THE EXCHANGE DISTRICT BIZ

EXCHANGE DISTRICT PLAN

2022



AKNOWLEDGEMENTS

Exchange District Planning Team:
Exchange District BIZ
Scatliff + Miller + Murray
MORR Transportation Consulting
EVOQ Strategies
MART Design Company

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PREFACE

The Exchange District serves an important and increasingly diverse role for the City of Winnipeg and, more broadly, the Province of Manitoba. The Exchange has long been recognized as a centre for civic institutions, commerce, and entertainment. More recently, it has also grown into a hub for cultural events, community festivals, and artistic productions. It has attracted unique local retailers, specialty restaurants, valued creative industries, a thriving tech sector, an acclaimed educational institute, a growing residential population, and more.

A key aspect of the Exchange District's evolution has been the way in which old and new elements have supported one another over time. The unique character of the Exchange, most notably defined by the large collection of heritage buildings featuring turn-of-the-century architectural styles and materials, has continued to draw people to the area and help create a special sense of place. In turn, new interpretations of the Exchange have continued to infuse these historic buildings and spaces with life, often spilling out into the surrounding streets, sidewalks, alleyways, and parks.

Despite the tremendous value offered by the Exchange District, both in terms of its built-form and the daily life it supports, the unique characteristics of the area also present a broad set of challenges. For example, the existing buildings can be difficult to adapt to new uses while meeting modern building code requirements. At the same time, when these buildings are upgraded for new uses, the conversion may also reduce the supply of affordable workspace for artists and members of creative industries, who have been critical to shaping the Exchange as we know it today. As the area becomes more dynamic, the narrow streets and sidewalks of the Exchange must accommodate an increasingly diverse range of modes and user groups, from workers and residents to festival attendees and tourists. Further, these more enduring issues have recently been compounded by the fluctuating population of downtown employees, students, and event goers, which has severely impacted the local business community.

The opportunity for Winnipeg to capitalize on the Exchange District's potential as an iconic, sustainable, and vibrant complete community will be realized by addressing these challenges in an integrated manner, ensuring that the social, cultural, economic, and environmental shifts of the coming decades are considered together as a whole.

The resilience of the Exchange District has been driven by the strength of its authenticity and a dedicated community that has relentlessly invested its time and resources. Without a doubt, this will continue to be key for the Exchange's evolution moving forward, but it will also require sustained government support and collaboration with the operating agencies, public institutions, private partners, and community members that embrace its inherent value. While different groups of people may focus on different aspects of what makes the Exchange District unique, be it national heritage site, arts, creative or innovation cluster, culinary and shopping destination, or simply home, there is one thing everyone agrees on – the Exchange District is the crown jewel of Winnipeg and will continue to play a critical role in the success of the City and Province.



1.0 INTRODUCTION

1.1 BACKGROUND

25 years ago, the Exchange District BIZ led a planning exercise with funding from the Winnipeg Development Agreement. The resulting document, "The Exchange District Strategic Action Plan" established a vision for the Exchange District and together with its strategic actions proved to be, overall, a valuable tool for guiding the evolution and development of the area. In part, this was achieved through the Strategic Plan informing relevant sections of CentrePlan, the City's official Downtown planning document in 1999. While some of the specific actions may not have been completed, or taken a slightly different form in their implementation, the vision of the participating stakeholders has certainly come to be very close to reality:

> **"The Exchange District should be a neighbourhood in which there is a diverse mix of heritage, commercial, cultural, residential and recreational uses and activities. It should be known as a community of people and activities as well as the district of old and historical buildings.**
>
> **It should have a character which is unique in the city and distinct from the main commercial area of the downtown.**
>
> **When someone thinks about cultural activities, about unique architecture and interesting streets, of trendy bars and brewpubs, of public outdoor art, of loft apartments or of an urban waterfront, they should instinctively think of the Exchange."**

The success of the Exchange District has been driven by the collective effort of the many businesses, residents, arts groups, festival planners, developers, elected officials, institutions, and members of the broader Winnipeg community who helped to shape that vision or subsequently work toward achieving it.

In recent years, the Exchange District has been faced with a variety of challenges. In some cases, these have been due to pressures caused by the successful transformation of the area, while in others, they have been due to some of the lingering challenges that stretch back 25 years and even longer. The consensus among today's stakeholders is that the most significant barrier to addressing these challenges has, by and large, been the lack of a renewed vision for the Exchange District and a plan to guide its development for the next 25 years and beyond.

This document seeks to address that concern, laying the foundation for the important decisions that lay ahead as Winnipeg, and the Exchange District, enter what will certainly be a transformative period in the coming decades.

1.2 PURPOSE AND INTENT

The purpose of this Plan is to:

- define a shared vision for the continued growth and evolution of the Exchange District;
- establish a set of priorities and objectives to align efforts and guide decision-making; and,
- identify corresponding directions and actions to help achieve the vision and objectives.

Accordingly, this Plan is intended to provide a roadmap for strategically guiding the Exchange District into the future. It seeks to ensure a proactive approach is taken to managing changing conditions, addressing new and persistent challenges, and responding effectively to emerging opportunities. In turn, a greater degree of predictability can be provided to residents, business owners, and other stakeholders who continue to invest time and resources into the area, while also promoting the community's shared aspirations for the Exchange District moving forward.



1.3 PLAN AREA AND BOUNDARIES

The Plan Area is situated within Treaty 1 territory on the original lands of Anishinaabeg, Cree, Oji-Cree, Dakota, and Dene peoples, and on the homeland of the Métis Nation. Although there are several interpretations of the Exchange District's boundaries, whether as a national historic site, census neighbourhood, or warehouse district, the Plan Area adheres to the official boundaries of Downtown Winnipeg and is generally consistent with past planning exercises completed for the Exchange, with several minor modifications to recognize the importance of surrounding areas and the opportunity to improve connectivity with them (*see Figure 1-1*). Notably, while most of the Plan Area is within the operational boundaries of the Exchange District BIZ, some areas are within the operational boundaries of the Downtown Winnipeg BIZ.

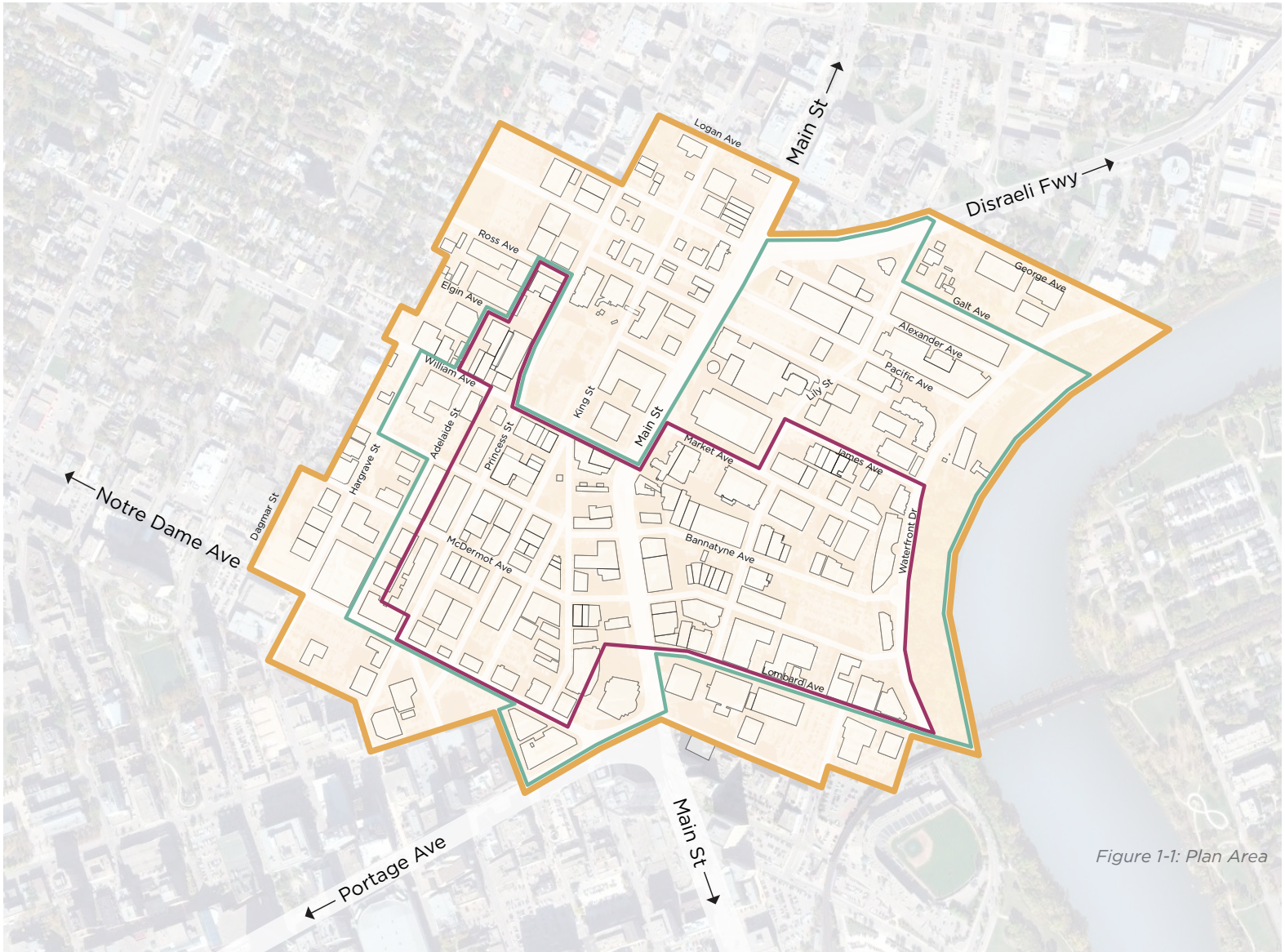


Figure 1-1: Plan Area

1.4 PLANNING PROCESS OVERVIEW

The planning process was undertaken in four (4) phases:

(1) Project Initiation and Background Review,
(2) Vision and Ideas,
(3) Developing the Plan, and
(4) Finalizing the Plan.

Notably, throughout all project phases, community engagement played a key role (see Section 1.5). As shown in **Figure 1-2**, the planning process commenced in the spring of 2020 and was completed in the summer of 2021; however, implementation of the Plan will continue well into the future.

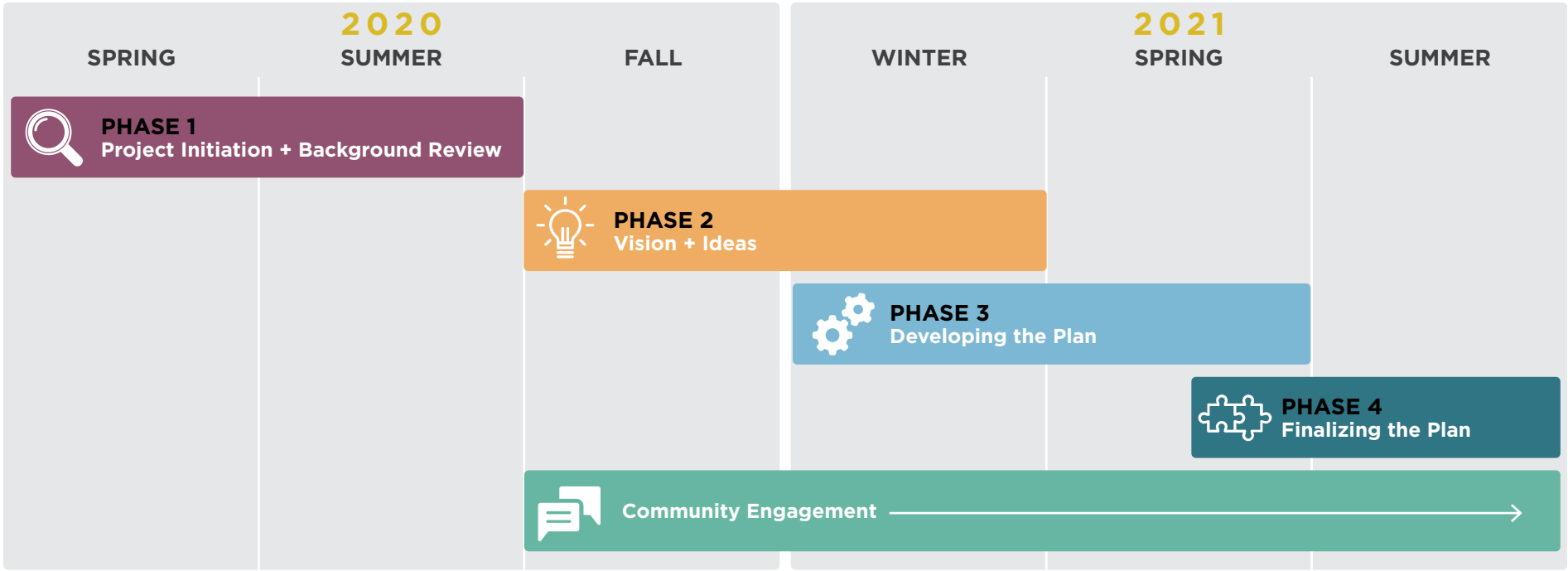


Figure 1-2: Planning Process and Timeline

1.5 PUBLIC PROCESS OVERVIEW

The Exchange District Plan has been developed in accordance with an extensive community engagement process involving local residents, business owners and organizations, as well as the general public and City of Winnipeg staff. The engagement process was undertaken in 5 consecutive stages as the plan was progressed, making more than 450 engagements in total throughout the process. The stages included: (1) stakeholder interviews, (2) resident and business member surveys, (3) roundtable discussions with residents and business members, (4) general public community surveys and (5) project update meetings.

Information collected throughout this collaborative engagement process was used to advance ideas and inform the development of this Plan in various ways, including, but not limited to:

- Identifying key issues, challenges, and opportunities as part of the contextual analysis, both from the general community and targeted sectors (see Appendix A for full report);
- Shaping the Plan's vision, priorities, and objectives; and,
- Contributing to the proposed directions and actions.

2020

OCTOBER

NOVEMBER

DECEMBER

2021

JANUARY

FEBRUARY

MARCH

APRIL

STAKEHOLDER INTERVIEWS

26 INTERVIEWS

The purpose of the Stakeholder Interviews was to directly engage with property owners, business owners, developers, arts groups, and organizations in order to identify any challenges they might be facing, as well as define their vision and priorities for the future of the Exchange District. Informal interviews were conducted virtually via Zoom and were approximately 30-60 minutes each.

BUSINESS AND RESIDENT SURVEY

147 COMMUNITY SURVEYS

The purpose of the Business and Residents Survey was to gain insight on the current state of the Exchange District from the perspective of businesses and residents, which helped to not only understand the priorities of folks that live and/or operate in the area, but also to identify opportunities and options for making improvements. The survey was live for approximately 30 days.

ROUNDTABLE DISCUSSIONS

30 FOCUS GROUP MEMBERS

The purpose of the Roundtable Discussions was to provide an opportunity for community members to share more detailed ideas and opinions regarding the future of the Exchange District. These sessions included a brief presentation on Key Findings of the recently conducted business and residents survey, in addition to a series of open-ended questions, polls and mapping exercises.

PUBLIC SURVEYS

265 PUBLIC SURVEYS

The purpose of the Public Surveys was both to inform the general public about the purpose and goals of the District Plan, as well as to gain insight into what draws people to the Exchange District, and what might discourage them from visiting. The surveys were based on the following four themes: (1) Community, (2), Character, (3) Connectivity, and (4) Resilience. The surveys were released consecutively and were live for approximately 30 days.

PROJECT UPDATE MEETING

3+ UPDATE MEETINGS

The purpose of the Project Update Meetings was to ensure key stakeholders that have been integral to the planning process remained informed on the status of the Plan, as well as to allow early feedback to be provided in regard to the vision, principles, objectives, and supporting actions.

1.6 HOW TO USE THIS PLAN

This Plan is broken down into eight (8) main sections.
The following provides an overview of the general structure and scope of each section to assist users in effectively using this Plan.

1.0 **Introduction**
Provides background and contextual information related to the need for this Plan and its intended outcomes, as well as an overview of the planning process.

2.0 **Plan Framework**
Establishes the vision, guiding priorities, and objectives for the Exchange District, which serve as a framework for the supporting actions in Section 7.0.

3.0 **Policy and Regulatory Context**
Describes historic and current conditions in the Exchange District.

4.0 **Exchange District Context**
Outlines the relation of this Plan to other City planning policy documents and initiatives, in addition to by-laws that regulate development.

5.0 **Urban Structure**
Highlights various components of the Exchange District's built form.

6.0 **Development Conditions**
Describes development trends in the area and identifies significant development opportunities, in addition to assessing their general potential.

7.0 **Supporting Actions and Directions**
Defines a series of actions to support the vision, priorities, and objectives set out in Section 2.0, which are classified according to the type of action or direction that is being proposed.

8.0 **Implementation**
Outlines various measures for the ongoing implementation of this Plan, including alignment between its objectives and the supporting actions and directions.







2.0 PLAN FRAMEWORK

2.1 EXCHANGE DISTRICT VISION

Representing the origination of its modern cityscape, the Exchange District reflects Winnipeg's past while shining a light on its future potential as a sustainable and creative City.

While its legacy and character have been shaped by variable economic cycles over the last 140 years, it has emerged as the one of the City's most distinct urban areas. It is celebrated for its architectural heritage, for serving as a home to the city's cultural and creative sector, and for its continued transformation into a thriving urban neighbourhood.

Building on its incomparable character, acclaimed historic buildings, and the community of entrepreneurs, artists, makers, residents, businesses, and visitors that bring those buildings and streets to life, this Plan envisages the Exchange District's enduring evolution as a celebrated urban destination and an animated, inclusive, and sustainable complete community.



2.2 PRIORITIES AND OBJECTIVES

In order to achieve the vision above this Plan is guided by the following priorities and objectives:

1 COMMUNITY BUILDING

To nurture the ongoing organic evolution of the Exchange District into a thriving, inclusive, and Complete Community.

OBJECTIVES

- Support continued development and diversification of housing and growth of the residential population.
- Enhance and expand neighbourhood amenities (e.g. parks, grocery store, schools, etc.).
- Strengthen sense of community by promoting inclusivity and supporting well-being of all.
- Provide greater clarity to local stakeholder groups around new projects and initiatives, including the intended goals.

2 RESILIENCE AND ADAPTATION

To positively contribute to the liveability, sustainability, and naturally, but consistently evolving identity of the area by strengthening the Exchange District's demonstrated versatility in adapting to changing circumstances.

OBJECTIVES

- Strengthen partnerships and collaboration between public, private, and community interests.
- Expand efforts for conserving, restoring, and reusing the Exchange's historic buildings.
- Maintain a diverse and complementary mix of land uses and development types.
- Build the resiliency of the local business environment to current and future challenges.

3 MOBILITY AND CONNECTIVITY

to develop a complete mobility network that is intuitive and equitable by prioritizing the pedestrian experience, strengthening connections, and balancing the needs of different groups of users and types of transportation.

OBJECTIVES

- Improve accessibility and pedestrian comfort through a people-first approach.
- Promote sustainability in the design of transportation infrastructure and the overall mobility network, while adapting to the rapidly evolving nature of urban transportation.
- Enhance connectivity within the Exchange District and to adjacent destinations.
- Balance the mobility needs of all visitors, residents, and businesses, including accommodation and ease of use for all modes.

4 CHARACTER AND PLACEMAKING

To celebrate and conserve the Exchange District's architectural heritage, elevate design excellence, invest in great public spaces, and promote the cultural events and programming that define its character and identity.

OBJECTIVES

- Strengthen and promote the Exchange as an everyday destination for everyone.
- Ensure public spaces are designed, distributed, and managed to support the needs of all users (e.g. residents of all ages, festival operators, film productions, etc.).
- Maintain the Exchange's many heritage resources and reinforce its unique urban structure.
- Promote heritage and the historic significance of the area from all perspectives, including those of Indigenous peoples.

5 INNOVATION AND CREATIVITY

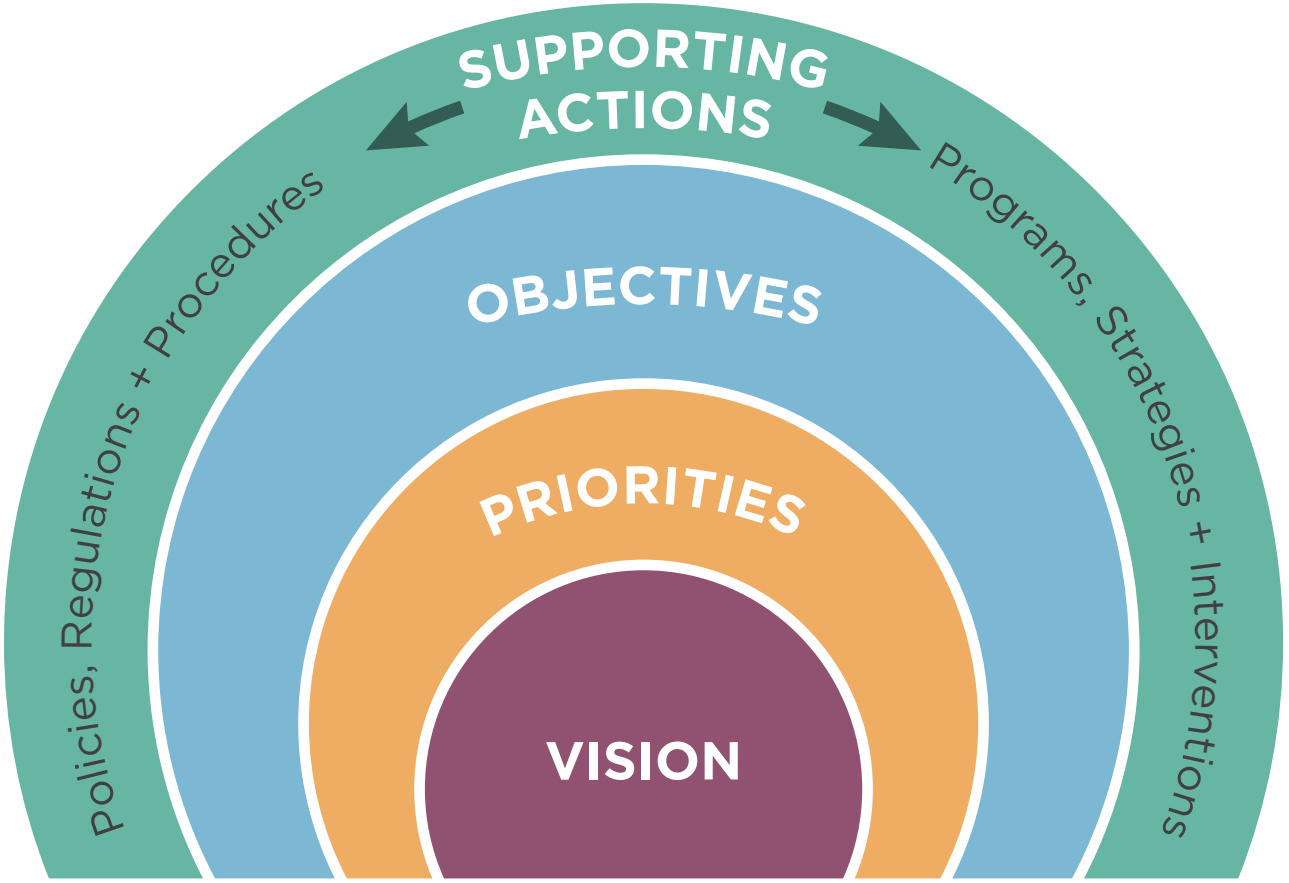
To advance the Exchange District's emerging status as the hub of the City's innovation and creative economy, ensuring that the necessary conditions are in place to stimulate growth in the ecosystem of industries and institutions related to arts, culture, creativity, and technology.

OBJECTIVES

- Maintain and expand the cluster of arts and cultural organizations and institutions.
- Stimulate new business partnerships and economic development opportunities to support the sectors.
- Demonstrate leadership in developing, testing, and implementing progressive ideas, technology, and entrepreneurship.
- Grow the creative economy and ecosystem, from education through to employment and production, through increased support for the creative and tech sectors.

"WHAT IS A SUSTAINABLE COMMUNITY?"

A sustainable community considers cultural, social, economic, and environmental matters together, equally in the way it is designed, built, maintained, and managed. This translates into a community that preserves natural resources, uses land and infrastructure efficiently, offers quality housing for people of all incomes, ages, and abilities, and is compact and well connected, providing opportunities to live, work, shop, learn, and play all near to one another.



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204-960-9245

3.0 POLICY AND REGULATORY CONTEXT

3.1 OURWINNIPEG AND COMPLETE COMMUNITIES

As shown below in **Figure 3-1**, this Plan must conform to OurWinnipeg 2045 and Complete Communities 2.0. OurWinnipeg 2045 is the City of Winnipeg's official development plan and sets the overall direction for secondary plans and other implementation tools. It establishes a broad vision for the City and corresponding policies to direct growth and manage change in a socially, economically, and environmentally sustainable manner. While OurWinnipeg 2045 establishes policy directions for Downtown, its companion document, Complete Communities 2.0 sets more specific goals and policies for guiding land use and development in the area.

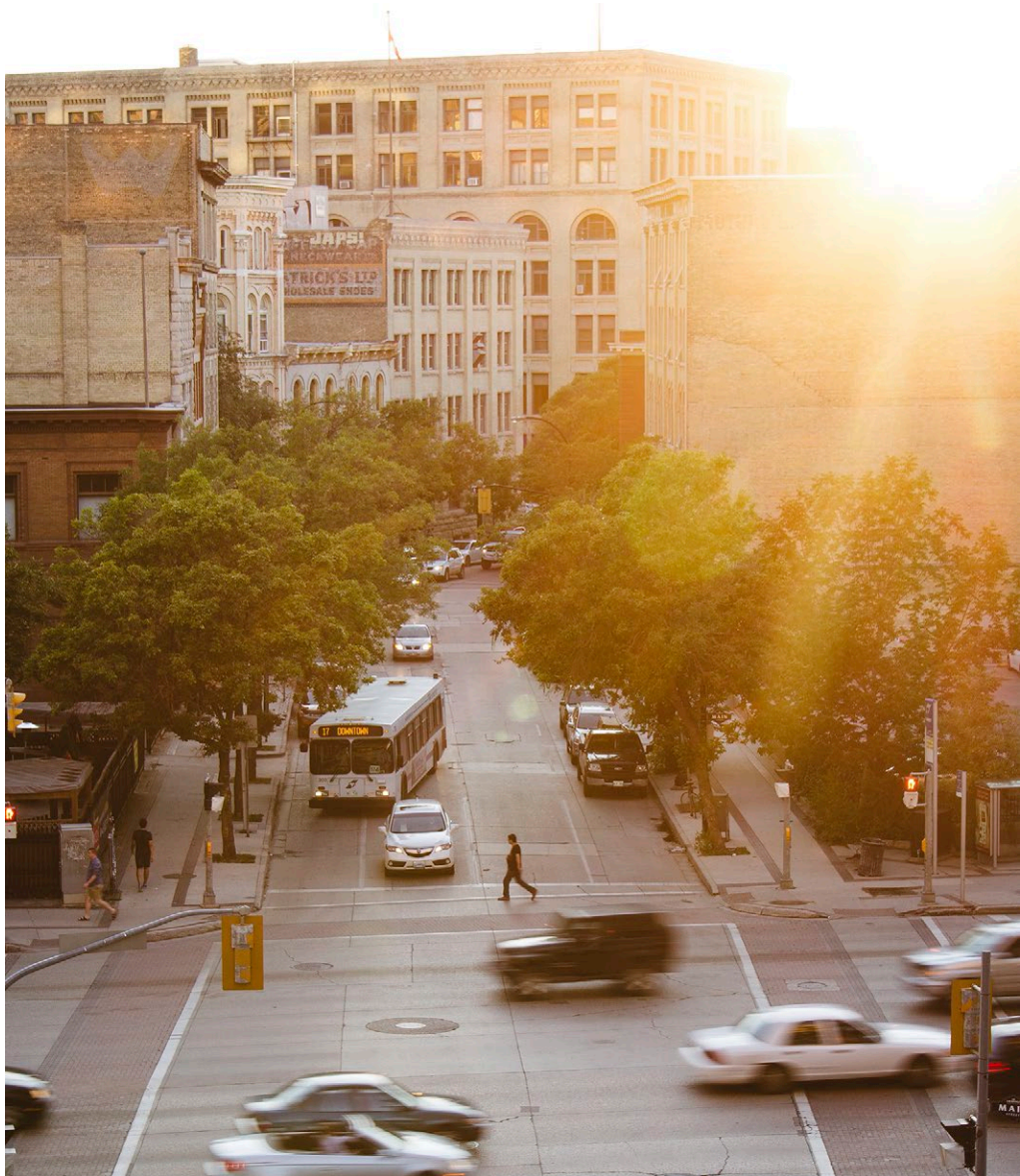


Figure 3-1: Planning Policy and Regulatory Hierarchy

Specifically, the ten (10) overarching goals applicable to the Downtown include:

1) Ensure coordinated planning Downtown.
2) Reinforce downtown as the primary focus for economic activity through residential, commercial, and office intensification.
3) Ensure inclusive housing Downtown reflects the diversity of Winnipeg's population.
4) Ensure land use decisions reduce the impact of automobile use to enhance the pedestrian experience Downtown.
5) 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.
6) Ensure walking is a mode of preference, and that pedestrian comfort, convenience, and amenity continue to be primary determinants of design decisions.
7) Ensure the sustainability of the transportation network by encouraging mode shifts and transportation demand management.
8) Prioritize pedestrian comfort, convenience, and amenities Downtown.
9) Take a leadership role in creating high-quality streets, parks, plazas, and buildings Downtown.
10) Enhance Downtown as Winnipeg's creative window to the world.

This Plan serves as an implementation tool for OurWinnipeg 2045 and Complete Communities 2.0, with a particular focus on advancing the suite of goals identified above. As well, this Plan is also aligned with and intended to help implement a range of the City's other current planning initiatives relevant to the Downtown, including the Transportation Master Plan, Transit Master Plan, (forthcoming – anticipated to come before Council in the spring of 2022), Downtown Parking Strategy, Winnipeg Parks Strategy and Winnipeg Climate Action Plan.



3.2 DOWNTOWN WINNIPEG ZONING BY-LAW

The Downtown Winnipeg Zoning By-law (No. 100/2004) establishes regulations for land use, development, and urban design in accordance with the policies and objectives of OurWinnipeg 2045, Complete Communities 2.0, and other applicable Secondary Plans. The majority of the Exchange District is located within the Character Sector, the intent of which is to encourage a compatible, fine-grained mix of uses rather than a separation of uses. Notably, segments of the Plan Area are also located within the Multiple-Use Sector, Downtown Living Sector, and Riverbank Sector. Regulations for land use and development vary across sectors.

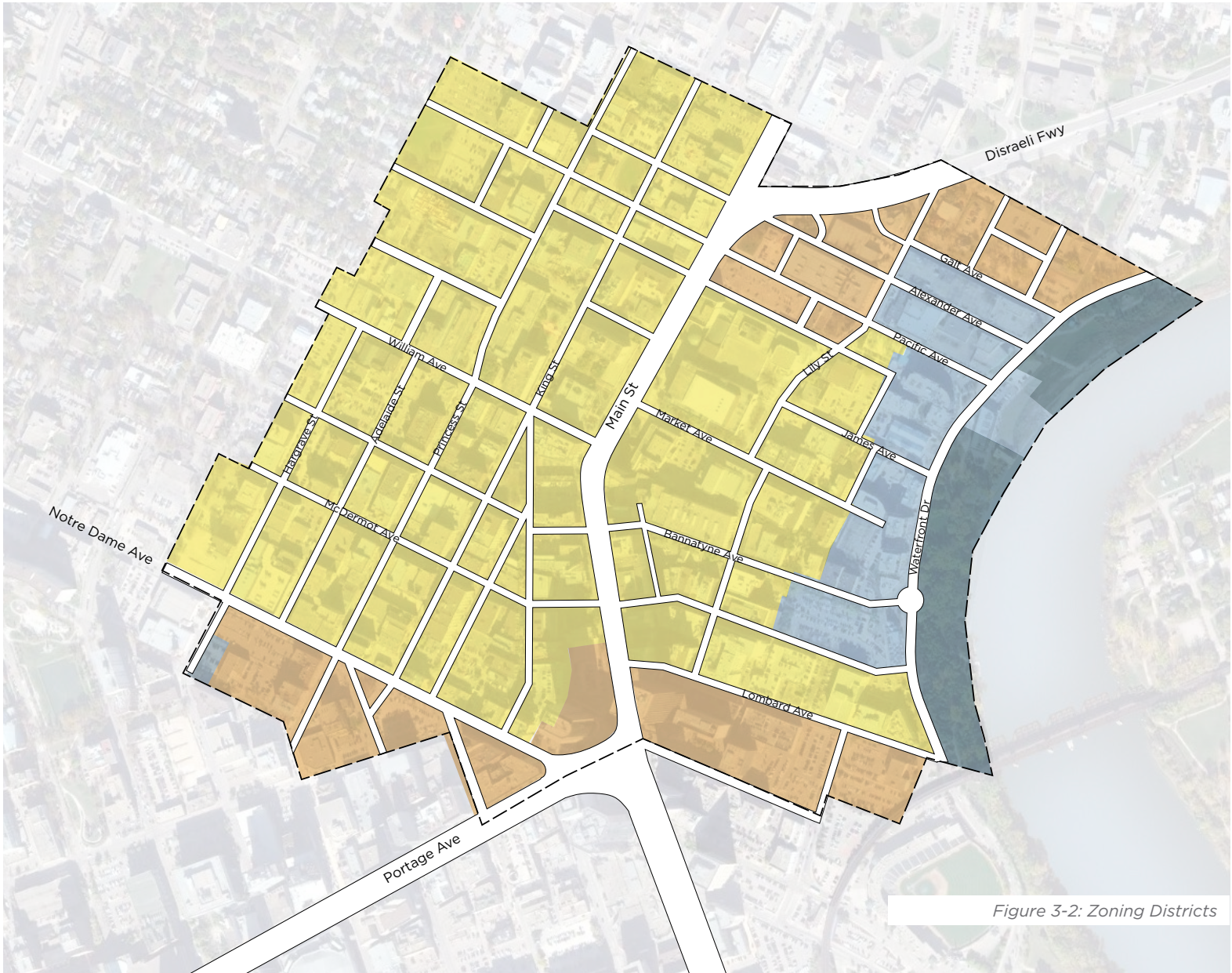


Figure 3-2: Zoning Districts

3.3 HISTORICAL RESOURCES BY-LAW

Under the Historical Resources By-law (No. 55/2014), Council has the authority to designate a nominated building – which can be a building or element of the building or land – as a historical asset. Once a resource has been designated as such, in order to alter any character-defining elements (interior or exterior), owners must apply for a Heritage Permit. Decisions with respect to Heritage Permit applications are based on the Standards and Guidelines for the Conservation of Historic Places in Canada, which has been adopted by Council through the enactment of the Historical Resources By-law, as well as on the review and recommendation provided by of the Historical Resources and Buildings Committee (the Committee).

The Historical Resources By-law also outlines the general role and authorities of the Committee, which is chaired by a City Councillor and comprised of volunteer members appointed from all levels of government, various professional associations, and citizen members at large. The primary duties of the Committee include, but are not limited to: reviewing applications for Heritage Permits; making recommendations concerning nominated resources; providing expert opinions as to when a resource should no longer be recognized as a historical asset; advising on heritage plans, policies, and programs; and, advising on approvals for Gail Parvin Hammerquist City-Wide Program grant applications.

THE EXCHANGE DISTRICT NATIONAL HISTORIC SITE OF CANADA COMMEMORATIVE INTEGRITY STATEMENT

A Commemorative Integrity Statement (CIS) is a document used by the Parks Canada Agency to identify significant resources and key heritage values of national historic sites. The Exchange District National Historic Site CIS (2001) was jointly prepared by the City of Winnipeg, Province of Manitoba, and Government of Canada to recognize the historic and architectural values that represent the national significance of the area. The CIS is not prescriptive, but it does outline a conceptual framework for managing the national historic site, which has been used as a guide for City of Winnipeg policies and regulations. In doing so, the CIS also recognizes that:

> **"The Exchange District is a living, evolving community of businesses, offices, and residences. Its survival rests with continued occupation and use. The Commemorative Integrity Statement is not a prescription for a museum of fossilized buildings or for freezing the district in a particular time period. Its role is to identify the heritage values and characteristics which give the district a sense of time and place, which set it apart from other parts of Winnipeg, and which make it a place of national significance. If these values and characteristics are respected, the Exchange District can evolve without impairing or threatening commemorative integrity."**




AUTO SERVICE

4.0 EXCHANGE DISTRICT CONTEXT

4.1 LOCATION

The Exchange District is centrally located within Winnipeg, comprising the northeast portion of the Downtown. As shown in **Figure 4-1**, the Exchange is bordered by the Downtown central business district to the south and southwest, with The Forks situated just southeast of the area. To the west, the Exchange transitions into the Downtown neighbourhood of Centennial, with the Central Park neighbourhood bordering to the southwest. To the east, the Red River extends along the entire edge of the Exchange, across which the neighbourhood of St. Boniface is located. To the north, the Exchange District transitions into the mature neighbourhood of South Point Douglas, with the Logan Pacific Railway Yard situated to the northwest.

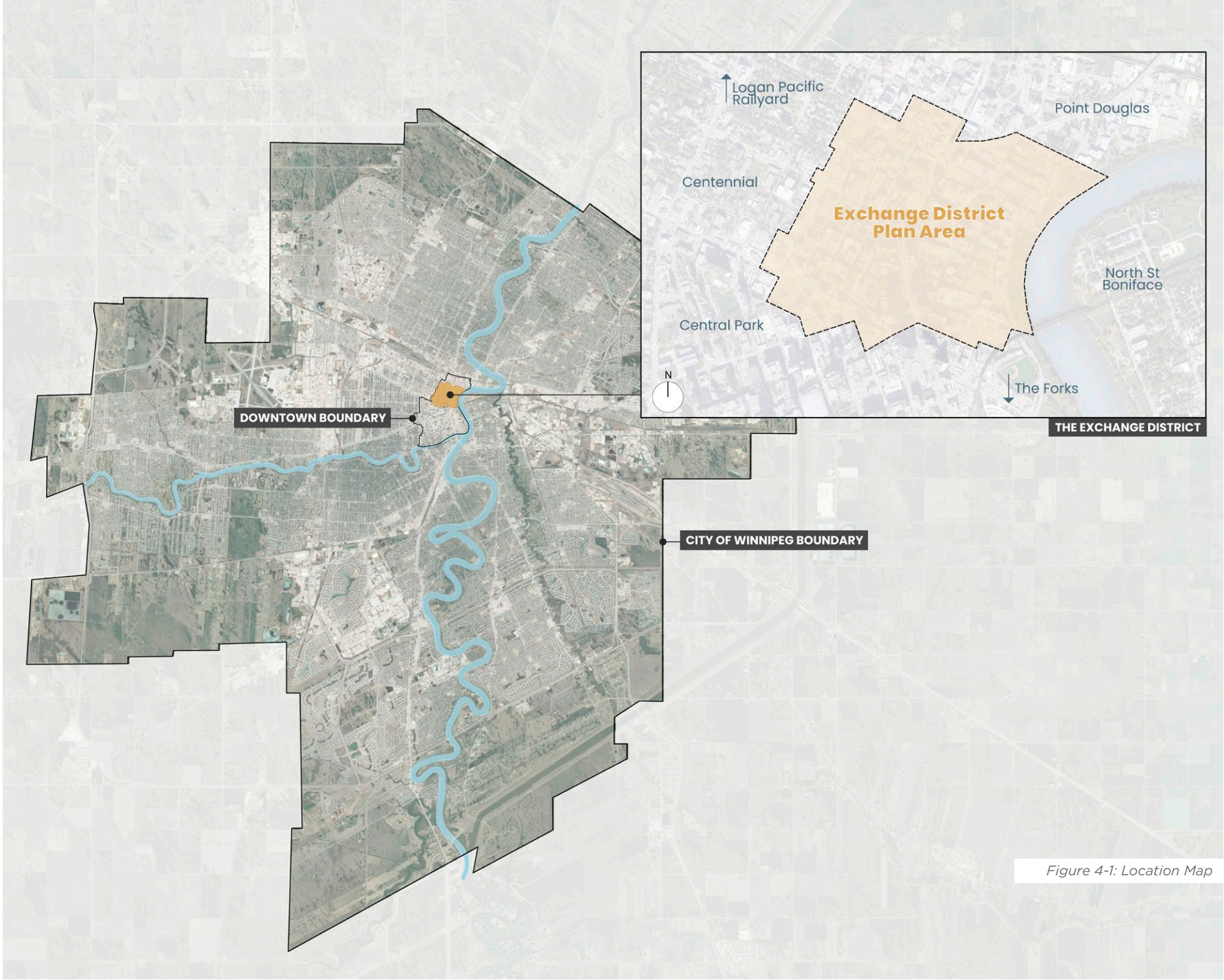


Figure 4-1: Location Map

4.2 HISTORY

The Exchange District represents a rich and diverse history. The following provides just a brief overview of the events and conditions that have helped shape the area into what it is today.

Long before Winnipeg was incorporated as a city and envisioned as the "Gateway to the West", an extensive history of trade networks, social systems, and cultural practices existed on the lands now known as Downtown Winnipeg and the Exchange District. These lands, located near the confluence of the Red River and Assiniboine River, were home to Indigenous peoples. For thousands of years, the rivers provided transportation routes that linked many Indigenous groups together, such as the Assiniboine, Ojibway, Anishinaabe, Cree, Lakota and others.

By the late 1800s the presence of early settlers in the area was growing. It was not until 1885, however, when the introduction of the Canadian Pacific Railway would help transform Winnipeg from a modest town to a prosperous metropolitan centre. Along with the railway came a flood of immigrants, improved farming techniques, and increased wheat prices. In turn, Winnipeg became a place of immense opportunity and the fastest growing city in western Canada.

In the early 1900s, Winnipeg's population was rapidly on the rise and the Exchange District – named after the Winnipeg Grain and Produce Exchange – emerged as the City's economic hub. Along with the many wholesale businesses and warehouses centred in the Exchange, all serviced by the many rail lines that ran through the area, it also became well known for its financial institutions and publishing operations, as well as its theatres, cabarets, and saloons.

Despite its promise, this rapid growth and period of prosperity was brought to an end in the mid-1920s, prompted by the onset of World War I and the opening of the Panama Canal. As a result, the growth of Winnipeg slowed, the role of the Exchange District was eroded, and the future of its historic banks, early skyscrapers, and warehouses became uncertain. Fortunately, the collection of historic buildings was left to age virtually intact, recalling the previous era of Winnipeg's economic dominance.

Today, much of the Exchange District's history can still be observed in its buildings, along with its preserved painted signs, commemorative art and monuments, and memorial street names.



4.3 HERITAGE RESOURCES

Approximately one-third of all properties in the Plan Area are designated as listed or commemorative heritage resources *(see Figure 4-2)*. The majority of those heritage resources are located within the boundaries of the National Historic Site, where more than half of all properties are listed historical resources.

This collection of heritage buildings in the Exchange District, characterized by their consistent turn-of-the-century architectural styles and materials, is a truly special asset. The size of the collection and the degree to which it remains intact is unique within Canada. As such, the significance of the collection was formally recognized by the federal government in 1997, when a portion of the Exchange District was declared a National Historic Site (*see Figure 4-2*).

The Exchange District's collection of historic buildings is perhaps the most widely recognized – and celebrated – characteristic of the area. It offers social value by defining a unique sense of place and creating an engaging urban environment. It offers cultural value by capturing important periods in Winnipeg's history and representing the identity of the City today. Further, it offers immense economic value by continuing to attract new investment and development, while also serving as one of Winnipeg's most popular destinations for tourism activities.



Figure 4-2: Heritage Resources

LEGEND

- National Historic Site Boundary
- Property on Commemorative List
- Listed Heritage Property

Properties Designated By:

- Province/City
- Federal Government/City
- Federal Government/ Province/City
- Federal Government only

** This image is illustrative only and may not accurately convey the legal heritage statuses of all buildings.*

4.4 DEMOGRAPHICS

The demographic information contained in this section includes the Exchange District, Civic Centre, and Chinatown census neighbourhoods. Notably, several blocks of the West Alexander and Centennial census neighbourhoods are situated within the Plan Area, at the very eastern extent, but are not captured in the population information, Further, since this information was collected in 2015, it must be acknowledged that the area's population has changed and, as such, it should be considered as demonstrative of recent trends rather than current conditions.

The residential population within the Plan Area has grown significantly over the past two decades (*see Figure 4-3*). According to the 2016 Census, there were a total of 1,205 people living within the Plan Area boundaries. This represents an increase of 68.5% since 1996 or an annual increase of approximately 3.4% over the 20-year period. While growth has generally been steady, the population within the Plan Area did see a slight decrease of 1.6% between 2011 and 2016, which was primarily due to a substantial decline in the Chinatown area. Other census neighbourhoods in the Plan Area, by comparison, grew by as much as 41.6% over this period, with the overall City of Winnipeg population increasing by 6.3%.

PLAN AREA	DOWNTOWN	CITY OF WPG
1,205	14,680	705,244

Table 1: Population Comparisons to the Downtown and City of Winnipeg (2016)

Despite this recent decline in the northwest section of the Plan Area, it is anticipated that the Exchange District will report an increase in its residential population in the next census taking given the number of residential units built since 2015. A resurgence of residential development within the northwest quadrant currently underway should bolster additional growth in the near future. Based on the number of new residential units constructed and historic growth trends, as well as average household size and vacancy rates in the neighbourhood, **Figure 4-3** demonstrates a low (3% annual increase), medium (4.5% annual increase) and high (6% annual increase) estimate for population growth in the Plan Area over the 5-year period.

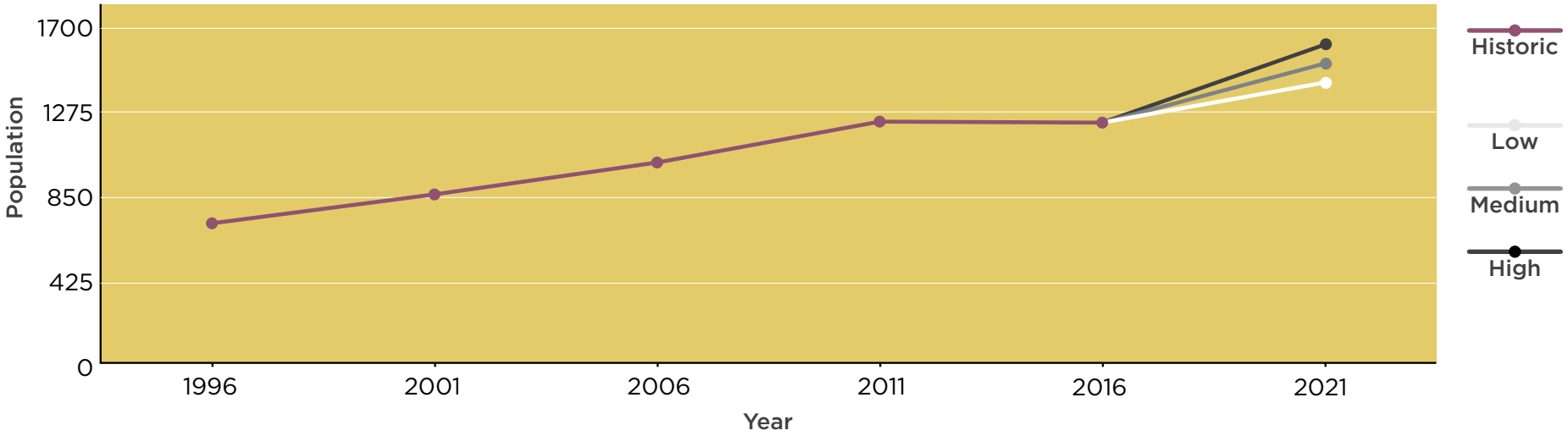


Figure 4-3: Historic and Estimated Population Growth

Of the people residing in the Plan Area in 2016, the most prominent age group was between 25 and 34 years old at 29%, while the least prominent age group was children under 15 years old at 6%. These proportions represent a substantial departure from the general Winnipeg population. By comparison, adults between 25 and 34 years old represented just 14.9% of Winnipeg's overall population, with children under 15 years old representing 17.2%.

The Exchange District is also an ethnically diverse neighbourhood. Most notably, the 2016 Census reported that 27.4% of the population within the Plan Area identified as Chinese, 5.8% identified as Indigenous, and 5% identified as Filipino. When compared to Winnipeg, these groups represented 2.8%, 12.2%, and 10.6% of the City's overall population respectively.

Additional characteristics of the Exchange District's residential population are provided below:

- **Owner (56%) vs. Renter (44%)**
  [Winnipeg is 65% owner 35% renter]
- **Household size (49% 1-person, 42% 2-person, 5% 3-person, 1% 4-person, 3% 5 person)**
  [Winnipeg is 30.1% 1-person, 32% 2-person, 15.2% 3-person, 13.7% 4-person, 9% 5-person]
- **Spending >30% on Housing Costs (owners 13% renters 32%)**
  [Winnipeg is 12.3% owners and 39.4% rents / Downtown is 25.1% owners and 39.5% renters]
- **Mode of commuting (42% walk, 42% drive, 12% transit, 4% bike)**
  [Winnipeg is 4.9% walk, 1.8% bike, 77.4% drive, 14.9% transit, and 1% other]



4.5 LAND USE

A diverse mix of land uses can be found in the Exchange District. These uses are shown in **Figure 4-4**, which identifies buildings and properties according to their primary use, as to show clusters of development types throughout the area. Notably, many of the buildings are mixed-use, meaning they support multiple types of uses together (e.g. commercial and residential).

Commercial uses (office, retail, personal services, and hospitality services) and Institutional use (government buildings, recreational facilities, social services, and places of worship) are very common and widely distributed throughout the Exchange District. Cultural uses (arts, history, theatre, and entertainment) are common as well, with the most notable cluster located around the Manitoba Centennial Centre in the East Exchange.

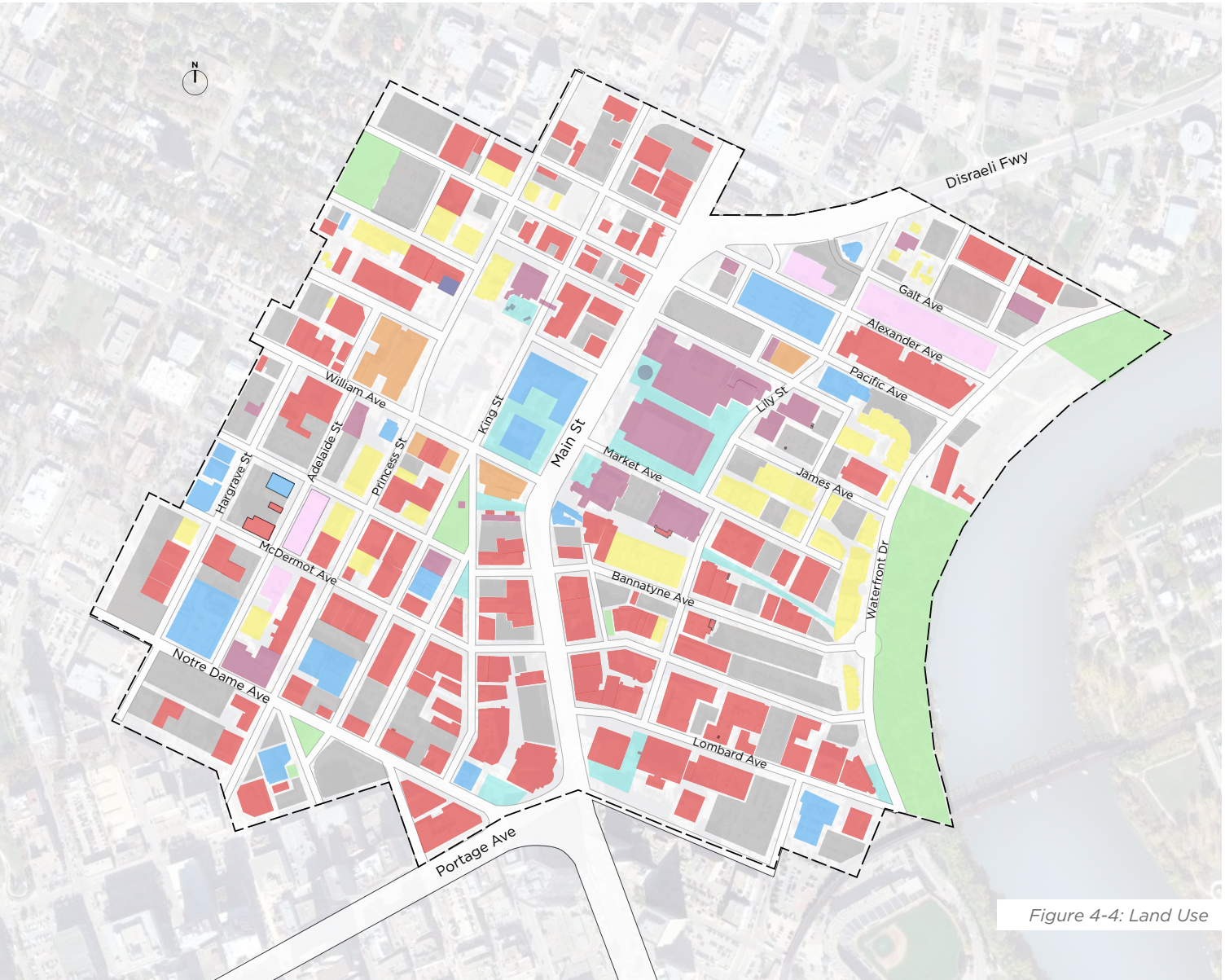


Figure 4-4: Land Use

Educational uses are more limited in the area, but growing, as Red River College's Exchange District Campus expands in the West Exchange and Seven Oaks School Division advances plans for a new Met School.

Residential uses are also developing a growing presence throughout the Exchange. While most residential uses are currently found along Princess Street or clustered near Waterfront Drive, particularly along James Avenue and Market Avenue, residential infill and adaptation projects are becoming more common in all areas of the Exchange District.

LEGEND

- Commercial
- Residential
- Cultural
- Educational
- Institutional
- Industrial
- Parks & Open Space
- Plazas & Walkways
- Surface Parking

Industrial uses in the Exchange are much more limited now than they were historically, with many warehouse buildings having been converted for commercial or residential use. Still, some lighter industrial uses remain near the edges on Alexander Avenue and Adelaide Street.

Outside of the Exchange's buildings, the most common land use is Surface Parking for private vehicles, which can be found across the area. Parks and Open Spaces are much more limited in the Exchange by comparison, with Stephen Juba Park providing most of the park space at the very eastern boundary. Plazas and Walkways provide some additional common space in the Exchange, which are commonly associated with Institutional, Cultural, or Commercial uses.

KEY TRENDS, CHALLENGES AND OPPORTUNITIES OVERVIEW

- The population has grown significantly over recent periods, increasing at an average annual rate of 3.4% since 1996, but growth has not been distributed evenly in the area.
- While the Exchange District's population is relatively young, with the most prominent age group was between 25 and 34 years old at 29%, there are very few youth residents in the area, with children under 15 years old representing the smallest age group at 6%.
- Despite recent population growth trends, the Plan Area represents approximately 30% of the total area of Downtown Winnipeg, but accommodates only 8% of its population. Further, as reported by residents (see Appendix A), there remains a lack of community amenities in the Exchange, such as a full-service grocery store and outdoor play facilities.
- The current emphasis on architectural heritage from the turn of the century establishes a historic connection for some, but also excludes various cultural groups, such as the Métis and First Nations communities that are generally absent from the Exchange landscape.
- The limited residential population in the Exchange results in local businesses being dependent on the presence of Downtown employees, students, and visitors.
- It is more common to own than rent your household in the Exchange District, as these types of tenures account for 56% and 44% of all households respectively, while it is much more common for renters to face affordability challenges, with 32% of rental households spending more than 30% of income on household costs compared to just 13% of owners.
- While commercial uses are most common, the Exchange hosts a diverse mixture of uses which helps to create an interesting urban experience and complete neighbourhood.
- The Exchange District is advantageously situated near The Forks and the SHED, two other major Downtown destinations that have recently seen significant investment.
- Notwithstanding the large number and overall area of surface parking lots, business owners, residents, and Winnipeg residents report that finding convenient public parking in the Exchange District is a challenge and, at times, a deterrent for visiting the area.

5.0 URBAN STRUCTURE

5.1 BLOCK LAYOUT AND SCALE

The block layout and scale of buildings in the Exchange District are an integral part of its character. Streets are organized around a compact grid pattern, as shown in **Figure 5-1**, which is defined by small city blocks generally not exceeding 100 metres in length. This is a sharp contrast from the mega-blocks found in some surrounding neighbourhoods that can extend beyond 400 metres in length. The buildings of the Exchange are densely constructed, typically using the entire lot with no separation between building facades or the sidewalk, which establishes a continuous edge along the street. These small setbacks, in combination with building heights being generally limited to between 3 and 8 storeys, creates a comfortable and engaging pedestrian environment. Notably, buildings exceeding these heights can be observed along Main Street, including both historic and modern skyscrapers.

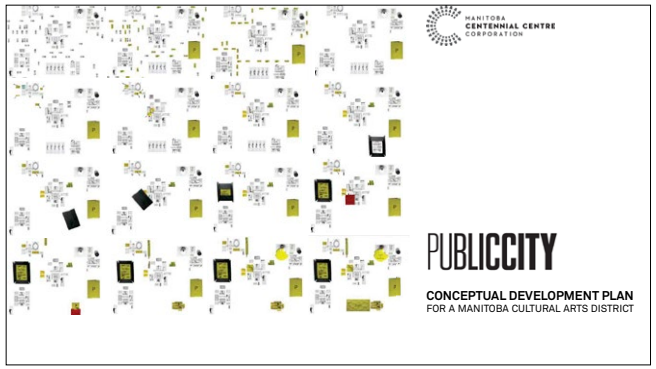


Figure 5-1: Block Layout

5.2 AREAS OF SPECIAL IDENTITY

The Exchange District is naturally clustered into various areas with their own unique character and attributes (*see Figure 5-2*). Some of these areas have prevailing plans and strategies that outline specific development aspirations and provide guidance for future public investment.

Civic Centre – the City of Winnipeg's government and administrative complex, comprised of the modernist City Hall and City Administration Building.



Cultural Arts District – anchored by the Manitoba Centennial Centre Corporation's major cultural assets (the Centennial Concert Hall, Manitoba Museum, Tom Hendry Warehouse Theatre, and Royal Manitoba Theatre Centre), and other arts and cultural institutions like Martha Street Studio.

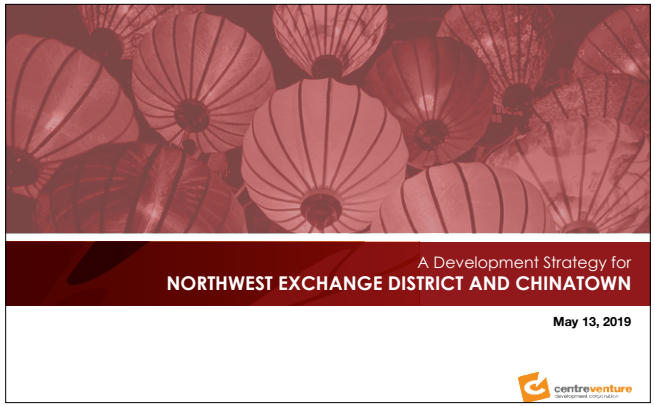
Innovation Alley – concentrated along the Adelaide Street corridor in the West Exchange, connected to the growing Red River College Exchange District campus. Innovation Alley has emerged as a hub for creative and technological entrepreneurs and industries, and an incubator for new start-ups.

Red River College Exchange District Campus – a growing post-secondary campus that has redeveloped a number of significant historic buildings in the West Exchange.

Portage and Main – the City's iconic intersection and centre of commerce and business activity. Closed to at-grade pedestrian crossings since the mid-1970s, its re-opening remains a dominant topic in the public discourse and a significant opportunity for downtown redevelopment and connectivity.



Exchange Waterfront – stemming from the East Exchange Waterfront Strategy, the Waterfront has been a major focal point for public and private investment over the past 20 years. Defined by the parkway character of Waterfront Drive and adjacent Stephen Juba Park, the Waterfront is emerging as a distinct urban neighbourhood and a centrepiece of the overall vision for the City's waterfront.



Chinatown – the city's historic inner-city Chinatown, which has experienced some gradual decline over recent periods, but remains a hub for Winnipeg's Chinese-Canadian businesses and culture. Current efforts to revitalize the area are underway, led by CentreVenture Development Corporation and the Chinatown Development Corporation. Through this work, "A Development Strategy for: Northwest Exchange District and Chinatown" (2019) was produced, articulating a vision for the revitalization of this important cultural and character area.



Market Lands – site of the former Public Safety complex, actively being redeveloped as a major mixed-use project, planned to incorporate space for arts and cultural institutions, affordable housing, and a public market.

Old Market Square – the heart of the Exchange District, its main public gathering space, and primary venue for the Exchange's annual cultural festivals. This area is characterized by the concentration of intact historic buildings, independent ground floor shops, galleries, and restaurants, as well as a mainstay of the City's arts and cultural scene.

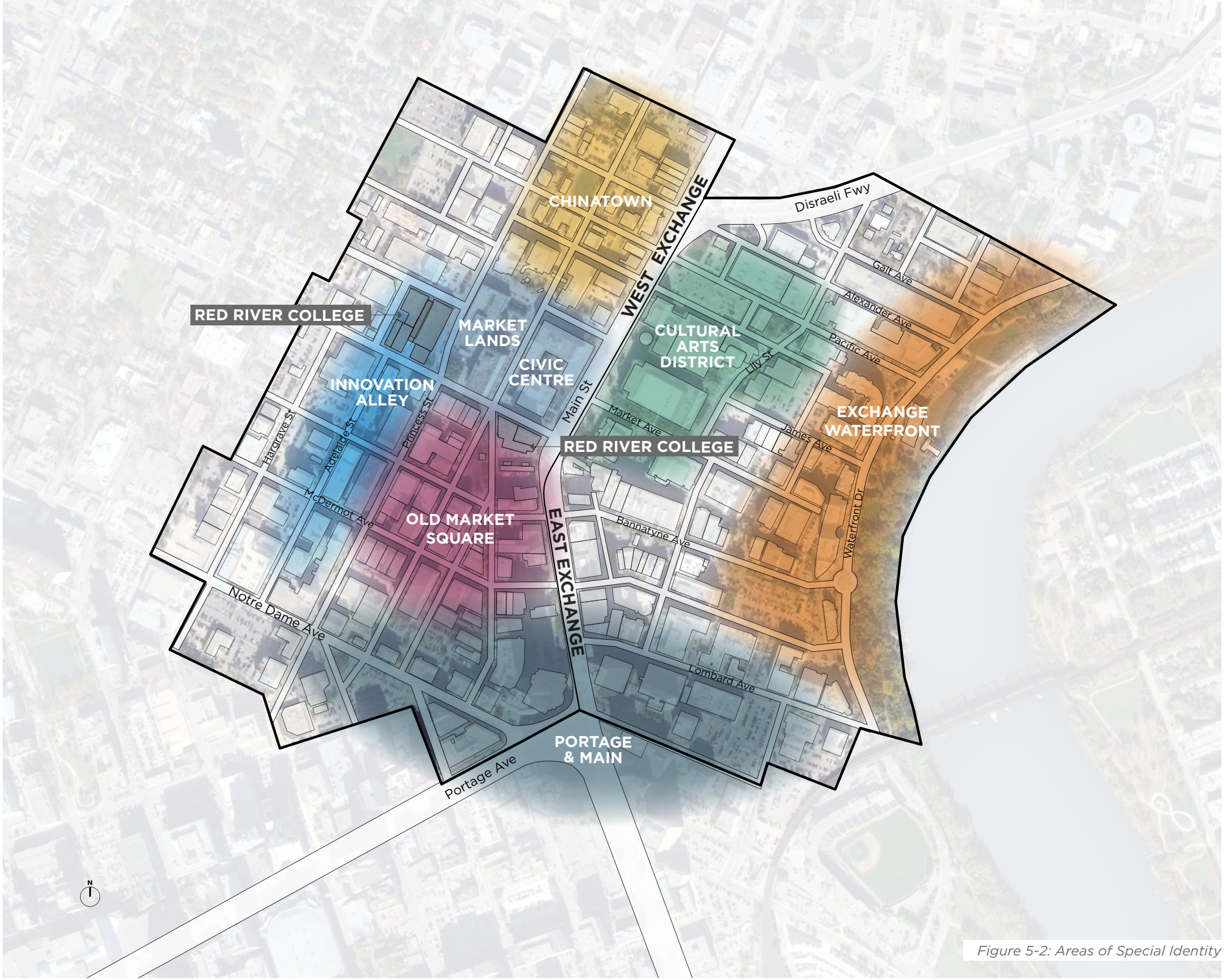


Figure 5-2: Areas of Special Identity

5.3 GATEWAYS AND DESTINATIONS

The Exchange District encompasses a variety of significant gateways and destinations. Gateways, which are recognized as key entry points to the Exchange or to areas of significance within it, are widely distributed throughout (*see Figure 5-3*). Notably, these gateways are important for reinforcing the identity of the Exchange, as well as the areas of special identity described above. As for destinations, Old Market Square and Bijou Park represent the key destinations in the West Exchange, with the Market Lands representing an important future destination. In the East Exchange, the key destination is currently Stephen Juba Park, which will be reinforced by the future redevelopment of the Alexander Docks and additional programming and activation concentrated near the Bannatyne landing.

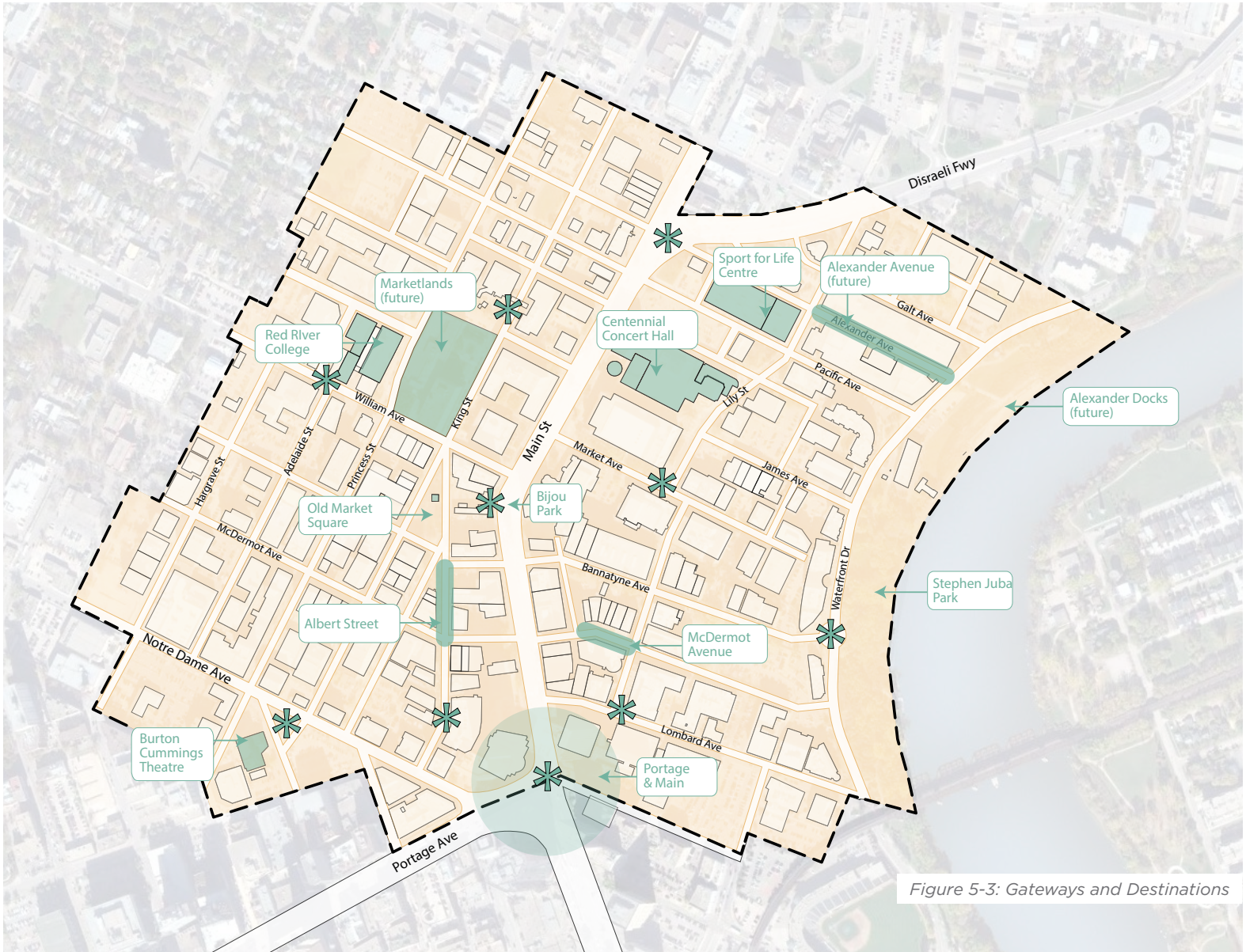


Figure 5-3: Gateways and Destinations

5.4 MOBILITY NETWORK

5.4.1 Pedestrian Network

The Exchange District's pedestrian network is extensive and offers a variety of routes for users (*see Figure 5-4*). The short blocks in the area make a significant contribution in this regard. With sidewalks featured on both sides of most streets, along with alleyways and drayways, separated pedestrian paths and walkways, and in some cases permeable sites distributed throughout the area, the diverse pedestrian facilities offered in the Exchange translate into a generally well-connected system for users. Notably, the small setbacks and scale of buildings, which are typically between three and seven storeys, in addition to the narrow design of local and connector streets, help create a comfortable pedestrian experience as well.

With this foundation in place, there are many opportunities to enhance these existing facilities and create an even better pedestrian experience, such as by making it easier for users to find their way around, ensuring facilities are in good condition, and filling gaps where they exist.

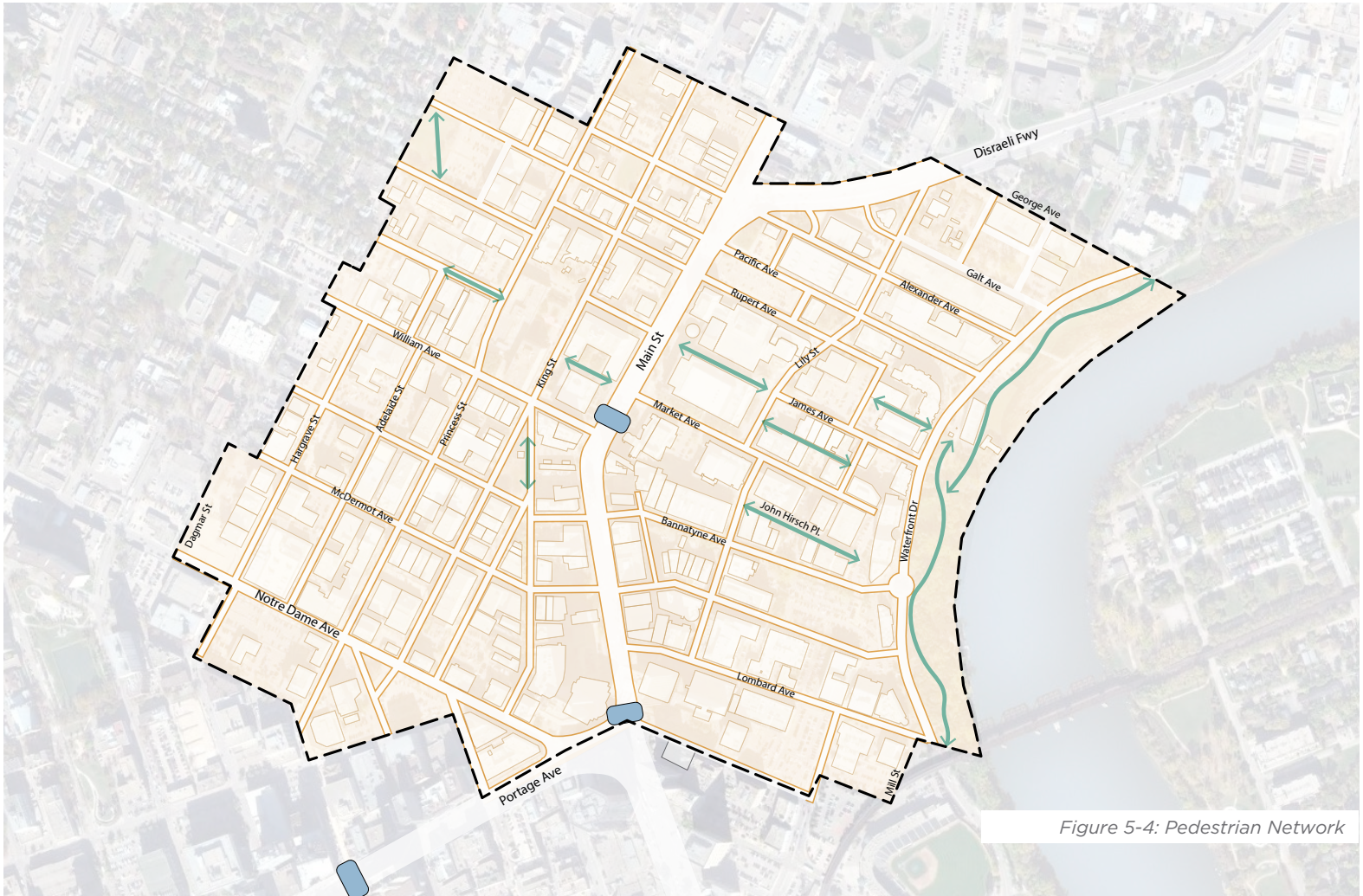


Figure 5-4: Pedestrian Network

5.4.2 Vehicle Network

The road network in the Exchange District is comprised of a variety of classes, including arterial, collector, and local roads (*see Figure 5-5*). These different classes generally indicate motor-vehicle traffic volumes. For example, arterial roads are the most important corridors for moving vehicle traffic efficiently, often serving as designated truck routes. Whereas collector roads may see lower volumes of traffic than arterial roads, they are more likely to see higher volumes than local roads do, and in effect, provide a transition between the arterial and local road classes. As shown in **Figure 5-5**, significantly more roads are classified as arterial west of Main Street as compared to the east, which means there is presently more room for flexibility in the East Exchange when it comes to modifying the vehicle network without disrupting the balance of users.

Parking is an important supporting element to the vehicle network. There are four primary types of parking facilities provided in the Exchange District, including on-street parking, off-street public parking structures (i.e. parkades), off-street private parking structures (i.e. underground parking facilities dedicated to buildings), and off-street surface parking lots, which may be public (i.e. park by the hour), private (i.e. reserved monthly parking), or a combination of both.

Parking needs in the Exchange are fairly complex, as customers of local businesses and event goers largely depend on the availability of on-street parking, while residents, students, and employees in the Exchange are more likely to depend on the provision of off-street parking or rely on other modes of transportation, as per the census data cited in Section 4.4.

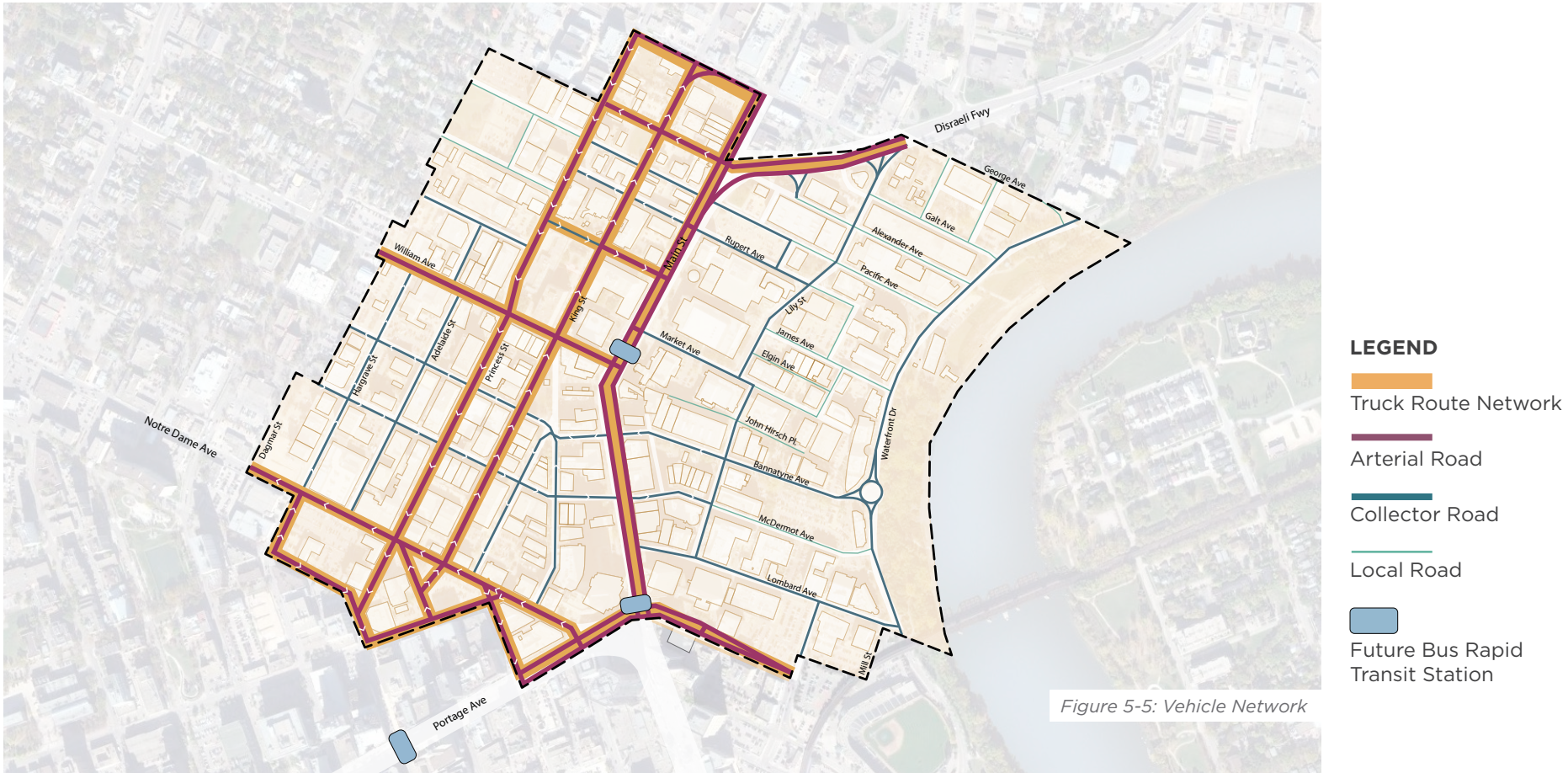


Figure 5-5: Vehicle Network

5.4.3 Cycle Network

The cycle network in the Exchange District has seen major upgrades over recent years and serves as an important part of the broader Downtown cycle network. Currently, most of the dedicated cycle lanes in the Exchange are physically separated, providing a safer and more comfortable experience for users (*see Figure 5-6*). These facilities are predominantly located in the West Exchange where volumes of vehicle traffic are higher, with one dedicated cycle route extending east-west through the East Exchange, providing a connection to the separated multi-modal pathway in Stephen Juba Park. While significant progress has been made in creating an inviting cycle network in the Exchange, there are still many opportunities to improve existing facilities and overall connectivity to provide an even better user experience.

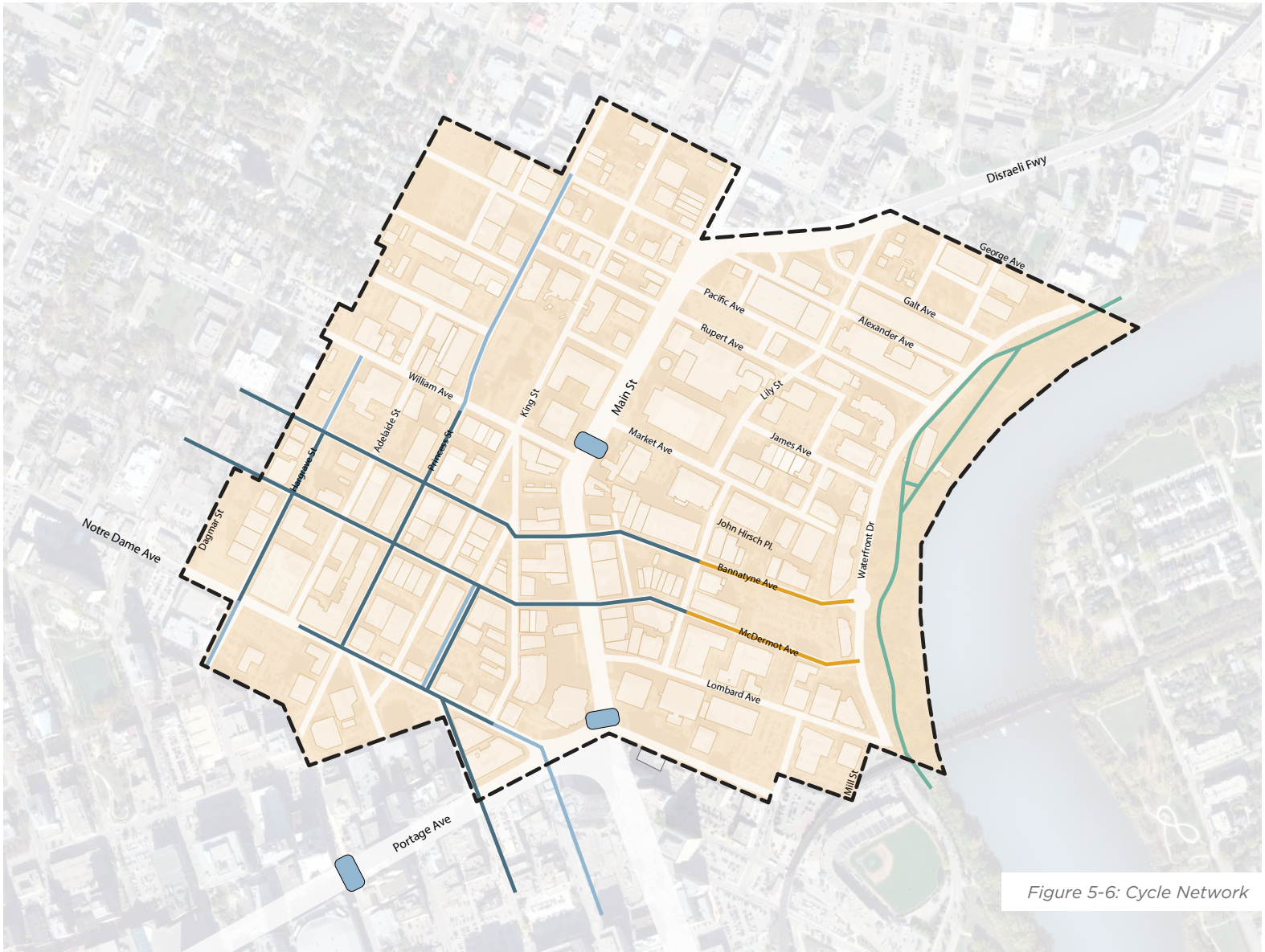


Figure 5-6: Cycle Network

5.4.4 Transit Network

The transit network in the Exchange District is predominantly focused along Main Street and in the West Exchange, while in the East Exchange, route coverage is much more limited (*see Figure 5-7*). Notably, there are many changes proposed for the Exchange's transit network in the City of Winnipeg Transit Master Plan, including an overall restructuring of the route system, and the introduction of rapid transit along Main Street, all of which must be considered as other planning initiatives and changes to the broader mobility network are implemented.



Figure 5-7: Transit Network

KEY TRENDS, CHALLENGES AND OPPORTUNITIES OVERVIEW:

- The collection of 120 heritage buildings in the Exchange District make a major contribution to the character of the area and are widely recognized as a significant community asset.
- The urban structure of the Exchange District creates a comfortable pedestrian environment and engaging public realm, with short blocks, minimal front yard setbacks, continuous street edge facades, and limited building heights along narrow, angled streets.
- The mobility network in the Exchange accommodates a range of transportation modes, often balancing the needs of various users along the same routes. This is particularly prominent in the West Exchange, while the network in the East Exchange is less complex.
- Active modes of transportation are important in the Exchange, with a substantial portion of residents choosing to walk or bike as their primary mode of commuting, which has recently been supported by the addition of many new dedicated cycle lanes in recent years.
- Although the Exchange District has a distinct identity, it is also composed of various areas of special identity, some of which already have prevailing plans and strategies in place.




STOMACH

6.0 DEVELOPMENT CONDITIONS

6.1 DEVELOPMENT ACTIVITY

Development Activity in the Exchange District has been relatively stable over the past 15 years. As shown in **Figure 6-1**, the number of started or completed projects doubled in the 2006-2010 period when compared to the prior 5-year (2001-2005) period, with the overall number of starts or completions being sustained since. The types of projects that were started or completed, on the other hand, have seen some changes over time. For example, from 2011-2015, the number of residential specific projects increased significantly compared to 2006-2010. This may be attributed to a variety of factors, including market conditions and major public investments, but it also aligns with the introduction of the Downtown Residential Development Grant Program, which incentivized such development.

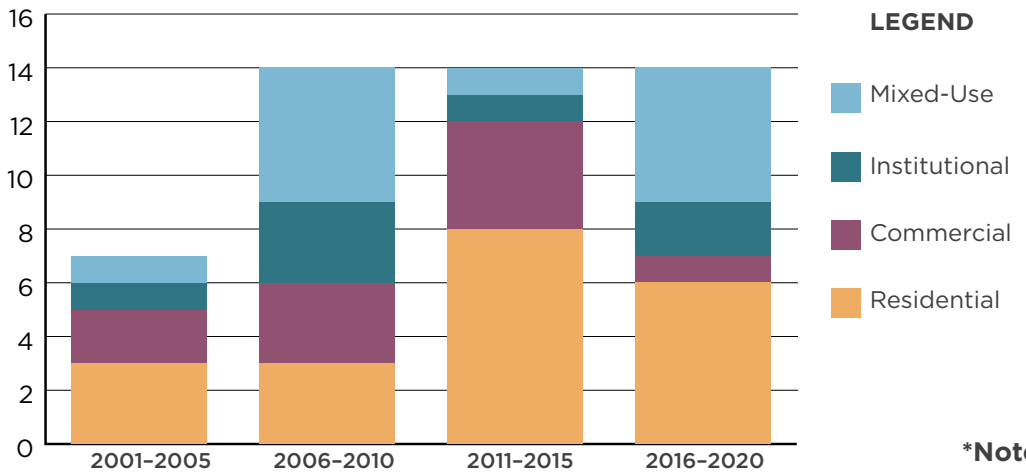


Figure 6-1: Number and Type of Developments

***Note:** Figure 6-1 uses building permit data provided by the City of Winnipeg and demonstrates the number – not scale – and type of projects completed or started between 2001 and 2020.*

Generally, development activity has been evenly distributed between the East and West Exchange, with some notable clusters emerging (*see Figure 6-2*). In the West Exchange, development has mostly occurred along Princess Street, while in the East Exchange a significant proportion of development has occurred along or near Waterfront Drive. Notably, these trends coincide with major investments made in the Exchange over this period, including the Red River College Roblin Centre redevelopment and the Waterfront Drive development. Notably, many of the projects were undertaken in partnership with CentreVenture Development Corporation, an arms-length agency of the City of Winnipeg that helps coordinate downtown development, in addition to being supported by the City's Heritage Conservation Tax Credit Program. **Figure 6-2** also highlights some of the major projects currently underway.

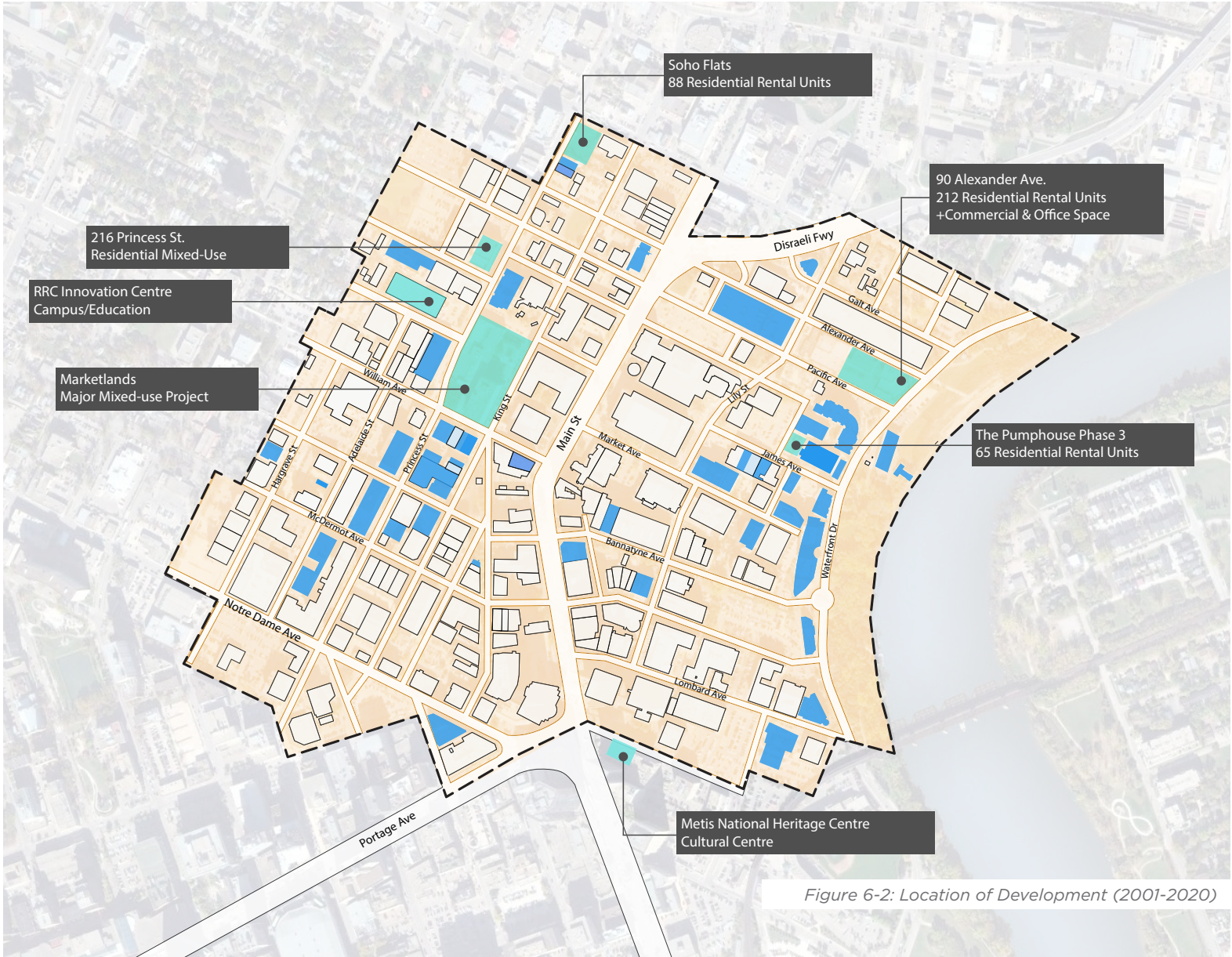


Figure 6-2: Location of Development (2001-2020)

The proportion of projects that included a designated heritage building demonstrates another interesting trait of development in the Exchange. As indicated by **Figure 6-3**, just over half of the projects undertaken between 2001 and 2020 involved a designated heritage building.

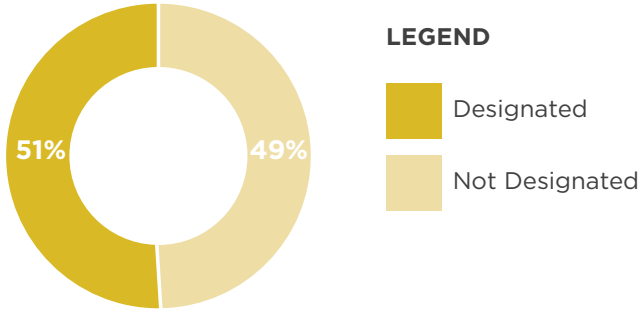


Figure 6-3: Proportion of Designated Heritage Developments

6.2 DEVELOPMENT OPPORTUNITIES

There is an abundance of undeveloped and underdeveloped sites in the Exchange District. In turn, these sites present potential development opportunities that could support a variety of higher and better uses, such as new residential units or neighbourhood amenities, while also filling out gaps in the Exchange District's streetscape. As demonstrated in **Figure 6-4**, the development opportunities being considered are surface parking lots and vacant lots, which account for approximately 12% of all lands within the Plan Area.

Notably, there are also a significant number of existing buildings characterized by high vacancy rates and/or deteriorating physical conditions that present potential opportunities for future revitalization and reuse, which have not been considered in this assessment.

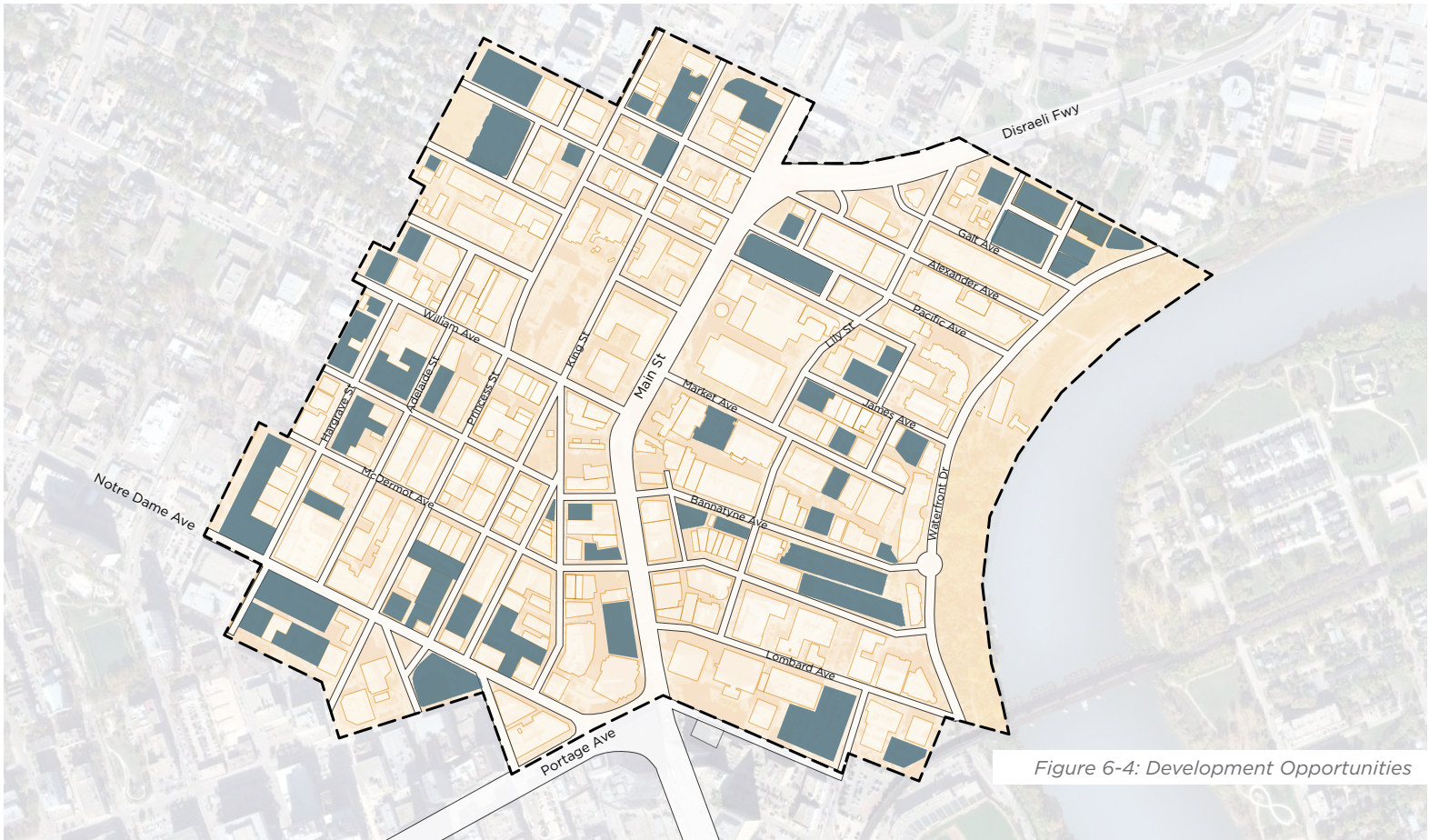


Figure 6-4: Development Opportunities

6.3 DEVELOPMENT POTENTIAL

The intent of this section is to provide a cursory overview of development potential in the Exchange District. Based on the current supply of surface parking lots and vacant lots, there is a total developable area of 97,150 m2. Three (3) scenarios are considered (*see Table 2*), including a low, medium, and high-density scenario, each of which is characterized by different assumptions for average building height and residential use.

The high-density scenario in Table 2 outlines the potential for just over 6,800 new residential units, while the medium and low-density scenarios demonstrate the potential for 4,185 and 2,197 new units respectively. At the same time, the location and pace of development must take a variety of factors into consideration, such as market conditions, parking demands, access to amenities (e.g. parkland, recreation facilities, schools, etc.), and compatibility with surrounding uses. The scenarios only provide a baseline for considering growth targets.

Variable	Scenario 1: High Density	Scenario 1: Medium Density	Scenario 1: Low Density
Total Developable Area (m^2)	97,150	97,150	97,150
Average Height (storeys)	10	8	6
Commercial Use Portion	20%	25%	30%
Public Space Use Portion	10%	15%	20%
Institutional Use Portion	5%	10%	15%
Residential Use Portion	65%	50%	35%
Total Residential Area (m^2)	631,475	388,600	204,015
Common Space Contingency	30%	30%	30%
Average Unit Size (m^2)	65	65	65
Total Number of Units	6,801	4,185	2,197

Table 2: Development Potential Scenarios

KEY TRENDS, CHALLENGES AND OPPORTUNITIES OVERVIEW:

- Public realm improvements have been effective for generating private investment and development, particularly when done in concert with targeted incentive programs.
- Development activity has been steady after seeing a significant increase following the 2001-2005 period, with a greater focus on residential and mixed-use developments.
- The heritage buildings of the Exchange continue to attract investment in the area, with half of all development projects since 2001 including a heritage building. However, adapting existing buildings for new uses can also be a challenge due to structural limitations, such as inadequate accessibility features, air quality systems, and fire protection components, making it difficult and costly to meet the modern building code requirements. In turn, some heritage buildings sit completely or partially vacant and suffer from neglect.
- As reported by stakeholders from the development community (see Appendix A), although there is a large amount of interest to invest in the area due to its character, the municipal review and approvals process in the Exchange can be lengthy and difficult to navigate, with there being a particular need to establish clear guidelines for infill developments.
- Redeveloping a designated historical building or elements thereof can be expensive and challenging, particularly when there are limited craftspeople to complete such work, and financial incentives are largely inadequate to complete larger scale heritage projects.
- Approximately 12% of the total Plan Area is comprised of surface parking lots and vacant lots, which in turn, represent many significant development opportunities.
- While redevelopment in the Exchange has many positives, such as offering new housing options and commercial services, it has also resulted in a reduction of affordable studio spaces for artists who have long relied upon the area's existing warehouse buildings.


THE J.H. ASHDOWN

7.0 DIRECTIONS AND ACTIONS

7.1 RECOMMENDED POLICIES, REGULATIONS AND PROCEDURES

This section outlines specific directions for new and enhanced policies, regulations, and procedures to be administered by the City of Winnipeg and its partner organizations.

7.1.1 Establish a District-Specific Planning Structure

Development interest in the Exchange District, largely due to its unique character and cultural value, has intensified over recent decades. Without a question, the City's efforts over the past 20 years to stimulate development and investment in the Downtown through permissive zoning regulations and incentive programs have also played a key role in this success. Despite these advantages, there are also economic and procedural challenges associated with development in the Exchange District, particularly for buildings with heritage designation. As such, in order to nurture the building blocks of a healthy neighbourhood and facilitate the continued evolution, economic viability, and exceptional identity of the Exchange District, including the conservation and adaptive reuse of its collection of heritage assets, a targeted planning regime framed by a sustainable development approach should focus on improving:

- **Certainty** – clear planning policies and design guidelines that provide greater certainty when it comes to planning and development approvals.
- **Consistency** – consistent application of policies and guidelines through a streamlined and coordinated approvals process that mitigates incremental planning approvals and administrative delays.
- **Integration** - integrated decision-making based on guidance that consider the range of social, cultural, environmental, and economic needs of the neighbourhood and its precincts.
- **Value Generation** – alignment between planning tools and public investment strategies that stimulates private development, reduces development cost/risk, elevates design quality, and contributes to an overall uplift in community value.

In accordance with the intended outcomes above, the following actions should be prioritized in developing a specific planning structure for the Exchange District:

a) Consistent with Complete Communities 2.0, adopt a Downtown Plan (Secondary Plan) that establishes a district-specific policy framework for the Exchange District that is aligned with the vision, priorities, and strategic actions articulated in this Plan.

b) Update the Downtown Urban Design Guidelines (2005) with specific directions for the Exchange District, including guidelines for infill development and pedestrian facilities. The intent is to ensure that new development and redevelopment are consistent with the character defining elements of the Exchange and that the guidelines provide sufficient clarity and detail to eliminate ambiguity in interpretation and application. The guidelines should be adopted by council and enforced through the approvals process.

The overall Urban Design Guidelines should:

- Provide an understanding of the character of the Exchange District as a whole and Areas of Special Identity within it;
- Give guidance on how development can respect and reinforce the character of the Exchange and its Areas of Special Identity;
- Establish specific guidance on site configuration, building location and setbacks, ground floor use and design, building entrances and site access; and,
- Articulate built form and public realm priorities for new development.

The guidelines for infill development should:

- Be undertaken in accordance with a detailed contextual analysis of heritage value;
- Distinguish between areas within and outside of National Historic Site boundaries;
- Ensure provisions applying within the boundaries of the National Historic Site reflect the principles and intent of the Commemorative Integrity Statement;
- Consider visual and functional connections between the Exchange District and surrounding areas, including The Forks, St. Boniface, Central Park, and the SHED;
- Establish provisions based on the character defining elements of the Exchange District, such as materials, form, and scale, as articulated in the Exchange District Heritage and Sustainability Report (2021) prepared by EVOQ Strategies; and,
- Provide sufficient direction for building form, including height and density, which can serve as criteria for assessing any proposed variations to such requirements.

The guidelines for pedestrian facilities should:

- Include provisions for ornamental lighting, landscaping, sidewalk treatments, street furniture, vehicular and cycle signage, and wayfinding features, all contributing to a consistent, district-wide sense of place;
- Integrate adequate flexibility to allow elements to reflect Areas of Special Identity;
- Ensure alignment with the City of Winnipeg's Accessibility Design Standards; and,
- Be consistently considered and applied in all infrastructure and transportation planning initiatives.

c) Improve integration of the Heritage Review and UDAC Review processes within the Exchange District to ensure consistency in feedback and direction, as well as cut down on associated timelines and costs.



d) For additions or infill projects, assign a Project Manager (planner) from the City to facilitate and coordinate approval processes, including development permits, heritage and urban design reviews, variances, and financial incentive programs. The project manager should organize comments from different departments and, prior to circulating them to applicants, establish the City's official position if comments are inconsistent.

e) Create a Downtown Development Procedures Playbook that establishes a comprehensive guide for development in the Downtown, clearly outlines the urban design and heritage review and permitting process, and specifies available resources and incentives to support development projects. These materials should be user friendly and made available from a centralized portal on the City of Winnipeg website.



f) Establish a communications protocol between the public service, Exchange District BIZ, and CentreVenture, which would outline expectations for communications between all parties to improve coordination of civic planning initiatives and infrastructure investments in the Exchange District. The role of the protocol should be to:

- Ensure City-led initiatives are consistent with the vision and principles articulated in this Plan;
- Improve coordination on major planning and public infrastructure projects;
- Help address emerging planning and development issues arising in the Exchange; and,
- Engage Provincial and Federal government departments and agencies, including Parks Canada, in heritage conservation and public investment initiatives in the Exchange District.

The protocol should outline key personnel, timelines, and modes of communication specific to various public service departments and different types of initiatives (e.g. events, street closures, etc.). Further, as part of the City's existing Downtown Internal Team, a key component of the protocol may include integrating representatives from the Exchange District BIZ and CentreVenture into the Team's meeting agendas as necessary to present, receive information, or provide general input on relevant matters.

7.1.2 Update Provisions of the Downtown Zoning By-law

As the Exchange District continues to evolve, regulations related to land use and development must evolve as well, ensuring the right provisions are in place to strategically guide it forward. These regulations are also critical for enabling the desired density and activation in the area. The following updates to the Downtown Zoning By-law would help to support such directions:

a) For specific uses under the Commercial Sales and Services use class category, such as retail sales, personal services, and business support services, modify to only apply the conditional use requirement to ground floor uses when total floor area exceeds 5,000 ft2, so as to maintain a diverse mixture of uses at grade while also enabling the occupancy of storeys above, which are often characterized by large floor plates.

b) Review the standards and regulations for non-accessory parking at grade in relation to a surface parking licensing strategy (see section 7.2.2) to improve the quality of surface lots and provide an overall better pedestrian experience in the Exchange.

c) Establish a minimum requirement for bicycle parking that would apply to specific use classes and/or types, such as residential, office, and public and institutional uses.

d) Introduce a density bonusing provision within the 'halo' area of the Character Sector that surrounds the National Historic Site Boundaries *(see Figure 7-1)*. Within this area, modest increases to height and density regulations would be permitted based on good design principles, including impact on the public realm and any existing adjacent buildings, and on the condition that the development proponent make a community benefit contribution. This contribution could be an integrated part of the development in the form of affordable housing or studio space, and/or financial in nature through cash contributions linked to the Gail Parvin-Hammerquist Fund or a Community Benefits Fund to be re-invested into capital projects in the Exchange District.



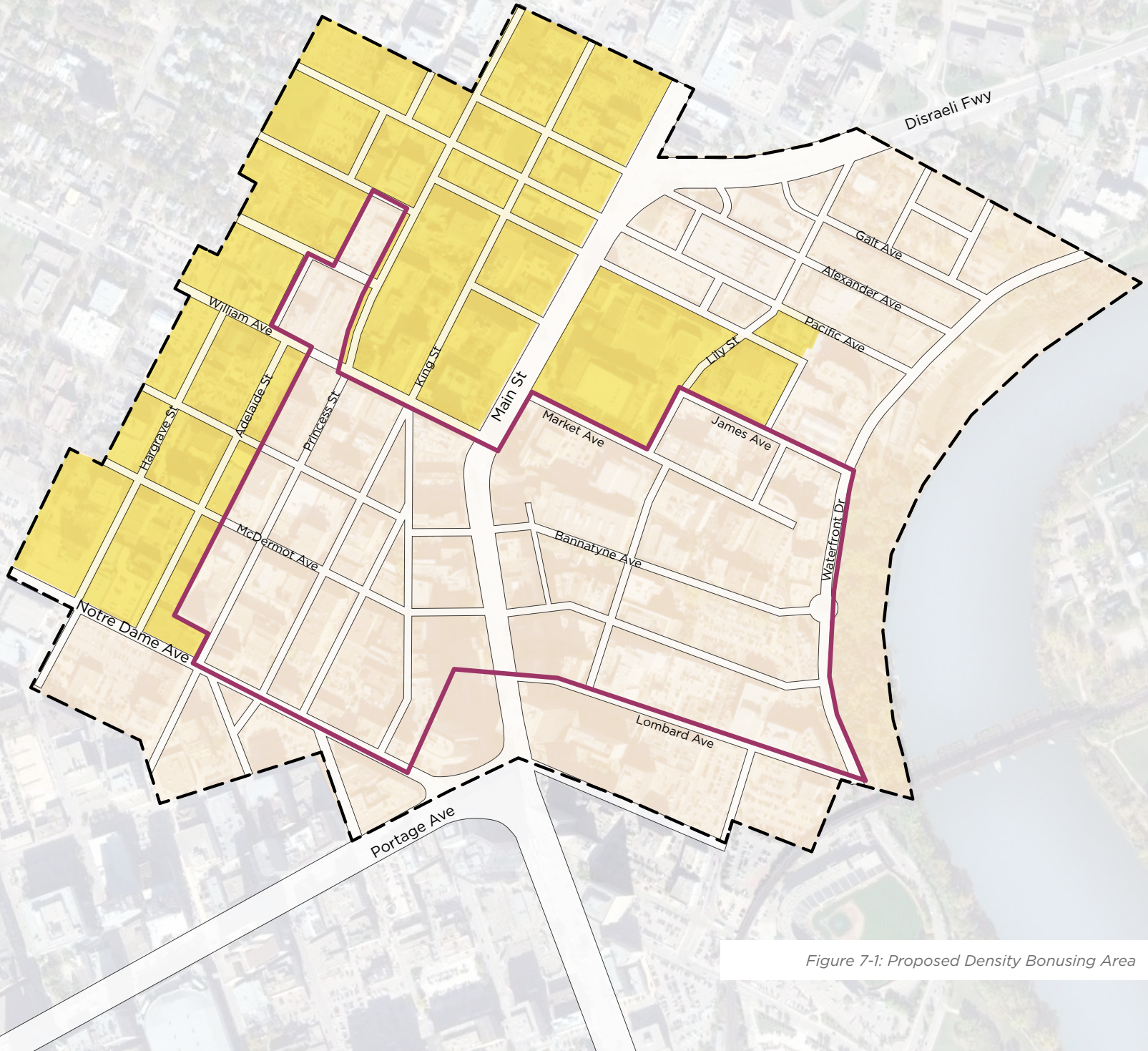


Figure 7-1: Proposed Density Bonusing Area

LEGEND

- National Historic Site area
- 'Halo' Area Where New Density Bonusing Provisions May Be Applied

7.1.3 Establish and Support an Annual Minimum Target for New Residential Units

While the Exchange District benefits from many employees, students, and visitors traveling to the area each day, as well as a growing number of residents in nearby areas of the Downtown, increasing the number of residents within its own boundaries would offer a variety of benefits. For example, it would provide additional support to local businesses, help activate the public realm throughout all hours, and create demand for new neighbourhood amenities. Based on a medium growth estimate that places the 2021 population around 1,500 (see Section 4.4), the addition of 110 new units at an average of 1.5 persons per unit would put the Exchange District on track to reach a population of nearly 3,000 by 2030, bringing its overall density to a level much closer to local neighbourhood precedents that support a broad mixture of uses. As such, in accordance with the City's downtown-wide residential target of 350 units per year until 2030, a minimum target of 110 new residential units should be pursued and supported in the Exchange over that period (approximately 30% of the annual downtown target) through the following actions:

a) Monitor the annual number of residential units constructed based on building permit data and assess in relation to updated Census information and trends in vacancy rates.

b) Undertake a capacity and condition assessment of existing servicing infrastructure in the Exchange District to identify areas where residential development could be directed currently and where upgrades are needed to support key development opportunities.

c) Re-equip CentreVenture and its Urban Development Bank with the resources needed to actively assemble vacant lots and surface parking lots in strategic locations where residential development is desired and, in turn, engage potential partners to develop those lands.

d) Based on progress made in reaching annual targets for new residential units, if required, engage senior levels of government in developing incentive programs to help attract and support development in the Exchange District, with a particular focus on acquiring additional community benefits in the process, such as affordable housing and public spaces. Lands acquired through action (c) above could also be leveraged for such benefits.

e) In accordance with annual targets for new residential units, establish a corresponding target for a portion of units to be affordable, which may be supported through funding partnerships with senior levels of government or community benefit contributions.

f) Periodically review – at least every 5 years – the progress made toward reaching annual and overall growth targets. As part of such reviews, as well as through future planning and growth management initiatives, consider more ambitious residential unit targets for the Exchange District in support of this Plan's vision and objectives.



7.1.4 Establish and Support a Minimum Target for Parkland and Diversify Park Types

Currently, there is approximately 35,000m2 of parkland in the Plan Area, including Stephen Juba Park, Gord Dong Park, Old Market Square, and a portion of Fort Douglas Park. This translates to around 29m2 of parkland per resident based on the 2016 population. With many residential units added over recent years, this balance has likely been eroded and, without the addition of new parkland, will continue to be as the population increases further. At the same time, residents often compete with festivals, daily visitors, and downtown employees for access to these spaces, which reduces the balance of parkland available per resident even further. As such, given the varying needs and density of the Exchange, a target of 20m2 of parkland per resident and diversified range of park types should be pursued through the following actions:

a) Monitor the amount of parkland provided per resident based on updated Census data and in relation to future residential building permits and new parkland developments, while also taking into consideration changes in demographics in relation to park needs.

b) In pursuing an increased total area of parkland to meet the proposed target, capitalize on key development opportunities, such as Alexander Docks and the Market Lands.

c) Once the population of the Exchange District reaches a threshold where a target of 20m2 of parkland space per resident is no longer practical due to density and limited land supply, shift to the City's "catchment area" approach, which takes nearby parkland located outside the Plan Area boundaries into consideration as well, so as to determine how many residents each park is serving within a 5-10 minute walking distance (approximately 500m) with a goal to provide 30m2 of parkland per resident within the catchment area, in accordance with the City's goal for parkland per resident Downtown.

d) Add a neighbourhood scale park to the West Exchange that is not intended to be programmed, but rather, to serve the daily needs of residents through passive use.

e) Develop a 'parklet' program for the Exchange and promote it on streets that will see Transit stop removal in the near future through implementation of the recently approved Transit Master Plan, which will open up valuable street space for new placemaking opportunities.

f) In developing new parks or public spaces throughout the Exchange, engage with the nearby residential and employee population who are likely to be regular users, so as to integrate elements or design approaches that reflect the cultural identity of the area.



7.1.5 Enhance the Exchange District BIZ's Role in Managing the Exchange's Public Realm

As articulated in the City of Winnipeg Charter, the mandate of the Exchange District BIZ, like all Business Improvement Zones is twofold:

1) to beautify, improve and maintain real property of the City within the zone; and
2) to promote improvements and economic development in the zone.

Working within those parameters, the Exchange District BIZ's role in managing the public realm in the Exchange District should be enhanced through the following actions:

a) Consistent with this Plan and as part of a more coordinated approach to infrastructure and public realm investments, the Exchange District BIZ should be engaged as a partner with the City in all planning and design processes affecting public spaces, community amenities, and civic infrastructure within its operational boundaries. This role would not be extended to private development or site improvement projects.

b) In collaboration with the City of Winnipeg's permit groups (Use of Street and Patio), establish a Memorandum of Understanding that gives the Exchange District BIZ an enhanced role in implementing temporary measures for street closures and seasonal curbside usage (e.g. patios, parklets, temporary cyclist accommodation, etc.) within its operational boundaries, in accordance with pre-approved procedures and layout plans.

c) Establish a long-term management agreement and revenue sharing model, giving operating and programming oversight to the Exchange District BIZ for Old Market Square and other existing or future programmable public spaces within the Exchange District.

d) The Exchange District BIZ should explore expanding its service offerings, such as its recycling and sidewalk clearing programs, and pursue other fee-for-service opportunities that can further enhance the quality of the public realm.

e) Work with the City to identify new revenue sources (e.g. portion of public parking proceeds, public realm management and service fees, etc.) to support Exchange District BIZ operations and public realm improvements within the Exchange District.



7.1.6 Enhance Mechanisms for Coordination with Stakeholder Groups

Effective communication and coordination are key to creating a culture of trust between elected officials, City departments and agencies, development interests, and community members, including business owners and residents. This is also not something that is accomplished overnight or without sustained effort. Through consultation with these different actors and groups, a variety of opportunities were identified for making improvements in these areas, which would ultimately help these different groups work toward a shared vision for the Exchange. Accordingly, communication and coordination between the City and stakeholder groups should be improved through the following actions:

a) Provide more opportunities for meaningful consultation between stakeholder groups, elected officials, CentreVenture, and City planning staff when operational changes or major public realm investments are planned in the Exchange, so as to allow concerns to be raised and potential negative impacts to be mitigated prior to implementation.

b) Ensure efforts are made to reach out to community members who may be reluctant to participate in engagement activities or limited in terms of access to required devices, such as newcomers whose primary language is not English, individuals experiencing homelessness, and persons with disabilities, as well as associated organizations. This may be of particular importance when changes are being planned for public spaces, as it presents an opportunity to design such spaces to be more suitable to their needs.

c) Identify a point person to regularly check the City's online Lane Closure Map – which was expanded to include all streets as opposed to just Regional Streets – for notices of upcoming lane closures and/or temporary condition changes in the Exchange District. Such notices should be circulated to local businesses and organizations with the applicable streets / sidewalks specified via the link, providing stakeholders with adequate time to plan for changes and communicate them to customers and suppliers, while concurrently increasing awareness of the Lane Closure Map as a resource.

d) Develop a stakeholder contact list for the Exchange District, as well as other Downtown districts, to provide notice of street, cycle lane, and sidewalk closures, as well as film productions and special events via email, which should be integrated into existing City processes, so as to not rely on individual efforts alone, while still requiring the applicable proponent or contractor to provide written notice.

7.1.7 Integrate a New Sustainable Policy Framework for Heritage Conservation into the Downtown Plan

There are demonstrated impacts and benefits in conserving heritage when it comes to housing, local economies, a healthy environment, waste management, social inclusion, and climate action. For conservation to be effective it needs to be integrated in the foundational planning document – the Downtown Plan. The City's approach is to envision policies that encourage conservation, discourage demolition and neglect, and guide the evolution of the Exchange District, and Downtown as a whole, as it adapts to economic, environmental, social, and cultural changes. Heritage is a measurable valuable asset that is compromised without policies that encourage its preservation and integrate equally with other policies.

Consistent with global best practices in heritage conservation, this new policy framework for heritage conservation should be grounded in 8 of the 17 United Nations Sustainable Development Goals (SDGs): clean energy (7), economic growth (8), industry and innovation (9), reducing inequalities (10), sustainable communities (11), responsible consumption (12), climate action (13), and strong institutions (16).

Accordingly, the conservation of cultural heritage and the active role of these valuable assets to community well-being should be improved through the following actions:

a) Discourage demolition through policies that encourage rehabilitation, the reuse of existing buildings, and waste reduction, while actively discouraging waste production. This includes applying analytical models weighing sustainability factors to development application review processes, such as life-cycle analysis and triple bottom approach.

b) Encourage climate change adaptation measures through policies that promote retrofit, energy efficiency, low carbon emissions, and other adaptation measures. Measures may include pilot projects, case studies, awards, and the integration of conservation best practices within broader energy efficiency programmes, such as those targeting windows. This includes the prior development of benchmarks and measures that are specific to the performance of building typologies found in the Exchange District.

c) Establish policy directions for a Heritage Properties Standards of Maintenance By-law that would penalize excessive vacancy and neglect of designated heritage buildings. It should also provide guidance for the ongoing maintenance of heritage buildings.

d) Provide opportunities for members of Indigenous communities to reclaim areas that are culturally, symbolically, and spiritually significant through policies that encourage the identification, creation, and transformation of spaces.

e) Conduct an accessibility audit of cultural assets in the Exchange District and, based on the results, develop a strategy to mitigate existing physical barriers that limit access.

f) Establish supportive policies for rehabilitating existing spaces within heritage buildings to encourage creative and innovative industries to establish themselves in the Exchange, as well as expanding opportunities for conversions to residential.

7.2 RECOMMENDED PROGRAMS, STRATEGIES AND INTERVENTIONS

This section outlines directions for new and enhanced programs, strategies, and interventions that support the overall vision and development objectives articulated in this Plan.

7.2.1 Create New Internal and External Connections within the Active Mobility Network

The active mobility network in the Exchange District is comprised of various types of facilities (see Section 5.4). While the primary components of the network are sidewalks and separated bike lanes, additional connections and extensions are provided by alleyways, drayways, parks, and separated pathways. This complexity is, in many ways, an advantage for the Exchange, as it provides various route options and encourages exploration throughout the area. However, many of these connections are not immediately obvious, and in some instances, also lead to dead ends or inconvenient detours. Accordingly, the current active mobility network should be enhanced by introducing the following new internal and external connections:

a) In alignment with Council approved future transportation initiatives (i.e. the introduction of Rapid Transit to both Main Street and Portage Avenue), as well as recent City efforts to introduce removable barriers for special events, begin to inform and engage the public about opportunities and implications related to permanently removing the barriers that currently restrict pedestrian access and crossings at the Portage Avenue and Main Street intersection. During this process, emphasis should be placed on the accessibility issues posed by the barriers, while also promoting the recently adopted Transit Master Plan as an opportunity to address some of the prior operational, safety, and cost impediments for removing the pedestrian barriers.

a) In accordance with action (a) above, further transform Main Street from a barrier to a connector between the East and West Exchange District by making improvements to pedestrian crossings at Market Avenue, Bannatyne Avenue, McDermot Avenue, and Pacific Avenue, such as by expanding medians to provide pedestrian resting areas while crossing. All resting areas should comply with Winnipeg's Accessibility Design Standards and include curb ramps for persons with mobility aids (if raised), as well as use finishings and/or materials that are easily distinguishable from the surrounding pavement to aid persons with visual limitations.



b) Ensure that the design and placement of cycle lanes addresses accessible transit stops and provides convenient access from on-street parking to adjacent sidewalks.

c) Fill gaps in the pedestrian network, whether through introducing new sidewalks or enhancing pedestrian corridors, as illustrated in **Figure 7-2**. The timing of some improvements may need to coincide with proposed developments on adjacent sites.

d) Review the current network of cycle lanes to ensure adequate measures are in place to transition cyclists safely onto streets without such facilities, such as the intersections of McDermot Avenue and Rorie Street and Princess Street at Notre Dame Avenue.

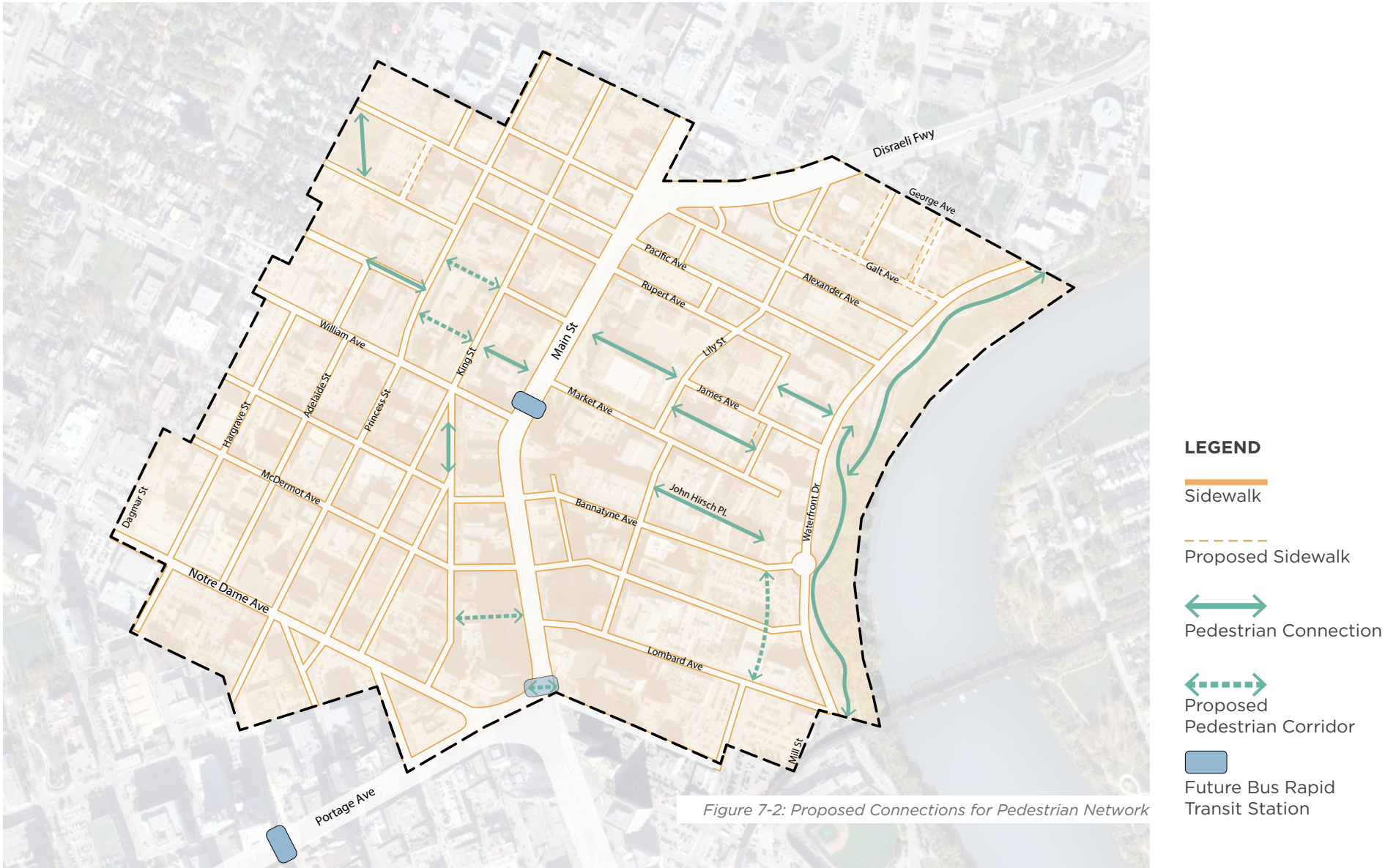


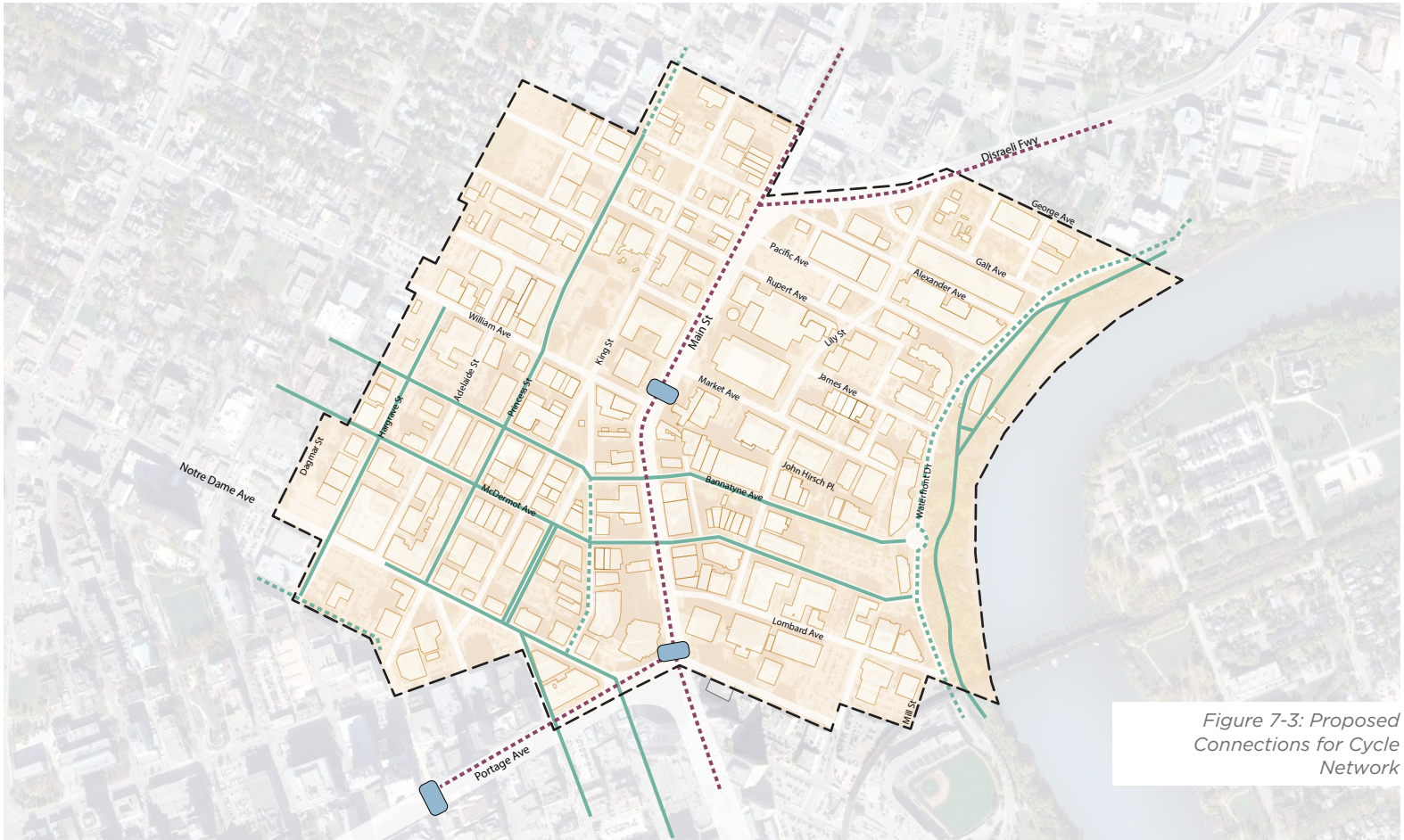
Figure 7-2: Proposed Connections for Pedestrian Network

e) Fill gaps in the cycle network as illustrated in **Figure 7-3**, including introducing a separated path that is dedicated to cyclists along Waterfront Drive to reduce the potential for conflicts with pedestrians traveling at much slower speeds. The design of new cycle facilities along Main Street and Portage Avenue should be considered in relation to proposed changes along these corridors to accommodate rapid transit.

f) In such cases where a new development is proposed along the entirety of a block or across multiple lots located on the same block, ensure the surrounding pedestrian network is considered and, whenever possible, encourage pedestrian pathways to be established at strategic locations across the site to provide mid-block connections.

g) Identify local streets within the Exchange District to implement a Shared Streets concept. Candidate streets should be local streets. Priority should be given to those streets currently deficient in pedestrian and cyclist accommodation. Engage with community stakeholders and conduct pilot studies for the Shared Streets concept in select streets to refine the design for local context. Consider how shared spaces can be introduced on identified streets by means that are compatible with relevant acts (i.e. The Highway Traffic Act), regulations, and by-laws, while also being respectful of parking and loading needs.

h) Pilot summer street closure events with temporary placemaking elements and furnishings to encourage pedestrian activity and social gathering.



LEGEND

- Existing Cycling Facilities
- Proposed Cycling Facilities
- Multi Modal Corridor
- Future Bus Rapid Transit Station

Figure 7-3: Proposed Connections for Cycle Network

7.2.2 Establish a District-Specific Parking Strategy

Parking is an important consideration in the planning of any urban district. The Exchange District is no different, as parking is essential for the area to continue functioning in an orderly and viable manner. However, the cost and availability of parking is a frequent source of contention, and the abundance of surface parking lots is an impediment to creating a great urban environment. The City of Winnipeg's current Downtown Parking Strategy (2010) and forthcoming City-wide Parking Strategy outline a series of progressive parking policies and practices that, when implemented, could resolve some of the persistent parking challenges and support broader planning objectives in the Exchange. In accordance with these documents, a District-Specific Parking Strategy should be established through the following actions:

a) Consistent with the Winnipeg Parking Strategy, strengthen collaboration between the BIZ and Winnipeg Parking Authority to develop District-specific parking strategies and address curbside management and off-street parking issues.

b) The City of Winnipeg and Winnipeg Parking Authority (WPA), working in partnership with the Exchange District BIZ, should establish some form of parking revenue reinvestment model within the District, whereby a portion of parking proceeds generated within the district are used to fund public realm enhancements within the Exchange.

c) Consistent with Complete Communities 2.0 and the Downtown Parking Strategy, implement a licensing program for standalone surface parking lots in the Exchange District. Although the long-term aim is to encourage the redevelopment of surface parking lots, the licensing program should not only institute new fees and elevate design and safety requirements, but also establish requirements for interim activation, carsharing, shared parking provisions, and other components that support the City's broader Transportation Demand Management objectives.

d) Explore the potential for new public investment in off-street structured parking facilities to stimulate and support development. Looking beyond the development of standalone parking structures, the City of Winnipeg and WPA should look at partnership opportunities with private and institutional developers to finance, build, and/or operate structured or underground parking facilities that are integrated into new residential or commercial buildings in the Exchange District.

e) Explore the potential for Shared Parking Agreements with private surface lot owners to effectively expand the publicly available parking supply in the Exchange District, improve the efficiency of the parking pool, and advance design enhancements.

f) Undertake a comprehensive review of on-street parking and loading restrictions in an effort to streamline and reduce the number of varied restrictions applied per block face.

g) Continue collaborative efforts to update curbside signage to ensure parking and loading regulations are clear and easy to interpret.

h) Install electric vehicle charging stations at parking spots around buildings where the nature of the use typically requires longer stays (e.g. the concert hall, galleries, museums, etc.).

i) Strategize alternate curb lane uses for streets identified for short term bus route removal in the recently approved Transit Master Plan (e.g. sidewalk widening for more pedestrian space and/or patios, dedicated vehicle-for-hire pick-up/drop-off areas, the installation of parklets, designation as new on-street parking or loading space, boulevard widening for public amenities, tree installation, and/or art installations, etc.). This includes streets around the Concert Hall and McDermot Avenue, as well as Princess and King north of Red River College and City Hall.

7.2.3 Enhance Pedestrian and Cyclist Facilities to Improve Overall Experience

Active forms of travel are the foundation for moving people around the Exchange District. According to 2016 Census data, when compared to other Winnipeggers, Exchange residents are two and a half times more likely to choose cycling as their primary mode of commuting, and more than nine times more likely to choose walking. Moreover, for anyone visiting the Exchange, whether by transit, bicycle, or private vehicle, they will be a pedestrian at some point in their trip. There are also many benefits to encouraging these types of mobility options, such as alleviating pressures on vehicle parking, contributing to sustainability targets, reducing traffic congestion, and promoting active lifestyles. In recognition of these factors, safety and comfort should be improved for pedestrians and cyclists through the following actions:

a) Monitor City of Winnipeg discussions on residential speed limits for a potential opportunity to apply a reduced speed limit to the streets identified in **Figure 7-4**. The longer-term potential for broader speed reduction zones within the Plan Area should be considered, with particular priority given to the area east of Main Street.

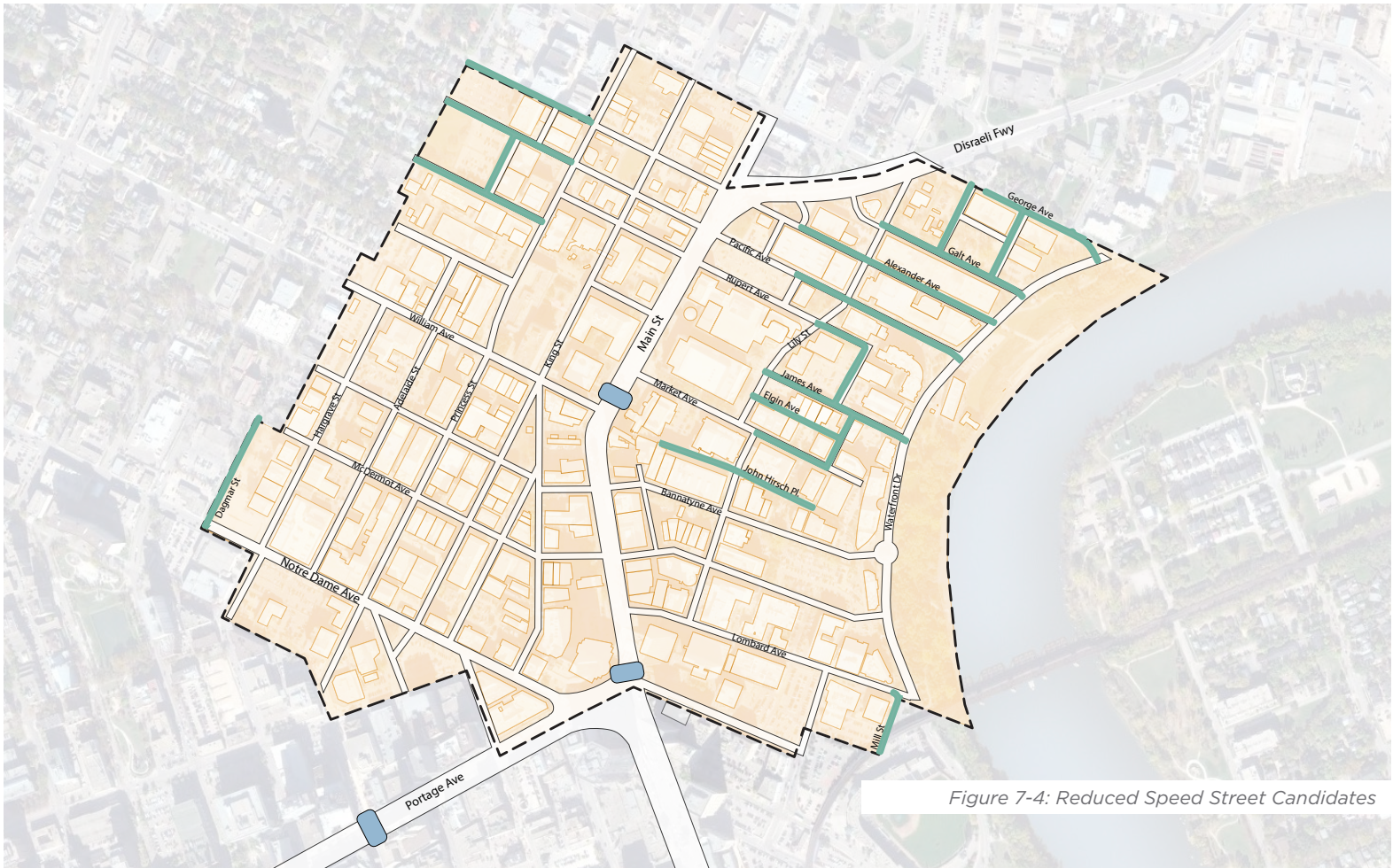


Figure 7-4: Reduced Speed Street Candidates

b) Work with the City to introduce leading pedestrian intervals to applicable intersections with pedestrian safety concerns and/or high pedestrian use (i.e. near key destinations and transit stops), to facilitate safe pedestrian crossings in advance of conflicting vehicle movements.

c) Conduct a review of lighting along well-used pedestrian routes and, in consultation with different groups of users, identify segments where lighting levels should be increased or ornamental lighting added to improve perceptions of safety.

d) Prioritize greening of key mobility corridors to encourage pedestrian traffic, expand the urban canopy, and generate potential economic benefits for local businesses. This should also be encouraged for vacant or underutilized lots on an interim basis.

e) Continue working towards consistent and accessible sidewalk surface applications throughout the Exchange District, with a concrete path of travel defined by high contrast detectable edges, as per recent work east of Main Street and in accordance with Winnipeg's Accessibility Design Standards.

f) Expand the use of on-street parking and public realm features to provide a buffer between pedestrians / cyclists and motorists, such as by placing planters or other aesthetically pleasing features along separated bike lanes (e.g. Bannatyne Avenue), and encouraging seasonal patios within on-street parking spaces (see section 7.1.5).

g) Increase long-term bicycle parking at existing developments within the Exchange District and create bicycle hubs at strategic locations or new developments that provide safe and secure short-term and long-term bicycle parking, as well as some amenities for bicyclists like a repair station, changing rooms, etc. Such facilities should also address universal accessibility objectives through their design and construction.

h) In partnership with the Manitoba Centennial Centre Corporation and Exchange District BIZ, as well as other interested private and institutional partners, develop a priority snow-clearing program for sidewalks in the Exchange that uses a network approach.

i) Address and repair partially removed or remnant infrastructure and streetscape elements, including abandoned light standard bases and street tree wells that are empty or have been left as stumps.

j) Engage public utility service providers to animate dead walls throughout the Exchange that house associated facilities, such as through vegetative screening or murals.



7.2.4 Develop a Public Investment Strategy for the Exchange District

Past efforts by the City and CentreVenture Development Corporation to stimulate economic development through targeted incentives and strategic public investments have been critical to successful development efforts in the Exchange District. However, as market conditions and development trends continue to evolve in the area, strategies for stimulating and supporting development must evolve with them. Further, through proactive measures, additional benefits for the community can be generated in the process. As such, to encourage long-term investment and reinvestment in the Exchange District and elevate its inherent value, a public investment strategy should be developed through the following actions:

a) Recognize the heritage resources of the Exchange as a public asset offering social, economic, and environmental value, which can be leveraged to attract investment.

b) In accordance with action (a) above, ensure the strategy adopts a value assessment approach when it comes to making public infrastructure investments or providing financial incentives for private development, which would take social, economic, and environmental factors into consideration. In turn, these factors can be used to evaluate the types of investments most adapted to protecting and capitalizing on the heritage value and character-defining elements of the Exchange (and offering the potential for further spin-off investments as a result of the improvements), or the types of projects that would offer significant community benefits – such as affordable housing or public green space – but would require the support of financial incentives to be feasible.

c) Recognize that CentreVenture has a strategic role in implementing and administering incentive programs and redevelopment initiatives and ensure that it and its Urban Development Bank have the resources to remain effective and sustainable.

d) Work with CentreVenture to review past incentive programs and investment strategies implemented in the Exchange to evaluate outcomes according to economic, social, and environmental measures. Ensure new initiatives are adapted to reflect these outcomes, as well as current market conditions.

e) Build flexibility into the strategy to allow for alignment with funding opportunities from senior levels of government as they arise. Assign a project lead to monitor these types of opportunities and coordinate application processes and identify potential partners.

f) Establish and maintain a searchable database of granting and incentive programs that are applicable to developers, property owners, and businesses in the Exchange District.

g) Create an Exchange District Community Benefits Fund to provide an additional funding source for the strategy. Possible revenue streams for the fund may include:

- A portion of parking proceeds generated within the Exchange District;
- A portion of permit fees or levies collected from use of street permits in the Exchange District;
- Financial penalties collected from a strengthened by-law for heritage property maintenance standards and/or a vacancy surcharge;
- A portion of City or BIZ proceeds from local festivals and programs;
- Revenues generated through future Incremental Tax programs; and,
- Developer contributions related to a potential future density bonusing provision in the updated Downtown Zoning By-law.

7.2.5 Make Strategic Public Realm Improvements that Generate Social and Economic Value

The quality of the public realm, including parks, streetscapes, and the riverfront, is an essential element of the Exchange District's character and must be a central focus in the comprehensive planning of the area. The City of Winnipeg and CentreVenture have taken the lead on a number of public realm enhancement projects over the past decade; however, in the absence of a long-range plan or District-specific design standards, the quality of the overall public realm lacks consistency in terms of design, amenity, and conditions. The following actions would help in the enhancement of and sustained investment in the Exchange District's public realm:

a) New development should contribute to the improvement and expansion of the Exchange District's public realm, including but not limited to, opportunities for future public park space and plazas, Shared Streets and sidewalks, mid-block pedestrian connections (including alleyways and drayways), and Privately Owned Public Spaces (POPS).

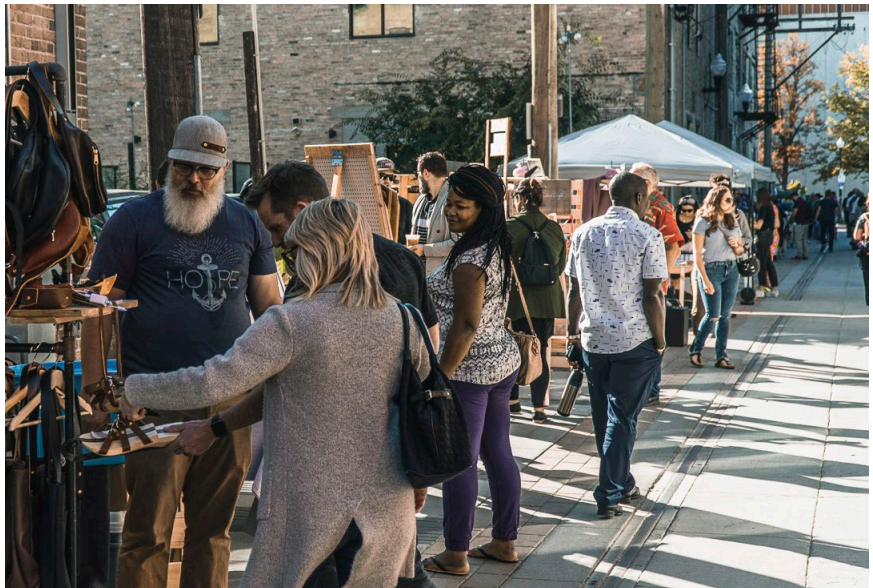


b) Prioritize investment in amenities and infrastructure that will animate and enhance the Exchange District's existing parks, sidewalks, and open spaces, such as shade structures, benches and seating areas, potable water sources, active recreation amenities (e.g. skateboard spot, playground, splashpad, etc.), electrical outlets for programming and events, pedestrian lighting, bicycle storage facilities, public washrooms, and a dog park.

c) Prioritize greening measures in the public realm as a means to improve community well-being, advance adaptation to climate change, and enhance streetscape quality.

d) Ensure festival and arts organizations are consulted in the planning and design of new outdoor spaces and improvement of existing spaces that offer programming potential.

e) Although an overall public realm plan for the Exchange District – supported by updated Urban Design Guidelines – should be initiated, the following are inaugural public realm projects that should be prioritized as per community feedback and carried out in consultation with local stakeholders (*see Figure 7-5*):



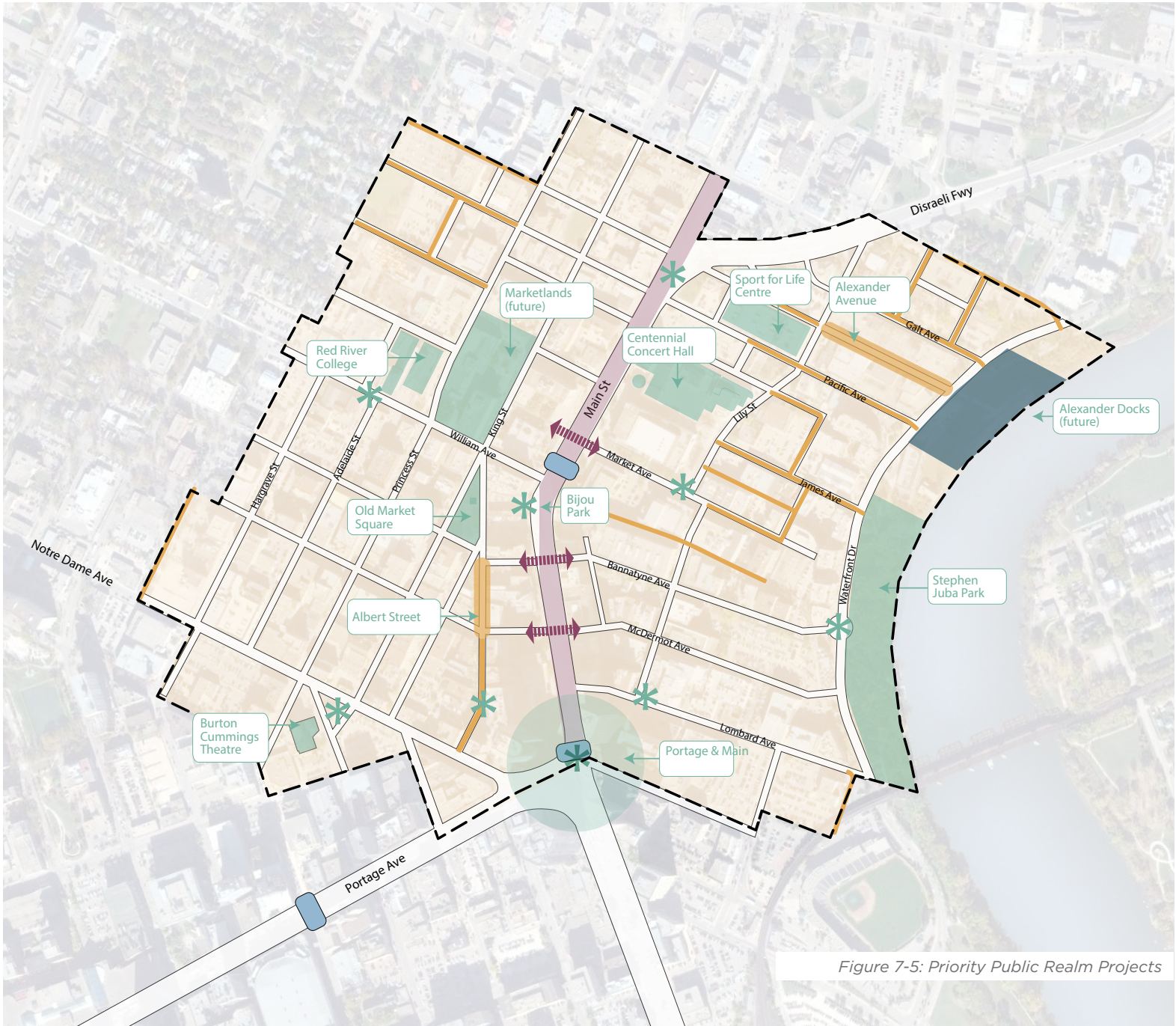


Figure 7-5: Priority Public Realm Projects

LEGEND

- Shared Streets (Pilot)
- Shared Streets (Other Candidates)
- Main Street Renewal
- Improve Pedestrian Crossings
- Alexander Docks Activation
- Exchange District Key Gateways
- Exchange District Key Destinations
- Future Bus Rapid Transit Station

PROJECT 1: MAIN STREET STREETSCAPE RENEWAL

Main Street is a major Downtown image route that serves as an entryway into the Exchange District and serves as its spine. The current state of landscaping, street trees, and street furnishings has gradually deteriorated and in need of reinvestment.

The City and its Downtown partners should advance the development of a renewed streetscape concept for Main Street, that promotes pedestrian comfort and safety, anticipates the eventual re-opening of Portage and Main, and the integration of future planned Rapid Transit Stations* along the corridor.

*The future design of Rapid Transit Stations along the Main Street Corridor (from Disraeli Freeway to Portage Avenue) should reflect the Exchange District's branding and incorporate public art as part of a thematic station design strategy.

PROJECT 2: EXCHANGE DISTRICT GATEWAYS

In an effort to reinforce the Exchange District as an iconic and identifiable character and cultural district, the City should advance design concepts for key gateways into the Exchange (see Figure 8-4). Design treatments should be influenced by the attributes of each individual gateway location, incorporating elements including, but not limited to:

- architectural lighting enhancements that highlight building details or historic building signage;
- wayfinding and interpretive signage;
- high quality landscaping and trees;
- public art; and,
- Exchange District branding.



PROJECT 3: ALEXANDER DOCKS ACTIVATION

The Alexander Docks is a City-owned site that has sat derelict since its closure in 2015. The site is fenced due to concerns over the structural integrity and safety of the dock structure, while the remainder of the site includes a vacant gravel lot and an overlooked green space.

The overall objective of this project is to re-animate the underutilized Alexander Docks site and initiate its long-term revitalization as a vibrant urban waterfront park space and complete the vision for a waterfront that is embraced by citizens and connects different realities from both sides of the river.

Successive community engagement initiatives have demonstrated that Winnipeg's citizens see value in creating public spaces that engage the river. The Alexander Docks provides the potential to reconnect the community to the river, provide additional outdoor amenities to the growing residential population in the East Exchange, and fill a void in the open space network connecting the Exchange District to Point Douglas and The Forks.

The Alexander Docks site also represents an opportunity to advance the City's commitment to reconciliation. The Alexander Docks is the site of the tragic discovery of the body of 15-year-old Tina Fontaine in 2014. That tragedy led to the eventual launch of the National Inquiry into Missing and Murdered Indigenous Women and Girls in 2017. The site of numerous vigils and temporary memorials, the Alexander Docks holds a place in the hearts of Indigenous and non-Indigenous Winnipeggers. Therefore, the design must be the result of careful consideration and consultation to ensure it is truly a place of healing and reconciliation that will bring cultures together.

In addition, the site is also an opportunity to commemorate the notable for an act of heroism by Sergeant Tommy Prince, who saved a drowning man at the Docks in 1955. As well, the site should incorporate interpretive elements that recognized the historic importance of the site in to both the Manitoba fishery and fur trade with connections to the Red River Settlement and the Metis Nation.



Alexander Docks Redevelopment – Conceptual Illustrations
Credit: Nik Friesen-Hughes

PROJECT 4: SHARED STREET PILOT

Shared Streets are reduced-speed pedestrian priority streets that commingle pedestrians, cyclists, and motor vehicles. Typically, Shared Streets are designed without curbs and have minimal, if any signage, signals, or other traffic control devises.

The focus of this project is to initiate a pilot program to test and evaluate a Shared Street approach on one or more lower-volume local streets within the Exchange District that have a high degree of pedestrian potential and connect to key attractions in the area (excluding transit routes, truck routes, or blocks with parkades). Possible candidate streets include:

- Alexander Avenue, from Lily Street to Waterfront Drive;
- Albert Street, from McDermot to Bannatyne;
- Adelaide Street, between William and Elgin; and,
- Other local streets in accordance with section 7.2.1(H).



Shared Street Precedent: Dundas Place – London, ON



Shared Street Precedent: Argyle Street - Halifax, NS



Shared Street Precedent: Ithaca Commons – Ithaca, NY

7.2.6 Introduce New Programming and Promotional Initiatives that Draw on Unique Assets

The Exchange District is well known for the many events, festivals, and performances hosted within its boundaries. In turn – under normal circumstances – large crowds are drawn to the area for these occasions, sometimes over the course of weeks and sometimes just for a night. For others, however, the Exchange also serves as an everyday destination for more casual purposes, such as spontaneous social gatherings, shopping trips, or simply a walk to explore the area. These types of everyday activities are not only a critical element of the Exchange District's character, but also, of its success. As such, the Exchange should be enhanced and promoted as an everyday destination for everyone in accordance with the following actions:



a) Explore opportunities to enhance the self-guided walking tours currently offered by the Exchange District BIZ, including online interactive maps and explanatory audio files, introducing new heritage monuments, and improved wayfinding features (see Section 7.2.7) in the public realm.

b) Continue to encourage local retail shops, restaurants, bars, cafes, galleries, and other unique attractions that regularly offer reasons to visit the Exchange District to spill out into public or semi-public spaces throughout the area (e.g. rooftops, alleyways, etc.).

c) Improve connectivity with The Forks and the SHED by integrating new and existing mobility initiatives, such as the winter skating trail, water bus, and bike-share program.

d) Increase the activation of destination parks and public spaces throughout all seasons, with a particular focus on winter months, which should be further supported by public realm enhancements to protect users from wind and maximize exposure to sunlight.

e) Improve perceptions of safety in the Exchange District by continuing to support the Downtown Community Safety Partnership and the Exchange District BIZ foot patrols, which may be bolstered by the introduction of bike patrols after business hours and during weekends.

f) Promote Exchange daytrips on Travel Manitoba and Tourism Winnipeg platforms.

g) Create an Exchange District-wide approach to promoting the National Historic Site and attracting visitors in partnership with MB Museum, WAC, WAF, and Oseredok through the creation of integrated programming.

7.2.7 Introduce a Pedestrian-Oriented Wayfinding Scheme that Enhances Sense of Place

The Exchange District brings together many different people for a wide variety of reasons. While those who frequent the Exchange more often may have an easy time navigating the area, those who are less familiar, such as tourists, first-time attendees to festivals, and new students, may find it more difficult to get around. Certainly, smartphones and other electronic devices have improved our ability to navigate unfamiliar places, but not everyone has access to these resources, and they can also distract us from our experiences. Beyond navigation, wayfinding can also help to define the character of an area, emphasize landmarks, and generally create mental imagery that builds a relationship to place. As such, a pedestrian-oriented wayfinding scheme that is accessible to all should be introduced through the following:

a) Wayfinding features should be located in areas with high volumes of pedestrian traffic, such as near transit stops, public parks, prominent intersections, and popular cultural venues, as well as in a manner that highlights pedestrian routes which may be lesser known, such as the Centennial Concert Hall Courtyard or John Hirsch Place Woonerf.

b) The scale of wayfinding features should be appropriate for all pedestrians, meaning the height should allow for effective use by children and adults alike, while the font type and size should be easy to interpret for pedestrians with low vision or impaired vision, in accordance with the City of Winnipeg Accessibility Design Standards for signage.

c) The design of wayfinding features should contribute to a sense of place and adopt an approach that maintains elements of consistency while also encouraging creativity.

d) Maps and other graphic cues should be used to enhance legibility and visual interest.

e) The content of wayfinding features should help to locate and identify key destinations, sub-precincts, and surrounding Downtown areas, such as The Forks and SHED.

f) The Exchange District may serve as a pilot for a Downtown-wide wayfinding scheme.



7.2.8 Provide Additional Support to Local Businesses, Creative Industries and Cultural Institutions

The shops, restaurants, businesses, artists, cultural institutions, and creative industries are the animating force of the Exchange District, continuously drawing life into the buildings and public spaces in the area. Widely recognized as the geographic centre for Manitoba's creative sector, the Exchange not only generates social and cultural value, but also significant economic value to the City and Province. As such, the following initiatives should be implemented to support sustained growth and viability of these businesses, industries, and organizations:

a) Recognize the importance of the Exchange District's night-time economy and strive to mitigate potential conflicts with existing and prospective residential development through performance based measures – as opposed to prescriptive measures – which would ensure there is flexibility to deal with different situations and contexts, as noise issues vary significantly from case to case. Further, it would avoid increasing development costs or discouraging uses that have the potential to activate the pedestrian realm and add excitement to the area. Such measures may include:

   - Encouraging local restaurants and drinking establishments to train staff and security personnel to help manage noise issues by keeping doors and windows closed when amplified music is playing, as well as by discouraging noisy activity from patrons entering and leaving the premises.
   - Encouraging residential building owners and property managers to be transparent about any potential noise issues in the area when promoting units for sale or lease to avoid future conflicts. Notably, the vibrant night life and proximate bars and restaurants are already often promoted as a selling feature for the Exchange District.
   - Consider developing new performance standards for sound levels in mixed-used areas such as the Exchange District, as measured from adjacent properties as the point of reception. These new performance standards may be implemented through amendments to the Winnipeg Neighbourhood Liveability By-law, and be enforced through the permitting process by requiring a noise study to be submitted for applicable uses.

b) Monitor the implementation of the Downtown Economic Recovery Strategy in association with key partners, including CentreVenture, the Downtown Winnipeg BIZ, the West End BIZ, and Tourism Winnipeg, and with these partners, adapt the strategy as necessary to meet the evolving needs of businesses in the area.

c) Seek out partnerships and funding opportunities to make building infrastructure enhancements to attract and support the tech and creative industries, such as by expanding the fibre optic network to improve internet quality. This would also help to support tourism initiatives within the Exchange District.

d) Continue to engage with creative sector leaders, including Creative Manitoba, Artspace, Manitoba Music, Manitoba Film and Sound, and the Winnipeg Arts Council, to further strengthen and sustain the clustering of creative industries in the Exchange District.

e) Create a grant program designed to reinvest in the Exchange. Funding may come from a Community Benefit Fund, as described in Section 7.2.4(f), or in the absence of such a fund any of the revenue streams identified thereunder. Grants would be available to tenants and building owners for the purposes of restoration, retrofitting, rehabilitation, sustainable community initiatives, and stabilizing vacant properties in the process of being rehabilitated.

f) Engage with the arts and cultural community in the Exchange to evaluate the existing supply of creative workspaces that are accessible to these groups and, in an effort to maintain and protect an adequate supply of such spaces, continue to monitor it and rates of affordability as development activities progress. If needed, support to unlock additional spaces could be provided through the provision of grants outlined above in 8.2.8(e).

g) Implement strategic actions outlined in the Exchange District Retail Analysis and Strategy (2018), aimed at stimulating and supporting businesses and investment in the Exchange District.



7.2.9 Introduce New Tools to Support Heritage Conservation and Adaptive Reuse of Buildings

The collection of heritage buildings in the Exchange District presents a truly unique opportunity for the City of Winnipeg to establish itself as a leader in heritage conservation and adaptive reuse. These assets can also help the City to achieve broader planning and community building objectives, such as those related to supporting local businesses, adapting to climate change, generating economic development, celebrating cultural identity, and more. As such, the following actions should guide the introduction of new tools to support such initiatives:

a) Create a Policy for Funding the Conservation of Heritage Buildings to ensure alignment with the SDG goals of clean energy (7), economic growth (8), industry and innovation (9), reducing inequalities (10), sustainable communities (11), responsible consumption (12), climate action (13), and strong institutions (16).

b) Create a waste surcharge for the demolition of character defining elements of heritage resources that includes demolition from neglect.

c) Evaluate the potential for the retrofitting of legacy district energy systems for geothermal heating and cooling for existing and new structures in the Exchange. This may include the repurposing of individual system components or the underground tunnel system that could allow new infrastructure to be installed, or connecting both existing properties and new developments.

d) Establish a carbon neutrality program by using life-cycle analysis calculations for different historic building components and calculate carbon emissions of rehabilitation projects, as compared to their demolition and replacement with new structures. The reduced carbon footprint can be documented and used to contribute to municipal targets and attract companies and industries seeking carbon neutrality.

e) Create a new grant program for tenants and building owners for the purposes of restoration, retrofitting, rehabilitation, sustainable community initiatives, and stabilizing vacant properties in the process of being rehabilitated. Funding may come from a Community Benefit Fund, as described in Section 7.2.4(f), or in the absence of such a fund any of the revenue streams identified thereunder.

f) Establish a trades program with educational partners in the Exchange District aimed at promoting specialized trades in relation to heritage carpentry, masonry, historic engineering, and any other program that can train in heritage preservation with an aim to develop cutting edge approaches to sustainable conservation of heritage.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8.0 IMPLEMENTATION

8.1 COMING TOGETHER FOR THE EXCHANGE

The realization of the shared vision for the Exchange District will require a collective effort. This has been the foundation of this Exchange's success to date and, without a doubt, will continue to be moving forward. The City of Winnipeg, Exchange District BIZ, and all Downtown partners and stakeholders have an important role to play in advancing the vision and supporting the sustained growth and evolution of the Exchange District. At the same time, the community members, both current and future, who continue to live, work, learn, and visit destinations in the Exchange will play an equally important role, as they are the ones who will continue to bring life, culture, and excitement to the area, helping to create a truly unique sense of place.

The following outlines a call to action for these key groups and actors in implementing the Plan:

The City of Winnipeg – having an important role as the regulator of planning and development and promoting improved coordination among the various City Departments and agencies responsible for City services and infrastructure and economic development.

CentreVenture Development Corporation – playing a critical role in facilitating downtown development and supporting public-private collaboration and investment.

Economic Development Winnipeg – leading business and investment attraction initiatives, promoting Exchange District businesses, and championing the Exchange District – through Tourism Winnipeg – as one of Winnipeg's foremost tourist destinations.

The Exchange District BIZ – continuing its steadfast promotion of the Exchange District and its businesses and institutions, in addition to advancing its role in the management and programming of the Exchange and its public realm.

The Downtown Winnipeg BIZ – continuing its important role in supporting businesses and programming public spaces in the surrounding Downtown area, as well as segments of the Plan Area outside of the Exchange District BIZ operational boundaries.

Provincial and Federal Government – recognizing the Exchange District is an asset that has both provincial and national significance, as established by the Commemorative Integrity Statement, continue to partner with the City on initiatives that support the Exchange's viability.

Local Businesses, Industries, Organizations, and Institutions – continuing to help shape the future of the Exchange by investing in the area, activating the public realm, advocating for bolstered public investments, elevating design excellence, serving as a catalyst for growth and development, anchoring Manitoba's creative economy, and representing the Exchange and the City at a national and international level.

Exchange District Residents, Workers, and Students – representing key elements of the Exchange's evolving identity by acting as passionate advocates and community leaders.

Winnipeg Community Members – supporting the continued success of the Exchange District by bringing life into the streets, sidewalks, parks, plazas, businesses, galleries, and venues.

In support of this call to action for Exchange District stakeholders, the table on the following page outlines more specific roles for these groups in relation to implementing directions and actions contained herein.

Policies, Regulations and Procedures

Directions		Actions	Lead	Capital Impact	Operational Impact	Implementation – Strategic Partners
7.1.1	Establish a District-Specific Planning Structure	7.1.1(a)	City of Winnipeg	No	Yes	NA
		7.1.1(b)	City of Winnipeg	No	Yes	NA
		7.1.1(c)	City of Winnipeg	No	Yes	NA
		7.1.1(d)	City of Winnipeg	No	Yes	NA
		7.1.1(e)	City of Winnipeg	No	Yes	NA
		7.1.1(f)	City of Winnipeg	No	Yes	CentreVenture, Exchange District BIZ, Downtown Winnipeg BIZ, Winnipeg Transit, and Winnipeg Parking Authority
7.1.2	Update Provisions of the Downtown Zoning By-law	7.1.2(a)	City of Winnipeg	No	Yes	NA
		7.1.2(b)	City of Winnipeg	No	Yes	NA
		7.1.2(c)	City of Winnipeg	No	Yes	NA
		7.1.2(d)	City of Winnipeg	No	Yes	CentreVenture/Development Community
7.1.3	Establish and Support an Annual Minimum Target for New Residential Units	7.1.3(a)	City of Winnipeg	No	No	CentreVenture
		7.1.3(b)	City of Winnipeg	Yes	No	NA
		7.1.3(c)	City of Winnipeg	Yes	No	CentreVenture
		7.1.3(d)	City of Winnipeg	Yes	No	CentreVenture/Senior Levels of Government
		7.1.3(e)	City of Winnipeg	Yes	No	CentreVenture/Senior Levels of Government
		7.1.3(f)	City of Winnipeg	No	No	CentreVenture
7.1.4	Establish and Support a Minimum Target for Parkland and Diversify Park Types	7.1.4(a)	City of Winnipeg	No	No	NA
		7.1.4(b)	City of Winnipeg	Yes	No	CentreVenture/Exchange District BIZ
		7.1.4(c)	City of Winnipeg	No	No	NA
		7.1.4(d)	City of Winnipeg	Yes	No	NA
		7.1.4(e)	Exchange District BIZ	Yes	No	City of Winnipeg
		7.1.4(f)	City of Winnipeg	No	No	Downtown Stakeholders / Exchange District BIZ

Policies, Regulations and Procedures

Directions		Actions	Lead	Capital Impact	Operational Impact	Implementation – Strategic Partners
7.1.5	Enhance the Exchange District BIZ's Role in Managing the Exchange's Public Realm	7.1.5(a)	City of Winnipeg	No	Yes	Exchange District BIZ
		7.1.5(b)	Exchange District BIZ	No	Yes	City of Winnipeg
		7.1.5(c)	Exchange District BIZ	No	Yes	City of Winnipeg
		7.1.5(d)	Exchange District BIZ	No	Yes	Downtown Stakeholders/City of Winnipeg
		7.1.5(e)	Exchange District BIZ	No	No	City of Winnipeg
7.1.6	Enhance Mechanisms for Coordination with Stakeholder Groups	7.1.6(a)	City of Winnipeg	No	Yes	NA
		7.1.6(b)	City of Winnipeg	No	No	NA
		7.1.6(c)	City of Winnipeg	No	Yes	NA
		7.1.6(d)	Exchange District BIZ	Yes	Yes	CentreVenture/Development Community
7.1.7	Integrate a New Sustainable Policy Framework for Heritage Conservation into the Downtown Plan	7.1.7(a)	City of Winnipeg	No	Yes	Senior Levels of Government
		7.1.7(b)	City of Winnipeg	No	No	Senior Levels of Government
		7.1.7(c)	City of Winnipeg	No	Yes	NA
		7.1.7(d)	City of Winnipeg	No	No	Indigenous Organizations
		7.1.7(e)	City of Winnipeg	Yes	No	Exchange District BIZ/ Arts and Cultural Organizations
		7.1.7(f)	City of Winnipeg	No	No	Heritage Winnipeg

Programs, Strategies and Interventions

Directions		Actions	Lead	Capital Impact	Operational Impact	Implementation – Strategic Partners
7.2.1	Create New Internal and External Connections within the Pedestrian Mobility Network	7.2.1(a)	City of Winnipeg	Yes	No	Winnipeg Transit/ Exchange District BIZ/ Property Owners at Portage and Main
		7.2.1(b)	City of Winnipeg	Yes	No	Exchange District BIZ/CentreVenture/ Arts and Cultural Organizations
		7.2.1(c)	City of Winnipeg	No	No	Accessibility Organizations
		7.2.1(d)	City of Winnipeg	Yes	No	Exchange Property Owners
		7.2.1(e)	City of Winnipeg	No	No	NA
		7.2.1(f)	City of Winnipeg	Yes	No	NA
		7.2.1(g)	City of Winnipeg	No	No	Exchange Property Owners
		7.2.1(h)	City of Winnipeg	Yes	No	Exchange District BIZ
		7.2.1(i)	Exchange District BIZ	Yes	No	City of Winnipeg
7.2.2	Establish a District-Specific Parking Strategy	7.2.2(a)	City of Winnipeg	No	No	Winnipeg Parking Authority / Exchange District BIZ
		7.2.2(b)	City of Winnipeg	No	No	NA
		7.2.2(c)	City of Winnipeg	Yes	No	Development Community
		7.2.2(d)	Exchange District BIZ	No	Yes	Exchange Property Owners / Private Parking Lot Operators
		7.2.2(e)	City of Winnipeg	No	Yes	Exchange District BIZ
		7.2.2(f)	City of Winnipeg	No	Yes	Exchange District BIZ
		7.2.2(g)	City of Winnipeg	No	Yes	Exchange District BIZ / Exchange Property Owners
		7.2.2(h)	City of Winnipeg	Yes	Yes	Development Community
		7.2.2(i)	City of Winnipeg	No	Yes	Exchange District BIZ

Programs, Strategies and Interventions

Directions		Actions	Lead	Capital Impact	Operational Impact	Implementation – Strategic Partners
7.2.3	Enhance Pedestrian and Cyclist Facilities to Improve Overall Experience	7.2.3(a)	City of Winnipeg	No	No	Exchange District BIZ/ Exchange District Stakeholders
		7.2.3(b)	City of Winnipeg	No	No	NA
		7.2.3(c)	Exchange District BIZ	No	No	Downtown Community Safety Partnership / City of Winnipeg
		7.2.3(d)	City of Winnipeg	No	No	Exchange District BIZ
		7.2.3(e)	City of Winnipeg	No	No	Accessibility Organizations
		7.2.3(f)	Exchange District BIZ	Yes	No	City of Winnipeg
		7.2.3(g)	City of Winnipeg	No	No	Exchange District BIZ/ Development Community
		7.2.3(h)	City of Winnipeg	No	Yes	Exchange District BIZ/MCCC/Exchange District Stakeholders
		7.2.3(i)	City of Winnipeg	No	No	Exchange District BIZ
		7.2.3(j)	Exchange District BIZ	No	No	Public Utility Providers
7.2.4	Develop a Public Investment Strategy for the Exchange District	7.2.4(a)	City of Winnipeg	No	No	CentreVenture
		7.2.4(b)	City of Winnipeg	No	No	CentreVenture/Exchange District BIZ
		7.2.4(c)	City of Winnipeg	No	No	CentreVenture
		7.2.4(d)	Exchange District BIZ	No	No	City of Winnipeg
		7.2.4(e)	City of Winnipeg	No	No	Senior Levels of Government
		7.2.4(f)	City of Winnipeg	No	No	CentreVenture
		7.2.4(g)	City of Winnipeg	No	Yes	Exchange District BIZ/ Senior Levels of Government

Programs, Strategies and Interventions

Directions		Actions	Lead	Capital Impact	Operational Impact	Implementation – Strategic Partners
7.2.5	Make Strategic Public Realm Improvements that Generate Social and Economic Value	7.2.5(a)	City of Winnipeg	No	No	CentreVenture/ Development Community
		7.2.5(b)	Exchange District BIZ	Yes	No	City of Winnipeg
		7.2.5(c)	Exchange District BIZ	Yes	No	City of Winnipeg
		7.2.5(d)	Exchange District BIZ	No	No	Festival/Arts and Cultural Organizations
		7.2.5(e)	City of Winnipeg	Yes	No	Exchange District BIZ/ CentreVenture
7.2.6	Introduce New Programming and Promotional Initiatives that Draw on Unique Assets	7.2.6(a)	Exchange District BIZ	No	No	Heritage Winnipeg/ Winnipeg Architecture Foundation
		7.2.6(b)	Exchange District BIZ	No	No	Local Businesses
		7.2.6(c)	Exchange District BIZ	Yes	No	Downtown Stakeholders/ City of Winnipeg
		7.2.6(d)	Exchange District BIZ	No	No	City of Winnipeg
		7.2.6(e)	Exchange District BIZ	No	No	Downtown Community Safety Partnership/City of Winnipeg
		7.2.6(f)	Exchange District BIZ	No	No	Tourism Organizations
		7.2.6(g)	Exchange District BIZ	No	No	Arts and Cultural Organizations
7.2.7	Introduce a Pedestrian-Oriented Wayfinding Scheme that Enhances Sense of Place	7.2.7(a)	City of Winnipeg	Yes	No	Exchange District BIZ/Accessibility Organizations/Design Community
		7.2.7(b)	City of Winnipeg	Yes	No	Exchange District BIZ/Accessibility Organizations/Design Community
		7.2.7(c)	City of Winnipeg	No	No	Exchange District BIZ/Accessibility Organizations/Design Community
		7.2.7(d)	City of Winnipeg	No	No	Exchange District BIZ/Accessibility Organizations/Design Community
		7.2.7(e)	City of Winnipeg	No	No	Exchange District BIZ/Accessibility Organizations/Design Community/ Downtown Stakeholders
		7.2.7(f)	City of Winnipeg	Yes	No	Exchange District BIZ/Accessibility Organizations/Design Community/ Downtown Stakeholders

Programs, Strategies and Interventions

Directions		Actions	Lead	Capital Impact	Operational Impact	Implementation – Strategic Partners
7.2.8	Provide Additional Support to Local Businesses, Creative Industries and Cultural Institutions	7.2.8(a)	City of Winnipeg	No	Yes	Exchange District BIZ
		7.2.8(b)	Exchange District BIZ	No	No	Downtown Stakeholders/ City of Winnipeg
		7.2.8(c)	City of Winnipeg	Yes	No	CentreVenture/ Senior Levels of Government
		7.2.8(d)	City of Winnipeg	No	No	Creative Sector Organizations
		7.2.8(e)	City of Winnipeg	Yes	No	CentreVenture/Exchange District BIZ
		7.2.8(f)	Exchange District BIZ	No	No	Arts and Cultural Organizations
		7.2.8(g)	Exchange District BIZ	No	No	Local Businesses
7.2.9	Introduce New Tools to Support Heritage Conservation and Adaptive Reuse of Buildings	7.2.9(a)	City of Winnipeg	No	No	NA
		7.2.9(b)	City of Winnipeg	No	Yes	NA
		7.2.9(c)	City of Winnipeg	No	No	FCM/Senior Levels of Government
		7.2.9(d)	City of Winnipeg	No	Yes	FCM/Senior Levels of Government
		7.2.9(e)	Exchange District BIZ	No	No	CentreVenture/ Exchange Property Owners
		7.2.9(f)	City of Winnipeg	No	No	RRC and other Educational Institutions

8.2 PLAN MONITORING AND ADAPTATION

Recognizing that this Plan sets a long-term vision for the Exchange District's evolution over decades to come, this Plan should be considered as a flexible framework that must adapt to remain relevant in the face of changing conditions. Accordingly, the Exchange District BIZ, the City, and their Downtown partners should periodically review this Plan in order to monitor its implementation and outcomes – in accordance with the Plan's vision, priorities, and objectives.

8.3 PRIORITY, OBJECTIVES, AND DIRECTIONS ALIGNMENT

The following tables demonstrate the way in which implementing one strategic direction can help to achieve various objectives simultaneously. Many of the challenges and opportunities observed in the Exchange District are inter-connected in nature and, as such, will be most effectively addressed with that in mind. For example, by investing in new community amenities there is the potential to generate greater interest in living in the area, which in turn would help to support local businesses, put heritage buildings to productive use, and increase perceptions of safety by maintaining a steady presence of people on the sidewalks and in public spaces. Further, the tables are also intended to help balance the priorities of this Plan and track its intended outcomes.

DIRECTIONS	PRIORITY AND OBJECTIVES **Community Building** to nurture the ongoing organic evolution of the Exchange District into a thriving, inclusive and Complete Community			
	Support continued development and diversification of housing and growth of the residential population	Enhance and expand neighbourhood amenities (eg. parks, grocery stores, schools, etc.)	Strengthen sense of community by promoting inclusivity and supporting well-being of all	Provide greater clarity to local stakeholder groups around new projects and initiatives, including the intended goals
Policies Regulations and Procedures				
7.1.1 Establish a District-Specific Planning Structure	●	●		●
7.1.2 Update Provisions of the Downtown Zoning By-law	●	●		●
7.1.3 Establish and Support an Annual Minimum Target for New Residential Units	●	●		●
7.1.4 Establish and Support a Minimum Target for Parkland and Diversify Park Types		●	●	●
7.1.5 Enhance the Exchange District BIZ's Role in Managing the Exchange's Public Realm			●	
7.1.6 Enhance Mechanisms for Coordination with Stakeholder Groups				●
7.1.7 Integrate a New Sustainable Policy Framework for Heritage Conservation into the Downtown Plan	●		●	
Programs, Strategies and Interventions				
7.2.1 Create New Internal and External Connections within the Pedestrian Mobility Network				
7.2.2 Establish a District-Specific Parking Strategy	●			●
7.2.3 Enhance Pedestrian and Cyclist Facilities to improve Overall Experience		●	●	
7.2.4 Develop a Public Investment Strategy for the Exchange District	●	●		
7.2.5 Make Strategic Public Realm Improvements that Generate Social and Economic Value		●	●	
7.2.6 Introduce New Programming and Promotional Initiatives that Draw on Unique Assets		●	●	
7.2.7 Introduce a Pedestrian-Oriented Wayfinding Scheme that Enhances Sense of Place			●	
7.2.8 Provide Additional Support to Local Businesses, Creative Industries and Cultural Institutions			●	●
7.2.9 Introduce New Tools to Support Heritage Conservation and Adaptive Reuse of Buildings	●		●	

DIRECTIONS	PRIORITY AND OBJECTIVES			
	Resilience and Adaptation to positively contribute to the liveability, sustainability, and naturally, but consistently evolving identity of the area by strengthening the Exchange District's demonstrated versatility in adapting to changing circumstances			
	Strengthen partnerships and collaboration between public, private, and community interests	Strengthen partnerships and collaboration between public, private, and community interests	Maintain a diverse and complementary mix of land uses and development types	Build the resiliency of the local business environment to current and future challenges
Policies Regulations and Procedures				
7.1.1 Establish a District-Specific Planning Structure	●	●	●	●
7.1.2 Update Provisions of the Downtown Zoning By-law		●	●	
7.1.3 Establish and Support an Annual Minimum Target for New Residential Units		●	●	●
7.1.4 Establish and Support a Minimum Target for Parkland and Diversify Park Types			●	
7.1.5 Enhance the Exchange District BIZ's Role in Managing the Exchange's Public Realm	●			●
7.1.6 Enhance Mechanisms for Coordination with Stakeholder Groups	●			●
7.1.7 Integrate a New Sustainable Policy Framework for Heritage Conservation into the Downtown Plan		●	●	
Programs, Strategies and Interventions				
7.2.1 Create New Internal and External Connections within the Pedestrian Mobility Network				
7.2.2 Establish a District-Specific Parking Strategy	●		●	●
7.2.3 Enhance Pedestrian and Cyclist Facilities to improve Overall Experience			●	
7.2.4 Develop a Public Investment Strategy for the Exchange District	●	●	●	●
7.2.5 Make Strategic Public Realm Improvements that Generate Social and Economic Value	●	●	●	●
7.2.6 Introduce New Programming and Promotional Initiatives that Draw on Unique Assets	●			●
7.2.7 Introduce a Pedestrian-Oriented Wayfinding Scheme that Enhances Sense of Place				
7.2.8 Provide Additional Support to Local Businesses, Creative Industries and Cultural Institutions	●	●	●	●
7.2.9 Introduce New Tools to Support Heritage Conservation and Adaptive Reuse of Buildings	●	●	●	●

DIRECTIONS	PRIORITY AND OBJECTIVES: **Mobility and Connectivity** to develop a complete mobility network that is intuitive and equitable by prioritizing the pedestrian experience, strengthening connections, and balancing the needs of different groups of users and types of transportation			
	Improve accessibility and pedestrian comfort through a people-first approach	Promote sustainability in the design of transportation infrastructure and the overall mobility network, while adapting to the rapidly evolving nature of urban transportation	Enhance connectivity within the Exchange District and to adjacent destinations	Balance the mobility needs of all visitors, residents, and businesses, including accommodation and ease of use for all modes
Policies Regulations and Procedures				
7.1.1 Establish a District-Specific Planning Structure	●	●		●
7.1.2 Update Provisions of the Downtown Zoning By-law				
7.1.3 Establish and Support an Annual Minimum Target for New Residential Units				
7.1.4 Establish and Support a Minimum Target for Parkland and Diversify Park Types	●		●	
7.1.5 Enhance the Exchange District BIZ's Role in Managing the Exchange's Public Realm	●		●	
7.1.6 Enhance Mechanisms for Coordination with Stakeholder Groups		●		●
7.1.7 Integrate a New Sustainable Policy Framework for Heritage Conservation into the Downtown Plan				
Programs, Strategies and Interventions				
7.2.1 Create New Internal and External Connections within the Pedestrian Mobility Network	●	●	●	●
7.2.2 Establish a District-Specific Parking Strategy		●		●
7.2.3 Enhance Pedestrian and Cyclist Facilities to improve Overall Experience	●	●	●	●
7.2.4 Develop a Public Investment Strategy for the Exchange District		●		●
7.2.5 Make Strategic Public Realm Improvements that Generate Social and Economic Value	●	●	●	●
7.2.6 Introduce New Programming and Promotional Initiatives that Draw on Unique Assets			●	
7.2.7 Introduce a Pedestrian-Oriented Wayfinding Scheme that Enhances Sense of Place	●		●	●
7.2.8 Provide Additional Support to Local Businesses, Creative Industries and Cultural Institutions				
7.2.9 Introduce New Tools to Support Heritage Conservation and Adaptive Reuse of Buildings				

DIRECTIONS	PRIORITY AND OBJECTIVES: Character and Placemaking — to celebrate and conserve the Exchange District's architectural heritage, elevate design excellence, invest in great public spaces, and promote the cultural events and programming that define its character and identity			
	Strengthen and promote the Exchange as an everyday destination for everyone	Ensure public spaces are designed, distributed, and managed to support the needs of all users (e.g. residents of all ages, festival operators, film productions, etc.)	Maintain the Exchange's many heritage resources and reinforce its unique urban structure	Promote heritage and the historic significance of the area from all perspectives, including those of Indigenous peoples
Policies Regulations and Procedures				
7.1.1 Establish a District-Specific Planning Structure			●	
7.1.2 Update Provisions of the Downtown Zoning By-law			●	
7.1.3 Establish and Support an Annual Minimum Target for New Residential Units	●		●	
7.1.4 Establish and Support a Minimum Target for Parkland and Diversify Park Types	●	●		
7.1.5 Enhance the Exchange District BIZ's Role in Managing the Exchange's Public Realm	●	●		●
7.1.6 Enhance Mechanisms for Coordination with Stakeholder Groups		●		●
7.1.7 Integrate a New Sustainable Policy Framework for Heritage Conservation into the Downtown Plan			●	●
Programs, Strategies and Interventions				
7.2.1 Create New Internal and External Connections within the Pedestrian Mobility Network			●	
7.2.2 Establish a District-Specific Parking Strategy	●			
7.2.3 Enhance Pedestrian and Cyclist Facilities to improve Overall Experience	●	●		
7.2.4 Develop a Public Investment Strategy for the Exchange District		●	●	
7.2.5 Make Strategic Public Realm Improvements that Generate Social and Economic Value	●	●	●	●
7.2.6 Introduce New Programming and Promotional Initiatives that Draw on Unique Assets	●			●
7.2.7 Introduce a Pedestrian-Oriented Wayfinding Scheme that Enhances Sense of Place	●	●		●
7.2.8 Provide Additional Support to Local Businesses, Creative Industries and Cultural Institutions	●			●
7.2.9 Introduce New Tools to Support Heritage Conservation and Adaptive Reuse of Buildings			●	

DIRECTIONS	PRIORITY AND OBJECTIVES: **Innovation and Creativity** — to advance the Exchange District's emerging status as the hub of the City's innovation and creative economy, ensuring that the necessary conditions are in place to stimulate growth in the ecosystem of industries and institutions related to arts, culture, creativity, and technology			
	Maintain and expand the cluster of arts and cultural organizations and institutions	Stimulate new business partnerships and economic development opportunities to support the sectors	Demonstrate leadership in developing, testing, and implementing progressive ideas, technology, and entrepreneurship	Grow the creative economy and ecosystem, from education through to employment and production, through increased support for the creative and tech sectors
Policies Regulations and Procedures				
7.1.1 Establish a District-Specific Planning Structure	●	●	●	●
7.1.2 Update Provisions of the Downtown Zoning By-law		●	●	
7.1.3 Establish and Support an Annual Minimum Target for New Residential Units			●	●
7.1.4 Establish and Support a Minimum Target for Parkland and Diversify Park Types				
7.1.5 Enhance the Exchange District BIZ's Role in Managing the Exchange's Public Realm			●	
7.1.6 Enhance Mechanisms for Coordination with Stakeholder Groups	●	●		●
7.1.7 Integrate a New Sustainable Policy Framework for Heritage Conservation into the Downtown Plan	●	●	●	●
Programs, Strategies and Interventions				
7.2.1 Create New Internal and External Connections within the Pedestrian Mobility Network				
7.2.2 Establish a District-Specific Parking Strategy		●	●	
7.2.3 Enhance Pedestrian and Cyclist Facilities to improve Overall Experience				
7.2.4 Develop a Public Investment Strategy for the Exchange District	●	●	●	●
7.2.5 Make Strategic Public Realm Improvements that Generate Social and Economic Value		●	●	
7.2.6 Introduce New Programming and Promotional Initiatives that Draw on Unique Assets	●	●		
7.2.7 Introduce a Pedestrian-Oriented Wayfinding Scheme that Enhances Sense of Place				
7.2.8 Provide Additional Support to Local Businesses, Creative Industries and Cultural Institutions	●	●	●	●
7.2.9 Introduce New Tools to Support Heritage Conservation and Adaptive Reuse of Buildings	●	●	●	●




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