APPENDIX 1

Winnipeg

Complete Communities 2.0

An *OurWinnipeg* Direction Strategy



By-law No. 119/2020 3rd Reading Version

Corporate vision

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

Corporate mission

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

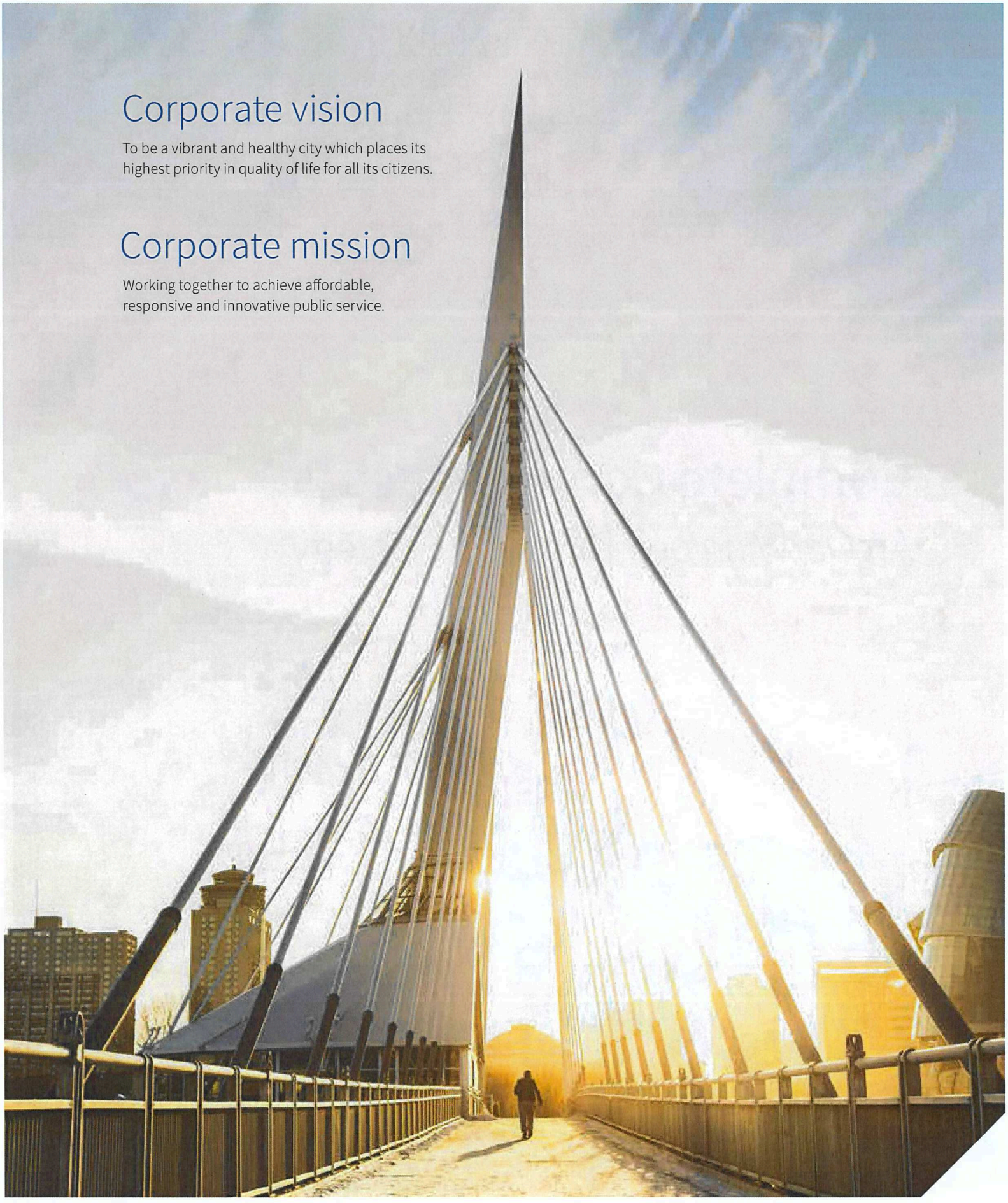


Table of Contents

Land and Water Acknowledgement 4

A1. Introduction 6
A2. Urban Structure 16

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

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

C3. Rapid Transit Corridors 60
C4. Commercial Areas and Mixed Use Centres 64
- Regional Mixed Use Centres 65
- Community Mixed Use Centres 68

C5. Major Redevelopment Sites 74
C6. New Communities 80

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

D2. Reinvestment Areas 103

ADDITIONAL AREAS
E1. Employment Lands 105
E2. Rural and Agricultural 113

SPECIAL DISTRICTS
F1. Airport Area 119
F2. Urban Reserves 122
F3. Capital Region 123

URBAN STRUCTURE SUPPORTS
G1. Mobility 127
G2. Strategic Infrastructure and Resources 132
G3. Parks and Recreation 137
G4. Major Open Space 142
G5. Housing 148
G6. Urban Design 151
G7. Heritage Conservation 156

IMPLEMENTATION
H1. Implementation 159

Glossary 168
Appendix 180

CITY CONTACT INFORMATION & PHOTO AND GRAPHICS CREDITS 186

Land and Water Acknowledgement

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

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

How to Use this Document

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

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

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

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

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

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

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

EXAMPLE OF VISION, GOALS, AND POLICIES

VISION

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

Goal 1
1.0 Identify and monitor Reinvestment Areas.

Policies
Indicators

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

Identify needs and reinvestment opportunities

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

Document Structure

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

Introduction	The introduction provides the vision of *Complete Communities 2.0* and outlines the big steps that are being taken to implement this vision. It also explains how this document is related to other planning documents and to *OurWinnipeg* in particular. Finally, it provides an overview of the planning context in the City of Winnipeg (the City).	
Urban Structure	The City of Winnipeg's Urban Structure provides a vision for the arrangement of land uses within the city.	
	SECTIONS	**INTENT**
Growth and Servicing	B1. General Growth B2. Financing Growth B3. Servicing	These sections covers how the City will manage and finance growth, as well as its policies around municipal servicing.
Transformative Areas	C1. Downtown C2. Corridors C3. Rapid Transit Corridors C4. Commercial Areas and Mixed Use Centres C5. Major Redevelopment Sites C6. New Communities	These sections cover Transformative Areas – those areas of the City that provide the best opportunity for growth and change.
Established Neighbourhoods	D1. Established Neighbourhoods • Mature Communities • Recent Communities ° Emerging Communities D2. Reinvestment Areas	These sections covers Established Neighbourhoods – which are existing residential areas where most Winnipeggers live. They will accommodate mostly moderate growth and change.
Additional Areas	E1. Employment Lands E2. Rural and Agricultural	These sections cover other areas that can be found throughout the city.
Special Districts	F1. Airport Area F2. Urban Reserves F3. Capital Region	These sections cover areas where the City has limited or no jurisdiction, but is in a position to partner with stakeholders in the future development of these lands.
Urban Structure Supports	G1. Mobility G2. Strategic Infrastructure and Resources Heritage G3. Parks and Recreation G4. Major Open Space G5. Housing G6. Urban Design G7. Heritage Conservation	These supporting sections are not related to any one area or type of area of the City. They are intended to be applied throughout the City where they are applicable to a particular neighbourhood, community, or component of the Urban Structure.
Implementation	H1. The implementation section describes how the City of Winnipeg intends to track its progress towards and remain accountable to the implementation of the *Complete Communities 2.0*	

A1. Introduction

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

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

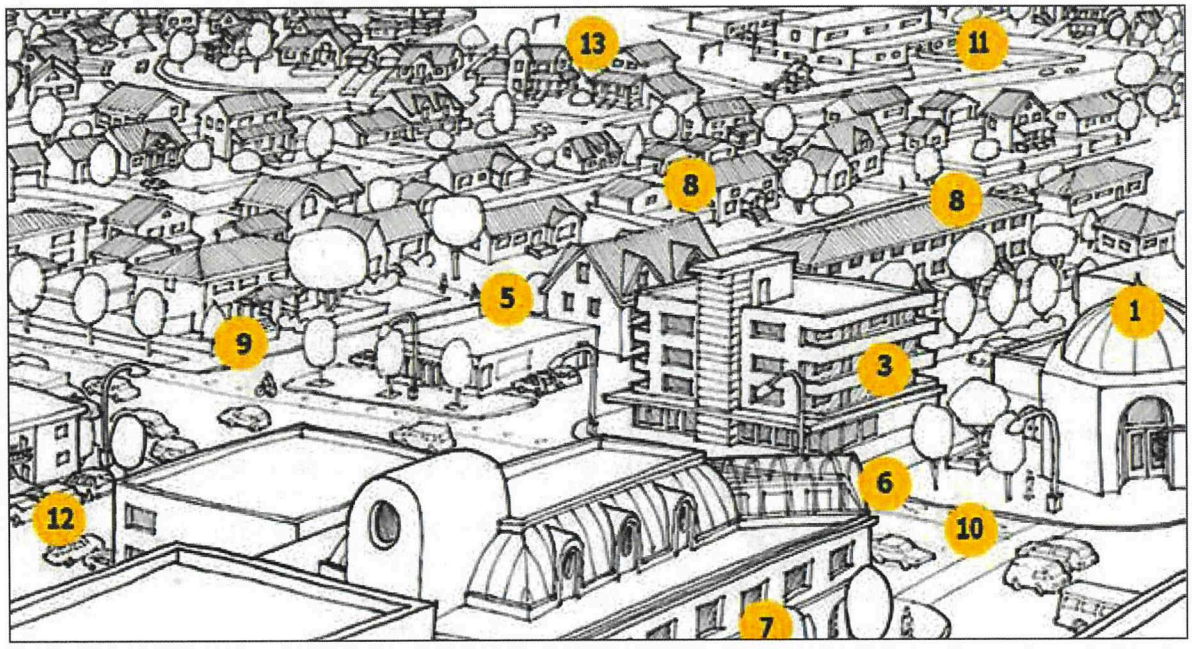
The primary focus of *Complete Communities 2.0* is to describe Winnipeg's physical characteristics and introduce an Urban Structure that creates a framework for the city's future physical growth and development. An Urban Structure is a spatial articulation of city building objectives. It guides the city's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

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

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

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

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



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

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

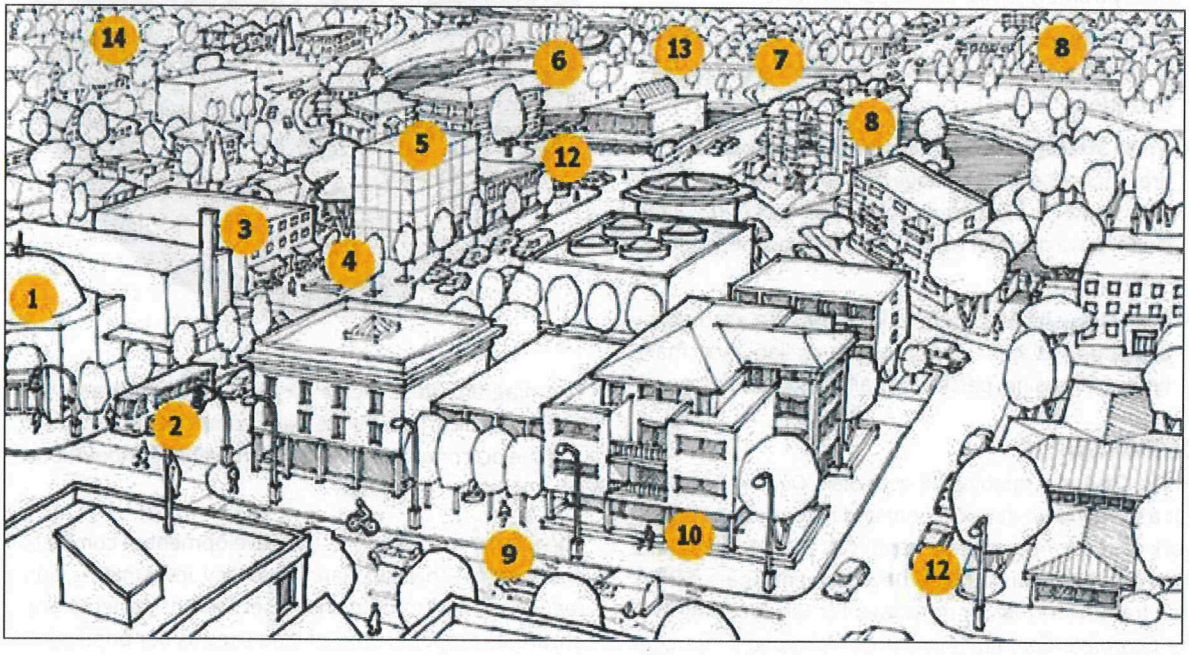
Opportunities and challenges come with this continuing growth. As a city, we have the opportunity to be proactive, strategic, and innovative about how we grow and change.

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

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

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

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



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

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

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

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

OURWINNIPEG

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

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

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

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

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

Figure 2



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

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

VISION

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

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

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

PRINCIPLES

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

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

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

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

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

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

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

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

WHAT ARE COMPLETE COMMUNITIES?

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

What Is a Complete Community?

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

Characteristics of Complete Communities

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

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

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

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

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

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

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

Complete communities provide access to healthy and affordable food.

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

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



Is Cold Weather a Barrier to Complete Communities?

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

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

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

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

COMPLETE COMMUNITIES 2.0 AND RECONCILIATION

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

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

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

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

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

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

REFERENCES

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

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

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

OurWinnipeg

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

Guiding Documents

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

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

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

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

PLANNING CONTEXT

Population growth

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

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

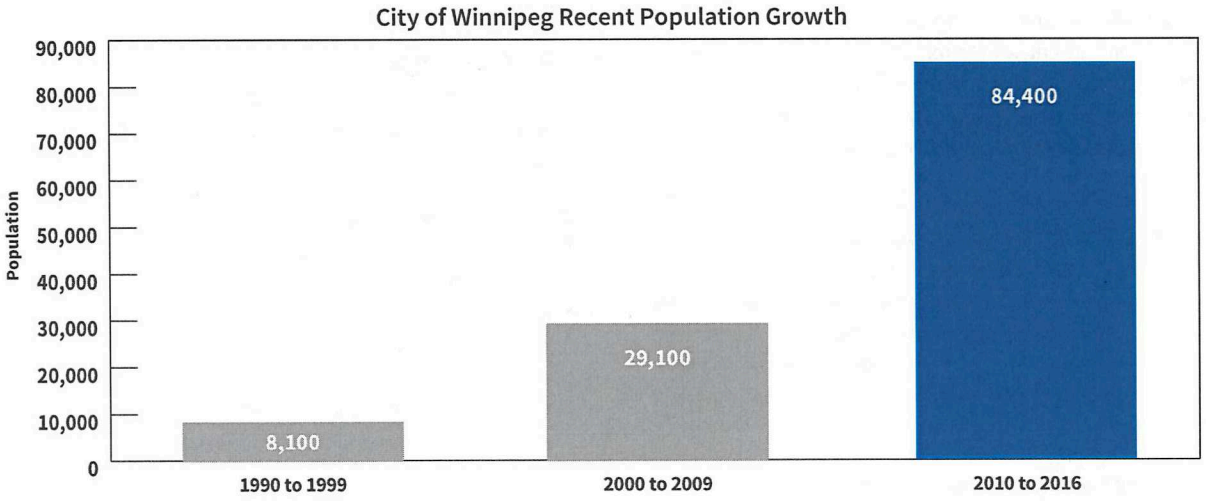


Figure 3

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

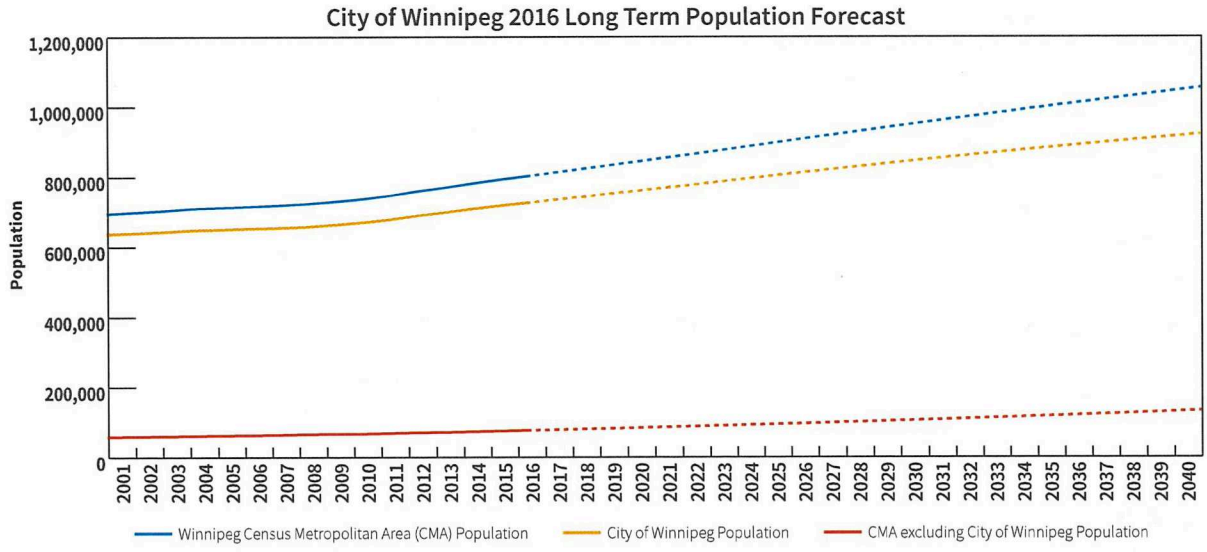


Figure 4

Source: City of Winnipeg 2016 Population and Housing Forecast

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

Housing growth

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

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

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

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

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

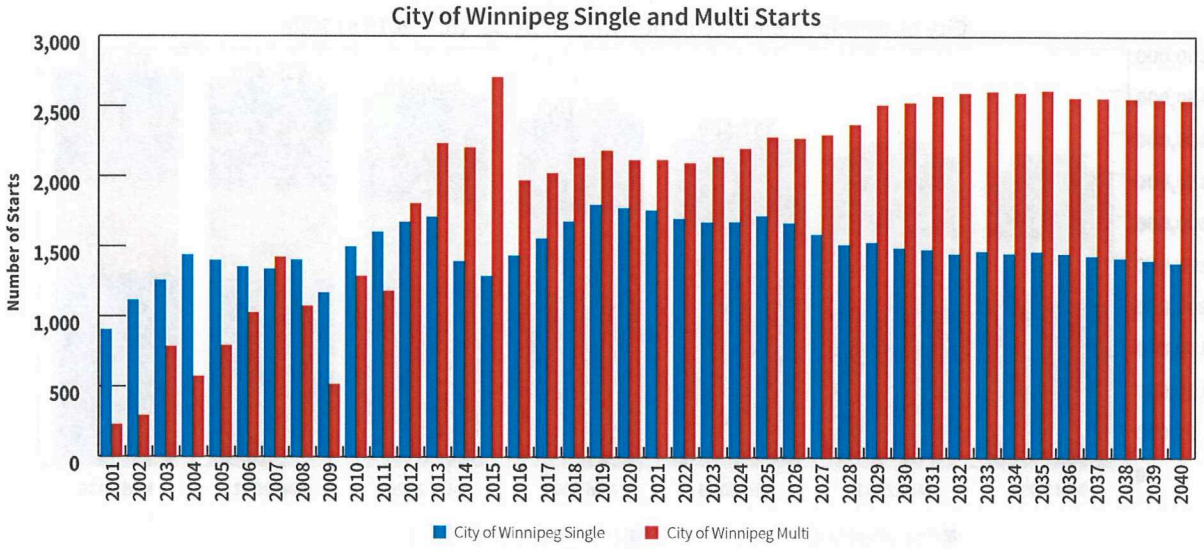


Figure 5

Source: CMHC, The Conference Board of Canada

[2]City of Winnipeg permit data

Employment growth

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

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

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

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

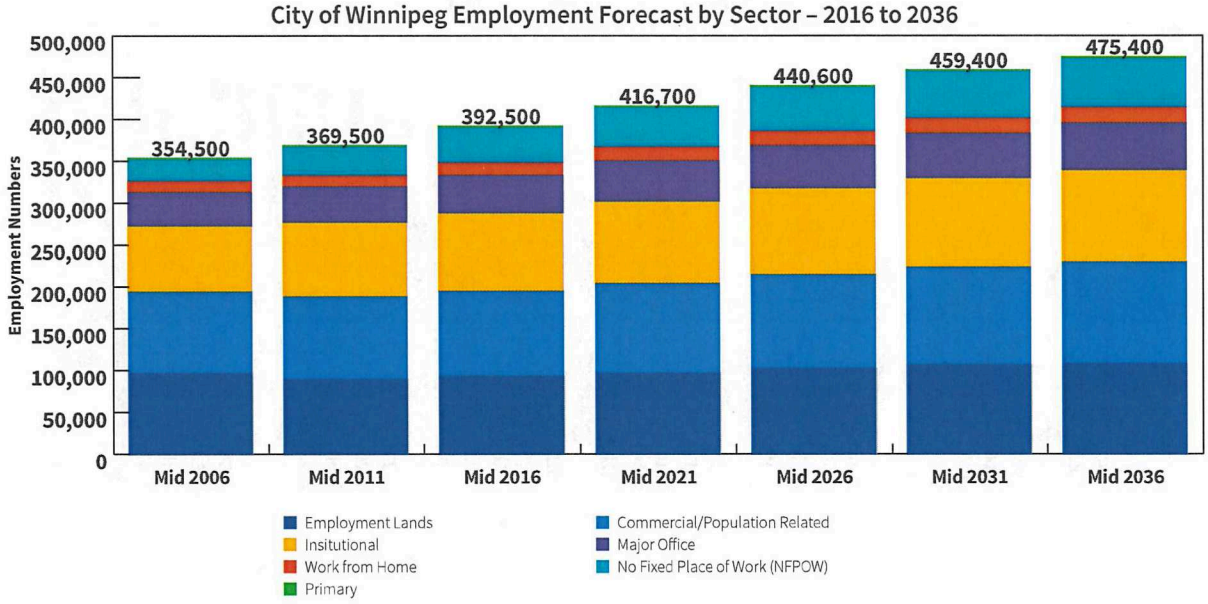


Figure 6

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

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

Change in urban footprint

Like most North American cities, Winnipeg's urban footprint increased significantly relative to its population in the post-war years. From 1971 to 2019, its settlement area nearly doubled in size (an increase of 92%), while its population only grew by 37%[4]. At the same time, the population of Mature Communities declined and in 2016, there were approximately 82,000 fewer residents compared to 1971. However, in the latter part off the 2000's, the population of Mature Communities started to grow again due to increasing rates of infill development, although numbers still remain short of 1971 levels. Specifically, Census data indicates that the population increased by 4,630 persons in Mature Communities between 2006 and 2011.

Like many other cities, this has left Winnipeg with an urban fabric that is increasingly difficult to maintain. With its budgets for both the maintenance and construction of new infrastructure stretched increasingly thin, Winnipeg is struggling to keep up with the needs of a growing city. The 2018 State of the Infrastructure Report estimated its 2018-2027 infrastructure deficit at $6.9 billion, which is exacerbated by limited revenue growth over the previous two decades.

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

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

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

A2. Urban Structure

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

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

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

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

OurWinnipeg Transformative Areas

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

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

OurWinnipeg Established Neighbourhoods

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

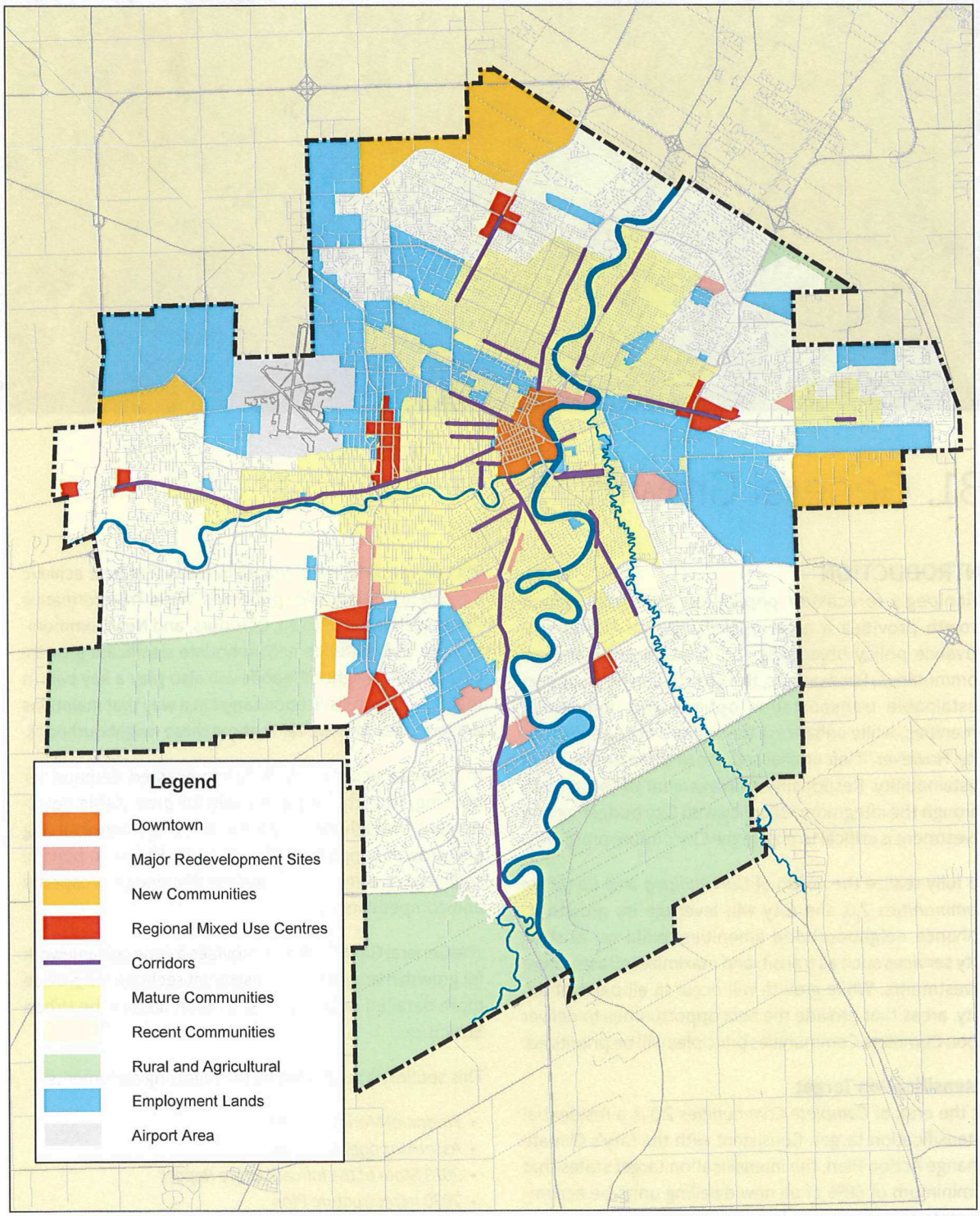
Regular updates to the Urban Structure based on changes "on the ground" will keep it current and ensure that it contributes to the overall *OurWinnipeg* vision and policies.

URBAN STRUCTURE HIERARCHY

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

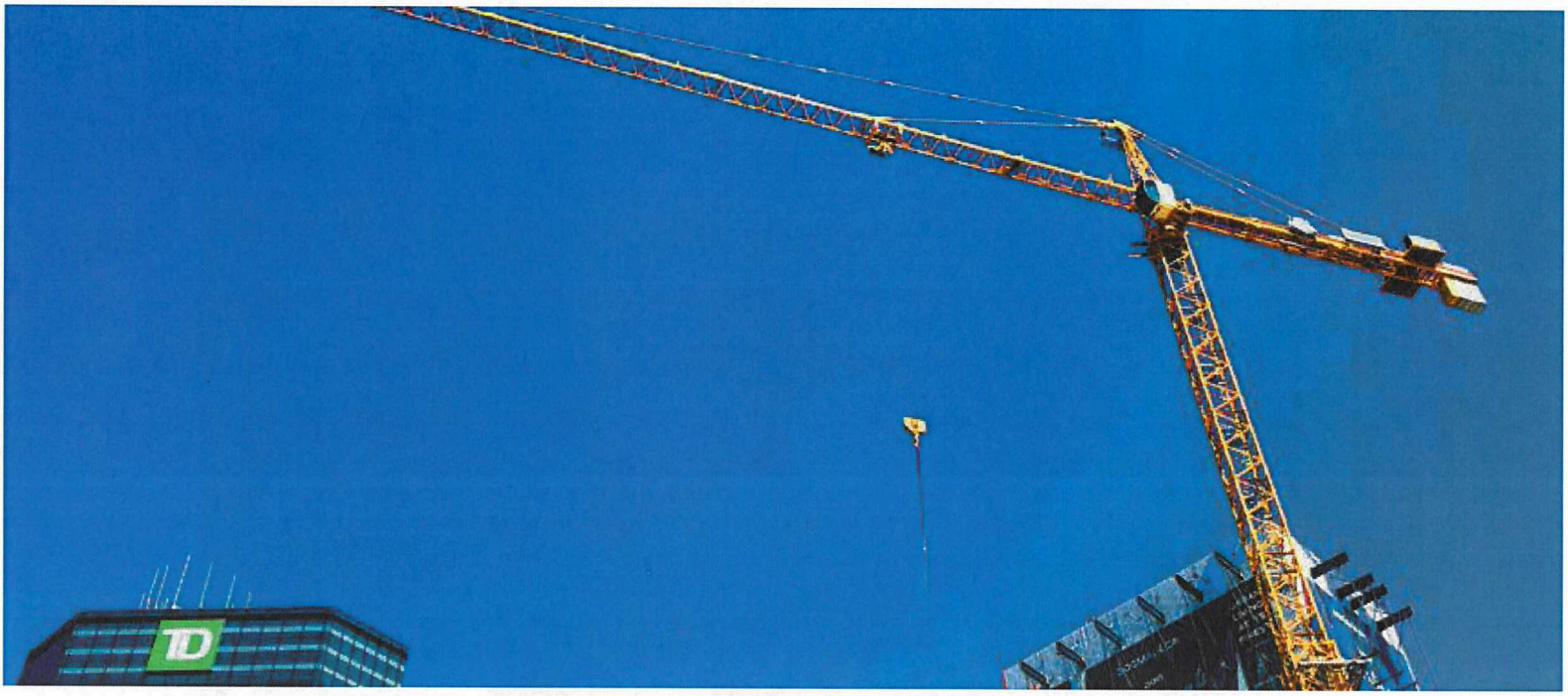
1. Airport Area, Urban Reserves
2. Major Open Space, Major Redevelopment Sites
3. Employment Lands, Downtown, Rural and Agricultural
4. Corridors
5. New Communities
6. Mixed Use Centres
7. Established Neighbourhoods

MAP OF THE URBAN STRUCTURE



Map 1

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



B1. General Growth

INTRODUCTION

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

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

Intensification Target

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

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

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

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

This section is supported by the following documents:

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

Common Questions about Growth and Intensification

1. What are the benefits of infill development?

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

2. Why do we need greenfield development?

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

3. What is the intensification target?

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

4. Why phase greenfield development?

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

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

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

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

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

VISION

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

Goal 1

1.0 Ensure forecasted growth is responsibly planned.

Policies

Plan for and accommodate forecasted growth

1.1 Accommodate forecasted growth through implementation of the following:

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

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

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

1.1.4 Accommodate market demand for new housing.

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

1.1.6 Optimize existing infrastructure and services.

Goal 2

2.0 Encourage strategic intensification.

Policies

Setting an intensification target

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

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

Implementing the intensification target

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

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

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

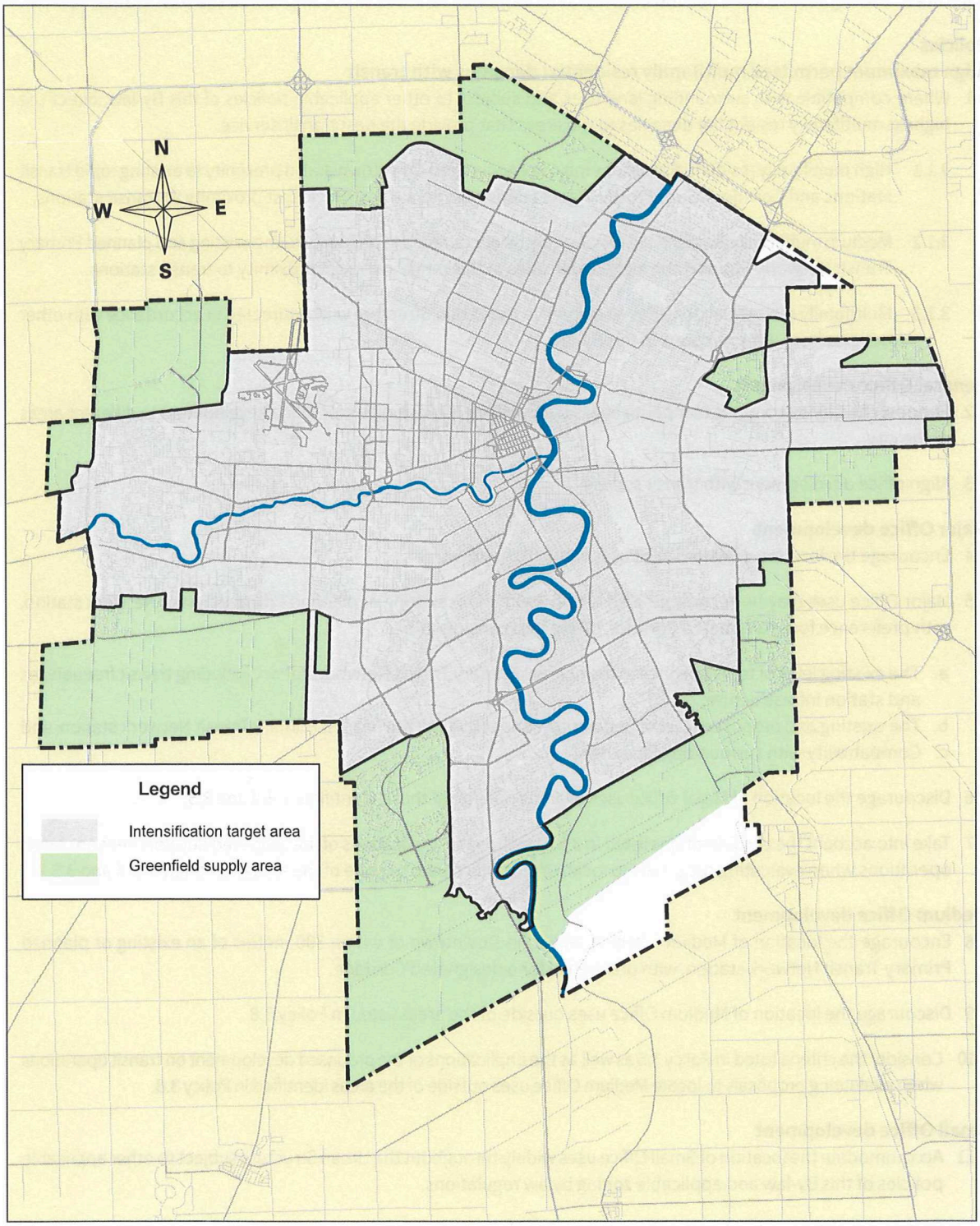
2.3.3 Ensure that lands are planned, zoned, and serviced to facilitate development, where directed by this By-law.

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

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

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

MAP OF GENERAL GROWTH



Map 2

Goal 3

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

Policies

Align maximum permitted multifamily residential densities with transit

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

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

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

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

General Office development

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

3.3 Align office development with transit service.

Major Office development

3.4 Encourage the location of Major Office uses within Downtown.

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

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

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

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

Medium Office development

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

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

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

Small Office development

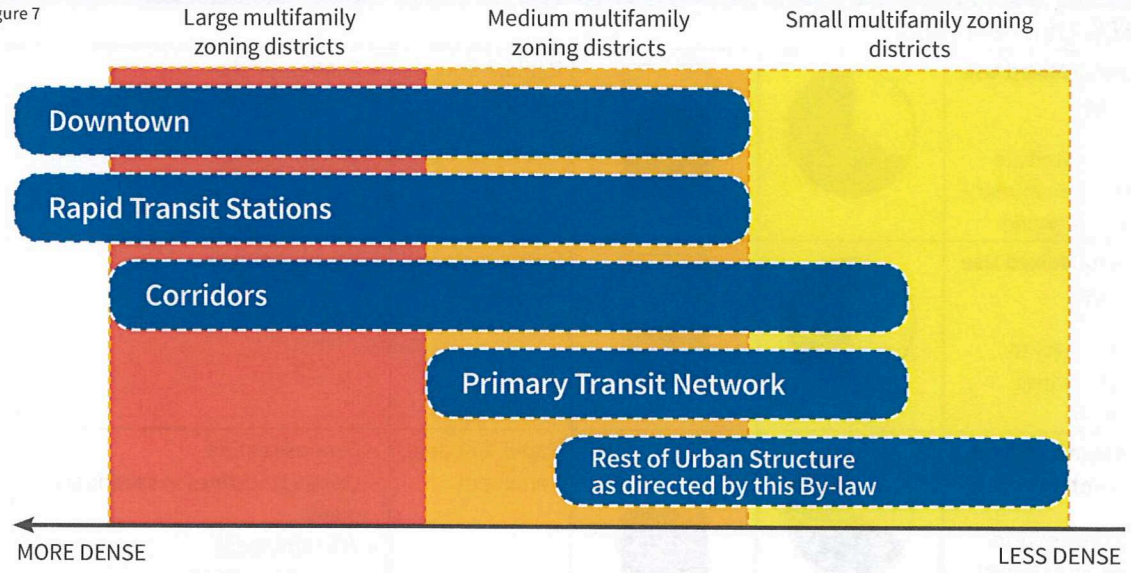
3.11 Accommodate the location of Small Office uses widely throughout the Urban Structure subject to other applicable policies of this By-law and applicable zoning bylaw regulations.

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

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

Distribution of Multifamily Residential Densities

Figure 7



Guide to Distribution of Residential Density and Height

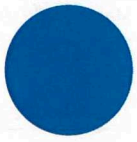
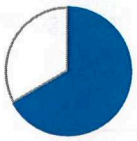
Urban Structure Area	Density	Height	Transit Service Type	Design Guidance
DOWNTOWN				
Downtown			Rapid and frequent	• Urban Design Advisory Committee
MIXED USE CORRIDORS				
Rapid Transit stations			Rapid	• *TOD Handbook* • Design guidelines in secondary plans • Corridors section
Regional Mixed Use Corridors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

Figure 8

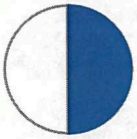
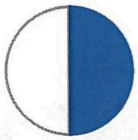
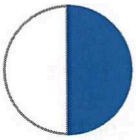
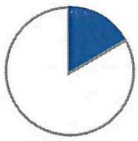
Urban Structure Area	Density	Height	Transit Service Type	Design Guidance
MIXED USE CENTRES				
Regional Mixed Use Centres (with proximity to Corridors or Primary Transit Network)			Rapid, frequent, and direct	• Centres section • Design guidelines in secondary plans • *TOD Handbook* • Corridors section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

Figure 8

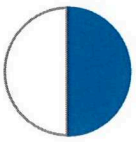
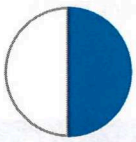
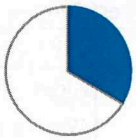
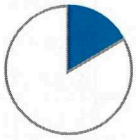
Urban Structure Area	Density	Height	Transit Service Type	Design Guidance
ESTABLISHED NEIGHBOURHOODS				
Mature Communities Arterial street			Rapid, frequent, and direct	• *Small-Scale and Low-Rise Residential Development Guidelines for Mature Communities* • Established Neighbourhoods section • Design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

Figure 8

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

* Lighter colour denotes limited applicability.

Business Park Office development

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

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

Goal 4

4.0 Provide for the responsible management of greenfield lands.

Policies

Maintain vacant serviced greenfield land

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

4.1.1 Maintain a three-to five-year supply of vacant serviced greenfield land where all growth-enabling infrastructure is installed and the subdivision by-law is approved.

4.1.2 Consider timelines for infrastructure planning, design, and construction in managing these targets.

Maintain planned greenfield land

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

Evaluating land supply

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

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

4.2.3 Consider timelines for the completion and approval of a growth-enabling secondary plan in managing this target.

Phasing of greenfield land

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

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

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

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

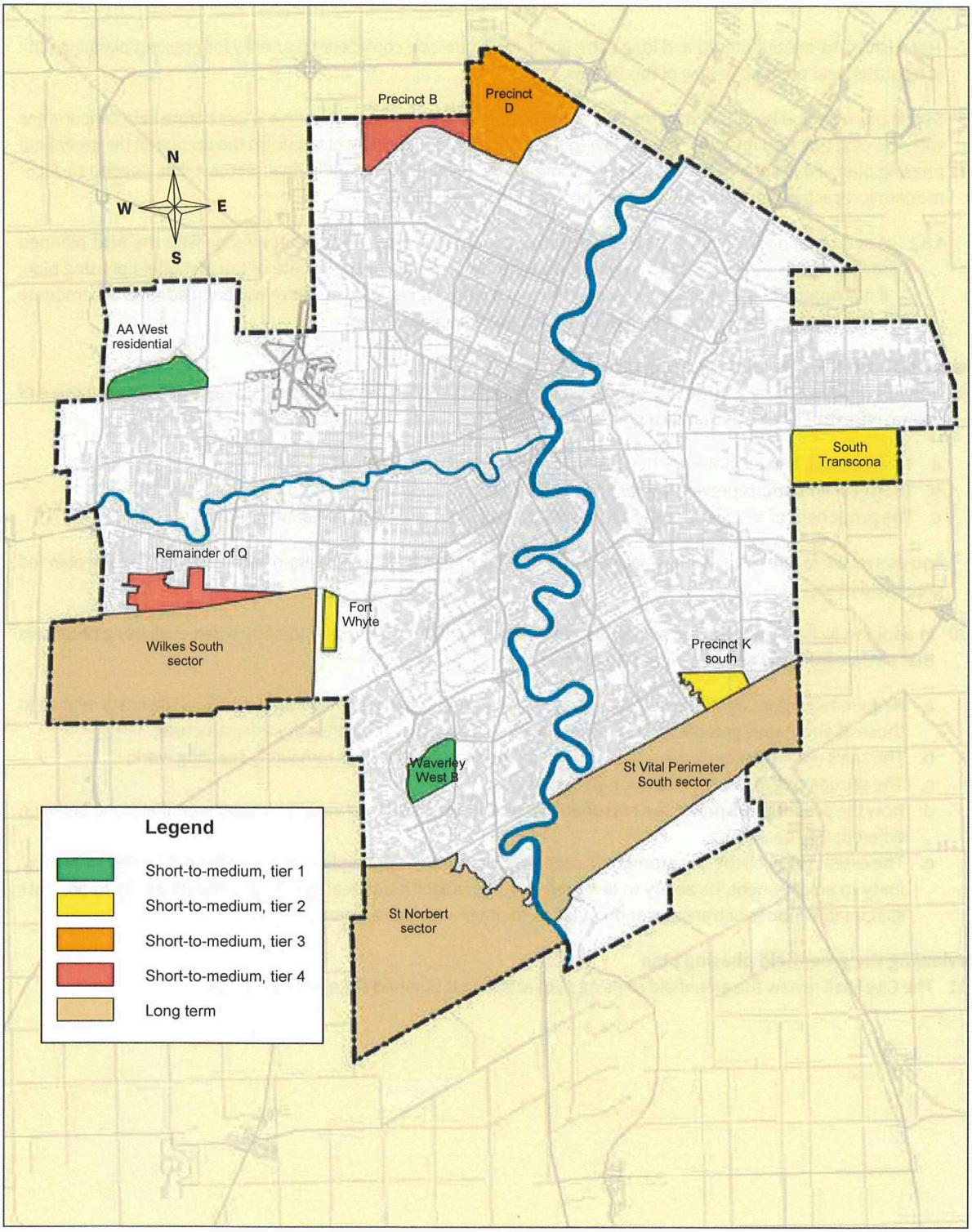
TIERS	SITES
Short-to-medium term lands	
0	Existing serviced
1	Airport Area West Residential Waverley West B
2	Fort Whyte Precinct K South South Transcona
3	Precinct D
4	Precinct B Remainder of Precinct Q
Long term lands	
1	St. Vital Perimeter South sector Wilkes South sector
2	St. Norbert sector

Figure 9

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

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

MAP OF GREENFIELD PHASING



Map 3

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

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

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

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

Deviating from the greenfield phasing plan

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

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

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

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

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

Reviewing the greenfield phasing plan

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

Goal 5

5.0 Monitor development trends on an ongoing basis.

Policies

Update population and housing forecasts

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

Monitor and report on development trends

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

a. Residential development patterns and the City's progress towards achieving the intensification target;
b. Actions undertaken by the City in the previous year aimed at achieving the intensification target;
c. The supply of vacant serviced and planned greenfield land;
d. Changes to conditions described in the table of greenfield development opportunities and constraints contained in Appendix A; and
e. Other contextual economic measures as appropriate.

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

Goal 6

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

Policies

Prioritizing the use of enabling tools

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

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



Goal 7

7.0 Leverage growth to promote climate change resiliency.

Policies

Sustainable building practices

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

Reduce urban heat island effect

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

Mitigate urban air pollution

7.3 Manage growth and development to mitigate urban air pollution.



B2. Financing Growth

INTRODUCTION

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

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

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

This section is supported by the following documents:

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

VISION

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

Goal 1

1.0 Establish principles to guide land development financing policies.

Policies

Land development financing principles

1.1 Finance land development in accordance with the following principles:

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

Goal 2

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

Policies

Capital projects

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

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

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

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

2.2 Categorize and prioritize capital projects based on a holistic evaluation of its benefits including, but not limited to, how it enables and/or supports growth.

Goal 3

3.0 Ensure growth is fiscally sustainable.

Policies

Financial tools

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

3.1.1 Use any fee or charge to cover the growth-related share of the City's capital costs of infrastructure in a way that proportionally attributes project costs to existing and future residents, businesses, and/or customers.

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

Development Agreement Parameters

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

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

3.2.2 Outline the conditions to be included in development agreements.

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

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

Fiscal impact analysis

3.3 Where the City determines such analysis to be necessary, it may require proponents to submit a fiscal impact analysis to evaluate a development proposal's financial implications to the City and to inform decision-making.

3.3.1 Review the City's expectations for this analysis, including how the tool will be applied, in consultation with stakeholders.

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

Revenue enhancement

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

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

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

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

Regional planning and cost sharing

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

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



B3. Servicing

INTRODUCTION

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

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

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

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

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

This section is supported by the following document:

- *2018 State of the Infrastructure Report*

VISION

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

Goal 1

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

Policies

Full range of municipal services

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

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

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

Extending the full range of municipal services

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

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

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

Goal 2

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

Policies

As-of-right development

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

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

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

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

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

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

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

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

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

Public utilities

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



Minor residential infill in built-up areas

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

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

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

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

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

2.4.4 Conform to any applicable secondary plan.

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

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

2.4.7 Respect the local context and character of the area.

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

Secondary plans

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

Limited municipal services extensions

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

Rural and Agricultural Areas

Goal 3

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

Policies

Private services and rural roads

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

Secondary plans

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

Limit municipal services extensions

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

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

Precincts (New Communities)

Goal 4

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

Policies

Rural and agricultural servicing standards

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

Full range of municipal services

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

4.2.1 Require detailed studies through the secondary plan process to:

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

Local Improvements

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

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



C1. Downtown

INTRODUCTION

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

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

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

Land Use

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

Mobility

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

Urban Design

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

Arts, Culture and Entertainment

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

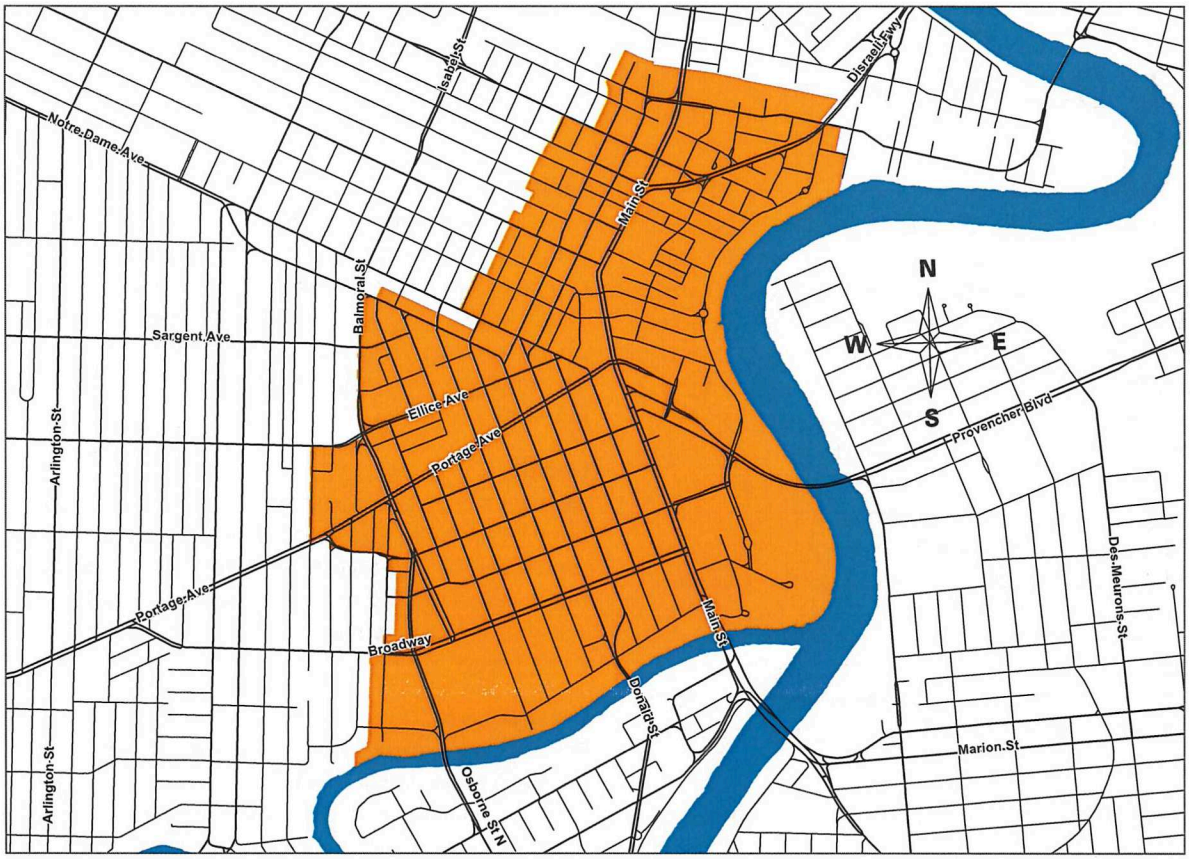
This section is supported by the following documents:

- *Transportation Master Plan*
- *Transit Master Plan*
- *TOD Handbook*
- *Pedestrian and Cycling Strategies*
- *Downtown Parking Strategy*
- *Go to the Waterfront Plan*
- *Winnipeg Accessibility Design Standard*
- *Winnipeg Climate Action Plan*
- *Winnipeg Climate Resilience Strategy*
- *Public Art Policy*

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

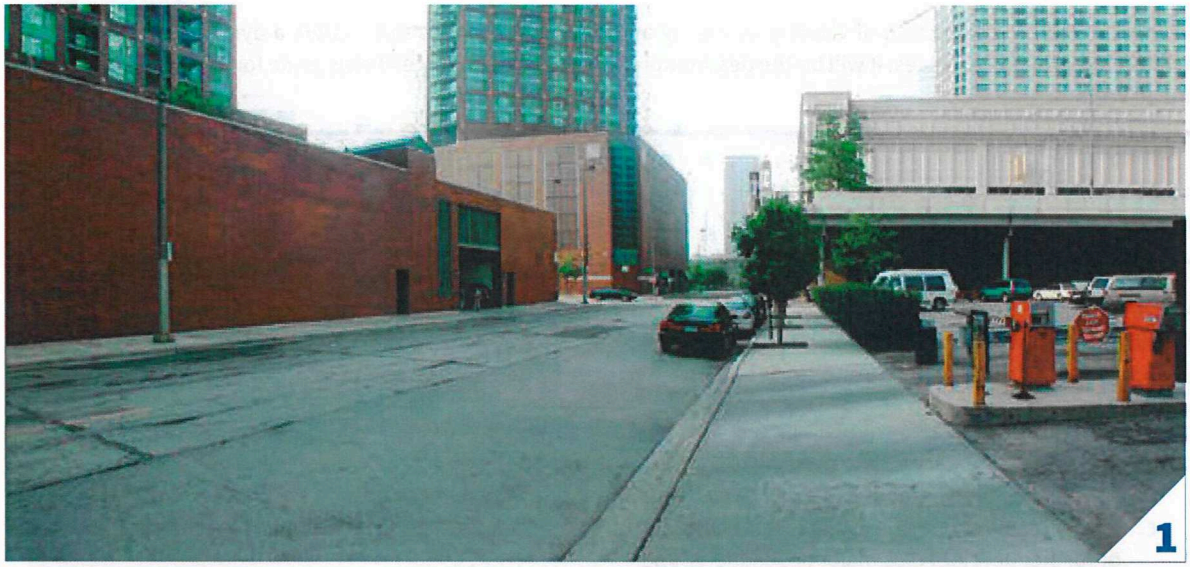
- *Recreation Strategy*
- *Parks Strategy*
- *Culture of Safety for All*
- *Comprehensive Urban Forest Strategy*
- *Community Safety Strategic Action Plan*
- *On-street Parking Strategy*

MAP OF DOWNTOWN AREA



Map 4

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





VISION

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

Land Use
Goal 1
1.0 Ensure coordinated planning Downtown.

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

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

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

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

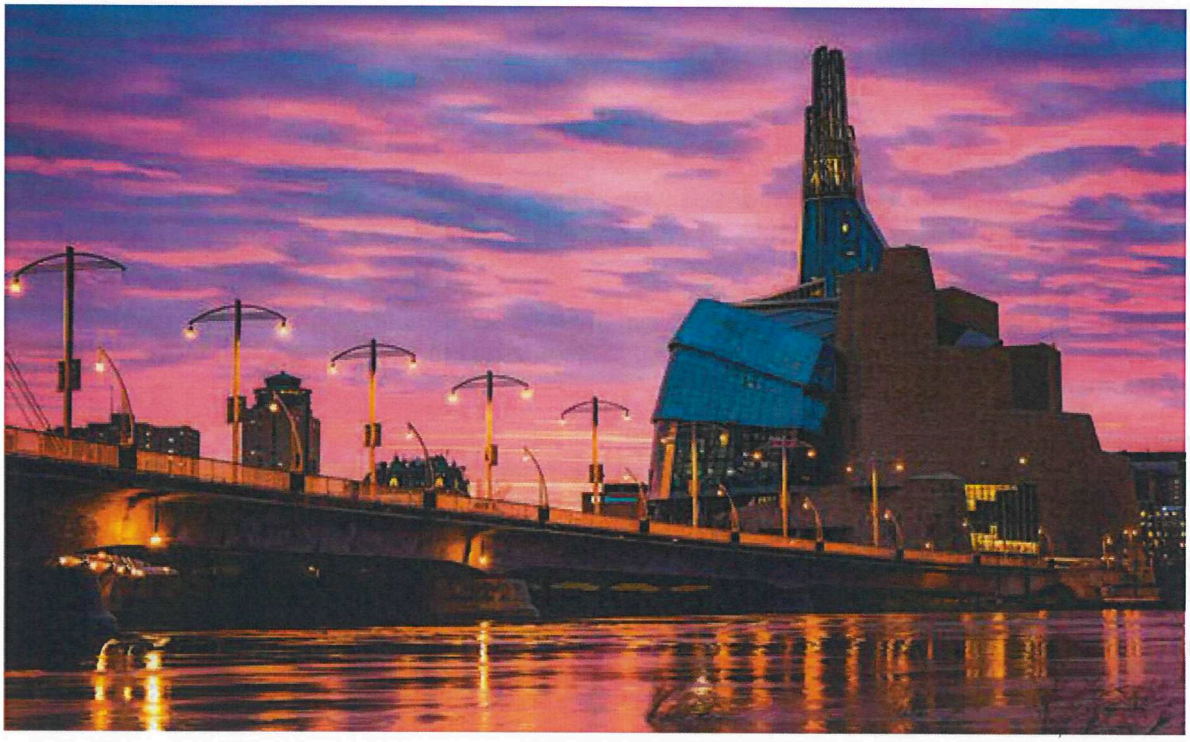
District specific policies
The Forks
1.4 Ensure the Forks continues to be developed as a distinct, all-season gathering place, through a mixed-use and pedestrian-oriented approach, and work collaboratively with the Forks North Portage Partnership and relevant City of Winnipeg departments to facilitate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

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

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

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

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



Downtown plan targets and indicators

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

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

Review of policies, regulations and processes

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

Zoning By-law review

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

Goal 2

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

Policies

Economic development

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

Vacant and underutilized properties

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

Improvements investments

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

Location of choice for offices

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

Building code equivalencies

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

Land assembly

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

Priority permit processing

2.7 Ensure all Downtown permit applications are given priority processing.

Goal 3

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

Policies

Residential incentives

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

Student housing

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

Affordable and accessible housing

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

Supportive services

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

Goal 4

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

Policies

Strategic surface parking

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

Improve existing surface parking

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

Discourage auto-oriented uses

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

Goal 5

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

Policies

Supporting residential growth

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

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

Neighbourhood amenities

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

Crime Prevention Through Environmental Design

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

5.4.1 Ensure CPTED interventions incorporate lived experiences and local knowledge to maximize widespread access, usability, safety, and quality of life for all users.

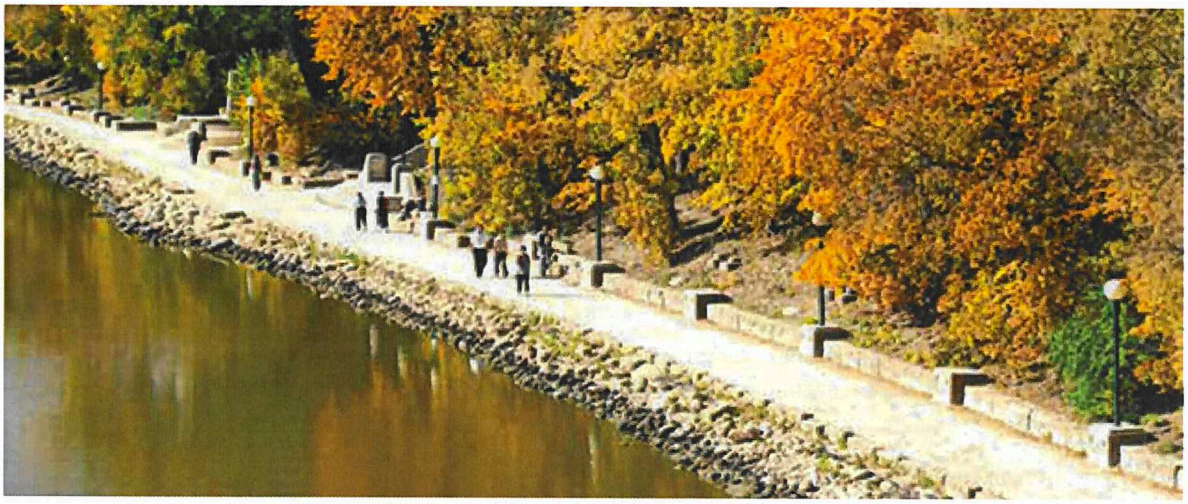
Adaptive re-use

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

Maintaining the public realm

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

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



Mobility

Goal 6

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

Policies

Pedestrian facility design guidelines

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

Level of service expectations

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

Connectivity

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

Pedestrian amenities

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

Strategic improvements

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

Downtown economic development and right-of- way changes

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

Urban design and right-of-way changes

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

Interdisciplinary review of right-of-way changes

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

Curbside management

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

Priority snow clearing

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

Accessibility during development

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

Goal 7

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

Policies

Downtown traffic

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

Increasing transportation options

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

Pedestrian and cycling strategies

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

Bike parking

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

Riverwalk system

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

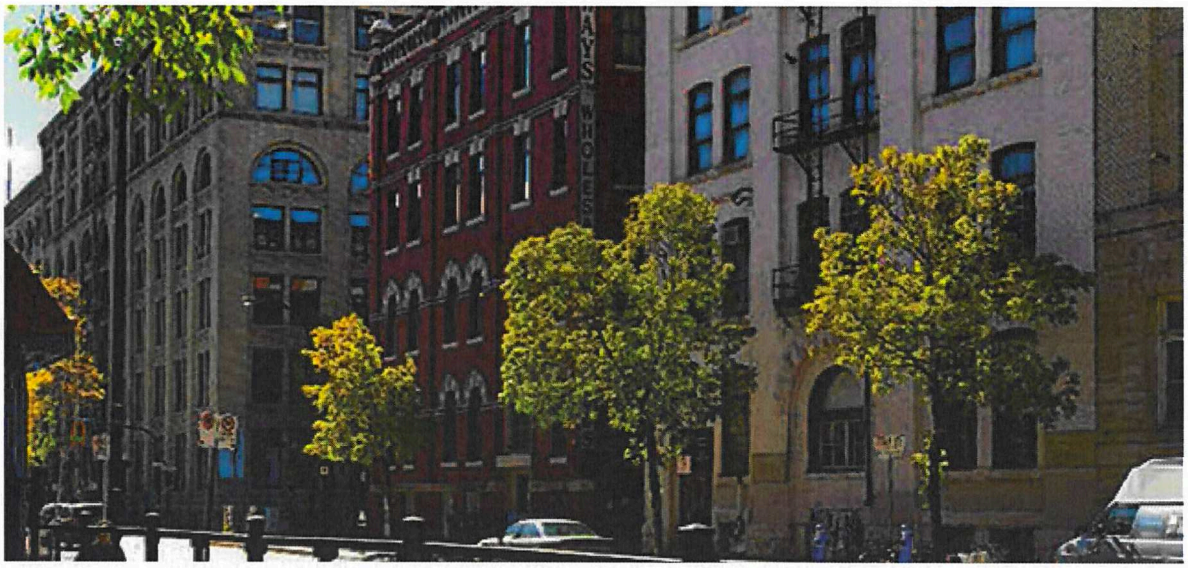
Supporting rapid and reliable transit

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

Downtown Parking Strategy

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

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



Public Realm and Urban Design
Goal 8
8.0 Prioritize pedestrian comfort, convenience, and amenities Downtown.

Policies

Grade-level animation

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

Strategic sites

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

Downtown wayfinding

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

Connections to public sidewalk

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

Streets and blocks

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

Parking and loading

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

Architectural design

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

Pedestrian scale signage

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

Downtown patios

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

Goal 9

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

Policies

High-quality built form

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

Design parameters

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

Inclusive design and universal accessibility

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

Placemaking opportunities

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

Directed investment

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

Municipal properties and buildings

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

Year-round activity

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

Urban canopy

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

Sustainable streetscape planting

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

Parks and public spaces

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

Access to park space

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

Crime Prevention Through Environmental Design

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

Street typologies

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

Encroachments

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



Arts, Education, and Culture

Goal 10

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

Policies

Education, arts and culture

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

Downtown facilities

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

Public art

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

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

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

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

Celebrating Downtown

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

Extended hours

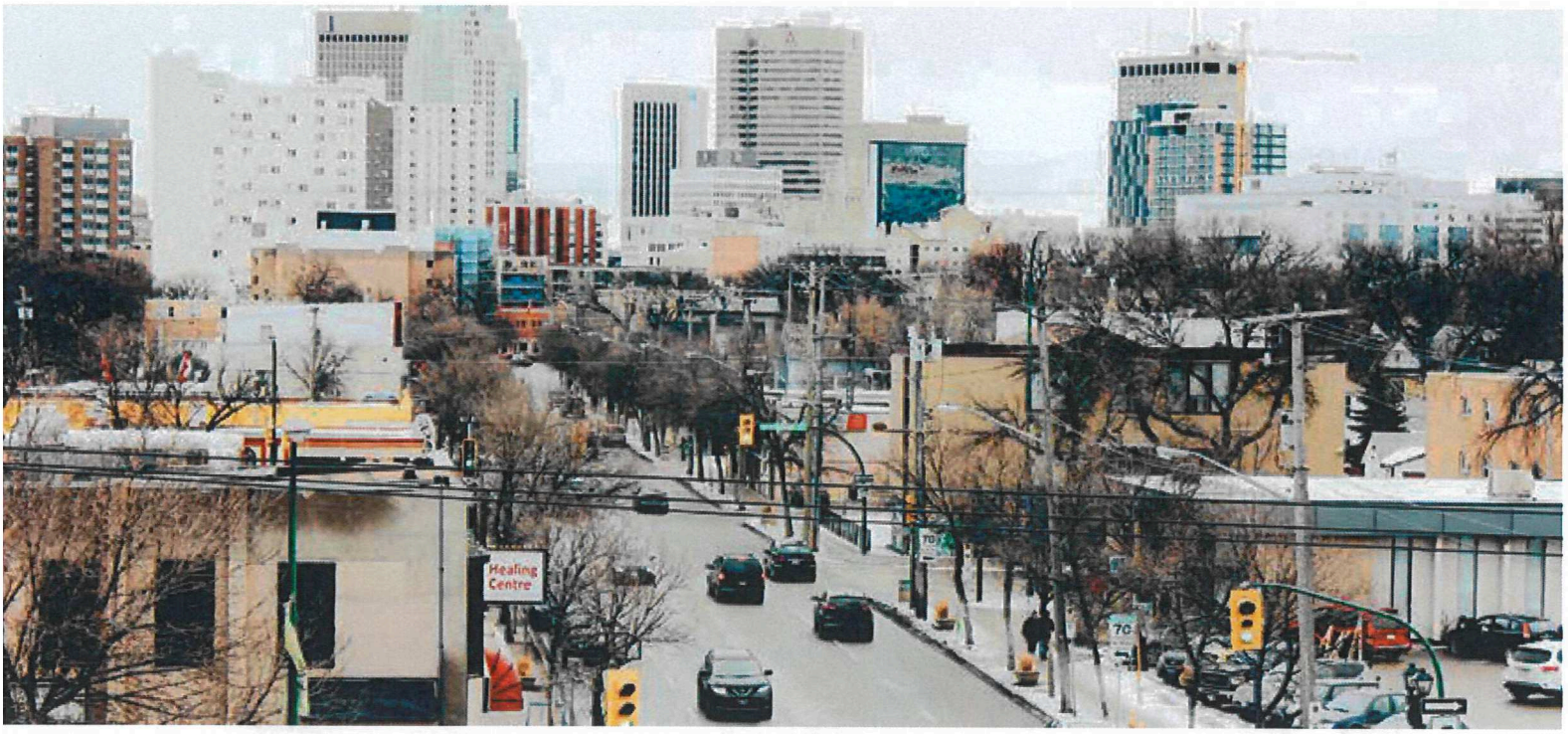
10.8 Promote extended-hour activity and vibrancy Downtown that respects residential areas.

Partnerships

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

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

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



C2. Corridors

INTRODUCTION

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

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

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

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

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

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

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

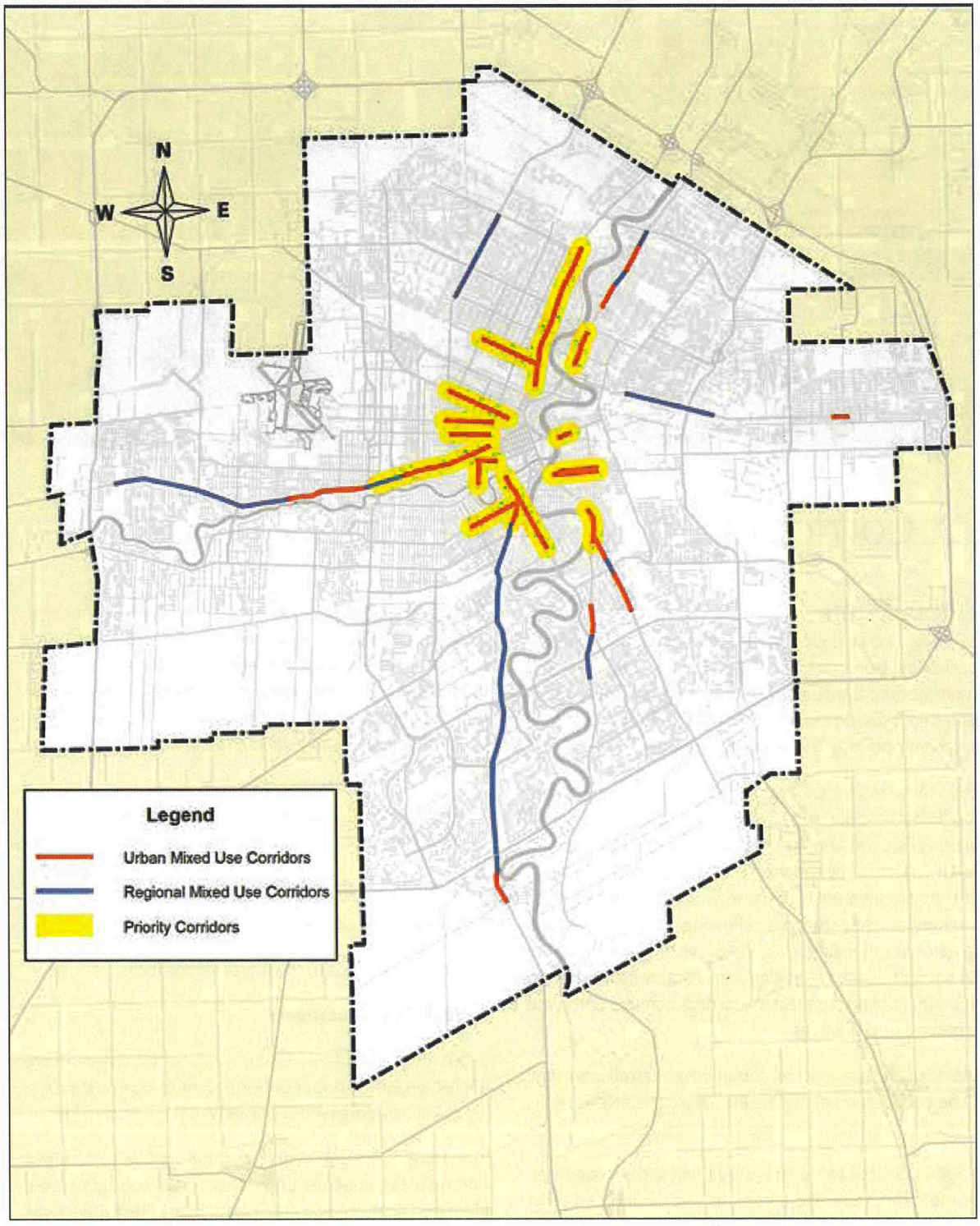
There is also a special, third type of corridor:

- **Rapid Transit Corridors**

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

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

MAP OF CORRIDORS



Map 5