential areas, as long as the scale and type of these uses is consistent with the planned function of the area.

Protecting truck routes

5.3 Review truck routes and consider how they can best support Employment Lands.

Goal 6

6.0 Ensure the orderly development of new Employment Lands.

Policies

Planning for new Employment Lands

6.1 Require that Employment Lands identified as Greenfield Employment or Employment Redevelopment provide a secondary plan covering the entire area, which must be adopted by Council as bylaw prior to the land being subdivided and developed. It must also be developed in accordance with other applicable policies (see Major Redevelopment Sites and New Communities sections of this By-law for corresponding policies).

6.1.1 Require that such a plan include, at minimum:

a. A vision for the area;
b. Alignment of the Primary Transit Network and location of its stations where applicable, as well as alignment of the feeder network;
c. Infrastructure alignment, including the arterial and collector road network, pedestrian and cycling routes, and water, wastewater, and land drainage facilities;
d. Land use policies, including the size and location of specific Employment Land designations as well as other designations, where appropriate;
e. Phasing within the entire site, where appropriate;
f. Identification of necessary City-funded growth-enabling and growth-supportive infrastructure and their approximate costs;
g. Implementation strategy, including roles and responsibilities for implementation; and
h. Other policies or context specific guidelines as deemed appropriate.

6.2 Encourage the designation of new Employment Lands in the planning of new sectors and precincts, where appropriate.

6.2.1 Require that proposals to designate new Employment Lands in the planning of new sectors and precincts address the criteria prescribed in policies 4.5 and 4.6. Plans shall indicate the approximate size and location of Employment Land designations in accordance with relevant Employment Lands policy.

Master plans for Major Institutional areas

6.3 Administer Master Plans in Major Institutional areas in accordance with Zoning By-law requirements.

Major Institutional area expansions

6.4 Requests to expand existing Major Institutional areas require an amendment to this By-law and must satisfy the following criteria:

a. There is a demonstrated need for the expansion;
b. The proponent can demonstrate there is no opportunity to accommodate the expansion within the existing boundaries of the Major Institutional area;
c. Land use incompatibilities and inappropriate intrusions into adjacent neighbourhoods will be minimized;

DRAFT



d. The proponent can demonstrate meaningful consultation with the affected community occurred and that concerns have been reasonably addressed; and
e. Expansion should be contiguous to the existing institutional development as much as possible while balancing the need to minimize land use incompatibilities.

Goal 7

7.0 Support high-quality design and connectivity in the City's Employment Lands.

Policies

Employment Land design

7.1 Require that Employment Land areas be designed in accordance with the following design standards:

a. Facilitate a high standard of transit and active transportation connectivity. Opportunities to enhance this connectivity in existing Employment Lands shall be encouraged;
b. Streets that provide direct connections to transit service should provide facilities and amenities for pedestrians, cyclists, and transit;
c. Pathways and sidewalks should be provided to connect businesses to transit stops;
d. Encourage a high standard of design along collector and arterial roads, particularly those with transit service, through landscaping, fencing, building elevations, and architectural elements;
e. Encourage the provision of amenity areas for employees; and
f. Loading facilities and large open storage areas should be located in areas that minimize visual impact to other industrial uses and the street and/or screened through appropriate fencing and landscaping.

Major Institutional area design

7.2 Further to Policy 7.1, require that Major Institutional areas be designed in accordance with the following:

a. Integrate Major Institutional areas and adjacent neighbourhoods from a mobility and urban design perspective;
b. Surface parking areas should be located in the rear and/or interior side yard. Encourage underground parking and structured parking that is integrated within the building design;
c. Public squares, urban parks, and other social spaces should be incorporated into new development and located in areas of high pedestrian activity, near transit stops, and/or at focal points within the Major Institutional area; and
d. Transit stops in Major Institutional areas should be situated in prominent locations where there is a high level of pedestrian activity or where they can form a focal point for the site. Sufficient space should be provided at stops with significant existing or expected passenger activity to accommodate heated shelters and other passenger amenities, especially if the stop is to be considered a transit hub or junction.

Business Park design

7.3 Further to Policy 7.1, require that Business Park areas include a high standard of building design and landscaping and an overall quality of site development that is superior to development in General Industrial or Core Industrial areas.

DRAFT



E2. Rural and Agricultural

INTRODUCTION

Rural and Agricultural Areas are large tracts of undeveloped land that currently support a mix of agricultural and rural residential uses within city limits. While some of these lands are planned to remain so in perpetuity due to inadequate flood protection or an inability to service these areas in a viable manner, other designated Rural and Agricultural areas represent the City's long-term supply of greenfield lands. Identified as sectors, these areas will be planned at a high level in preparation for eventual development as future urban neighbourhoods.

Until Winnipeg's population reaches a level to warrant re-designation, our Rural and Agricultural areas will be maintained as large parcels for agricultural production and compatible uses. Map 13 identifies the Rural and Agricultural designated lands within the City of Winnipeg. Preventing the fragmentation of these lands allows for a well-planned, organized and efficient approach to their development for agriculture and other low intensity uses.

Agriculture

The Red River Valley has provided sustenance to Winnipeg's residents and has made significant contributions to the city's economy from the beginning. While other urban centres lack the space to support commercial agricultural operations within their boundaries, the remaining agricultural lands within Winnipeg's city limits continue to contribute to the city, providing the opportunity for food production on a larger scale.

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

Operations could include:

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

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

DRAFT

Residential

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

The establishment of new residential properties will be considered in areas covered by an applicable statutory plan that allows for their creation (See Policy 2.3). Currently, St. Vital Perimeter South, Wilkes South, and Kil-cona Park area (West) are designated as Rural and Agricultural and are covered by an adopted plan. In these areas, infill development and the subdivision or conversion of land, in conformance with the adopted plan, will be considered for properties with existing frontage on an improved right-of-way and that are consistent with the immediately prevailing densities.

The subdivision of smaller parcels for existing residences in areas not covered by an applicable statutory plan will only be considered where the residual land is consolidated with another existing parcel to support massing of land (See Policy 2.1). In this situation there must be no net gain in the number of parcels or buildable sites once the subdivision/consolidation is complete. This will allow for the maintenance of existing residences, provided that the proposed site meets the requirements for on-site waste water management, without hindering the future development potential for the area.

Other Uses

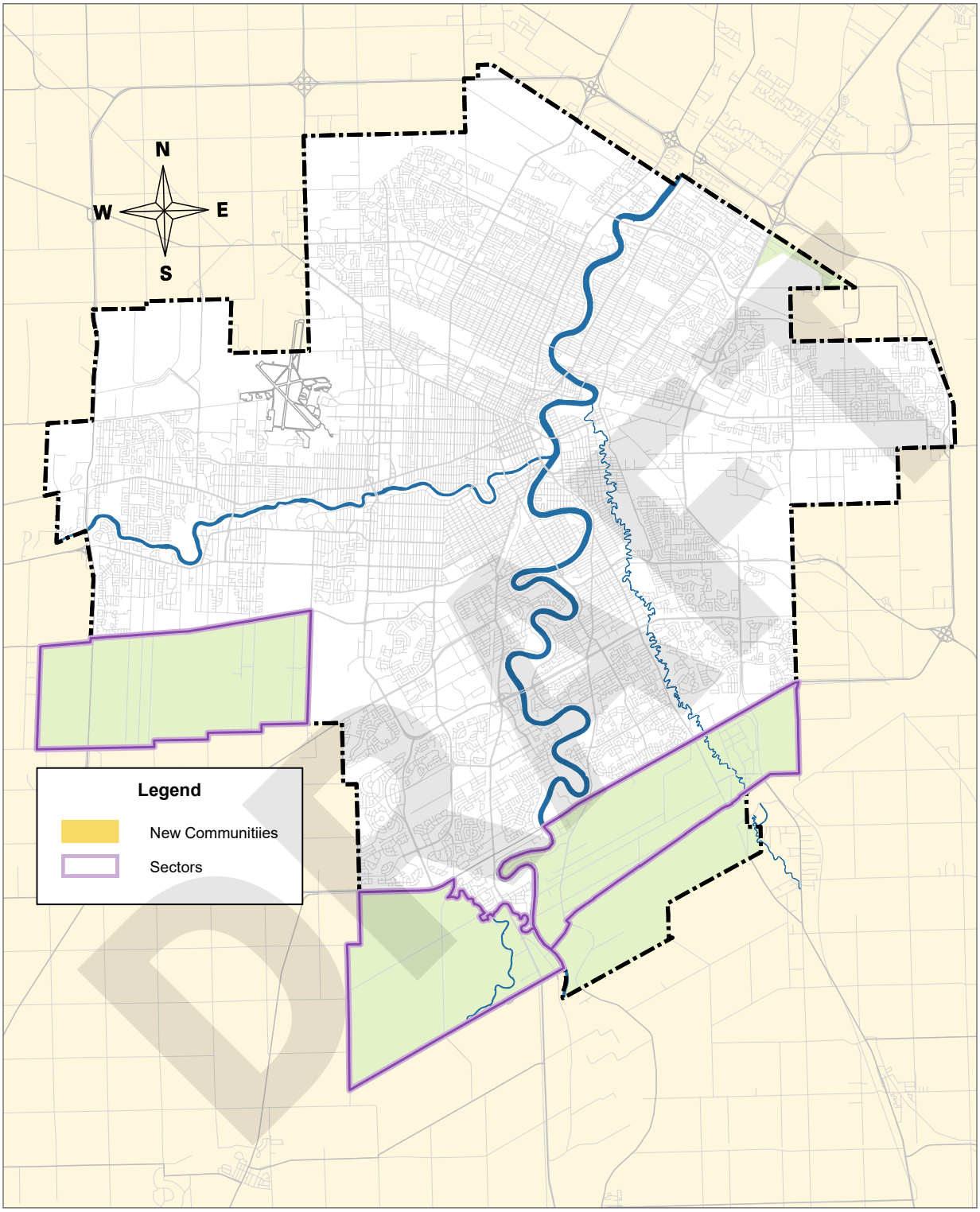
Uses such as camp grounds, kennels or landscape garden supply/contractors often require parcels of land larger than available in urban areas and may have to consider a Rural and Agricultural parcel to satisfy their needs. Additionally, potential negative impacts on higher density urban development may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

Sector Plans

In order to plan for the orderly transition of some Rural and Agricultural lands to New Communities over the long term, the City will, in the coming years, be undertaking sector plans in accordance with this By-law's greenfield phasing plan in General Growth Policy 4.4. Sector plans are future-oriented preliminary planning studies intended to establish a framework for eventual urban development in the long term.

DRAFT

MAP OF RURAL AND AGRICULTURAL AREAS



Map 13

VISION

Rural and Agricultural lands will be managed in a manner that accommodates food production, rural living, and supportive uses that do not require a full range of municipal services. Land fragmentation should be minimized in preparation for long-term urban development, where applicable.

Goal 1

1.0 Protect productive farm land.

Policies

1.1 Encourage agricultural uses and related support functions as the principal uses for lands in Rural and Agricultural areas.

1.2 Existing institutional structures shall not be permitted to expand beyond a maximum of five percent of the original building footprint.

1.3 New or expanding intensive groundwater uses will only be considered when it can be proven the quality of the existing groundwater supply will not be negatively impacted.

1.4 Strongly discourage the establishment of new principal uses that would be best accommodated in an urban neighbourhood environment with a full range of municipal services.

1.5 Ensure adopted plans for unserviced residential areas identify, at a minimum:

a. The boundaries of the area;
b. Minimum parcel sizes;
c. Appropriate servicing criteria; and
d. Protect ground water quality by directing all private wastewater management systems to conform to the Province of Manitoba's Onsite Wastewater Management Regulation, or through approved new technology.

1.6 Applications to re-designate areas designated as Rural and Agricultural will require amendments to *OurWinnipeg* and the *Complete Communities 2.0*.

Goal 2

2.0 Prevent the fragmentation of rural and agricultural land.

Policies

2.1 Require a minimum site area of 16 hectares (40 acres) except where an applicable statutory plan allows a smaller site, or to facilitate the consolidation or reconfiguration of land into larger holdings.

2.2 Subdivision in areas not covered by an applicable statutory plan shall not result in an increase in the number of buildable lots.

2.3 Encourage consolidation of existing lots.

2.4 Any development proposals shall not compromise the potential for enhancing and expanding the Brady Landfill facilities.

DRAFT



Goal 3

3.0 Support local food production and encourage income diversification.

Policies

3.1 Permit the establishment of specialized agricultural operations in areas where urban development is unlikely in the near future, as identified in Map 3 (the Phasing Map).

3.2 Consider specialized agriculture as a conditional use on new small parcels where an adopted plan allows for the creation of lots smaller than 16 hectares (40 acres).

3.3 Certain low intensity land uses that may create land use conflicts within an urban environment may be accommodated, provided they are compatible with rural and agricultural uses.

3.4 Support initiatives that sustain agricultural livelihoods and increase access to local, culturally appropriate, and sustainable food choices.

Goal 4

4.0 Accommodate limited livestock production.

Policies

4.1 Livestock operations will continue to be considered a conditional use in the Winnipeg Zoning By-law only in the Rural and Agricultural designated areas and will be prohibited in all other areas of the city.

4.1.2 Within the Rural and Agricultural designated area livestock operations will not be allowed to exceed a size of 50 animal units.

4.1.3 Livestock operations will be required to maintain separation distances as established in the City of Winnipeg Zoning By-law in order to ensure compatibility between existing land uses and new or expanded livestock operations. These separation distances will generally be set at double the provincial minimum separation requirements. Council may consider variation of these separation distances.

4.1.4 In order to provide a measure of protection for surface water quality, livestock operations will not be allowed within a distance of 330 feet (100 metres) of the ordinary high water mark of any surface watercourse, sinkhole, spring and/or property boundary (in accordance with Manitoba Regulation 42/98), nor within any riparian area adjacent to a watercourse.

DRAFT





4.1.5 Additional buffering is considered appropriate for the Red, La Salle, Seine and Assiniboine rivers and Bunns, Truro, Omands and Sturgeon creeks. A minimum separation distance of 1,000 feet (304.8 metres) shall be maintained between the ordinary high water mark of the river or creek and any proposed livestock operation. Existing facilities located within this distance may be expanded subject to the provisions of the Zoning By-law, provided that no portion of the expanded facility will be located within 330 feet (100 metres) of the ordinary high water mark.

4.1.6 New or expanded livestock operations will not be permitted on soils determined by detailed soil survey acceptable to the Province, with a scale of 1:50,000 or better, to have an agricultural capability of Class 6, or 7, or that have unimproved organic soils as described under the Canada Land Inventory. If detailed soil survey information is not available for the area in which a new or expanded livestock operation is proposed, the applicant may be required to provide a detailed soil survey for the site, acceptable to the Province at a scale of 1:50,000 or better.

4.1.7 The establishment or expansion of livestock confinement facilities shall conform to the regulations of other levels of government, including those under the Provincial Environment Act and the Water Protection Act.

Goal 5

5.0 Plan for the orderly transition of some rural and agricultual lands to new communities over the long term.

Policies

Sector Plans

5.1 **(A)** A sector plan shall be prepared and endorsed by Council as a secondary plan for areas identified as on Map 13 before re-designating any portion of the land to New Communities and before the planning of individual precincts within the sector. Sector plans should include, at minimum:

a. A vision for the area;
b. Anticipated population at full build-out;
c. The alignment of the Primary Transit Network and the location of its stations, where applicable;
d. High-level infrastructure alignment, including the arterial and collector road network, pedestrian and cycling routes, alignment of the transit feeder network, and water, wastewater, and land drainage facilities;
e. High-level land use policies, including areas to be maintained for rural/agricultural use if warranted, and the location of future urban structure designations;
f. The size and location of precincts within the sector;
g. The phasing of individual precincts;
h. Identification of necessary City-funded growth-enabling and growth-supportive infrastructure and their approximate costs;
i. Implementation strategy, including roles and responsibilities for implementation; and
j. Other policies or context specific guidelines as deemed appropriate.

5.2 Precincts identified in a sector plan should be large enough to warrant a need for more detailed precinct-level planning. Precincts should accommodate a total population between 5,000 and 15,000 people at full build-out.

DRAFT



E3. Major Open Space

INTRODUCTION

The Major Open Space designation highlights large contiguous open space areas within the City (not including cemeteries) that currently have a "public function" and that provide an aesthetic, recreational and/or ecological significance to the City as a whole. The valued natural features and habitats these sites contain enable citizens to experience nature close to home, thus contributing to improved health, well-being and quality of life. Efforts to preserve and protect these areas align with the City's commitment to climate action by enhancing the connectivity of green spaces and parks throughout Winnipeg to support biodiversity and natural systems.

Because their scale and character can make Major Open Space lands attractive for development, this section strives to ensure a higher level of review underlies any pressures or intentions to transition these lands to another use. Any proposed changes to Major Open Spaces must consider potential impacts on adjacent land uses and the broader community.

Major Open Space has been divided into two designations, differentiated by public vs. private ownership:

- **Public Major Open Space**
- **Private Major Open Space**

Public Major Open Space

Public Major Open Space includes all City-owned municipal golf courses, regional parks and nature parks (as defined in the *Parks Strategy*) and other parks space with areas over 40 hectares (approx. 100 acres), within the city limits, that provide public use and enjoyment.

Private Major Open Space

Private Major Open Space includes areas over 40 hectares (approx. 100 acres) that are privately owned but serve a public function and provide important ecological functions and/or recreational opportunities to the community such as private golf courses and valued ecological lands. This designation should not be construed as implying these areas are free and open to the general public or that they shall be purchased by the City.

DRAFT



It should be noted that all City-owned parks and open space sites are also governed by policies in the Recreation, Parks and Open Space section of *Complete Communities 2.0*. The added designation as Major Open Space recognizes specific parks within the Urban Structure, highlighting them as significant land uses. The associated Major Open Space policies are most relevant if and when there is a proposal to convert any of the Major Open Space land to another use.

Managing Requests for Conversion of Major Open Space

The Major Public Open Space designation is intended to first and foremost prioritize retention of these significant parcels of land for continued public use and enjoyment. However, in the event that Council wishes to consider conversion of any of these lands to another use, in accordance with legislation in the City of Winnipeg Charter regarding the disposal of park land, the policies in this chapter set out a multistep process for how this would occur to ensure a formal review and analysis informs the process and provides for orderly planning and the protection of important recreational and ecological areas on the site. Proposals to repurpose a Major Open Space will also require the proponent to demonstrate that a robust public engagement process has occurred.

For **Public Major Open Space** the intent is to ensure park and ecological priorities are identified and valued lands set aside, protected, and retained for public benefit, in a comprehensive and collaborative manner, before any of the lands can be considered for repurposing. Most important is they are not governed by any predetermined caps or limits, but instead by what is required to maintain productive and functional recreational, ecological and cultural areas and corridors. Maintaining access to natural areas, especially waterways, riverbank lands and their associated habitats, and connective corridors will figure prominently.

Private Major Open Spaces are privately owned and may be redeveloped in the future. If that happens, the intent is to preserve and protect the most valued areas for continued public use and enjoyment. If the landowner of one of these properties decides to convert the property to another use, the policies below outline a multi-step process for how this would occur.

This section is supported by the following document:

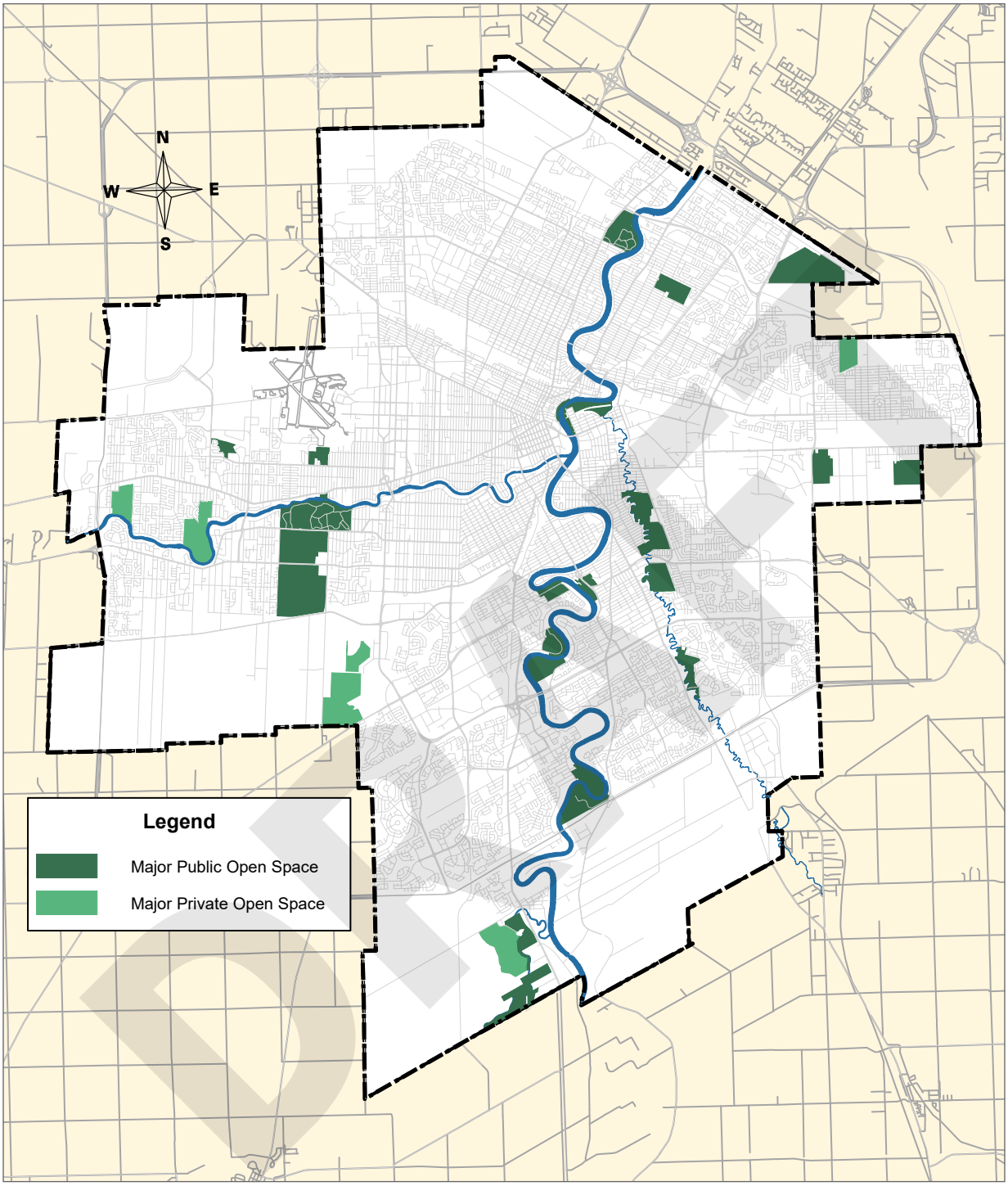
- *Ecologically Significant Natural Lands Strategy and Policy*

This section is also supported by the development of additional implementation documents, including:

- *Parks Strategy*
- *Recreation Strategy*
- *Comprehensive Urban Forest Strategy*

DRAFT

MAP OF MAJOR OPEN SPACES



Map 14

VISION

The Major Open Space designation will identify distinctive areas of city-wide importance that have important natural features and habitat and provide for passive nature oriented activities as well as variety of active recreation areas.

Goal 1

1.0 Prioritize the preservation of Public Major Open Space.

Policies

Intent

1.1 Designate and retain lands identified as Public Major Open Space for recreational use and the preservation of natural features and habitats.

Goal 2

2.0 Ensure that proposals to redesignate Public Major Open Space are guided by a comprehensive review, are well planned, and preserve areas of ecological and recreational value.

Policies

Re-designating Public Major Open Space

2.1 Require a *Complete Communities 2.0* amendment to re-designate Public Major Open Space to another use.

Secondary plan

2.2 If re-designation of a Public Major Open Space occurs, require a secondary plan for the subject lands, as specified in policies 2.1 through 2.3 of this section.

Exceptions

2.3 Re-designating or repurposing areas that are comprised of less than one acre of Public Major Open Space may be processed without requiring a *Complete Communities 2.0* amendment, or necessitating a formal secondary plan process, but must be accompanied by a report containing all the requirements outlined in Policy 3.2 of this section.

2.3.1 To prevent incremental re-designation of a Public Major Open Space, exceptions will only be permitted once every five years.

DRAFT

Goal 3

3.0 Ensure any redevelopment of Private Major Open Space is well planned and preserves natural features and habitats.

Policies

Secondary plan

3.1 Require the redevelopment of Private Major Open Space to be guided by a secondary plan.

Secondary plan contents

3.2 Require that a secondary plan shall be submitted in respect of Major Open Spaces that provides for the following information, where appropriate:

a. A natural features and habitats inventory coupled with a preliminary natural area and tree preservation report, as outlined in Policy 3.3 of this section;
b. A vision for the area;
c. Anticipated population at full build-out;
d. The alignment of the Primary Transit Network and the location of its stations, where applicable;
e. Infrastructure alignment, including the arterial and collector road network, pedestrian and cycling routes, alignment of the transit feeder network, and water, wastewater, and land drainage facilities;
f. Land use policies, including the location of specific designations;
g. Existing provisions on-site and in adjacent neighbourhoods for parks and open space, highlighting any service provision gaps;
h. Urban design principles;
i. Building density, height, setback, and size ranges and the areas where they apply;
j. External and internal mobility connections (e.g. streets, rear lanes, sidewalks, and cycle paths);
k. Key gateways and streets with active edges;
l. Transitions to adjacent areas and uses;
m. Public realm improvements;
n. Servicing requirements, including green infrastructure qualities such as landscaping features and storm water management;
o. Identification of City-borne growth-enabling and growth-supportive infrastructure and their approximate costs;
p. Phasing of development and anticipated subdivisions;
q. Implementation strategy, including roles and responsibilities for implementation; and
r. Other policies or context specific guidelines as deemed appropriate.

Natural area and tree preservation report

3.3 Require the preparation and submission of a natural area and tree protection report as a component of development applications in a Major Open Spaces which includes:

a. Details of the existing native habitat and tree species, including location, size and condition;
b. Details of any associated significant vegetation worthy of protection and preservation in accordance with the *Ecologically Significant Land Strategy and Policy* or *Comprehensive Urban Forestry Strategy*;
c. Recommendations for natural area and tree protection or preservation;
d. A description of tree preservation and protection measures (before, during and after construction) for all trees that are to be preserved on-site;
e. Details of all natural area and/or trees proposed for removal;
f. Details of tree pruning (crown and roots), as applicable;
g. Appraised value of City-owned natural areas and trees affected by the application. This valuation will be conducted by the City of Winnipeg Naturalist Services and Urban Forestry Branch in accordance with their respective appraisal and removal guidelines; and
h. A schedule for site inspection and status reporting to the City by qualified arborists throughout construction.

DRAFT

Protection of natural features and habitats

3.4 Require that any redevelopment recognize the diversity and connectivity of natural features and that long-term ecological function and biodiversity of natural features and habitats should be protected, preserved, restored, and where possible, improved.

3.4.1 For Public Major Open Space lands, priority areas to be retained for public use and enjoyment will not be governed by any pre-determined limit but shall be retained as needed to fulfill the following requirements:

a. To maintain productive and functional recreational, ecological, and cultural areas and corridors, preservation efforts should be focused towards natural features, especially waterways, riverbank lands and their associated habitats, as determined through the natural area and tree preservation report; and
b. Additional parks and open spaces lands as necessary to:
    i. Buffer the existing natural features;
    ii. Provide access to and connectivity between natural areas;
    iii. Further protect lands subject to flooding, erosion or bank instability;
    iv. Facilitate pathway provision in flood-proof areas and on alignments that don't disturb natural vegetation or significant trees; and
    v. Address any parkland, natural area, connection, or amenity provision gaps.

3.4.2 For Private Major Open Space areas:

a. Protect valued natural features and habitats as determined through the natural area and tree preservation report, using tools identified in the *Ecologically Significant Natural Lands Strategy and Policy*;
b. Preserve riverbanks, and areas that promote ecological and recreational linkages; and
c. Ensure that additional park provisioning is in accordance with approved land dedication procedures.

Goal 4

4.0 Promote and encourage the protection and responsible management of trees in Major Open Spaces.

Policies

Tree protection

4.1 Develop policies to project significant trees or groupings of trees within Major Open Spaces.

4.1.1 **(A)** Develop a tree protection bylaw for Major Open Spaces that identifies categories of trees to be designated for protection, specific protections to be provided to these trees, and penalties for non-compliance.

DRAFT



F1. Airport Area

INTRODUCTION

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

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

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

YWG's proximity to the city is convenient for travellers, but it also means that airport operations have some impact on the commercial, employment and residential areas nearby. While area residents want neighbourhoods with a high standard of livability with minimal intrusion of noise and traffic, these must be balanced with the economic benefits of maintaining a well-functioning airport with 24-hour operations.

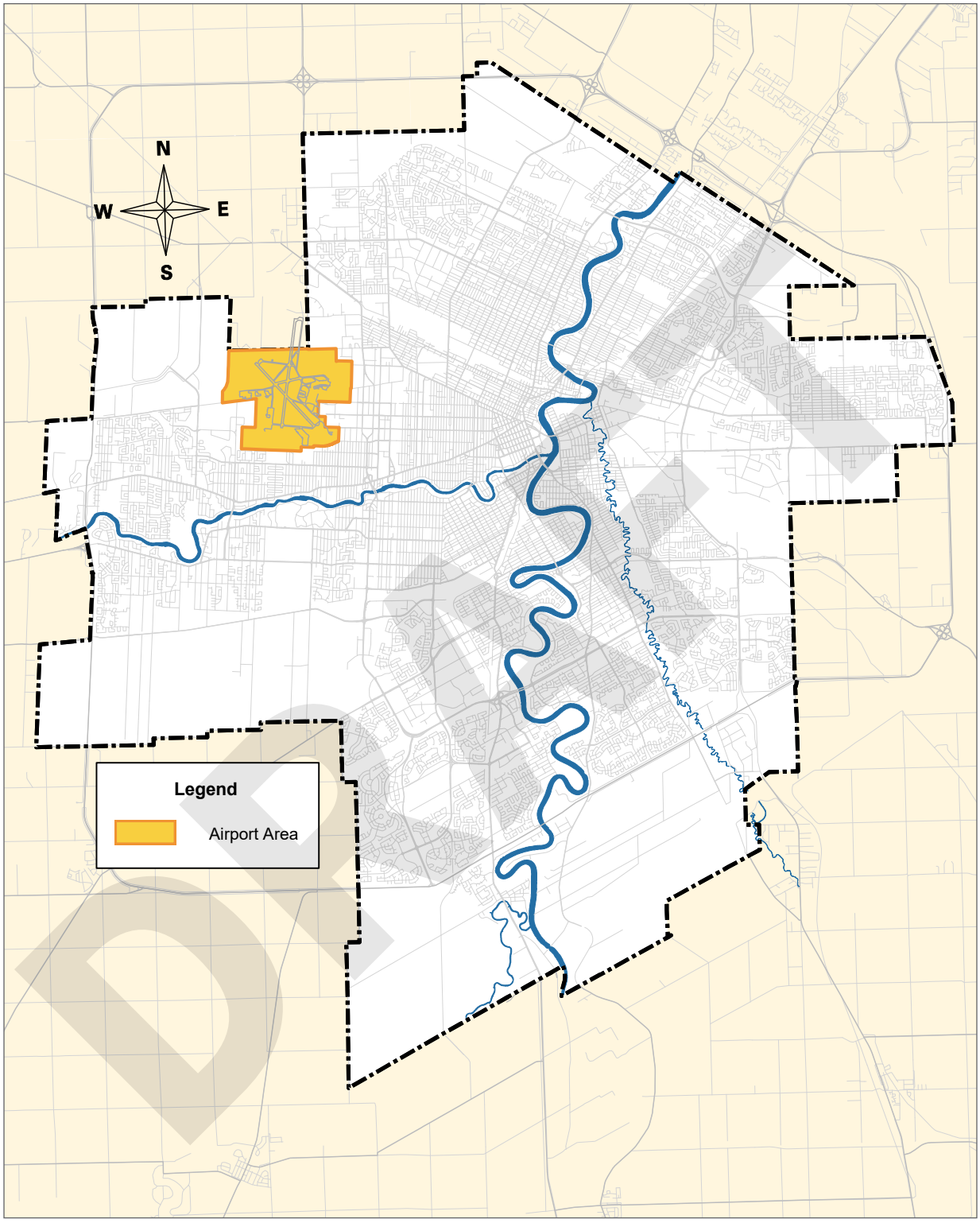
Over the years, policies, plans and regulations have been developed in consultation with the WAA and the community to protect airport operations while allowing minimal intrusions. These documents should be reviewed at regular intervals to reflect the most current information on airport noise contours and to protect the 24-hour operations of the airport from land use conflict.

This section is supported by the following document:

- *The Airport Vicinity Protection Area Secondary Plan By-law 6378/94*

DRAFT

MAP OF AIRPORT AREA



Map 15

VISION

The City of Winnipeg will support the role of the Winnipeg James Armstrong Richardson International Airport as a major transportation hub for passengers and cargo.

Goal 1

1.0 Support the 24-hour status of airport operations and airport-related activities by working with the Winnipeg Airports Authority and all stakeholders.

Policies

Airport Vicinity Development Plan

1.1 **(A)** Adhere to the Airport Vicinity Development Plan (AVDP) and review the plan at approximately 10-20 year intervals, in cooperation with relevant stakeholders, to ensure the 24-hour operation of the airport remains protected from land use conflicts.

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

a. The Airport Vicinity Protection Area Secondary Plan By-law 6378/94;
b. Airport Vicinity Protection Area Planned Development Overlay (By-law 200/2006); and
c. Airport Vicinity Acoustic Insulation By-law 6419/94.

Goal 2

2.0 Collaborate with the Winnipeg Airports Authority on initiatives that capitalize on the airport's capacity to generate strategic economic development.

Policies

Economic development

2.1 Work with the Winnipeg Airports Authority and partners in the realization of the Airport Area as a major centre for goods distribution, manufacturing, and airport-related commercial/employment activity.

Multi-modal transportation

2.2 Collaborate with strategic partners and align transportation planning and capital investments to promote multi-modal transportation linkages to and from the airport.

Connectivity, design, and wayfinding

2.3 Identify and improve street connections, urban design, and signage along designated routes between the airport and Downtown.

DRAFT



F2. Urban Reserves

INTRODUCTION

Canada entered into seven treaties with First Nations in Manitoba between 1871 and 1906. These treaties required Canada to set aside tracts of reserve land. The sizes of reserves are based on band populations at the time the treaty was signed.

Some First Nations that entered into a treaty did not receive the full amount of land allocated to them under the terms of the original treaties. As part of the settlement process, some First Nations that have validated their land claim with Canada through a treaty land entitlement claim have an opportunity to acquire lands to create urban reserves, including within the City of Winnipeg.

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

As noted in the City of Winnipeg's Indigenous Accord, the City of Winnipeg is committed to building an ongoing process of reconciliation in Winnipeg, based on establishing and maintaining mutually respectful partnerships. Although this commitment can be integrated into all City actions, it can be clearly demonstrated through the urban reserves establishment process.

VISION

Welcome the creation of urban reserves within Winnipeg in the spirit of reconciliation.

Goal 1

1.0 Welcome and facilitate the creation of urban reserves within Winnipeg.

Policies

1.1 When new urban reserves are initiated, work in good faith with First Nations governments to negotiate Municipal Development and Services Agreements (MDSAs) that include service capacity and restraints, bylaw harmonization, land use planning, a dispute resolution process, and any additional relevant items.

DRAFT

F3. Capital Region

INTRODUCTION

The Capital Region is home to almost two-thirds of Manitoba's population. The area is made up of eighteen municipalities with the City of Winnipeg as its principal investment and business centre (Figure 11a). Steps have been taken towards strengthening cooperation among the Capital Region municipalities in recent years, including:

- Continued effort on communication and establishing relationships
- The creation of a long-term regional growth strategy and action plan
- The establishment of service-sharing agreements with adjacent municipalities
- Participation in continued regional planning initiatives

Continued regional planning initiatives are contributing towards a greater degree of cooperation amongst municipalities in the Capital Region. Ongoing growth, both inside and outside of the City of Winnipeg, presents a compelling reason for moving towards a more coherent and comprehensive regional planning environment, including a Regional Plan.

The population of the Capital Region is estimated to grow by approximately 182,000 people by 2035, according to the 2016 Regional Growth Strategy.

COLLABORATION

Winnipeg will continue its regional collaboration to ensure that common interest goals will more likely be achieved.

In 2019, the Winnipeg Metropolitan Region released a report called "For the Benefit of All: Regional Competitiveness and Collaboration in the Winnipeg Metro Region". This report outlined the need for greater collaboration in the Capital Region. The City of Winnipeg will recognize this opportunity to continue its collaboration through frequent and productive engagement with its partners in the Capital Region and with the Province of Manitoba.

REGIONAL PLANNING

The Winnipeg Metropolitan Region has released a series of reports related to regional planning, including the 2016 Regional Growth Strategy, and the 2018 Securing Our Future Regional Action Plan, which includes a series of actionable items for municipalities in the Capital Region. The City of Winnipeg will participate in regional matters and will continue to advocate for a well-designed, sustainable Regional Plan that recognizes the strengths of regional municipalities and identifies and preserves prime agricultural land.

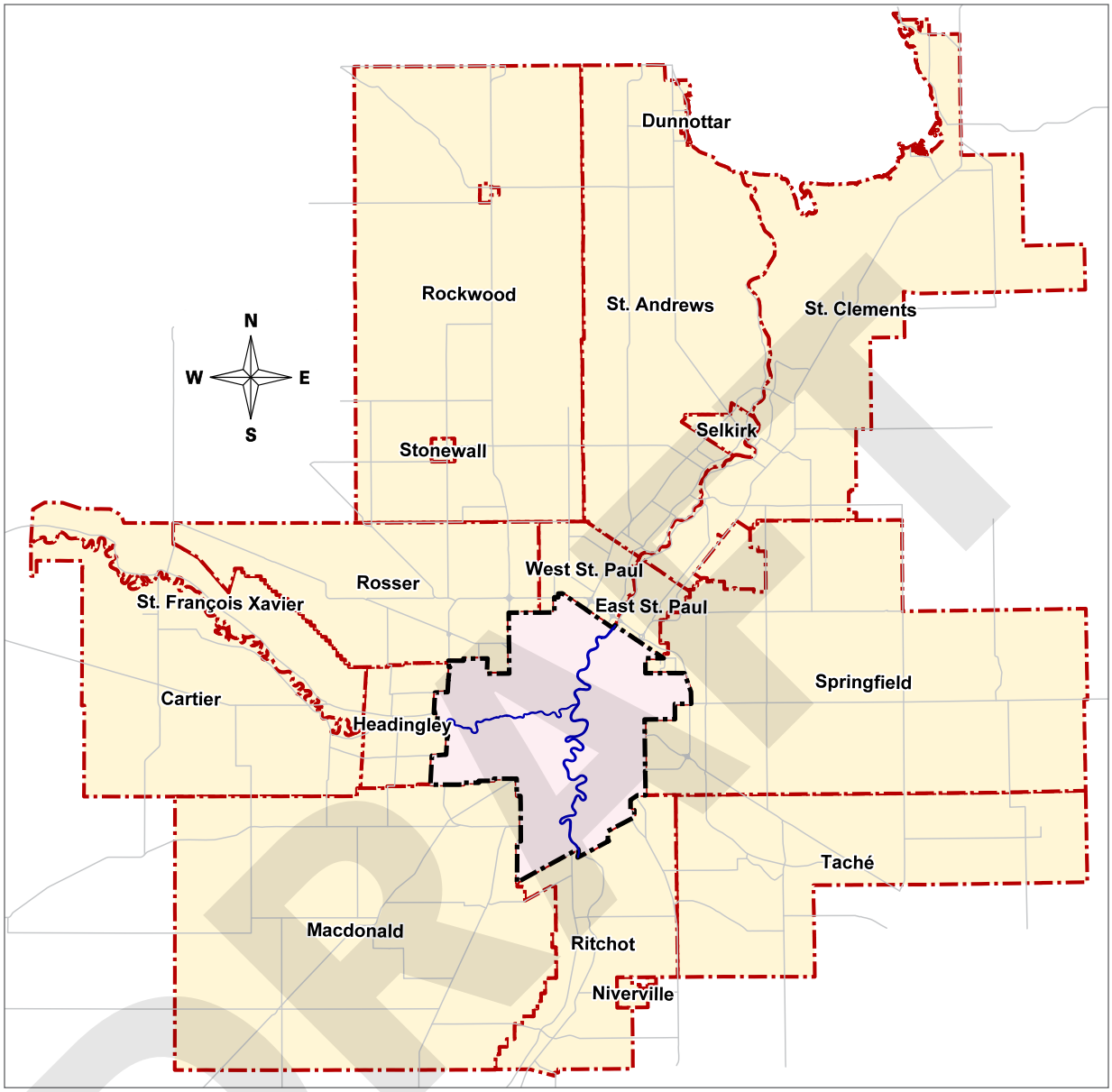
TRANSPORTATION AND INFRASTRUCTURE

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

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

DRAFT

MAP OF MAJOR CAPITAL REGION



Map 16

DRAFT

VISION

Acknowledging that mutual success will come from thinking and acting as a region, the City of Winnipeg will continue to collaborate with the Winnipeg Metropolitan Region to plan for a sustainable, vibrant, and growing region.

Goal 1

1.0 Build on recent efforts to work collaboratively as a region.

Policies

Collaborate on regional planning

1.1 Work collaboratively with regional partners on regional planning initiatives.

Collaborate with the Province

1.2 Encourage the Province to take an active role in providing assistance and resources to support regional cooperation and collaboration.

Collaborate on regional economic development

1.3 Capitalize on key regional economic development advantages in a collaborative manner.

Collaborate on boundary issues

1.4 Coordinate with adjacent municipalities on growth and development in close proximity to municipal boundaries to mitigate potential future conflicts.

Goal 2

2.0 Work with the Winnipeg Metropolitan Region towards regional planning initiatives.

Policies

Regional Action Plan

2.1 Work with the Winnipeg Metropolitan Region on actionable items derived from the Regional Action Plan.

Agricultural lands

2.2 Work with the Winnipeg Metropolitan Region towards the identification and preservation of prime agricultural lands.

Regional transportation network

2.3 Coordinate with regional partners and the Province of Manitoba to enhance and maintain a regional transportation network in the Capital Region.

Indicators

2.4 Work with the Winnipeg Metropolitan Region on compiling and monitoring environmental, social, and economic indicators in ongoing planning processes.

DRAFT

Goal 3
3.0 Manage the long-term implications of regional growth.

Policies
Infrastructure

3.1 Continue to monitor the impacts of regional growth on Winnipeg infrastructure.

Monitor land supply

3.2 **(A)** Monitor land supply and the absorption of residential, commercial, and Employment Lands in the Capital Region.

Population and economic growth

3.3 Work towards maintaining or increasing Winnipeg's share of regional population and economic growth.

Service-sharing agreements

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

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

DRAFT



G1. Mobility

INTRODUCTION

A high-performing transportation system is a vital feature of a modern, competitive and sustainable city. Transportation systems are designed and managed by engineering focused City departments including Public Works and Winnipeg Transit. Although important transportation system components such as street design, traffic signal phasing and transit scheduling are outside the jurisdiction of the *Complete Communities 2.0*, this document does guide one of the most significant influences on a transportation system: land use.

History of Policy

The Mobility section of this By-law is comprised of policies that were drafted as part of previously endorsed Council policy in the *Transportation Master Plan* and the *Pedestrian and Cycling Strategies*. By including these policies in a statutory land use plan such as *Complete Communities 2.0*, they will be elevated to higher prominence and can be more effectively implemented through integrated planning and land use processes.

Integration of Transportation and Land Use

Effective integration of transportation systems and land use planning requires the consideration of five key factors: design, density, diversity, destinations and distance.

The interrelation of these five considerations is the basis for many land use planning policies in the Mobility section, as well as other sections of this By-law. By approaching land use planning decisions from an integrated perspective, taking into account how people are connected to places and spaces, we can guide the incremental redevelopment of our city in pursuit of our highest order goals: reducing our share of emissions contributing to climate change, providing citizens with reliable access to their daily needs and building communities in a financially sustainable manner.

Through successful implementation of *Complete Communities 2.0* policies, Winnipeg neighbourhoods will provide a range of amenities within walking distance. City streets will continue to evolve into quality public spaces that are comfortable environments for people of all ages and abilities, on foot, on bicycles, and when using mobility assistive devices such as wheel chairs and scooters. Strategic residential densification will provide the ridership base needed to support reliable and frequent transit service capable of outperforming personal automobile use in the highly urbanized areas of our city. Our increasingly complete streets will provide safe and efficient movement of goods, services and people in an economically sustainable fashion. This approach will reduce the length and change the type of trips Winnipeggers need to make on a daily basis. When trips are required, our citizens will be able to choose from a number of attractive, sustainable, and efficient transportation options.

This section is supported by the following documents:

- *Transportation Master Plan*
- *Winnipeg Transit Master Plan*
- *Pedestrian and Cycling Strategies*
- *Downtown Parking Strategy*
- *On-street parking strategy (yet to be completed)*

DRAFT

VISION

Through successful integration of transportation systems and land use planning, Winnipeg will become a better connected and more economically sustainable, environmentally responsible, and socially equitable city.

Goal 1

1.0 Integrate transportation and land use by providing a transportation network that supports the urban structure and the concept of Complete Communities.

Policies

Integrated Planning

1.1 Align the rapid transit network to support land use and transportation planning decisions.

1.1.1 When developing new Rapid Transit Corridors, select the technology that best complements the current land uses and future development potential within the service area of that corridor.

1.2 Initiate detailed integrated land use and transportation corridor planning – including alignment, technology assessment, and current and estimated population and employment density along the corridor for current and future Rapid Transit Corridors identified in the *Winnipeg Transit Master Plan* and the *Transportation Master Plan*.

1.3 Further strengthen the base transit network to support the Urban Structure and the City's intensification target.

1.4 Review current processes undertaken to coordinate land use, economic development, and transportation planning, and update as required to reflect a more integrated approach.

1.5 Review proposed transportation projects and programs to ensure they support the concept of Complete Communities and the Urban Structure.

1.6 Explore opportunities to utilize transportation investments to leverage development potential in Transformative Areas.

Transportation impact studies

1.7 **(A)** Finalize and adopt new guidelines for the preparation of transportation impact studies.



DRAFT

Goal 2

2.0 Provide a safe, efficient, and equitable transportation system for all to support Complete Communities and the urban structure.

Policies

Active transportation

2.1 Strategically develop accessible, well-connected networks of walking and cycling facilities, supporting the concept of complete communities as directed by the *Pedestrian and Cycling Strategies*.

Access for all

2.2 Provide opportunities to access multiple modes of transportation to people of all ages and abilities to improve quality of life, economic vitality, and system efficiency.

Children's mobility

2.3 Incorporate accessible walking and cycling infrastructure to facilities frequently accessed by children, such as daycares, community centres, parks, and schools.

Universal design

2.4 Ensure that transportation projects, programs, and initiatives reflect accessibility and universal design principles.

Crime Prevention Through Environmental Design (CPTED)

2.5 Ensure Crime Prevention Through Environmental Design (CPTED) principles are integrated into development adjacent to rapid transit stations, along Rapid Transit Corridors and high frequency transit corridors, pedestrian pathways and cycling facilities to increase safety and perceptions of safety.

Goal 3

3.0 Support and encourage land uses and investments in the transportation network that reduce Vehicle Kilometres Travelled (VKT).

Policies

Reduce travel needs

3.1 Encourage land uses that minimize the number and length of trips that people need to make.

Integrated planning

3.2 Encourage the highest residential and employment densities close to rapid transit and the Primary Transit Network.

Complete communities

3.3 Plan complete communities in all neighbourhoods - where most amenities for daily living are within walking distance.

Goal 4

4.0 Pursue innovative parking strategies that encourage transportation means other than the personal automobile, encourage a more efficient use of land, and enable the establishment of more affordable housing options.

Policies

Parking standards

4.1 Review parking standards contained in the City's Zoning By-laws to ensure consistency with the vision and objectives in *OurWinnipeg*, *Complete Communities 2.0*, and the *Transportation Master Plan*.

4.1.1 **(A)** Explore maximum parking regulations and shared parking to reduce the oversupply of parking.

DRAFT



Parking requirements

4.2 Provide opportunities in the development approval process to reduce the number of parking spaces required by the Winnipeg Zoning By-law, when transportation demand offsets are present. Considerations for parking reduction include:

a. Proximity to Rapid Transit Corridors and stations;
b. Proximity to transit routes operating at a high frequency;
c. Proximity to employment, institutional and commercial amenities;
d. Proximity to structured parking;
e. Provision of carsharing services;
f. Shared parking arrangements with adjacent development;
g. Bicycle facilities that exceed the Winnipeg Zoning By-law; and
h. End of trip cycling facilities including lockers and shower rooms.

Payment in lieu of parking

4.3 Allow for payment in lieu of providing parking or to reduce parking requirement, with specific targets for the use of such payments to development municipally owned shared parking facilities.

On-street parking

4.4 Explore innovative strategies to increase the supply of short-term on-street parking within the existing right-of-way.

4.5 Develop strategies to manage on-street parking supply in commercial areas that encourage short-term use.

4.6 Continue to provide flexible pricing options for on-street parking.

On-street parking for car share

4.7 **(A)** Explore the establishment of designated on-street car share vehicle parking areas.

DRAFT

District parking

4.8 Enable the parking supply to be managed on a district scale Downtown and in other high density mixed-use areas.

Parking facility design guidelines

4.9 Develop parking design guidelines to encourage high-quality parking facilities by reducing the impact on the environment, integrating into streetscapes, and maximizing safety and security.

4.9.1 **(A)** Explore strategies to enable the widespread integration of electric vehicle charging infrastructure in new development.

Goal 5

5.0 Provide bicycle parking and other end-of-trip facilities to reduce barriers to active transportation.

Policies

Bicycle parking

5.2 **(A)** Update the Winnipeg Zoning By-law and the Downtown Zoning By-law to enhance requirements for high-quality bicycle parking and other end-of-trip facilities where appropriate in new developments city-wide.

5.3 **(A)** Develop bicycle parking guidelines to illustrate bicycle parking and end-of-trip facility designs to further facilitate the implementation of high-quality bicycle parking facilities.

5.4 Continue to expand partnerships with Business Improvement Zones (BIZs) and individual businesses to implement short-term bicycle parking in the public right-of-way.

5.5 **(A)** Develop a program to support businesses in existing developments to retrofit existing buildings to provide long-term, secure bicycle parking.

Goal 6

6.0 Use the development review and approval process to achieve integrated land use and transportation outcomes.

Policies

Integrated planning

6.1 Incorporate minimum pedestrian, bicycle, and transit system connection into the plan approval process.

6.1.1 **(A)** Develop a checklist to provide land development guidance regarding bicycle and pedestrian network design, and pedestrian, bicycle, and transit-supportive site planning.

6.2 Ensure that pedestrian, cycling, and transit network plans are integrated into new secondary plans and when updating existing secondary plans.

6.3 Ensure that new development incorporates pedestrian and cycling connections to both existing and planned pedestrian and cycling networks.

6.4 Work with developers at the planning stage to accommodate transit-supportive neighbourhood design.

6.5 Except in situations where access is not possible, lots that back onto a rear lane should take access from the rear lane.

Mixed Use Centres and Corridors

6.6 Ensure that the bicycle network and sidewalk network provide connections to all Mixed Use Centres and Urban and Regional Corridors.

DRAFT



G2. Strategic Infrastructure and Resources

INTRODUCTION

Strategic Infrastructure

Strategic infrastructure such as freight rail lines, landfills, treatment plants and major roadways support human habitation and are vital to our continued prosperity as a city. Without such infrastructure, the city would be severely limited in its ability to grow. However, due to the nature of the operations or use of these strategic assets, challenges can arise with respect to potential land use conflict if appropriate measures are not considered.

Resources

Resources such as our waterways present opportunities for both aesthetically appealing places to live and access to recreation and natural heritage. Lands near our waterways can also present challenges for construction that require careful consideration.

This section is supported by the following documents:

- *Telecommunications Protocol Policy*
- *Transportation Master Plan*
- *Garbage and Recycling Master Plan*
- *Environmental and Sensitive Natural Lands Strategy*

DRAFT

VISION

Planning for and protecting strategic infrastructure and resources from incompatible development will result in fewer land use conflicts, public safety concerns, and damage to property.

Freight Rail

Goal 1

1.0 Ensure that new development of sensitive uses in proximity to freight rail operations and rail lines be developed in a manner that mitigates potential safety risks and nuisance caused by land use incompatibilities.

Policies

Mitigation measures

1.1 Require that new residential development or the intensification of residential and other sensitive land uses near freight rail operations incorporate appropriate safety measures.

1.1.1 **(A)** Adopt guidelines for new development in proximity to freight rail operations that identify safety measures to be employed and the types of applications where safety measures will be required.

1.1.2 Review opportunities to plan for development or redevelopment along freight rail lines or yards and pursue the appropriate planning initiatives when warranted.

1.2 Consider regulating sound and vibration levels within new residential developments in the vicinity of freight rail operations, where possible.



Active & Closed Landfills

Goal 2

2.0 Limit potential risks to health and safety and limit land use conflict between active landfills and new development.

Policies

Mitigation measures

2.1 Discourage new residential development or the development of new sensitive uses in proximity to active landfills by:

2.1.1 Setting a minimum separation distance and buffering requirements from the outer property line of an active landfill and new residential developments or other sensitive uses where a secondary plan process is required.

2.1.2 Considering compatible uses within the established separation distance of an operational landfill provided that the following condition is satisfied:

DRAFT

a) The applicant can demonstrate that the proposed use does not pose an unacceptable health risk, land use conflict, or nuisance, to the satisfaction of the Directors of Planning, Property & Development, and Water and Waste.

2.2 Continue to employ and enforce standards for development occurring on active landfill sites and within established control zones.

2.3 Plan, manage, and operate active landfills in a manner that helps minimize potential impacts on the environment and nearby neighbourhoods.

Goal 3

3.0 Limit potential risks to health and safety between closed landfill sites and new development.

Policies

Mitigation measures

3.1 Require that all development on a closed landfill site or within an established control zone be subject to the mitigation of methane gas and standards for construction requirements established by the City of Winnipeg.

3.2 Where feasible, restore closed landfills for recreational or other appropriate uses.

Snow Disposal Sites

Goal 4

4.0 Maintain setbacks or employ mitigation requirements for new sensitive uses in proximity to active snow disposal sites in order to limit land use conflict.

Policies

Mitigation measures

4.1 Require that new residential development or other new sensitive uses proposed through a secondary plan process be located at least 300 metres away from active snow disposal sites.

4.2 Notwithstanding Policy 4.1, permit new residential development or new sensitive uses within 300 metres from an existing snow disposal site where the Director of Public Works and the Director of Planning, Property & Development have approved an impact study with respect to the proposed residential development. The Director of Planning, Property & Development and the Director of Public Works must not approve an impact study unless the study demonstrates that:

4.2.1 The developer will adequately mitigate operations at the snow disposal site to not pose a nuisance to proposed residential development located less than 300 metres from the snow disposal site to the satisfaction of the Director of Planning, Property & Development and the Director of Public Works.

4.2.2 Operational changes will not be required to ensure activity at the snow disposal site will not pose a nuisance to new residential or other sensitive uses.

4.2.3 Any mitigation measures proposed by the impact study will be implemented at no cost to the City of Winnipeg.

4.3 Establish new snow disposal sites in areas with compatible land uses, such as Rural and Agricultural Areas or Employment Lands, and at least 300 metres away from existing residential and sensitive uses or planned residential areas.

Wastewater Treatment Plants

Goal 5

5.0 Improve existing wastewater treatment plants while minimizing land use conflict through appropriate separation distances and continual improvements to these facilities.

Policies

Mitigation measures

5.1 Continue to improve existing wastewater treatment plants in support of their sustainable future growth.

DRAFT

5.2 Consider minimum separation distances for new residential development or other new sensitive uses proposed through a secondary plan process that are to be located within the vicinity of an existing wastewater treatment plant.

Major Roadways

Goal 6

6.0 Limit potential impact on neighbourhoods from major roadways while allowing major roadways to function efficiently for their intended use.

Policies

Mitigation measures

6.1 Consider employing mitigation measures to reduce noise from major roadways, such as arterial roads or expressways, to reduce the potential negative impact on residential development.

6.2 Restrict access to expressways and limit access onto major roadways, such as arterials and collector roads, from individual properties.

6.3 Ensure that road corridors function as public spaces, while providing the necessary public infrastructure by implementing approved corridor or street design guidelines, including those for road classification types and for heritage districts, tourist areas and Business Improvement Zones.

High Pressure Gas Lines

Goal 7

7.0 Ensure the planned and orderly integration of high pressure gas lines in new development.

Policies

Mitigation measures

7.1 Where feasible and practicable, consider measures such as setbacks for new buildings from high pressure gas lines, through the secondary plan process or the development application process in consultation with the relevant utility.

Antenna Systems

Goal 8

8.0 Assist in providing a reliable communications network through maintaining clear consultation and siting criteria for developing antenna systems.



Policies

8.1 Continue to maintain an antenna systems policy that considers Health Canada's Safety Code Six and Industry Canada's protocols while detailing local siting criteria and a consultation process for developing antenna systems in the City of Winnipeg.

Strategic Infrastructure and Resources

Goal 9

9.0 Manage subdivisions and development along riverbanks and in areas that are known to be at risk of flooding by recognizing the value of protecting these lands and the natural limitations and risks associated with building in these areas.

Policies

Mitigation measures:

9.1 Regulate subdivisions or development in areas that are known to be at risk of flooding in accordance with the *City of Winnipeg Charter*, by-*laws*, and applicable Provincial regulations.

9.1.1 Discourage subdivisions where it would be impractical or impossible to comply with the applicable flood fringe regulations.

9.1.2 Notwithstanding the above, consolidation of lots or lot boundary adjustments to increase lot sizes may be accommodated in areas that are known to be at risk of flooding.

9.2 Discourage development applications seeking entitlements that may increase the risk of flood damage to property in areas not protected by the Red River Floodway.

DRAFT

9.3 Regulate development in proximity to waterways in order to protect built assets from flooding and natural riverbank processes, with consideration for building lifecycle.

9.3.1 Where development or re-development of riverbank properties is proposed, encourage sustainable, safe and proportionate designs that appropriately consider the natural risks associated with riverbank erosion, instabilities and flooding, and promote the preservation of riverbank, and upland areas for the long-term benefit of the environment, property owners, neighbouring properties, and the public users of the waterway and adjoining lands.

9.4 Encourage public access to riverbank lands and the preservation of riverbank lands through naturalization and by establishing and maintaining appropriate riparian areas.

9.4.1 Where possible, maintain a setback of approximately 30 metres from the normal high water mark of waterways and waterbodies, as determined by the Director of Planning, Property, and Development, to help protect riparian areas.

9.4.2 Encourage the establishment of public riverbank trails, parks and amenities weighing flood and instability-related risks, with the purpose of providing shared access to the river and the enjoyment of natural areas.

9.5 Acquire lands along waterways, predominantly through land dedication associated with subdivisions, most notably when these lands form part of a greater parks strategy.

9.6 Employ enabling tools that consider waterways in a local context, in order to implement this policy section.

Mineral Resources

Goal 10

10.0 Minimize potential land use conflicts between mining activity and established areas with existing residential development or new communities where significant residential development is anticipated.

Policies

10.1 Consider mining and extraction uses only in Rural and Agricultural areas, Core Industrial areas or long-term lands where residential development is not anticipated in the short- or medium-term future.

Brownfields and Contaminated Sites

Goal 11

11.0 Seek to bring existing brownfields or contaminated sites back to productive use.

Policies

11.1 Identify potential priority brownfield sites that align with the intensification target through future study.

11.2 Encourage context-sensitive redevelopment of existing brownfield sites.

11.3 Consider providing additional tools to help redevelop priority brownfield sites.

DRAFT



G3. Parks and Recreation

INTRODUCTION

Park sites and recreation facilities contribute to people's enjoyment and quality of life. These public spaces are valued and essential to the urban fabric; they encourage and promote healthy lifestyles, cleaner environments, community safety, recreation, community pride, tourism, economic development, urban beautification, and connectivity.

Winnipeg's park system is made up of City-owned parkland and a collection of other open spaces that supplement our parks service. While parks are often thought of as created, manicured spaces, our network also includes natural areas and our prized urban forest. All City recreation facilities and amenities are also located on City-owned parkland. Collectively, these spaces are reflections of civic pride that attract visitors, facilitate special events, and welcome all people into active, outdoor living opportunities.

As contributors to a healthy, self-sustaining environmentally-friendly and vibrant city, Winnipeg's park and recreations systems are guided by principles of public good, equity, sustainability, and lifelong participation. They are designed and managed to:

- Facilitate and promote active living
- Build capacity and sustainability
- Ensure inclusion and access
- Create supportive environments
- Promote natural connections

Parks sites and recreation facilities are key building blocks of any community, contributing to the overall desirability of places to live, work, and visit.

This section is supported by the following document:

- *Ecologically Significant Natural Lands Strategy and Policy*

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

- *Parks Strategy*
- *Recreation Strategy*
- *Comprehensive Urban Forest Strategy*

DRAFT

VISION

Winnipeg's parks and recreation systems will foster the well-being of individuals, communities, and natural environments by enabling everyone to engage in meaningful, accessible, indoor and outdoor experiences and activities.

Goal 1

1.0 Ensure land designated for public parks, recreation facilities and supporting open space is sufficient to provide all Winnipeggers ample, year-round opportunities for physical recreation, leisure, play, sport, natural experiences, and active transportation.

Policies

Strategic alignment

1.1 Ensure the regularly reviewed and updated *Parks Strategy* and *Recreation Strategy* reflect *Complete Communities 2.0*'s current vision and goals for land use as it relates to parks, recreation spaces, open space, and natural areas.

Provisioning and access

1.2 Provide a balanced distribution and supply of accessible and inclusive quality parks, recreation facilities, trails and natural areas based on defined levels of service.

1.2.1 Implement a transparent process to evaluate, prioritize and support defendable decision making for parks and recreation related provisioning.

1.2.2 Consider the implications of density on park and recreation demand and capacity.

1.2.3 Increase recreation, parks and natural feature provisions to keep pace with population growth.

Active mobility

1.3 Plan the recreation and park systems from a city-wide perspective, giving consideration to the differing areas of the Urban Structure, and their respective unique character, configuration, and need.

1.4 Create and designate spaces that increase walking and cycling opportunities and promote active mobility connectivity.

1.4.1 Enhance the linear park system through the acquisition of riverbanks and rail corridors.

1.4.2 Coordinate (complement and supplement) park trail and pathway improvements with planned active transportation networks and transit service to increase access to parks and amenities.

1.4.3 Make new and existing parks and facilities more accessible to people walking and cycling.

Goal 2

2.0 Ensure land and facilities designated for recreation services, parks, and open space can be developed to serve our changing population's physical and social needs.

Policies

Community wellness

2.1 Support community wellness and active living by accommodating a broad spectrum of uses and varying degrees of social interaction and engagement.

2.2 Ensure the high-quality design of park sites, recreation facilities and their amenities that:

a. Are interconnected across neighbourhoods and communities;
b. Facilitate public access to, movement along, and views of public amenities such as other parks or trails, recreation facilities, historic and natural features, other public spaces and other interesting focal points; and
c. Encourage year-round activity while accommodating and celebrating Winnipeg as a winter city.

DRAFT

Dynamic and flexible spaces

2.3 Create dynamic parks spaces and recreation facilities that people value and want to use, and that shape and enhance the character of our neighbourhoods and our city.

2.4 Build adaptable recreation and park systems that support changing community needs.

2.4.1. Provide a range of parks configurations and sizes that respond to emerging needs of the community and align with trends in recreation, sport, and leisure activities.



Goal 3

3.0 Reduce physical, geographic, social, financial and environmental barriers to accessing parks and recreation spaces and natural areas.

Policies

Inclusive design

3.1 Design recreation facilities and parks spaces to ensure they are:

a. Safe;
b. Easy to access and use;
c. Enjoyable;
d. Welcoming to all people regardless of age, ability, gender, geography, or cultural background; and
e. Reflective of the needs of the community by undertaking regular needs assessments and capitalizing on public input opportunities.

3.2 Mitigate the impact of physical barriers, such as busy streets, lack of public transit options, and unsafe pedestrian crossings, when planning the allocation, layout and pedestrian connections to park sites and recreations facilities.

Multi-modal access

3.3 Ensure community and regional parks and facilities can be serviced by all modes of transportation.

Health and social equity focused

3.4 Prioritize park provisioning and recreation services to advance the goals of health and social equity for all residents.

DRAFT

Goal 4

4.0 Protect, preserve, and enhance natural areas and historical features to increase opportunities for human interaction with nature and facilitate reflection on our city's cultural past.

Policies

Protect and restore

4.1 Identify, protect, enhance and restore natural and cultural resources recognized as having historical, ecological, or aesthetic value by incorporating them into the park system.

4.1.1 Preserve and conserve habitats designated through the *Ecologically Significant Natural Lands Strategy and Policy* or habitats that may be susceptible to damage from development, flooding or erosion.

4.1.2 Enhance the sense of place and community by identifying significant landscapes and conserving and celebrating them in meaningful ways.

4.1.3 Demonstrate the City's commitment to natural area preservation specific to large scale land parcels by the added designation of Major Open Space.

Climate sensitive design

4.2 Ensure the design of recreation facilities, parks, and open spaces utilizes climate-sensitive design principles, does not harm archeological and historic resources, and supports other features that further the goals of *OurWinnipeg* and the Climate Action Plan.

Ecological function

4.3 Design and manage open space and park areas for their highest environmental and ecological performance:

4.3.1 Integrate interdisciplinary natural resource goals with planned park, recreation and infrastructure improvements to reduce costs and maximize public benefit.

4.3.2 Demonstrate a commitment to biodiversity and ecological integrity through planning, regulation, and collaboration.

4.3.3 Demonstrate the benefits of both natural and restored environments as contributors to quality of life.

Harmonious integration

4.4 Preserve and enhance natural environments by ensuring their harmonious integration into urban development.

4.4.1 Maintain our "ribbons of green" (riverbanks, urbans street trees, greenways and green corridors) and provide a well-managed urban forest that contributes to air quality, water quality, and high environmental and aesthetic standards.

4.4.2 Establish requirements for minimum natural area provision.

4.4.3 Seek opportunities to educate and instill environmental and cultural values through modeled best practices and strategic passive interpretive opportunities.

Urban forest

4.5 Protect and enhance the urban forest in accordance with a comprehensive Urban Forest Strategy that addresses:

a. Preservation of natural forests within the City;
b. Expanding the number of trees on public and private lands;
c. Diversifying the variety of trees; and
d. Retention of existing trees in new developments.

Natural area protection

4.6 Establish stronger policy statements within secondary plans to ensure the protection of natural areas.

Environmental stewardship

4.7 Collaborate with community stakeholders, including environmental and stewardship organizations, on shared best practices and implementation strategies.

DRAFT

Goal 5

5.0 Increase the sustainability of recreation systems and of the lifespan of their infrastructure.

Policies

Flexible and adaptable use

5.1 Incorporate and enhance multi-functional, multi-use and multi-season options to maximize capacity and flexibility, which will support evolving needs, interests and resources.

5.2 Balance active, passive, and programmed vs unprogrammed uses and spaces in support of the community demand and metrics outlined in the *Parks Strategy* and the *Recreation Strategy*.

Encourage partnerships

5.3 Encourage and support partnership opportunities to enhance the provision, programming and maintenance of City facilities and sites.

5.4 Promote shared-use arrangements between the City, education institutions, interest groups and other public agencies to increase service capacity.

Marketing and promotion

5.5 Promote and celebrate activities and opportunities provided by the City's recreation and park services.

5.6 Recognize the role parks and recreation facilities have in supporting economic development, and tourism:

- 5.6.1 Promote parks and recreation facilities as a draw for new developments – by providing both formal and informal neighbourhood focal points and community gathering spaces;
- 5.6.2 Celebrate parks and open spaces as the backdrop to the City's urban image; and
- 5.6.3 Market and promote destination parks as opportunities for major games and festivals.

Collaborative programming

5.7 Promote collaboration between all City departments to facilitate efficient, impactful recreation, leisure and sport programming.

DRAFT



G4. Housing

INTRODUCTION

The availability of a diversity of housing types that can accommodate people of different ages, incomes, household structures and physical and social needs is one of the fundamental elements of a healthy, inclusive and sustainable community. In the City of Winnipeg, an affordable and diverse housing supply is an important foundation for meeting the needs of our growing population.

The City of Winnipeg has an important role to play in planning for a diversity of housing types, tenures and affordability in each neighbourhood. We need to plan for new homes and for the upkeep and efficient use of existing homes. Progress in maintaining a healthy housing supply, one that is safe, well maintained, adequate and affordable, requires the City to continue to take a collaborative approach to housing. By working together with other levels of government, private and non-profit developers and the community, we can help ensure that affordable and accessible housing is part of the essential mix serving a diverse population and creating complete communities.

We must also ensure the City is responsive to the demands of key demographic changes. In particular, we must provide opportunities such as "aging in place" so residents can remain in their communities as they move through their life phases. Accommodating the aging population will become important over time, and will need to be factored into planning for growth in all neighbourhoods and across all housing types and tenures.

Non-profit organizations also play a critical role in meeting the needs of groups or households that may experience structural barriers to housing. The City will continue to empower non-profit housing and social service providers, as they have the mandate and capacity to support tenants in achieving successful housing outcomes.

Five specific directions the City can take to provide for the growing and changing needs of the public are as follows:

1. Use regulatory tools available to the City to encourage a diverse mix of housing types
2. Maximize use of City resources and financial tools
3. Build capacity with non-profit housing and service providers
4. Facilitate and strengthen partnership opportunities
5. Increase advocacy, awareness and education around housing issues

These goals recognize that to meet the growing and changing needs of the public, the market needs to produce a wider variety of housing options at a variety of price points, including for specific populations with distinct needs.

The City recognizes that the single detached home is increasingly out of reach for many families and that alternative options are required to meet evolving household needs and incomes. There are many costs associated with operating a home, whether rental or ownership. Focusing on ways to reduce or minimize these ongoing costs can influence affordability over the long term.

This section is supported by the following documents:

- *Winnipeg Housing Policy*
- *Housing Policy Implementation Plan*
- *Winnipeg Climate Action Plan*

This section is also supported by the development of additional implementation documents, including:

- *Small-scale and Low-Rise Residential Development Guidelines for Mature Communities*
- *Poverty Reduction Strategy*
- *Comprehensive Urban Forest Strategy*
- *Climate Resiliency and Adaptation Strategy*

DRAFT

VISION

Winnipeg will achieve a sustainable and healthy housing environment that meets the needs of its population.

Goal 1

1.0 Support diverse housing options in each neighbourhood or neighbourhood cluster throughout the city.

Policies

Support housing diversity

1.1 Pursue the development of new tools and regulatory approaches that support the establishment of a range of sizes, forms, affordability levels, and tenures of housing. Standards should be flexible enough to reflect the unique identity and character of each neighbourhood.

Integrate affordable housing

1.2 Investigate the integration of affordable housing with City facilities such as libraries and recreation centres.

1.3 Employ tools such as density bonusing and inclusionary zoning that encourage and/or require the development of affordable housing that is integrated with market housing. Identify minimum affordability and accessibility requirements in the development of such tools.

Support affordable housing

1.4 Support the creation of affordable housing by giving priority in the disposal of City-owned lands to projects that include affordable housing, accessible housing and related housing priorities. The minimum percentage of affordable/accessible units shall be no less than 25% of the total number of units created.

1.5 Explore ways to reduce developer costs associated with the creation of new affordable housing such as:

a. Reducing regulatory barriers;
b. Reducing development approvals costs and associated delays;
c. Enabling density increases; and
d. Reducing parking requirements where the proponent can demonstrate other viable transportation options.

1.6 **(A)** Develop a housing strategy that identifies actions and programs to support affordable housing development. The housing strategy shall update and replace the Housing Policy and the Housing Policy Implementation Plan.

Goal 2

2.0 Collaborate with other levels of government and other partners to renew and regenerate Winnipeg's housing stock.

Policies

Land assembly

2.1 Enhance reinvestment efforts in existing neighbourhoods by supporting the assembly of strategically located land that can be redeveloped.

Neighbourhood housing plans

2.2. Encourage and enable the development of comprehensive neighbourhood housing plans that align with *OurWinnipeg* and *Complete Communities 2.0*.

2.2.1 Consider these neighbourhood housing plans to the extent they are consistent with the goals of *OurWinnipeg*, *Complete Communities 2.0*, and legal authority.

DRAFT



Goal 3

3.0 Establish partnerships with the private, not-for-profit and government sectors to provide affordable housing throughout the city, with a particular focus on locations near a variety of transportation options.

Policies

Collaboration

3.1 Maintain a collaborative approach with outside partners, providing incentives and facilitating processes in order to increase Winnipeg's supply of affordable housing.

3.2 Promote partnership with housing developers and other housing stakeholders to continually resolve issues related to affordable housing, visitable housing and land use needs.

Funding

3.3 Develop long-term funding strategies for the development and sustainable maintenance of affordable housing.

3.4 Continue to support non-profit organizations striving to end homelessness and deliver non-market housing through operational funding commitments.

3.5 Continue to support investment in neighbourhoods of need through the Housing Revitalization Investment Reserve (HRIR).

3.6 Ensure programs and capital expenditures aimed at creating or supporting affordable housing initiatives are prioritized according to need.

Data

3.7 **(A)** Develop and maintain a comprehensive supply and demand analysis of housing needs within the City of Winnipeg across the entire housing continuum. Based on this information identify ways to fill gaps in housing need which may include the development of indicators and the setting of targets.

Goal 4

4.0 Support the integration of supportive housing within residential neighbourhoods, with a particular focus on locations near a variety of transportation options.

Policies

Supportive housing

4.1 Assist in building and maintaining the capacity of non-profit housing organizations in the design, development and maintenance of supportive housing. Based on current housing data and trends, identify annual targets of new supportive housing units needed to reduce and prevent chronic homelessness.

DRAFT



G5. Urban Design

INTRODUCTION

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

Memorable places are central to defining and enhancing the city's image. Winnipeg has several prominent landmarks, including natural features like its rivers, public places like The Forks, prominent structures like the Esplanade Riel and the Canadian Museum for Human Rights, and public artworks. These landmarks not only provide reference points that contribute to wayfinding and to a sense of place, they also contribute to a sense of civic identity.

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

Complete Communities 2.0 defines urban design as the complete arrangement, look and functionality of any area(s) within a town, city or village.

Urban design is shaped by factors at various scales of design.

At the macro scale, urban design relates to how the city and individual neighbourhoods are organized. The transportation network, land uses, and their interwoven connections establish the pattern that determines how we navigate and engage with the larger community.

At the micro end of the scale, urban design relates to individual site layout and orientation, the architectural expression of building facades (projections, openings, patterns, and materials) and the details and materials of streetscape elements (trees, seating amenities, lighting, bike racks, etc.).

In order to achieve quality urban design on a consistent basis, urban design in Winnipeg is built on four interconnected goals. The goals contain a number of key urban design objectives that relate to and influence strategic themes drawn from *OurWinnipeg* and the *Complete Communities 2.0*.

Urban design is mainly focused on understanding:

- Spaces and connections between neighbourhoods and buildings
- Relationships between buildings and spaces in terms of size, appearance, uses, and access
- How the elements of cities work together with a focus on the public realm
- How people interact and move through an area or place

This section is supported by the following document:

- *Public Art Policy*

DRAFT

VISION

Urban design will respond to our city's dynamic character to create a legacy of high-quality public and private spaces, a lasting civic identity, and a quality built environment for years to come.

Goal 1

1.0 Enhance Winnipeg as an exceptional and distinct city through design.

Policies

Design for people

1.1 New development projects should express the contextual fit, values, needs, and aspirations of the people for whom the place is being designed.

Design for the context

1.2 Promote design that responds to the site and local area context in a way that enhances and improves it; especially to significant buildings, landscapes, cultural heritage, and heritage districts, such as the Exchange District.

Heritage resources

1.3 Recognize, use, conserve and enhance heritage resources, including districts, buildings, landscapes and cultural heritage.

Winter city design

1.4 Support exemplary winter city design through site planning and building techniques that encourage year-round use of streets and civic spaces, facilitate walking and cycling, maximize sun exposure, minimize wind, and facilitate snow removal.

Goal 2

2.0 Promote the design of Winnipeg as a city of vibrant and exciting places.

Policies

Great civic spaces

2.1 Encourage a diverse mix of great civic spaces throughout the city including streets, parks, parkways, plazas, playgrounds, and natural areas to create destinations and focal points for social and cultural activities.

Improve the public realm

2.2 Incorporate pedestrian amenities such as pedestrian lighting, street trees, and site furniture when undertaking city street rehabilitation or reconstruction in the Downtown and BIZ areas.

Enhance Urban Corridors

2.3 Support Urban Corridors as complete streets by creating guidelines to improve the quality of development and streetscaping on these important community connectors.

Encourage compactness

2.4 Strengthen vibrancy, animation and walkability through the cultivation of compact, human-scale streets, blocks and buildings.

Pedestrian movement

2.5 In areas with a high concentration of pedestrian activity, make pedestrian movement a priority by adding and/or widening sidewalks, adding curb extensions, and better defining pedestrian crossings to help improve accessibility and movement to and from destinations.

DRAFT



Goal 3

3.0 Promote the design of a liveable and beautiful city.

Policies

Public buildings and important sites

3.1 Locate and design significant sites and public buildings to promote their civic importance.

Design excellence in everyday places

3.2 Encourage high-quality design in everyday buildings and urban landscapes through development and design review incentives, in areas identified for strategic investment.

Great buildings

3.3 In areas with a high concentration of pedestrian activity, encourage new buildings that engage the street through:

a. Windows;
b. Context appropriate materials;
c. Awnings;
d. Store signage;
e. Entrances;
f. Lighting;
g. Reduced setbacks, where appropriate;
h. Parking hidden from the view of streets and sidewalks; and
i. Ensuring that space between and surrounding buildings relates to the context.

Integrating art

3.4 Promote the integration of art into public places and private development projects through the City of Winnipeg Public Art Program with public and private sector partners.

Great streets

3.5 Consider the accessibility, comfort, convenience, safety, and visual interest of streets as gathering places for people, with highest priority given to streets that have a high concentration of pedestrian activity.

DRAFT



Quality signage

3.6 Ensure that signage makes a positive contribution to the streetscape and enhances the desired character of key neighbourhoods and districts.

3.6.1 **(A)** Develop guidelines for signage in key neighbourhoods and districts to encourage context-sensitive and pedestrian-oriented design.

3.6.2 **(A)** Explore the creation of a separate bylaw for signage.

Enhance wayfinding

3.7 Enhance and expand pedestrian wayfinding information Downtown as well as in Mixed Use Centres and Corridors.

3.7.1 **(A)** Develop pedestrian and cycling wayfinding guidelines.

Marking gateways

3.8 Celebrate points of entry to the city, neighbourhoods, and destinations using distinctive signage, public art, and other attractive design features.

Preserving views and vistas

3.9 Identify and incorporate protections for significant views and vistas to landmark buildings and important natural features Downtown and in other city neighbourhoods, into planning tools such as secondary plans and design guidelines.

Design for a human scale

3.10 New developments should reflect a human scale to ensure that it is a comfortable, safe, and appropriate environment for pedestrians.

Street and block pattern

3.11 New developments on large sites Downtown and in other traditional neighbourhoods should respect and maintain the existing traditional street grid and blocks.

DRAFT

Goal 4
4.0 Promote high-quality urban design.

Policies

Align policy

4.1 Align planning, transit, and public works policies and investment decisions to enable a more holistic approach to public realm improvements.

Collaborate

4.2 Collaborate between City departments and with the community on the advancement of high-quality urban design, prioritizing Downtown and other key areas with a concentration of heritage buildings and high pedestrian traffic areas.

Privately-owned open space

4.3 Encourage landowners to provide non-dedicated publicly accessible passive and/or naturalized open spaces on private property as a site amenity, particularly for Employment Lands, Downtown, and large multiple-family developments citywide.

Share urban design research

4.4 Develop a better understanding of Winnipeg's urban design needs through shared research between the City, universities and industry.

Recognize design excellence

4.5 Recognize and celebrate design excellence throughout the city.

4.5.1 **(A)** Establish an urban design awards program which will recognize achievements in urban design throughout the city.

Sustainable land drainage management

4.6 Support the innovative and sustainable design of streets, public spaces, and parking lots that reduces impervious surface and are effective for our climate in order to reduce run off, improve water quality, and promote enhanced climate resiliency.

Urban tree canopy

4.7 Strengthen requirements for new developments and additions to existing buildings to retain mature trees, replace lost trees, and plant new trees if none were there originally.

Street tree planting

4.8 Ensure a healthy planting environment in the right-of-way by increasing growing space for street trees where opportunities exist.

Implementation

4.9 Use planning tools to implement urban design objectives, which include, but are not limited to:

a. Secondary plans;
b. Area or category specific design guidelines;
c. Zoning By-laws;
d. Design review;
e. Plan approval; and
f. Other tools, as appropriate.

DRAFT



G6. Heritage Conservation

INTRODUCTION

A valuable inheritance left to us from Winnipeg's rich history is its unique legacy of heritage resources. As a place of First Nations settlement, the birthplace of the Métis Nation, the historic gateway to Western Canada, and as a transportation hub located at the centre of the nation, Winnipeg has a unique, multi-layered and diverse sense of place that builds on its past and promises an exciting future.

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

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

Characteristics of Heritage Conservation Management

- Celebrates the city's rich and diverse history and multi-cultural traditions and encourage a greater understanding of its past
- Preserves, protects, and commemorates significant heritage legacy resources that illustrate the broad range of Winnipeg's historical development
- Fosters economic development and viability through long-term investments in heritage resources, cultural facilities, and cultural tourism initiatives
- Plans for the development of healthy and vibrant neighbourhoods by building on existing land use patterns, historic infrastructure, and community identity
- Enhances Winnipeg's unique sense of place, inseparable from its cultural topography and historical development

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

- *Heritage Conservation Master Plan*

DRAFT

VISION

Winnipeg's heritage resources will provide us with a variety of architecture and neighbourhood designs and are tied to our history, identity, cultural perspectives, and sense of place. The conservation of heritage resources will align with sustainability objectives such as waste minimization and compact urban form. Supporting and delivering a heritage conservation program will be vital to developing complete communities.

Goal 1

1.0 Recognize, identify, and designate a broad range of tangible heritage resources throughout the city that illustrate Winnipeg's unique sense of place, community identity, and heritage values.

Policies

Designate heritage resources

1.1 Designate heritage resources using Winnipeg's Historical Thematic Framework as means of evaluating heritage significance.

Recognize and celebrate Indigenous heritage

1.2 Work collaboratively with Indigenous communities and stakeholders to recognize and celebrate Indigenous heritage values and spaces.

Goal 2

2.0 Provide leadership in heritage conservation and education that links to broader civic goals of economic development, reconciliation, sustainability, and neighbourhood planning.

Policies

Heritage Stewardship

2.1 **(A)** Develop Heritage Stewardship policies that allow the City to act as a leader in heritage conservation initiatives and, through community engagement, set the standards for good stewardship of heritage resources.



Sustainable development

2.2 Link heritage conservation to sustainable development initiatives, including economic, environmental and social initiatives.

Collaborate with other stakeholders

2.3 Work with senior levels of government, community groups, and building owners to conserve and commemorate tangible and intangible heritage resources.

2.4 Work with heritage advocacy groups and other community partners in the establishment, coordination, and promotion of community heritage initiatives including public education and heritage awareness.

Economic development

2.5 Promote economic development through support for heritage and cultural initiatives.

Support cultural tourism

2.6 Support cultural tourism through increased investment in City-owned heritage assets, including historic sites and museums.

DRAFT



Goal 3

3.0 Continue to enhance the heritage planning program and policy framework.

Policies

Heritage Conservation Management Plan

3.1 **(A)** Develop a Heritage Conservation Management Plan to support private and public sector conservation initiatives.

Support heritage preservation

3.2 Facilitate the conservation or adaptive reuse of designated heritage buildings and ensure that heritage conservation incentives are available through agencies, partnerships and senior levels of government.

Integration

3.3 Integrate heritage planning with planning initiatives across other civic departments and eliminate disincentives to conservation.

Goal 4

4.0 Plan for the sustainable development of healthy neighbourhoods and districts based on their particular historic identity and character.

Policies

Identify and maintain local heritage resources

4.1 Work with community stakeholders to identify unique heritage legacy elements at the neighbourhood scale and support the sustainable reuse of existing building stock and historic infrastructure.

Heritage conservation districts

4.2 Through community consultation, designate neighbourhoods and areas with special historical and architectural interest as heritage conservation districts by using Winnipeg's Historical Thematic Framework as a means of evaluating heritage significance.

Exchange District

4.3 Enhance the viability of the Exchange District National Historic Site as an area of conserved heritage and an exciting place to live, work, and visit.

Downtown heritage

4.4 Work with Downtown community stakeholders to identify and support key projects and heritage conservation initiatives that encourage Downtown vibrancy, that provide significant development opportunities, and that facilitate strategic economic and cultural initiatives.

Secondary plans

4.5 Work collaboratively with area planners and other civic departments to develop policies for heritage conservation when preparing secondary plans and planning studies.

DRAFT

H1. Implementation

INTRODUCTION

One of the messages consistently emphasized through the consultative process in developing Our Winnipeg and the *Complete Communities 2.0* is that these By-laws are only as valuable as their implementation. To succeed, these By-laws must be supported by policies and specific actions that guide their effective implementation.

The City will use indicators to measure its success, will undertake regular reviews of this By-law, and will provide updates to Council and the community to ensure this By-law responds to evolving conditions. Where change has occurred or this By-law is not adequately responding to the needs of the community, the City may need to amend this By-law accordingly.

Notwithstanding the above, the City will initiate a full review of Complete Communities 2.0 within five years of its adoption in concurrence with the review of the City's development plan as per City of Winnipeg Charter requirements.

IMPLEMENTATION TABLE

The implementation table in Figure 13 lists all of the action items that were identified in this By-law (with an **(A)** symbol next to the policy. For each action item, Figure 13 identifies a timeframe for completion, the lead City Department, the level of effort required to complete the task, and both the capital and operational impact on the City of Winnipeg.

Building upon this, the City intends to develop a Strategic Priorities Action Plan for *OurWinnipeg* and the *Complete Communities 2.0*, which identifies short-term actions to advance the goals of these Plans that are within the City's capacity. It is expected that this document will be an important next step in the implementation of this By-law.

DRAFT

VISION

The Complete Communities Direction Strategy 2.0 will be effectively implemented through meaningful engagement with stakeholders, effective integration with other City guiding documents and strategies, ongoing measurement and assessment of performance targets, and by carrying out actions intended to advance the goals of this By-law.

Goal 1

1.0 Foster plan ownership and implementation by city staff and council with support from the community.

Policies

Collaborative planning

1.1 Plan collaboratively in a multi-disciplinary manner across City of Winnipeg departments as well as with the community.

Community engagement

1.2 Ensure community engagement is a component of the planning process and is a fundamental tool in building ownership of this By-law and in achieving its goals and objectives.

1.3 Ensure accountability and transparency by cultivating relationships with stakeholders on an ongoing basis.

1.4 Seek new and innovative ways to raise awareness and engage the broader community.

Goal 2

2.0 Ensure alignment between this By-law and its cascading and related plans, practices, standards, and other guiding documents.

Policies

Relationship between plans

2.1 Ensure that all City development and land use related decisions, policies, and practices are consistent with this By-law and regulatory obligations that apply to the infrastructure the City is responsible for.

2.2 Assess all proposed development and land use bylaws, policies, initiatives, practices, guidelines, standards, applications and other decision-making opportunities against the goals and policies of this By-law to ensure that proposals that inhibit or deviate from the successful achievement of this By-law are not supported or approved.

2.3 Develop or renew City bylaws, plans, strategies, and approaches to ensure the goals and policies of this By-law are actionable and realized over time. Such strategies may be interdepartmental or within a particular subject area or discipline (e.g. master plans).

2.4 Require the preparation of secondary plans for sectors, precincts, Major Redevelopment Sites, Major Open Space redevelopment, rapid transit station areas, and other areas where the City, at its discretion, requires a comprehensive land use, servicing, and design solution for a particular area of the city.

DRAFT

Goal 3

3.0 Ensure the goals and policies of this By-law are realized.

Policies

Plan monitoring and evaluation

3.1 Use the implementation table in Figure 13 as the principal resource to guide to short-, medium-, and long-term actions to implement this Plan.

3.2 Measure, monitor, assess, and report on the progress of this By-law through a monitoring and evaluation framework.

3.3 Regularly report on progress towards the realization and successful implementation of this By-law in a public and transparent way that fosters public dialogue.

3.4 Identify and monitor performance targets as directed by this By-law.

3.5 Align and adjust resources as required based on measured performance, to achieve the intended results over the duration of this By-law.

3.6 Align capital budget forecasts with growth related infrastructure requirements to further expedite planning development and provide more certainty for private investment.

3.7 **(A)** Develop a Strategic Priorities Action Plan for *OurWinnipeg* and the *Complete Communities 2.0*, that identifies priority actions to support the achievement of these bylaws, in consideration of the City's capacity.

Support creative solutions

3.8 Support creative solutions that may challenge conventional practices to achieve the goals and policies of this By-law.

Think beyond the local context

3.9 Monitor and learn from local, national, and international best practices and adapt approaches to the Winnipeg context in order to achieve the goals and policies of this By-law.

3.10 Think beyond the city to regional, national, and global issues, needs, and opportunities in partnership with other levels of government to support the achievement of the goals and policies of this By-law.

Partnerships

3.11 Pursue community partnerships and sponsorships in order to increase capacity towards mutually beneficial objectives.

Enabling Tools and Incentives

3.12 Use enabling planning tools and incentives to support projects that demonstrate the policies and objectives of *Complete Communities 2.0*, when there is an economic argument to do so.

Goal 4

4.0 Ensure that the zoning by-laws facilitate development in accordance with the goals and policies of this by-law

Policies

4.1 Ensure that the zoning bylaws establish the necessary standards and regulations to implement the policies of this By-law, and that zoning bylaws conform to this By-law and *OurWinnipeg*.

DRAFT

IMPLEMENTATION TABLE

Specific Actions	Priority			Lead	Partners	Level of Effort	Capital Impact (Y/N)	Operational Impact (Y/N)	By-law Policy Reference
	High	Med.	Low						
1.0 General Growth									
Work with the Province to allow the City to enter into development agreements with developers via the building permit process.	X			PP&D		Low	Y	Y	B1 2.3.3.2
Review water, wastewater, and land drainage infrastructure capacity in the built up area.	X			Water & Waste	PP&D	High	Y	Y	B1 2.3.3.3
Undertake updated population and housing forecasts at least once every five years. This forecast should serve as a common basis for all long-range planning activities undertaken by the City of Winnipeg.	X			Infrastructure Planning Office	PP&D, Public Works	High	N	Y	B1 5.1
Report annually to Council on: 1. Residential development patterns and the achievement of the intensification target. 2. What the City has done in the past year to help achieve the intensification target. 3. The supply of vacant serviced greenfield land.	X			PP&D		Med	N	Y	B1 5.2
2.0 Financing Growth									
Update and amend the development procedures By-law in collaboration with development industry stakeholders.	X			PP&D	Public Works, Development industry stakeholders	Med	N	Y	B2 3.2.3
6.0 Downtown									
Develop a Downtown Plan.	X			PP&D	Public Works, Downtown Stakeholders	High	N	Y	C1 1.7
Define appropriate targets for development and intensification in each Downtown District.	X			PP&D	Public Works, Downtown Stakeholders	High	N	Y	C1 1.8
Review and amend the Downtown Zoning By-law.		X		PP&D		Med / High	N	Y	C1 1.10

High Priority = Difficult to continue everyday business without (urgent/important) Medium Priority = Desired, but not critical (not as urgent/important) Low Priority = Wish list, time permitting, long term (not as urgent/important)

DRAFT

IMPLEMENTATION TABLE CONTINUED

Specific Actions	Priority			Lead	Partners	Level of Effort	Capital Impact (Y/N)	Operational Impact (Y/N)	By-law Policy Reference
	High	Med.	Low						
6.0 Downtown (continued)									
Establish surface parking licensing program and fees for downtown standalone surface parking lots.	X			PP&D	Winnipeg Parking Authority, Public Works	Med	N	Y	C1 4.2
Develop Downtown pedestrian facilities design guidelines.			X	PP&D, Public Works		Med	N	Y	C1 6.1
Review level-of-service standards related to traffic moving through Downtown.			X	Public Works		Med	N	Y	C1 6.2
Develop a process for interdisciplinary review of potential right of way changes in the Downtown.		X		Public Works	PP&D	Low	N	Y	C1 6.8
Study "curbside management" best practices.		X		Public Works, Winnipeg Parking Authority		Med	N	Y	C1 6.9
Review the City of Winnipeg Manual of Temporary Traffic Control on City Streets (MTTC) to reflect best practices in pedestrian connectivity and accessibility during Downtown development.			X	Public Works	PP&D	Low	N	Y	C1 6.11
Design a new system of pedestrian wayfinding signage and maps.			X	PP&D	Public Works	Med	Y	Y	C1 8.3
Develop distinct public and private realm design parameters.		X		PP&D		Med	N	Y	C1 9.2
7.0 Corridors									
Review existing secondary plans and Planned Development Overlays for conformance with Corridor policies and amend as necessary over time.	X			PP&D	Public Works, BIZs	Med	N	Y	C2 8.2
8.0 Rapid Transit Corridors									
Prepare a Station Area Plan as a Secondary Plan By-law for areas within 400-800 metres of RT stations.	X			PP&D	Public Works, Water & Waste	Med	Y	Y	C3 1.2

High Priority = Difficult to continue everyday business without (urgent/important) Medium Priority = Desired, but not critical (not as urgent/important) Low Priority = Wish list, time permitting, long term (not as urgent/important)

DRAFT

IMPLEMENTATION TABLE CONTINUED

Specific Actions	Priority			Lead	Partners	Level of Effort	Capital Impact (Y/N)	Operational Impact (Y/N)	By-law Policy Reference
	High	Med.	Low						
11.0 New Communities									
Develop and implement a set of performance-based site design guidelines for New Communities in concert with key stakeholders.		X		PP&D	Public Works	Med	N	Y	C6 5.1
12.0 Established Neighbourhoods									
Develop small-scale and low-rise residential development guidelines for Mature Communities.	X			PP&D		Med/High	N	Y	D1 1.12
13.0 Reinvestment Areas									
Develop and apply indicators to identify reinvestment areas; these areas may or may not follow neighbourhood boundaries.		X		PP&D, Community Services	Community Stakeholders	Med	N	Y	D2 1.1
14.0 Employment Lands									
Undertake an Employment Lands competitiveness analysis.	X			PP&D		Med	Y	Y	E1 2.2
Explore alternative Employment Lands servicing standards.			X	Water & Waste	PP&D	Med	Y	Y	E1 2.3
Commission an employment survey to more closely understand the nature and spatial location of employment activity.	X			PP&D		Med	N	Y	E1 2.5
Develop a system to monitor the City's supply of Employment Lands.	X			PP&D		Low	N	Y	E1 3.2.1
Report on the City's supply of serviced vacant Employment Lands annually.	X			PP&D		Low	N	N	E1 3.2.2
15.0 Rural and Agricultural Areas									
A Sector Plan shall be prepared and endorsed by Council as a secondary plan for areas identified as on Map 13 prior to both redesignation of any portion of the land to New Communities and the planning of individual Precincts within the Sector.			X	PP&D	Most other City Departments	High	Y	Y	E2 5.1

High Priority = Difficult to continue everyday business without (urgent/important) Medium Priority = Desired, but not critical (not as urgent/important) Low Priority = Wish list, time permitting, long term (not as urgent/important)

DRAFT

IMPLEMENTATION TABLE CONTINUED

Specific Actions	Priority			Lead	Partners	Level of Effort	Capital Impact (Y/N)	Operational Impact (Y/N)	By-law Policy Reference
	High	Med.	Low						
16.0 Major Open Space									
Develop a tree protection by-law for Major Open Spaces that identifies categories of trees to be designated for protection, specific protections to be provided to these trees, and penalties for non-compliance.	X			Public Works	PP&D	Med	Y	Y	E3 4.1.1
17.0 Airport Area									
Adhere to the Airport Vicinity Development Plan (AVDP) and periodically review the plan at approximately 10-20 year intervals, in cooperation with relevant stakeholders, to ensure the 24-hour operation of the airport remains protected from land use conflicts.	X			PP&D	Winnipeg Airport Authority	Med/High	N	Y	F1 1.1
19.0 Capital Region									
Monitor land supply and absorption of residential, commercial, and Employment Lands in the capital region.			X	PP&D, Winnipeg Metro Region		Low	N	N	F2 3.2
20.0 Mobility									
Finalize and adopt new guidelines for the preparation of transportation impact studies.	X			Public Works		Medium	N	Y	G1 1.7
Explore maximum parking regulations and shared parking to reduce oversupply of parking.			X	PP&D	Public Works, Winnipeg Parking Authority	Low	N	Y	G1 4.1.1
Explore the establishment of designated on-street car share vehicle parking areas.			X	WPA	Public Works	Low	N	Y	G1 4.7
Explore strategies to encourage the provision of electric vehicle plug-ins for new development.			X	PP&D	Public Works	Low	N	N	G1 4.9.1
Update the Winnipeg Zoning By-law and Downtown Zoning By-law to enhance requirements for high quality bicycle parking and end-of-trip facilities where appropriate in new developments City-wide.		X		PP&D	Public Works	Med/ High	N	Y	G1 5.2

High Priority = Difficult to continue everyday business without (urgent/important) Medium Priority = Desired, but not critical (not as urgent/important) Low Priority = Wish list, time permitting, long term (not as urgent/important)

DRAFT

IMPLEMENTATION TABLE CONTINUED

Specific Actions	Priority			Lead	Partners	Level of Effort	Capital Impact (Y/N)	Operational Impact (Y/N)	By-law Policy Reference
	High	Med.	Low						
20.0 Mobility (continued)									
Develop bicycle parking guidelines to illustrate bicycle parking and end-of-trip facility designs to further facilitate implementation of high quality bicycle parking facilities.			X	Public Works	PP&D	Low	N	Y	G1 5.3
Develop a program to support businesses in existing developments to retrofit existing buildings to provide long term, secure bicycle parking.			X	Public Works	PP&D	Med	Y	Y	G1 5.5
Develop a checklist to provide land development guidance regarding bicycle and pedestrian network design, and pedestrian, bicycle, and transit supportive site planning.			X	PP&D, Public Works		Low	N	Y	G1 6.1.1
21.0 Strategic Infrastructure and Resources									
Adopt guidelines for new development in proximity to freight rail operations that identify safety measures to be employed and the types of applications where incorporation of safety measures will be required.	X			PP&D	Public Works	Med	N	Y	G2 1.1.1
23.0 Housing									
Develop a housing strategy to identify actions and programs to support affordable housing development.			X	PP&D	Winnipeg Housing Steering Committee	Med	Y	Y	G4 1.6
Develop and maintain a comprehensive supply and demand analysis of housing needs within the City of Winnipeg across the entire housing continuum. Based on this information identify ways to fill gaps in housing need which may include setting targets.	X			PP&D	Winnipeg Housing Steering Committee	Low	N	Y	G4 3.7
24.0 Urban Design									
Develop pedestrian and cycling wayfinding guidelines.			X	Public Works	PP&D	Med	Y	Y	G5 3.7.1
Establish an urban design awards program which will recognize achievements in urban design throughout the City.			X	PP&D		Low	N	N	G5 4.5.1

High Priority = Difficult to continue everyday business without (urgent/important) Medium Priority = Desired, but not critical (not as urgent/important) Low Priority = Wish list, time permitting, long term (not as urgent/important)

DRAFT

IMPLEMENTATION TABLE CONTINUED

Specific Actions	Priority			Lead	Partners	Level of Effort	Capital Impact (Y/N)	Operational Impact (Y/N)	By-law Policy Reference
	High	Med.	Low						
25.0 Heritage Conservation									
Develop Heritage Stewardship policies that will allow the City to act as a leader in heritage conservation initiatives and, through community engagement, set the standards for good stewardship of heritage resources.		X		PP&D	Community Stakeholders	Low	N	Y	G6 2.1
Support private and public sector conservation initiatives through the development of a Heritage Conservation Management Plan.		X		PP&D	Community Stakeholders	Low	N	Y	G6 3.1
26.0 Implementation									
Develop a Strategic Priorities Action Plan for OurWinnipeg and the *Complete Communities 2.0* that identifies priority actions to support the achievement of these By-laws, in consideration of the City's capacity.	X			PP&D	Most other City Departments, Community Stakeholders	Low/ Med	Y	Y	H1 3.7
Review and update the Winnipeg Zoning By-law to conform with this By-law and *OurWinnipeg*.	X			PP&D	Most other City Departments, Community Stakeholders	High	N	Y	H1 4.1

High Priority = Difficult to continue everyday business without (urgent/important) Medium Priority = Desired, but not critical (not as urgent/important) Low Priority = Wish list, time permitting, long term (not as urgent/important)

DRAFT

Glossary

Active Edges
Active edges are building frontages with direct sidewalk entries and a high degree of transparency. This increases visual and physical interaction between people inside and outside the buildings, creating a safe and vibrant pedestrian environment.

Active transportation
Active transportation (AT) refers to any human powered mode of transportation, such as walking, cycling, skiing, skating, and skateboarding. Active transportation can provide safe, affordable, and efficient transportation opportunities that allow people to incorporate physical activity into their daily lives and gain associated health benefits. Along with the personal health benefits of using active modes of travel, there are broader community benefits – such as reduced greenhouse gas emissions, improved air quality and maximizing the use of existing infrastructure.

Adaptable housing
Adaptable housing is housing that can be upgraded, expanded, divided into extra units or used for a variety of purposes throughout its life. It incorporates flexible features that can accommodate occupants' changing requirements easily and inexpensively, using the principles of universal design.

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

Affordable housing
This refers to housing that falls within the financial means of a household living in either market or non-market dwellings. For housing to be considered affordable, the total costs for rent or mortgage plus taxes (including a 10% down payment), insurance and utilities should not equal more than 30 percent of a household's gross annual income. Housing affordability is influenced by household income, as well as housing-cost and supply.

Age-friendly design
An age-friendly design includes a safe pedestrian environment, safe street crossings, easy to access shopping centres, a mix of housing choices, and nearby health centers and recreational facilities. Specific age-friendly urban design features could include non-slip materials on footpaths, adequate street and park furniture and awnings for weather protection, legible and pedestrian-scale signage, well-lit walking areas, and the incorporation of Crime Prevention Through Environmental Design (CPTED) principles.

Airport Vicinity Protection Area (AVPA) Planned Development Overlay (PDO-1)
The City of Winnipeg established the Airport Vicinity Protection Area (AVPA) Planned Development Overlay 1 (PDO-1) under Schedule D of the Winnipeg Zoning By-law 200/2006. The AVPA defines land uses and development restrictions in areas surrounding the airport and along designated flight paths in an effort to reduce residential exposure to aircraft noise.

Airport Vicinity Protection Area Secondary Plan By-Law
This is a City of Winnipeg bylaw to adopt a secondary plan for the Airport Vicinity Protection Area.

Animal unit
An animal unit equals the number of animals required to excrete a total of 73 kilograms of nitrogen in a 12-month period. For example, one animal unit is defined as a 1,000 lb. (450 kg) beef cow with or without a nursing calf with a daily requirement of 26 lb.

Area Master Plan
Area Master Plans are secondary plans that apply to Major Redevelopment Sites and Major Open Space areas.

Arterial street (major)
Major arterial streets carry large traffic volumes (including passenger vehicles, trucks and buses) and connect large development areas including major residential areas, the central business district, regional shopping centres, large industrial and commercial areas and other major activity areas.

Arterial street (minor)
Minor arterial streets carry slightly lower traffic volumes than major arterials. They augment the major arterial system by connecting residential, employment, shopping and recreational areas. Minor arterials typically serve shorter trips than major arterials and have slightly lower operating speeds.

DRAFT

Asset Management
An integrated set of businesses processes to minimize the lifecycle cost of owning, operating, and maintaining assets, at an acceptable level of risk, while continuously delivering established levels of service.

Auto-oriented land uses
These are land uses that are primarily designed to accommodate automobiles.

Brownfield
Brownfield refers to land that was previously developed and may be abandoned, vacant, derelict or underutilized and may have some form of ground contamination. Brownfield sites often require some form of remediation before they can be redeveloped. The term brownfield is commonly used to describe land previously used for industrial or commercial purposes with known or suspected ground contamination.

Building code equivalencies
Building code equivalencies are alternative solutions or ways of meeting building code requirements.

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

Business park office
Freestanding office buildings no larger than 5,000 sq. m. in floor area associated with a land-intensive industrial function such as research and development, light industrial, or prototype development.

Capital Region
This refers to the City of Winnipeg and surrounding municipalities.

Car share
A car sharing service refers to a service that offers on-demand use of shared vehicles 24 hours a day, 7 days a week to members/users, and charges the members/users for the time and/or distance. Car sharing services receive best member/user uptake if they are part of a local community network of vehicles.

CentrePort
CentrePort is an inland port being developed around the Winnipeg James Armstrong Richardson International Airport. It is Canada's first and largest tri-modal inland port and Foreign Trade Zone, strategically located in the heart of North America, with direct access to national and international rail, truck, and air cargo operations.

City of Winnipeg Charter Act
The City of Winnipeg (the City) derives its powers and authority from the City of Winnipeg Charter Act (The Charter). This provincial legislation requires that the City of Winnipeg adopt a development plan, which must set out the City's long-term plans and policies to direct all physical, social, environmental, and economic development. It also requires that the City pass zoning bylaws to control or prohibit the use of real property and development.

Collector streets
A street that typically balances traffic mobility with access to property, distributing trips from arterial streets through to destinations and collecting traffic from local streets in residential areas and channeling it to the arterial system.

Commercial site
For the purposes of measuring a Major Retail use or Community Mixed Use Centre, a commercial site is a site that consists of either one legal property or multiple legal properties that function as a single site.

Community Mixed Use Centres
Community Mixed Use Centres are hubs for retail and service uses at a lesser, sub-regional scale, serving nearby neighbourhoods. They are defined as being a single commercial site greater than 15 acres in land area that is not already identified as a Regional Mixed Use Centre, or a single commercial sites less than 15 acres in land area if already containing a Major Retail use.

Compatibility/compatible
Land uses and building forms that are mutually tolerant and capable of existing together without conflict. Should not be narrowly interpreted to mean "the same as" or as "being similar to."

Complete streets
Complete streets are designed and operated to balance the safety and mobility needs of all users, respecting the relative regional and localized context of the street within the Urban Structure. By improving opportunities for other modes of travel, complete streets can also reduce people's dependence on cars and enhance economic and urban development opportunities.

Conservation (heritage)
All actions or processes that are aimed at safeguarding a heritage resource so that it retains its heritage value and extends its physical life.

Conveyance
The legal process of transferring property from one owner to another.

DRAFT

Core industrial
Industrial areas that provide for a more narrow range of industrial uses compared to the General Industrial designation. Permitted uses include a range of light to heavy industrial uses, including those that are land intensive, as well as limited employment-supportive commercial uses. The narrower range of uses is intended to provide users greater protection from potential land use conflicts.

Corridor plans
These are secondary plans that apply to Corridors.

Corridors
Corridors are segments of major roadways that, due to their excellent transit service via the Primary Transit Network as well as robust commercial opportunities, provide the best opportunity for mixed use intensification outside the Downtown. They provide a wide range of transportation options and are vibrant destinations for people to live, work, and play. There are two types of Corridors: Urban Mixed Use Corridors and Regional Mixed Use Corridors.

Crime Prevention Through Environmental Design (CPTED)
CPTED is 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. For example, windows facing the sidewalk will make the sidewalk safer than would a brick wall, since they provide more "eyes on the street."

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

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

Designate
An addition to the list of historical resources, as defined by the Historical Resources By-law.

Development agreements
Development agreements are agreements used by the City as a legal contract that sets out the terms and conditions under which land development is to take place. Development agreements are one of the tools available to the City to ensure accommodations for pedestrians and cyclists, as well as access to transit at the time of development.

Development application process
This is the process of securing the necessary approvals, permits, orders, bylaws or amendments that allow or would allow a development to proceed. This includes any appeal filed against a Variance Order or a Conditional Use Order related to any one or more of the process elements listed above.

Development plan
Development plans set out the goals, policies and guidelines intended to direct all physical, social, environmental and economic development in a city now and into the future. All other plans and Council decisions must conform to it. In Manitoba, the Planning Act requires all municipalities to prepare a development plan. *OurWinnipeg* is the City of Winnipeg's development plan. Development plans are also known as official plans, comprehensive plans or general plans.

District
A district is defined by a particular geography, character or other factors.

District parking
This refers to a defined geographic area where off-street parking is shared between multiple properties.

Downtown
Winnipeg's Downtown is located in the heart of the city and includes business, office, retail uses, mixed-use development and intense activity. The Downtown also contains other uses that are compatible with the function of the core functioning of the city, particularly those that contribute to its vibrancy and vitality, such as housing, hotels, culture and entertainment.

Ecologically-Significant Natural Land (ESNL)
These are lands identified, through a specific evaluation process outlined in the *Ecologically Significant Natural Lands Strategy and Policy*, for preservation or protection. They constitute valued natural heritage sites (important pockets of natural flora and fauna representative of the original natural ecosystems or lands susceptible to flooding or erosion) deemed important to creating a vibrant and healthy city, recognizing that protecting the environment makes the city a better place to live and work.

Emerging communities
These are residential areas that have been very recently planned and are still under development.

Employment Lands
These are lands designated for clusters of business and economic activities including, but not limited to, manufacturing, warehousing, offices, institutional uses, and ancillary retail and commercial facilities.

DRAFT

Enabling tools
Enabling tools are specific tools designed to assist in the implementation of *Complete Communities 2.0*. Examples are zoning, incentives, partnerships, infrastructure investment, and planning.

End-of-trip facilities
End-of-trip facilities are designated spaces that support people using active forms of transportation. Facilities often include short-term bicycle parking (outdoor bike racks), change rooms and lockers, long-term bicycle parking (rooms, cages, and bike lockers), and other amenities like pumps.

Established Neighbourhoods
Established Neighbourhoods are the existing residential areas where the majority of Winnipeggers live. They are primarily residential in character, while providing complementary commercial and employment uses.

Extended hour activity
Extended hour activity refers to having activities, including shopping, entertainment and restaurants available past regular working hours. This is generally in the Downtown area.

Fine-grained
A type of urbanism that promotes small blocks in close proximity, each with many buildings with narrow frontages, frequent storefronts, and minimal setbacks from the street. Also, as there are more intersections, traffic is slower and safer.

Fiscal impact analysis
This is a projection of the direct, current and public costs and revenues associated with residential or non-residential growth to the local jurisdiction(s) in which the growth is taking place.

Floodway
The floodway is comprised of the main river channel and adjacent lands where water flows the fastest during a major flood (i.e. a one in 100-year event). This area acts as a pathway for the floodwaters, and is where moving floodwaters are the most destructive. Flooding is expected in this area, and rules exist to keep new structures out of the floodway, minimizing the damage caused by rapidly flowing water. Generally new development is prohibited in the floodway.

Full range of municipal services
A full range of municipal services includes piped water, piped wastewater, piped land drainage, and an urban standard roadway.

General industrial
These are industrial areas that provide for the widest range of employment uses, including light and medium industrial development, quasi-industrial uses, and limited employment-supportive commercial and small office uses.

Greenfield lands
This is development that occurs on previously undeveloped land. For the purpose of measuring the achievement of the intensification target, they are urban areas outside of the intensification target area.

Greenfield land, serviced
This is greenfield land where City Council has approved funding for all growth-enabling infrastructure.

Greenfield supply area
This is lands designated for greenfield development with existing capacity to accommodate such development. It consists of neighbourhoods with a wide range of development timelines, from those currently undergoing development to others identified as long-term supply. Lands identified as part of the greenfield supply area shall not be considered part of the intensification target area.

Growth-enabling infrastructure
This includes regional-scale infrastructure usually funded by the City from its capital budget that is a prerequisite to development. Common examples include water feeder mains, wastewater interceptors, and major roads.

Growth-supportive infrastructure
This includes regional-scale infrastructure usually funded by the City from its capital budget that is not a prerequisite to development but is needed to support it. Common examples include community centres, fire stations, and major roads.

Heritage conservation district
A district/neighbourhood that embodies special architectural and historical interests and is designated under the Heritage Conservation Districts By-law.

Heritage conservation master plan
This is a City of Winnipeg plan, developed through consultation with the public, that is intended to maximize the potential of Winnipeg's community heritage assets.

Heritage resources
Heritage resources can be a building or land, or element of a building or land that embodies heritage values.

Heritage value
The aesthetic, architectural, historic, scientific, cultural, social, or spiritual importance or significance for past, present, and future generations. The heritage value of a heritage resource is embodied in its heritage character.

DRAFT

High density
This refers to a high number of dwelling units, sq. m. of floor space, or people per acre/ hectare of land.

Historical thematic framework
The historical thematic framework document that organizes and defines historical themes that identify significant sites, persons, and events within a geographical boundary. This historical framework provides the context through which heritage values can be understood, assessed, and compared.

Housing Rehabilitation Investment Reserve (HRIR)
The HRIR provides funding for housing programs in the five Housing Improvement Zones (HIZs) identified by the City of Winnipeg, as well as to Indigenous housing organizations, in order to address housing needs in these core areas. The HIZs are one tool to address the need for safe, affordable housing in Winnipeg. The five Housing Improvement Zones are: Spence, West Broadway, William Whyte, North Point Douglas and Centennial neighbourhoods.

Impact fee
An impact fee is one of several tools a city can use to fund the costs of a growing city. An impact fee can help ensure that growth pays for growth. It recognizes that new or expanded infrastructure is required to accommodate growth throughout Winnipeg and imposes some of the costs of this infrastructure on the properties that benefit from the new or expanded infrastructure.

Inclusionary zoning
This is a land use planning tool that may be used to require affordable housing units to be included in residential development.

Indigenous
The use of this term refers to "*Aboriginal Peoples of Canada*" as defined in Section 35(2) of the Constitution Act, 1982 to include the First Nation, Inuit and Métis Peoples of Canada. This Plan primarily references Indigenous governments and Peoples, specifically First Nations, Métis and Inuit Peoples.

Infill/Infill development
Infill is a type of development occurring in built-up areas of the city. Infill can occur on lots that have been vacant for a long time, or on pieces of land with existing buildings, or can involve changing the land use of a property from one type of land use to another.

Infrastructure Plan
A blueprint for maintaining sustainable and affordable service delivery for residents by incorporating information from the Plan into the City's investment planning cycle and multiyear budget process on an annual basis. The Infrastructure Plan captures the City's 10-year investment strategy, which outlines capital priorities and the funding needs to support the development of a multi-year capital budget.

Intensification
Intensification is a term that refers to the development of a site at a greater size and/or intensity than what currently exists. This includes the development of vacant/underutilized sites or the expansion/conversion of an existing building.

Intensification target area
This is the portion of the urban area of the city that is considered to be built out. Development that occurs within the existing built-up area will be considered intensification for the purposes of measuring and reaching the City's intensification target.

Joint planning agreements
Joint planning agreements require the creation of a secondary plan that anticipates the impact of the service extension on any future development. Typically agreements include:

a. An assessment of the relationship between the supply of land, service capacity, and projected demand.
b. The development of zoning guidelines and land use parameters for additional residential, commercial and industrial development resulting from the service extension.
c. An assessment of the environmental implications of the service extension.
d. A joint commitment to promote high-quality and compact urban form.

Light industrial uses
Industrial uses that are less capital-intensive than heavy industry, typically producing smaller consumer goods often produced for end users rather than intermediates for use by other industries. These uses typically minimize noise, smoke, fumes, odours, glare, or health or safety hazards beyond the building or lot where such operations take place.

Livestock confinement facilities
This refers to a feedlot, dairy farm or other operation where livestock are fed, confined, or stabled for a total of 45 days or more in any 12–month period. A "livestock confinement facility" includes all of the tax parcels of land on which the facility is located, but does not include a pasture grazing area.

Local commercial
This is a retail commercial use less than 90,000 sq. ft. (968,750 sq. ft.) in floor area.

DRAFT

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

Local improvement
This is a method by which property owners share the cost of construction improvements when the frontage representing at least 60% of the benefiting property supports the improvement. The City of Winnipeg's Local Improvement Program is not applicable to the renewal of existing structures (sidewalks, street and lane pavements, sewers, water main, etc.).

Local streets
These are streets that primarily provide access to adjacent land use and serve neighbourhood travel.

Long term precincts
Greenfield lands designated as a lesser priority for investment in growth-enabling infrastructure and local area planning relative to short-to-medium term greenfield lands as per the greenfield phasing plan in the General Growth section of this By-law.

Lot of record
A lot of record is any parcel of land lawfully existing prior to the effective date of the current City of Winnipeg Zoning By-law that did not comply with the applicable district dimensional standards for lots on the effective date of the current City of Winnipeg Zoning By-law. A lot of record may also be referred to as a non-conforming lot.

Low rise residential
These are residential buildings four stories or less in height. This typically includes single-family dwellings, two-family dwellings (an up/down duplex or side-by-side), row housing (including triplex, fourplex, and stacked row housing), and apartment housing.

Major office
These are freestanding office buildings equal to or greater than 10,000 sq. m in floor area.

Major Redevelopment Sites
These are large, functionally obsolete or underutilized lands, such as former industrial areas. They are often located adjacent to existing communities along rail lines, major corridors, or Rapid Transit Corridors. Although existing infrastructure is often insufficient for immediate redevelopment, these areas present opportunities for strategic mixed-use infill and intensification in existing urban areas.

Major Retail
This is a stand-alone retail store greater than 90,000 sq. ft. in floor area or an agglomeration of multiple retail stores on a single commercial site greater than 300,000 sq. ft. in floor area.

Master Plan
A Master Plan is a specific type of plan that is required for properties within an Educational and Instuitional (EI) District, as per the Winnipeg Zoning By-Law 200/2006.

Mature Communities
Mature Communities are Winnipeg's early neighbourhoods, mostly developed before the 1950's. Key features are a grid road network with back lanes and sidewalks, low to moderate densities, and a fine-grained mix of land uses along commercial streets.

Medium office
These are freestanding office buildings with a floor area between 2,000 and 9,999 sq. m.

Mid-rise residential
These are residential buildings between five and eight storeys in height and typically includes apartment housing.

Mixed Use Centres
Mixed Use Centres are the largest commercial areas in the city and function as key strategic areas that provide a mix of uses, allowing for further intensification of these uses over time.

Mixed use development
This is development of a piece of land, building or structure that includes two or more different land uses, including residential, office, retail or light industrial.

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

Modal split
This is the proportion of total person trips using each of the modes of transportation. In a simplified example, if 50 percent of trips are by private vehicle, 30 percent are by public transit and 20 percent are by walking, the modal split is 50:30:20. The proportion using any one mode is its modal share.

DRAFT

Multi-modal transportation
This refers to diverse transportation options that provide a high degree of accessibility even for non-drivers. Typical multimodal transportation options include walking, cycling, public transit and automobile. A multi-modal street is one where more than one mode of transportation (e.g. vehicle, bicycle, transit, etc.) can be accommodated at one time.

Nature Park
These are lands intended for preservation or conservation of the City's natural or cultural heritage system, green spaces, or linkages for the movement of humans or animals.

Neighbourhood cluster
Neighbourhood clusters within Winnipeg are defined based on population and natural community boundaries (census divisions). Winnipeg is divided into 25 neighbourhood clusters, 23 of which are within the boundaries of the City of Winnipeg . Two additional divisions (East and West St. Paul) are just outside the city boundaries.

Neighbourhood Plans
These are secondary plans that apply to existing neighbourhoods.

New Communities
New Communities are large land areas identified for future urban development and that require approval of a precinct plan in advance of development. These areas are not currently served by a full range of municipal services.

Nodes
Nodes are areas of concentrated activity, often located at the convergence of significant transportation routes.

Ordinary high water mark
This is the visible high water mark in the case of any river, stream or other body of water where the presence and action of the water are so common and continued, as to mark upon the soil a character distinct from that of the banks, with respect to the vegetation, as well as with respect to the nature of the soil.

Our Winnipeg
This is the City of Winnipeg's development plan, which presents a 25-year vision for the city. It sets out the goals, policies and guidelines intended to direct all physical, social, environmental, and economic development in the city, now and into the future.

Pedestrian connectivity
The directness and number of routes available for pedestrians to move around.

Pedestrian friendly
This refers to a street or neighbourhood where stores, offices, residences, schools, recreational areas, and other public facilities are within walking distance of each other, and oriented to promote pedestrian access. Such areas also often feature street trees, awnings, covered transit shelters, benches, brick paving, and safe street crossings, among other elements.

Placemaking
Placemaking is the process of creating public spaces that are attractive and well-designed to promote social interaction and positive urban experiences.

Planned Development Overlay (PDO)
Planned Development Overlays (PDOs) cover specific areas within the City of Winnipeg and add an additional layer of regulatory control over and above the base zoning categories that apply to affected properties. PDOs are typically used to advance the policies of a secondary plan.

Planned greenfield land
This is where a secondary plan enabling development on greenfield land has been approved by Council.

Precinct plans
Precinct plans are secondary plans that apply to New Communities areas. They ensure that planning for New Communities is comprehensive, orderly and complete.

Primary Transit Network
Refer to the Winnipeg Transit Master Plan.

Principal use
This is the primary or predominant use of any lot, building or structure.

Priority corridors
These are designated Corridors that, as determined through criteria-based planning analysis, provide the best opportunity to achieve complete communities objectives.

Private services
An independent water supply and wastewater disposal system, normally a well and septic system, owned and maintained by the property owner(s).

Province of Manitoba Onsite Wastewater Management Symptoms Regulations
The Province of Manitoba administers the Onsite Wastewater Management Systems Regulation (MR 83/2003) pursuant to The Environment Act. This regulation outlines provisions for the registration, installation, replacement, modification, and use of on-site wastewater management systems as well as the requirements for Installer Certification and Sewage Hauler Registration.

DRAFT

Provincial Land Use Policies (PLUPS)
These are policies enacted by the Province to guide the use of land and resources and to encourage sustainable development. The policies provide direction for a comprehensive, integrated and coordinated approach to land use planning for all local authorities.

Public art
Public art is publicly accessible original art that enriches the city and evokes meaning. It may include permanent visual art, performances, installations, events and other temporary works. Public art should consider the site, its context and the audience. Public art may possess functional as well as aesthetic qualities; it may be integrated into the site or stand alone as a discrete work.

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

Public utilities
This refers to a public body or private corporation providing infrastructure services to the public, such as hydro, natural gas, telephone, cable and sewer and water.

Quasi-industrial uses
These are uses that are more commercial in nature that, due to larger land requirements, are drawn to Employment Lands as an economically viable means of supporting their operational requirements. These uses include, but are not limited to, purpose-built indoor commercial recreation facilities, places of assembly, car dealerships, schools, and self-storage facilities.

Rapid Transit Corridors
Rapid Transit (RT) Corridors are existing dedicated rights-of-way designed specifically and exclusively for use by rapid transit.

Recent Communities
Recent Communities are areas of the city that were planned after 1950. They are primarily low- to medium-density residential areas with supportive commercial uses. The street network is a mix of modified grid and curvilinear streets, often without sidewalks or public lanes.

Re-development
This refers to the creation of new units, uses, or lots on previously developed land in existing communities, including brownfield sites.

Regional Mixed Use Centres
Regional Mixed Use Centres are the most prominent retail destinations in the City, anchored by regional-scale Major Retail uses and supported by smaller-scale retail and service uses. They are generally larger than 100 acres in area.

Regional park
These are large (70 acres or more) and iconic destination parks that provide unique experiences, serve as gathering spaces for the city as a whole (generally supporting a population of 100,000), and are typically characterized by a significant cultural or environmental feature.

Reinvestment Area
Reinvestment Areas are areas of the city that normally have a desirable character but would benefit from reinvestment through infill and redevelopment, and/or major projects in small areas. They are a subset of Mature Communities.

Residential infill
This is new residential development in existing built-out neighbourhoods. This could include redevelopment of existing properties or major additions and alterations to existing buildings. Residential infill development can come in many different scales and forms. In some cases, infill development does not increase the number of units on the property, for example, replacing an older single-family dwelling with a modern home. In other cases, infill development will increase the density, or the number of units, on the property.

Residential intensification
This refers to the development of a property, site, or area at a higher density than currently exists. This is accomoplished through:

a. Redevelopment, including the reuse of brownfield sites;
b. The development of vacant and/or underutilized lots within previously developed areas;
c. Infill development; and
d. The expansion or conversion of existing buildings.

Ridesharing (see also car sharing)
Ridesharing involves adding passengers to a private trip in which the driver and passengers are going to the same destination. Such an arrangement provides additional transportation options for riders while allowing drivers to fill otherwise empty seats in their vehicles. Traditional forms of ridesharing include carpooling and vanpooling.

Right-of- way
A right-of-way (ROW) can have different meanings depending on the context of its use. For this document it refers to an urban right-of-way cross section that includes curbs with raised boulevards and drainage that utilizes catch basins. Additional right-of-way width for various cycling treatments quantifies the amount of additional right-of-way width required to accommodate the selected cycling treatment within a particular right-of-way width.

DRAFT

Riparian area
Riparian areas are plant and wildlife areas adjacent to perennial and intermittent streams. The area supports plant species that are typical of an area of inundated or saturated soil conditions and that are distinct from plant species on freely drained adjacent upland sites.

Riverwalk
This is a walkway beside a river that is connected to a city-wide network of pathways providing community access to major parks and recreation areas, employment and commercial areas, key cultural attractions, and the public transit system.

Rural standard roadway
See Transportation Master Plan.

Secondary plan
Secondary plans are detailed plans that have the status of a bylaw and include a statement of the City's policies and proposals for the development, redevelopment or improvement of a specific area of the city.

Sector plan
Sector plans are secondary plans that provide a broad framework for future urban development and include high-level land use policies and infrastructure alignment, including identification of City funded growth enabling and growth supportive infrastructure and their approximate costs. Sector plans occur before more detailed precinct level planning, identifying the size and location of future precincts.

Sense of place
Sense of place is a combination of characteristics that makes a place authentic and unique - a mix of natural and cultural features blending the physical character of the land with memory, culture, and story. Sense of place involves the human experience in a natural or urban landscape, providing a strong identity and character that is deeply felt, recognized by a visitor, and valued by residents.

Servicing agreement
These are agreements required as a condition of approval for a subdivision and/or rezoning application to facilitate the extension and installation or upgrade of existing municipal services and plan considerations. Servicing agreements can be registered by way of caveat on the title of the property it affects. A public hearing process and Council approval is required for an amendment to a servicing agreement, unless it is a short form subdivision which requires approval by the Standing Policy Committee on Property and Development, Heritage, and Downtown Development.

Shall
When used in policy direction, that direction will be complied with and/or enforced without compromise.

Short-to-medium term precincts
Greenfield lands designated as a higher priority for investment in growth-enabling infrastructure and local area planning relative to Long term greenfield lands as per the greenfield phasing plan in the General Growth section of this By-law.

Small office
This is a freestanding office buildings less than 2,000 sq. m. in floor area.

Special boundary conditions
See Winnipeg Zoning By-law 200/2006.

Station Area Plan
These are secondary plans which apply to rapid transit station redevelopment areas.

Statutory plan
This is a plan adopted as a bylaw that obligates the city and residents to adhere to the plan.

Streetscape
This refers to the distinguishing elements and character of a particular street as created by its width, degree of curvature, paving materials, design of the street furniture, pedestrian amenities and setback and form of surrounding buildings.

Street typology
A way of organizing and classifying streets that consider land use contexts, functions of the public right of way, such as travel needs and modes, and citywide and neighbourhood goals to determine the allocation of space to different uses and appropriate design elements.

Subdivision
When used as a verb, subdividing refers to the act of dividing a tract of land into two or more lots. When used as a noun, a subdivision refers to a tract of land that has been divided into two or more lots.

Supportive housing
These are housing and programs for low-income individuals or those who need assistance in order to live independently, including assisted living, accessible housing, and substance use recovery programs.

Surface water course
This is a naturally occurring drainage channel that includes rivers, streams and creeks.

DRAFT

Sustainable development
This is a development that meets the needs of the present without compromising the ability of future generations to meet their own needs. While the term is most associated with its environmental implications, it has economic and social implications as well.

Sustainable transportation
Sustainable transportation allows the basic access needs of individuals and societies to be met safely and in a manner consistent with human and ecosystem health, and with equity within and between generations. Sustainable transportation is affordable, operates efficiently in an environmentally sound manner, offers choice in transport mode with incentives to promote modes with the least environmental impact, and supports a vibrant economy.

Tax increment financing (TIF)
TIF is a form of government incentive that uses the anticipated increase in taxes from a particular development or redevelopment to help subsidize the cost of the project.

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

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

Transportation Demand Management (TDM)
Transportation Demand Management policies and programs work to influence whether, why, when, where and how people travel. TDM can provide economic, environmental and social benefits, in that it can help to reduce or defer the need for major road infrastructure improvements, reduce emissions and congestions, improve public health, and improve the accessibility of employment opportunities.

Transportation impact study
This is a study to determine the impact of a proposed development or redevelopment on the adjacent road network and determines what measures may be required to mitigate adverse impacts in order to allow the road network to maintain an appropriate transportation flow.

Transportation Master Plan (TMP)
The TMP sets out a strategic vision for transportation in Winnipeg over the next two decades, ensuring that future transportation planning includes an integrated network of highways, roads, rapid and conventional transit, cycling and pedestrian facilities.

Universal design
This is the practice of designing environments, information, communications and transportation that can be efficiently used by people with a wide range of abilities operating in a wide range of situations. It is about putting people first, providing the same opportunity for accessing services, landscapes, buildings and information to young and old, with or without disabilities regardless of life circumstances to the greatest extent possible.

Urban design
Urban design is the process of applying the desired functional and aesthetic parameters to the design of the city and its parts

Urban development
The construction of a building on, over, or under land, or a change in the use or intensity of use of a building occurring in areas that are either built out or are building out to a full range of municipal services or equivalent standard as per the Servicing section of this By-law.

Urban forest
An urban forest includes all of the natural resources in an urban area: plants, soil, water, and animals.

Urban Mixed Use Corridors
Urban Mixed Use Corridors are the most pedestrian oriented of the city's Corridors. Their design and land use either currently provide a high quality urban environment or are expected to transition to such a standard in the shorter term.

DRAFT

Urban Reserve
Canada continues to owe land through the 'Treaty Land Entitlement' (TLE) process to specific First Nations under the terms of the original treaties (signed between 1871 and 1910). As part of the settlement process, some First Nations have an opportunity to acquire land and apply to the Federal Government to have it designated as 'reserve land', through the Federal Government's Additions to Reserve process. Regardless of the function or use, lands given reserve status within or adjacent to urban municipalities for the use and benefit of a First Nation, are commonly referred to as 'urban reserves'.

Urban standard roadway
This refers to the City of Winnipeg Street Classification System. The urban standard roadway is a standard cross section that illustrates the location within the right-of-way of standard underground and above ground services.

Urban structure
This is a spatial articulation of city building objectives based on land use, physical layout, and design.

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

Walkshed
The land area within a defined walking range of a specified location.

Wayfinding
Wayfinding is a term used to describe the spatial problem-solving process that a person uses to reach a destination. A mental map is formed of the overall setting and the desired destination. This map is based on information obtained from orientation cues that are available from the setting's environment. These cues include not only signage, but also overall spatial forms, structures, sounds, surface textures, colours, illumination levels, architectural features, etc. Wayfinding cues should reduce complexity and increase consistency in an environment.

Wayfinding signage
This is a network of signs that help orient people to places in the city.

Winnipeg Airports Authority (WAA)
Winnipeg Airports Authority Inc. (WAA) is a community -based, non-share capital corporation that operates, manages, maintains and invests in your community airport, the Winnipeg James Armstrong Richardson International Airport. Control of the airport was transferred from the federal government to WAA on January 1, 1997.

Winnipeg Metropolitan Region
The Winnipeg Metropolitan Region (WMR) is comprised of 18 municipalities that include and surround the City of Winnipeg. The Winnipeg Metropolitan Region provides the platform for municipalities to work on projects that cross boundaries and support good growth, good stewardship and good governance.

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

Zoning agreement
A zoning agreement may impose additional approvals and/or restrictions on a development and can be registered by way of caveat on the title of the property it affects. The public hearing process with Council approval is required for an amendment to a zoning agreement.

Zoning By-law
The Winnipeg Zoning By-law 200/2006 and the Downtown Zoning By-law 100/2004 are the two City Zoning By-laws that provide specific land use and dimensional regulations. All properties in the City of Winnipeg are assigned one of 25 zoning categories, each with its own regulations. Zoning regulations are consistent with the directions found in *OurWinnipeg*, *Complete Communities 2.0* and any applicable Local Area Plan.

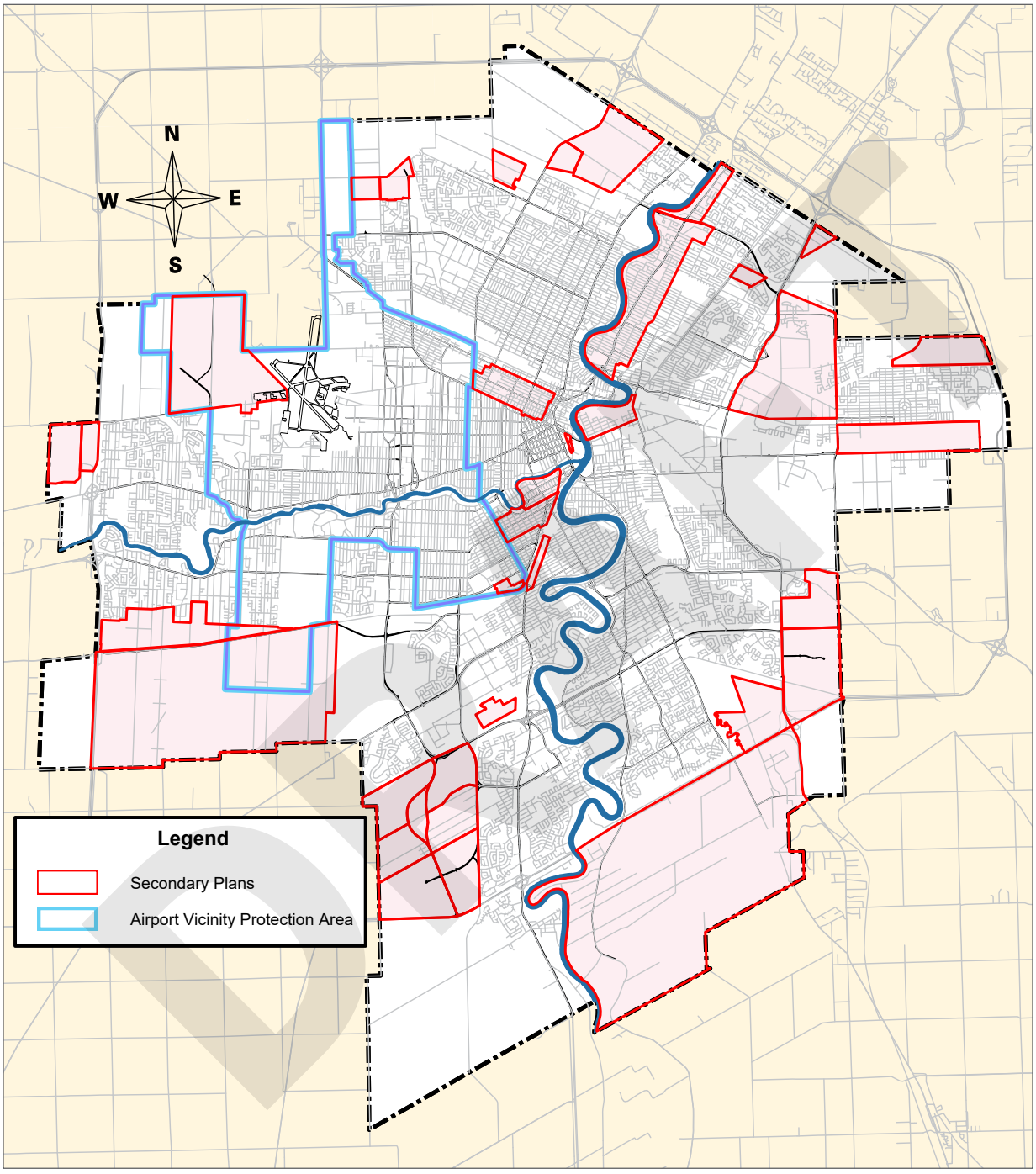
Zoning lot
This refers to a tract of land that is subdivided into two or more zoning lots. Two or more adjoining zoning lots on the same block may be merged, provided that all resulting zoning lots comply with applicable regulations.

Zoning rationalization
An exercise in reviewing and updating zoning to ensure consistency between policies in planning documents (e.g. *OurWinnipeg*, *Complete Communities 2.0*, other applicable secondary plans) and zoning.

DRAFT

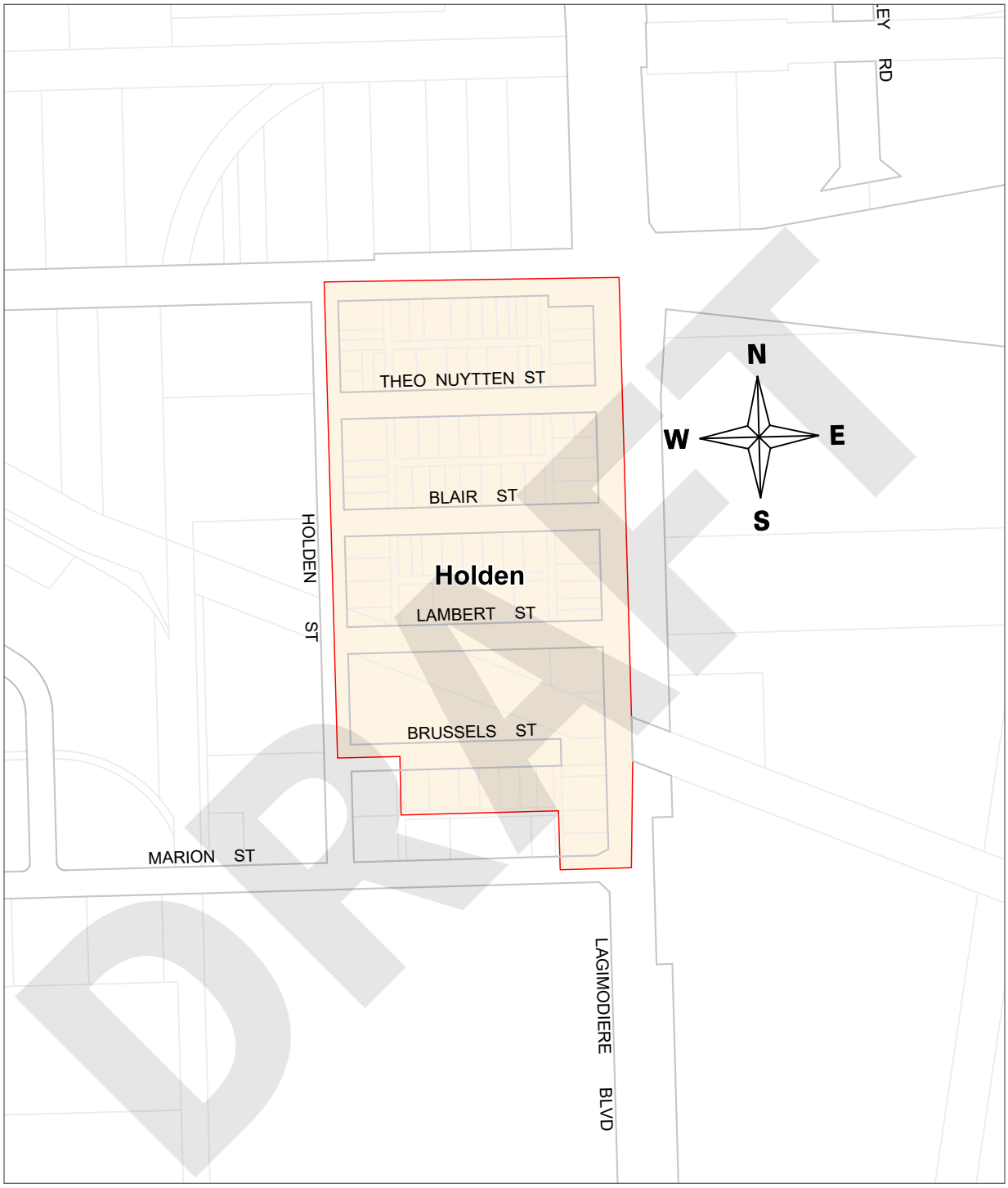
Appendix

MAP OF SECONDARY PLAN AREAS



Map A

MAP OF HOLDEN NEIGHBOURHOOD



Map B



City Contact Information

Information on the City of Winnipeg is available at **winnipeg.ca**
Inquiries may also be directed to **311** | Outside of Winnipeg: **1-877-311-4974**

Photo Credits

Jess Dixon
COVER, PAGE 6 & 7

Austin Mackay
INSIDE COVER

Tourism Winnipeg
PAGE 10

City of Winnipeg
PAGE 18, 29, 30, 33 & 35

Tourism Winnipeg
PAGE 37

Urban Advantage
PAGE 39

Tourism Winnipeg
PAGE 41 & 44

PPD staff
PAGE 46

Dan Harper
PAGE 48

West End BIZ
PAGE 49

Tourism Winnipeg
PAGE 51

Urban Advantage
PAGE 52

St. Vital BIZ
PAGE 52

Urban Advantage
PAGE 54

City of Winnipeg
PAGE 58, 59, 61 & 62

Jess Dixon
PAGE 64

DRAFT

Photo Credits

Urban Advantage
PAGE 66 & 68

City of Winnipeg
PAGE 73

Urban Advantage
PAGE 76

PPD staff
PAGE 79

Urban Advantage
PAGE 81

City of Winnipeg
PAGE 86 & 87

Urban Advantage
PAGE 89

West End Biz
PAGE 90

City of Winnipeg
PAGE 91 & 92

Jess Dixon
PAGE 102

City of Winnipeg
PAGE 104 & 108

Jess Dixon
PAGE 109

City of Winnipeg
PAGE 110 & 112

Tourism Winnipeg
PAGE 116

City of Winnipeg
PAGE 117

Dolores Matthews
PAGE 118

Tourism Winnipeg
PAGE 119

Winnipeg Airports Authority
PAGE 123

City of Winnipeg
PAGE 126, 131, 132, 134 & 136

Tyler Walsh
PAGE 137

City of Winnipeg
PAGE 139 & 140

Tourism Winnipeg
PAGE 141 & 143

Old Grace Housing Cooperative
PAGE 145

City of Winnipeg
PAGE 147

Tyler Walsh
PAGE 148, 150 & 151

City of Winnipeg
PAGE 153, 154 & 155

DRAFT

DRAFT

DRAFT

Winnipeg

510 Main St. | Winnipeg | Manitoba | Canada | R3B 1B9 | winnipeg.ca