

Urban Mixed Use Corridors

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

Characteristics of Urban Mixed Use Corridors

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

Urban Mixed Use Corridors include segments of:

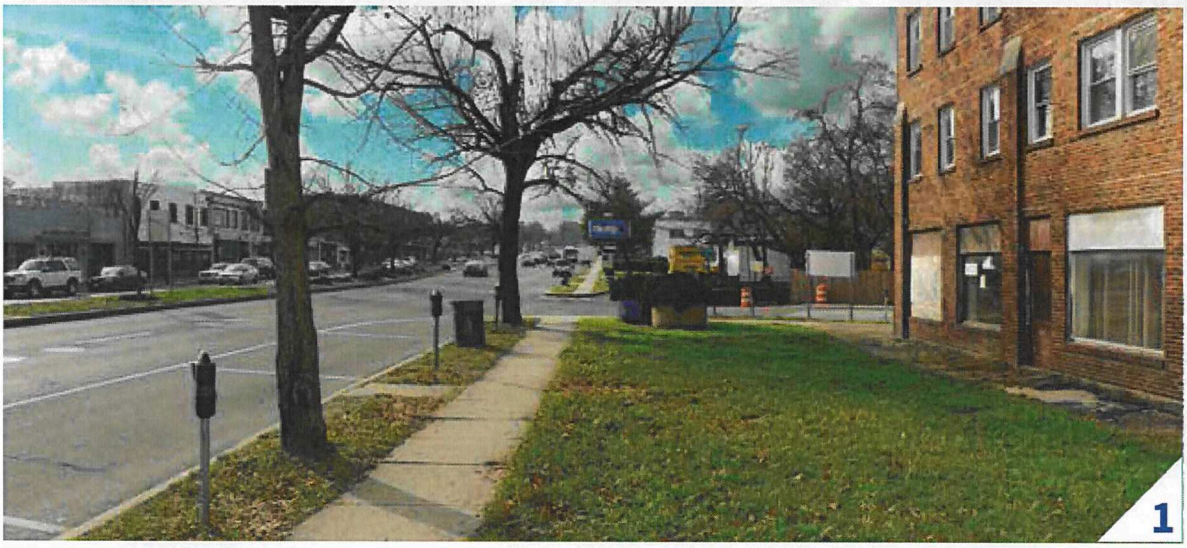
North
- Main Street
- Selkirk Avenue

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

East
- Provencher Street
- Regent Avenue
- Marion Street

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

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









Regional Mixed Use Corridors

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

Characteristics of Regional Mixed Use Corridors

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

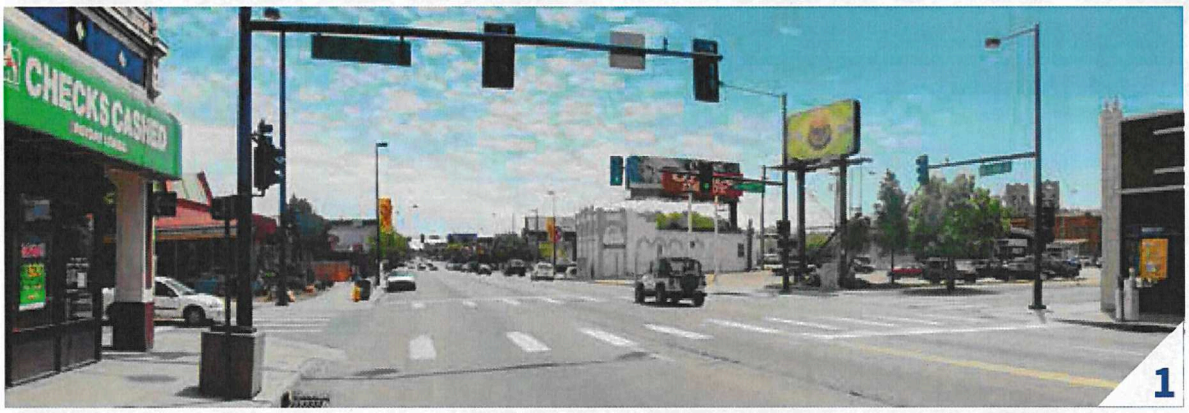
Regional Mixed Use Corridors include segments of:

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

This section is supported by the following documents:

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

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









VISION

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

Goal 1

1.0 Encourage strategic residential intensification on Corridors.

Policies

All Corridors

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

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

Goal 2

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

Policies

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

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

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

Goal 3

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

Policies

Urban Mixed Use Corridors

3.1 Ensure that development on Urban Mixed Use Corridors is designed to prioritize a comfortable pedestrian environment and attractive public realm through the use of design elements which may include, but are not limited to the following:

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

3.1.2 Having entrances provide direct access to the public sidewalk.

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

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

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

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

3.1.7 Promoting pedestrian-scale signage.

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

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

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

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

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

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

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

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

3.6 Discourage auto-oriented land uses.

Regional Mixed Use Corridors

3.7 Encourage development on Regional Mixed Use Corridors to enable a comfortable pedestrian environment and attractive public realm through the use of design elements which may include, but are not limited to the following:

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

3.7.2 Having entrances provide direct access to the public sidewalk.

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

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

3.7.5 Promoting pedestrian-scale signage.

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

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

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

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

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

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

All Corridors

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

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

Goal 4

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

Policies

Urban Mixed Use Corridors

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

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

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

4.2.2 Negative impacts can be minimized through appropriate means.

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

Regional Mixed Use Corridors

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

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

All Corridors

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

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

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

Goal 5

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

Policies

All Corridors

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

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

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

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

Goal 6

6.0 Provide opportunities for corridors in new communities.

Policies

Establishing a new Corridor

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

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

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

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

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

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

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

Goal 7

7.0 Promote the integration of land use and transportation.

Policies

All Corridors

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

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

Goal 8

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



Policies

All Corridors

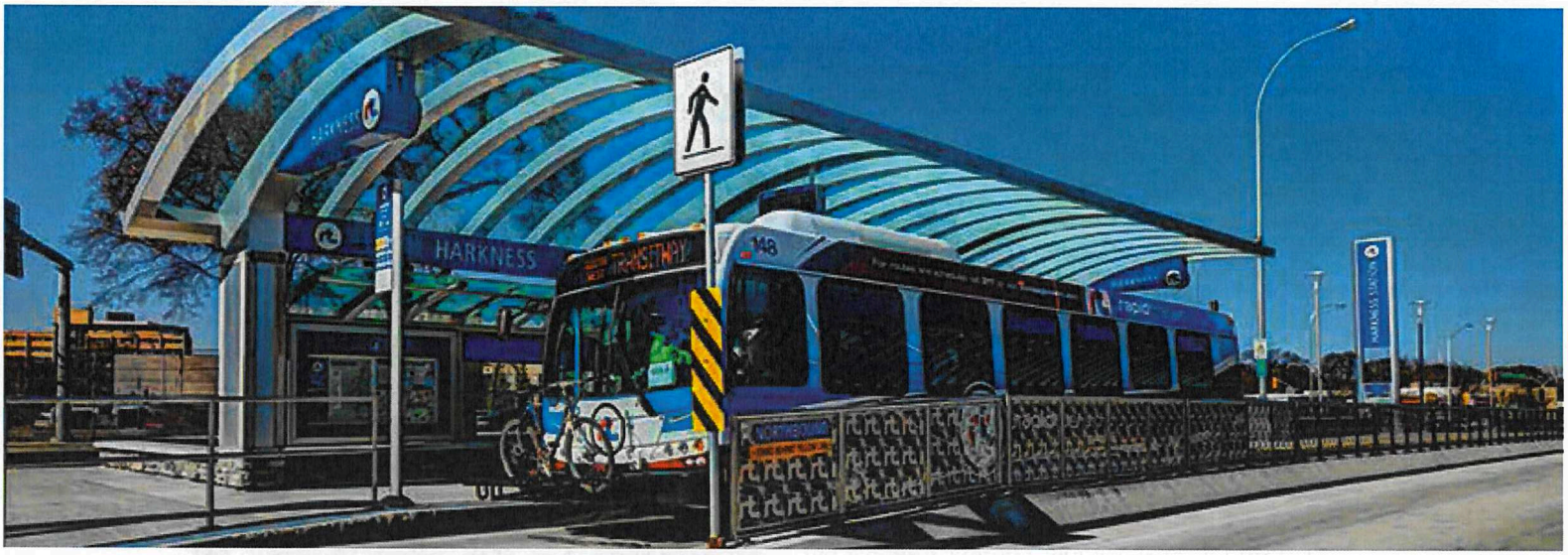
8.1 Carry out local area Corridor planning to build on Corridor policies and design guidelines to:

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

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

8.1.2 Local area Corridor plans may be led by either the City of Winnipeg or external parties in collaboration with the City.

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



C3. Rapid Transit Corridors

INTRODUCTION

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

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

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

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

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

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

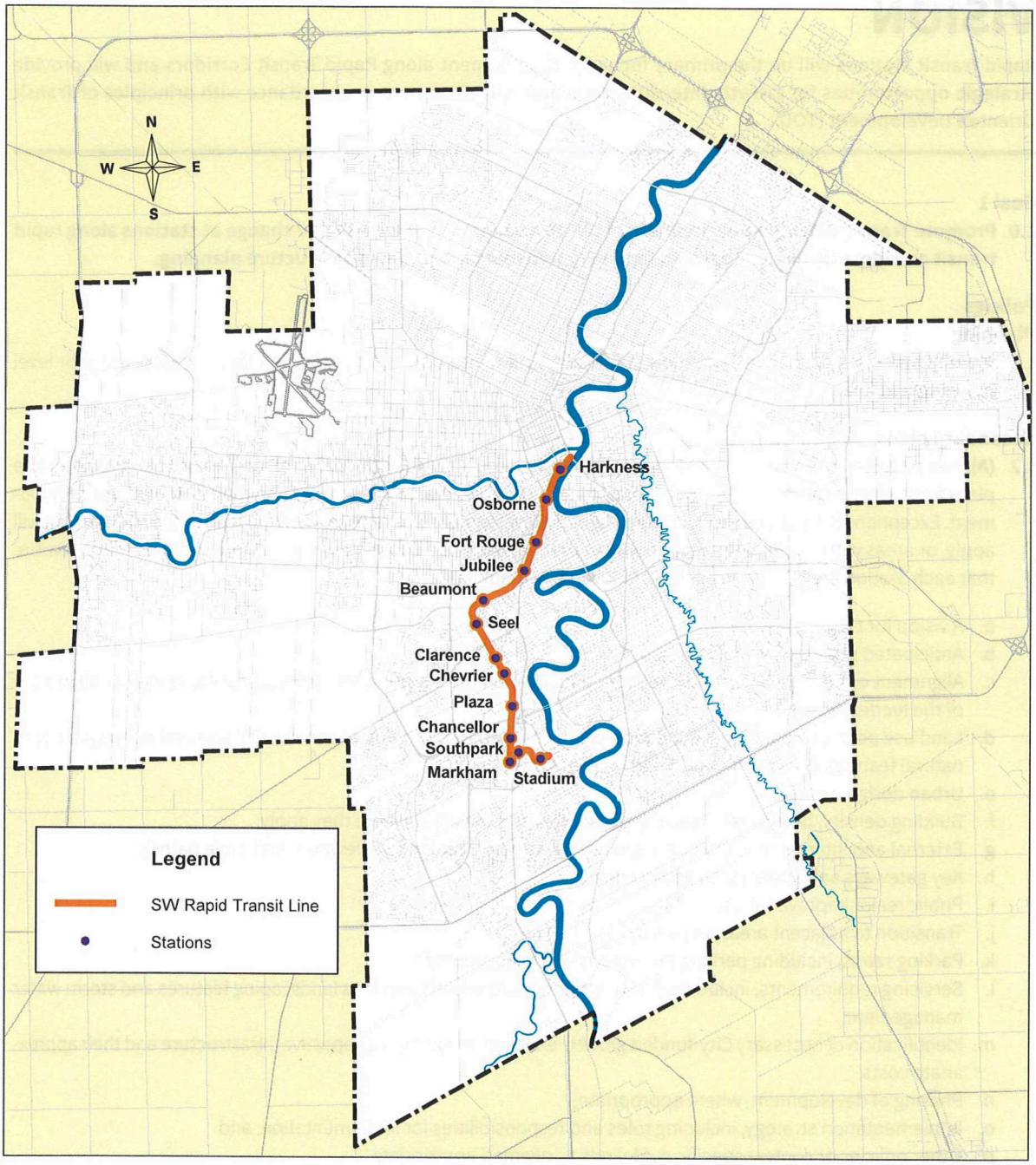
Characteristics of Rapid Transit Corridors and Transit Oriented Development

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

This section is supported by the following documents:

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

MAP OF RAPID TRANSIT CORRIDORS



Map 6

VISION

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

Goal 1

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

Policies

Planning

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

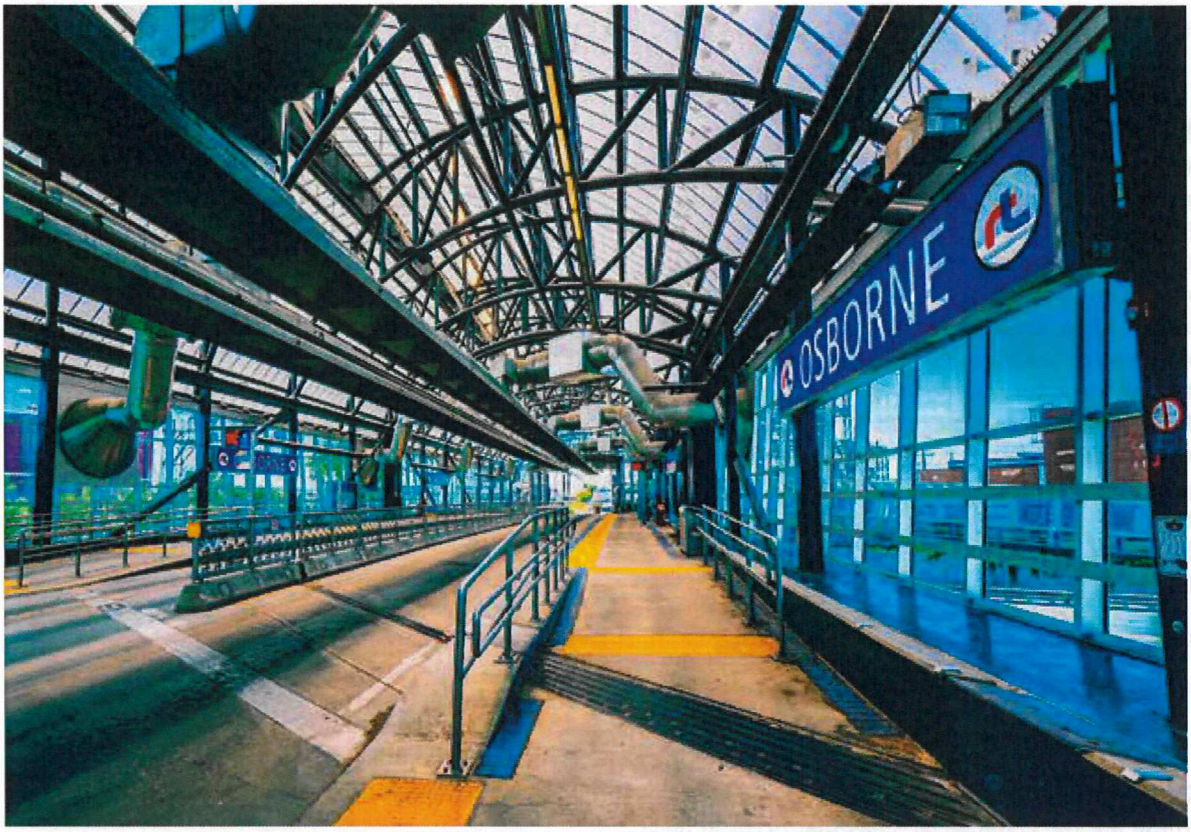
Secondary plans

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

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

1.3 Station Area Plans may be led by either the City of Winnipeg or external parties in collaboration with the City.





Goal 2

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

Policies

Transit Oriented Development Handbook

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

Urban design

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

Crime Prevention Through Environmental Design (CPTED)

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

Parking innovation

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

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

C4. Commercial Areas and Mixed Use Centres

INTRODUCTION

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

Commercial areas are organized into two types:

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

General commercial areas

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

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

Mixed Use Centres

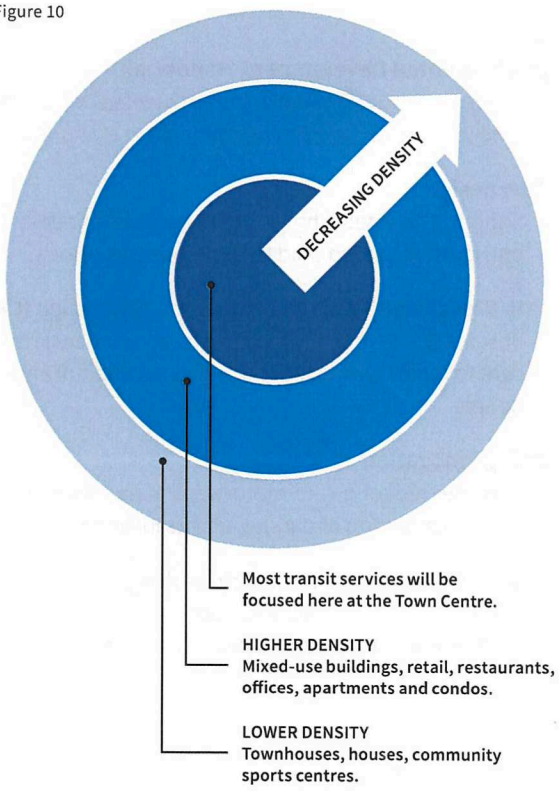
Mixed Use Centres are the largest commercial areas in the city with the ability to accommodate Major Retail uses. They are strategically valuable in that they are large sites within the existing built-up area that provide intensification opportunities as well as proximity to a wide array of commercial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

As Mixed Use Centres become increasingly mixed use, they should incorporate patterns of density gradation where the highest densities are located closest to major transit stops, in accordance with transit-oriented development principles. Densities should then decrease with distance from the transit stops (see Figure 10).

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

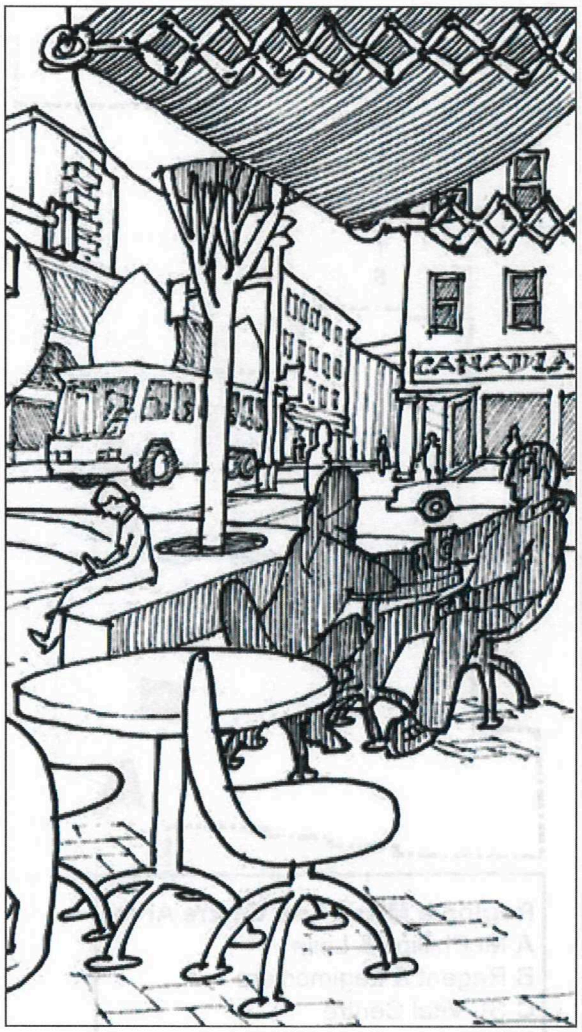
- **Regional Mixed Use Centres**
- **Community Mixed Use Centres**

Figure 10



Regional Mixed Use Centres

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



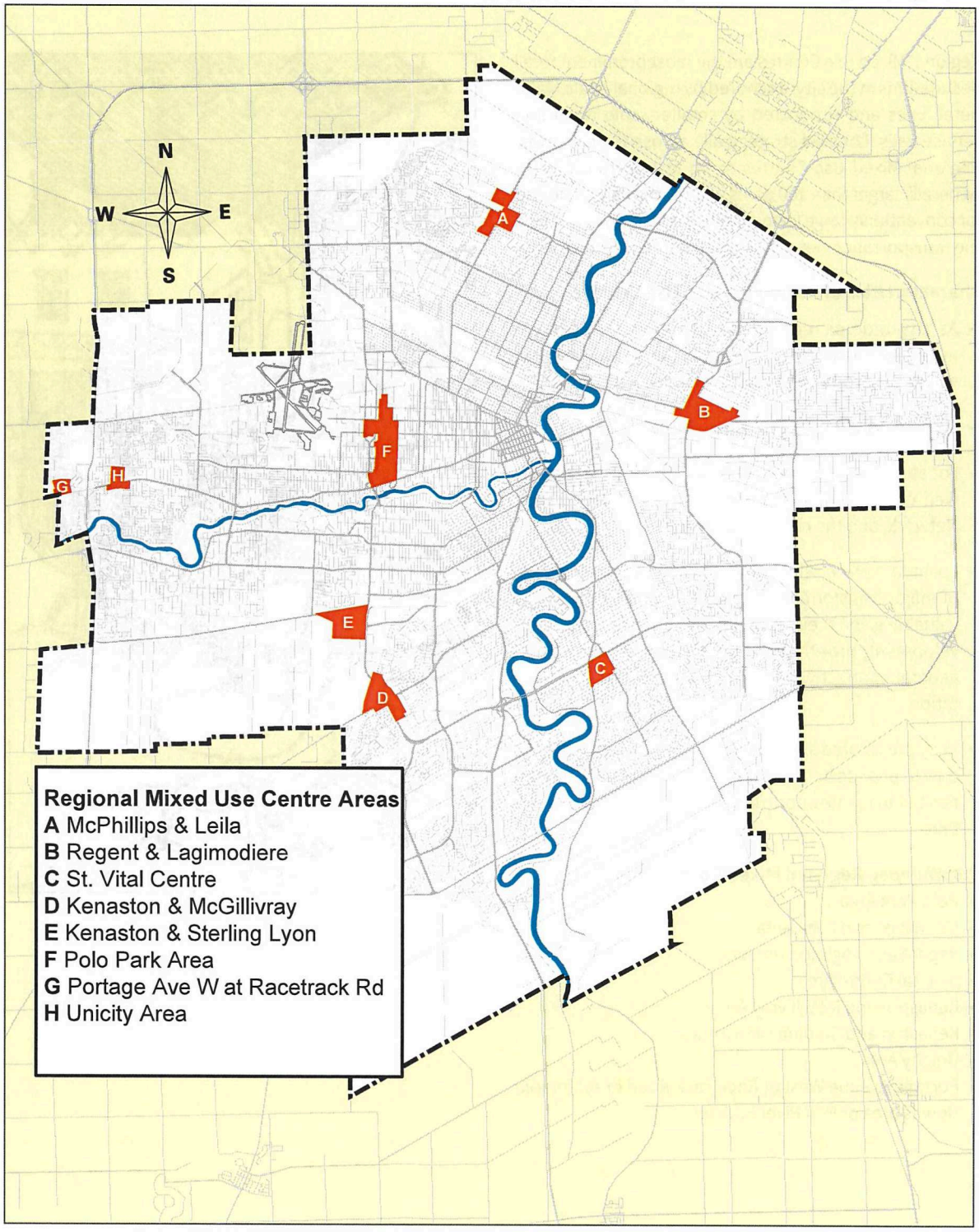
Characteristics of Regional Mixed Use Centres

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

OurWinnipeg Regional Mixed Use Centres

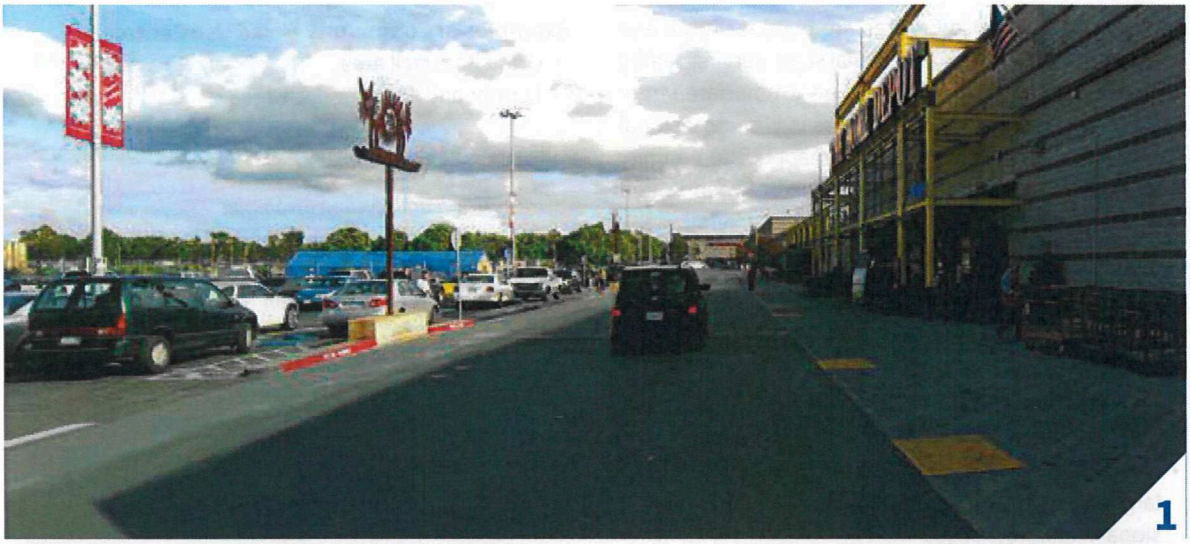
- Polo Park Area
- McPhillips and Leila Area
- Regent and Lagimodiere Area
- St. Vital Centre Area
- Kenaston and McGillivray Area
- Kenaston and Sterling Lyon Area
- Unicity Area
- Portage Avenue West at Racetrack Road or Assiniboia Downs area or Red River Ex Area

MAP OF REGIONAL MIXED USED CENTRES



Map 7

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







Community Mixed Use Centres

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

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

Characteristics of Community Mixed Use Centres

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

Examples of Community Mixed Use Centres

- Grant Park Mall Area
- Fermor and Lakewood Area

This section is supported by the following documents:

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

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







VISION

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

Goal 1

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

Policies

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

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

1.3 Promote conservation of traditional commercial store fronts where possible.

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

1.5 Approve applications for new commercially zoned land where:

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

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

1.7 The City should endeavour to assess impacts on existing commercial areas in advance of the subdivision and rezoning stage during a secondary plan process, where possible.

1.8 Discourage Major Retail uses outside of Mixed Use Centres.

Goal 2

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

Policies

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

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

Goal 3

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

Policies

Defining Regional Mixed Use Centres

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

Creating a new Regional Mixed Use Centre

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

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

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

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

Major Retail uses

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

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

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

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

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

Polo Park

3.6 Development within the Polo Park Regional Mixed Use Centre must conform with the Airport Vicinity Protection Area Regulation, M.R. 66/2021 and any successor to that regulation.

Goal 4

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

Policies

Defining Community Mixed Use Centres

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

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

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

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

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

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

Creating a new Community Mixed Use Centre

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

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

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

Major Retail uses

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

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

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

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

Goal 5

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

Policies

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

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

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

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

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

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

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

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

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

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

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

Goal 6

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

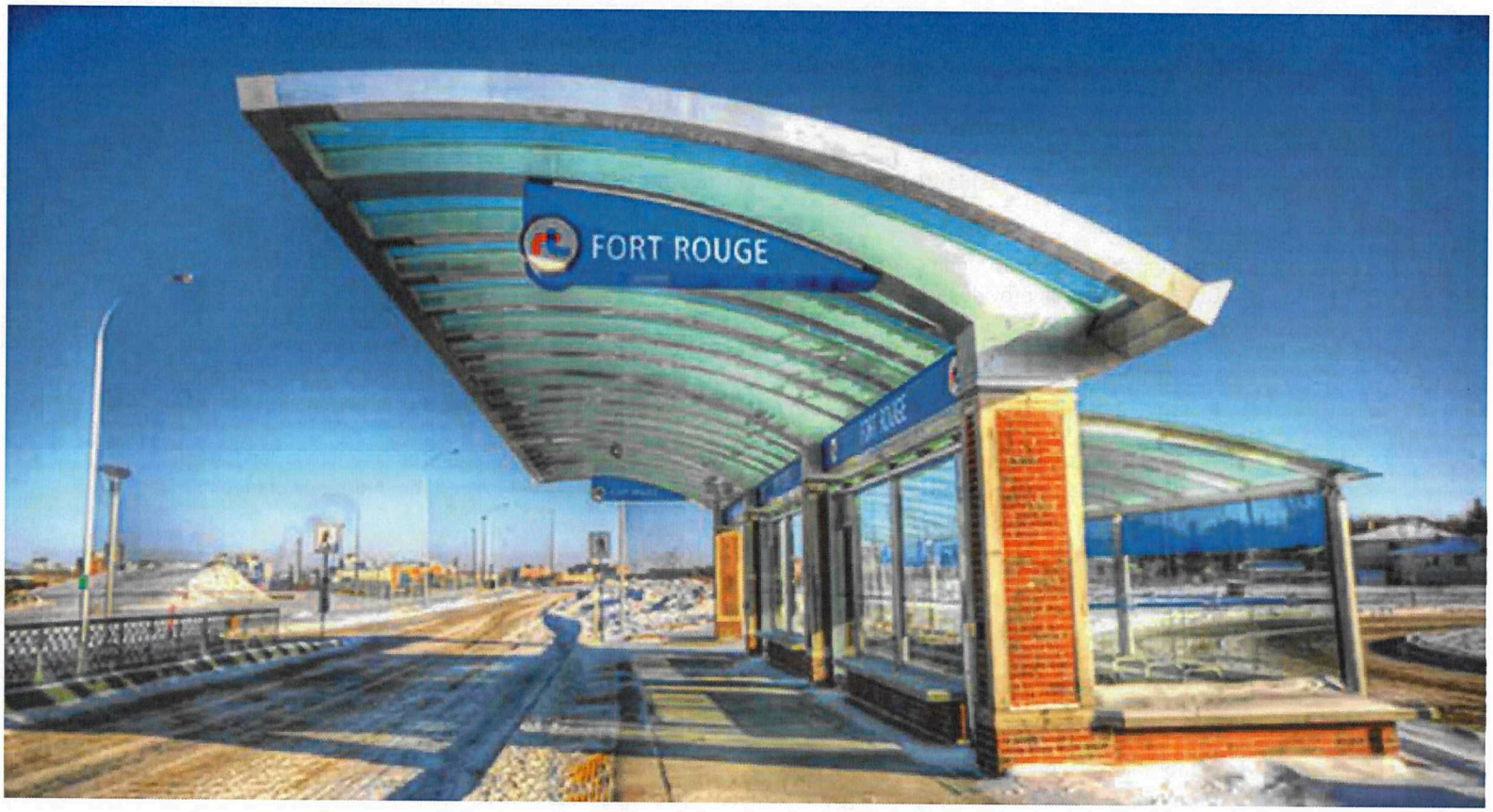
Policies

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

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

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

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



C5. Major Redevelopment Sites

INTRODUCTION

Opportunities of Major Redevelopment Sites

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

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

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

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

Planning for Major Redevelopment Sites

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

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

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

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

Transit Oriented Development

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

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

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

Characteristics of Major Redevelopment Sites

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

OurWinnipeg Major Redevelopment Sites

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

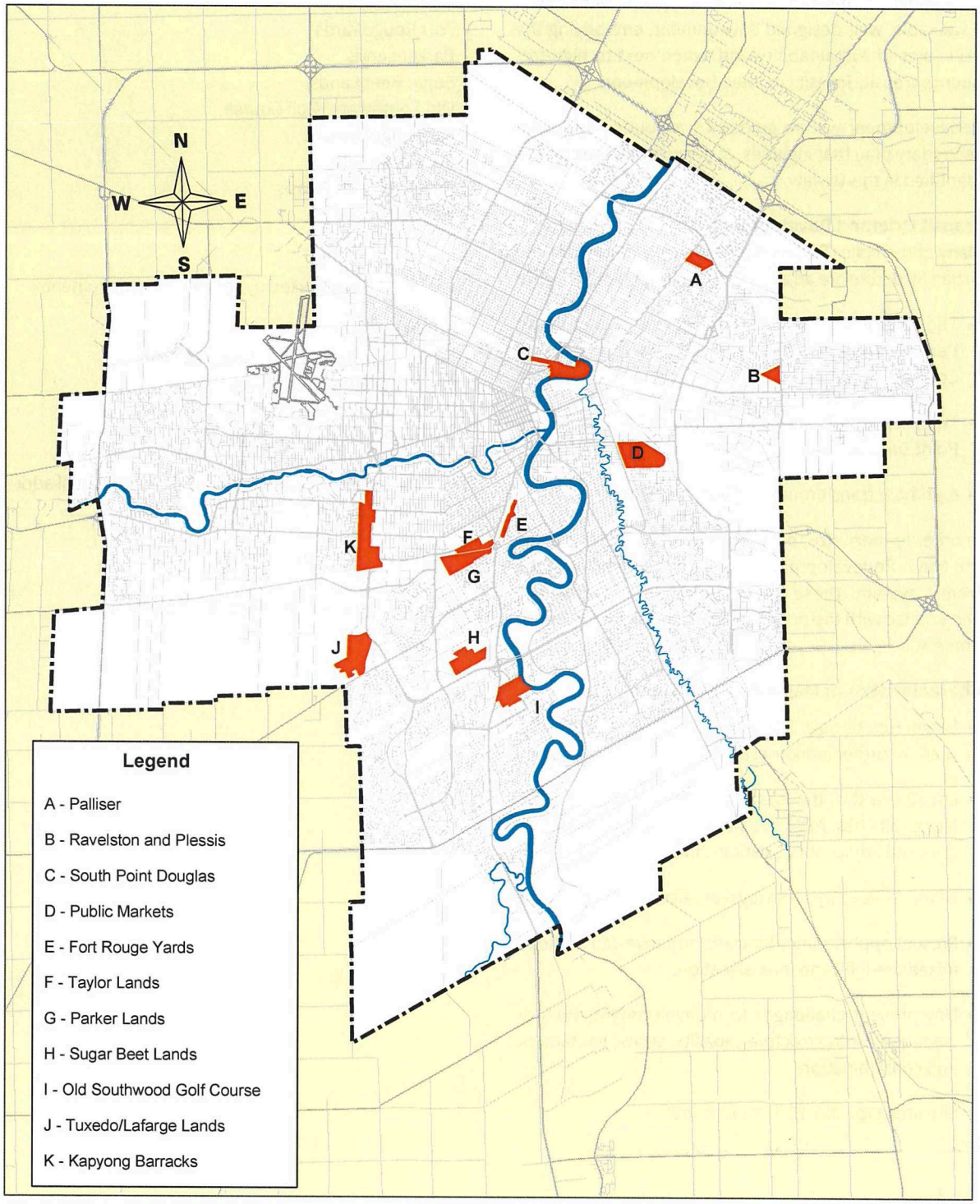
This section is supported by the following documents:

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

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

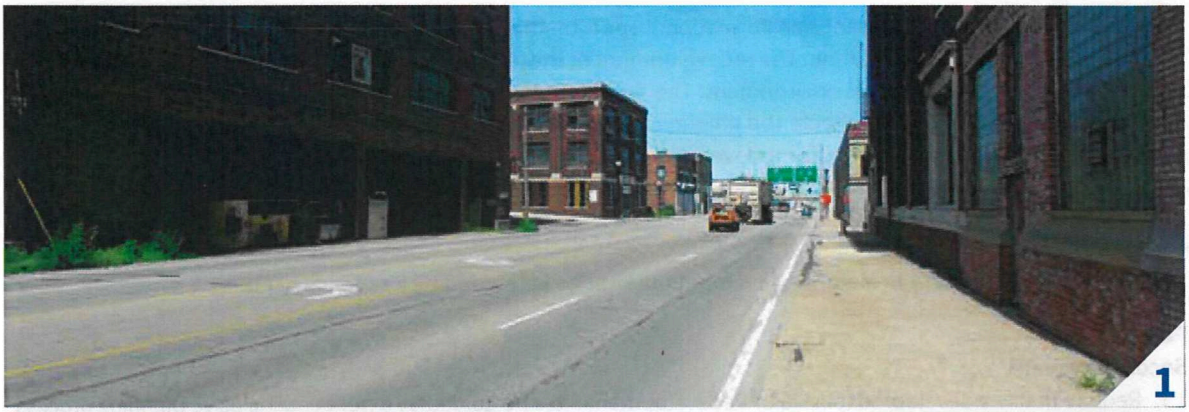
- *Recreation Strategy*
- *Parks Strategy*
- *Climate Resiliency and Adaptation Strategy*

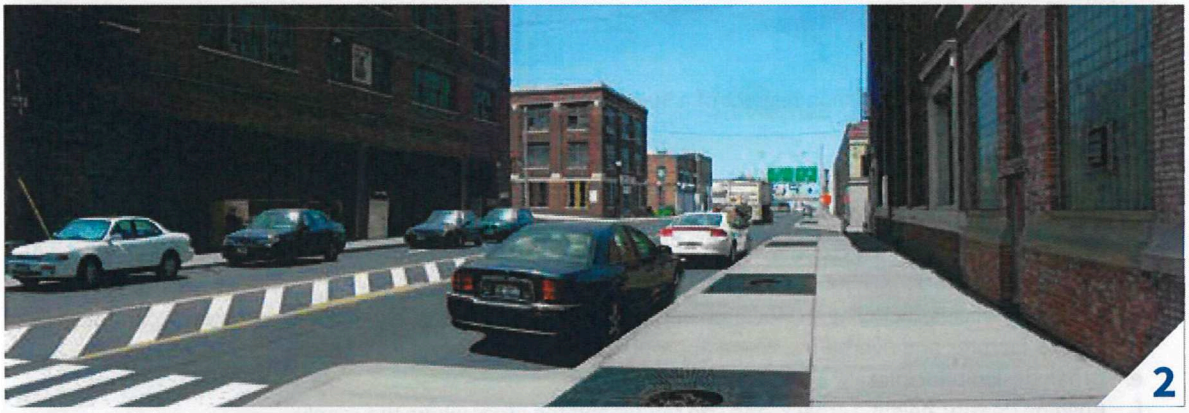
MAP OF MAJOR REDEVELOPMENT SITES



Map 8

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









VISION

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

Goal 1

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

Policies

Secondary plans

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

Secondary plan content

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

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

1.3 Secondary plans for Major Redevelopment Sites may be led by either the City of Winnipeg or external parties in collaboration with the City.

Goal 2

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

Policies

Transit Oriented Development

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

Transit frequency

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

Transportation linkages

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

Goal 3

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

Policies

Mixed use

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

Public Markets and Tuxedo Lafarge

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

Minimum density

3.3 Promote the use of minimum density standards for new development

Compatibility

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

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

Conservation

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

Housing

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

Complete streets

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

Goal 4

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

Policies

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

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



C6. New Communities

INTRODUCTION

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

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

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

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

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

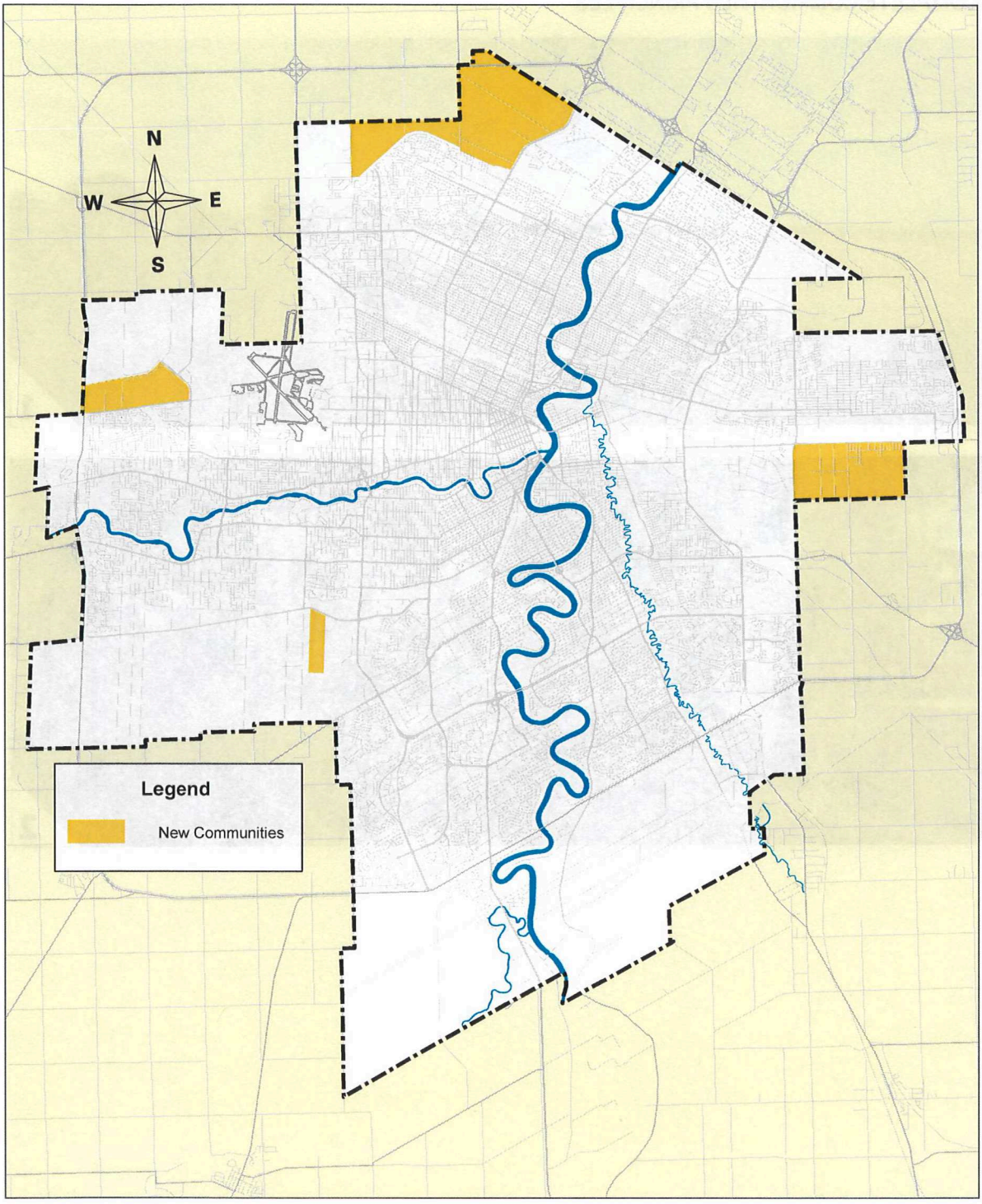
This section is supported by the following documents:

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

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

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

MAP OF NEW COMMUNITIES



Map 9

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





VISION

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

Goal 1

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

Policies

Precinct Plans

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

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

1.1.2 Precinct plans may be led by either the City of Winnipeg or external parties in collaboration with the City.

Fiscal impact analysis

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

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

Stakeholder engagement

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

Corridors

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

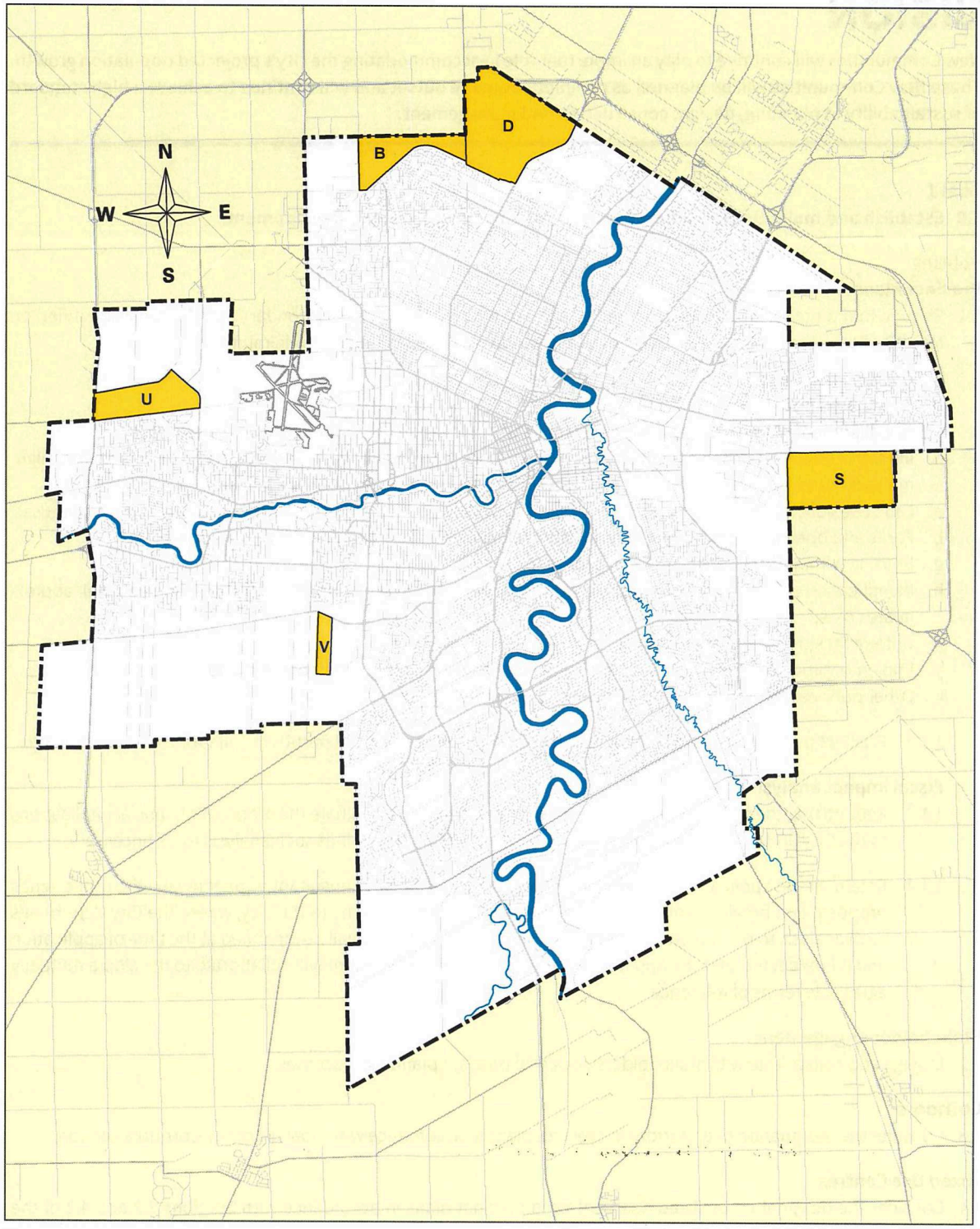
Mixed Use Centres

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

Phasing within precincts

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

MAP OF PRECINCTS



Map 10

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

New Communities administration

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

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

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

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

Goal 2

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

Policies

Adding a New Community

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

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

Goal 3

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

Policies

Adaptability

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

Housing types

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

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

Mix of uses

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

Densities and compatibility

3.4 Encourage residential densities in all housing types to:

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

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

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

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

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

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

Public realm

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

3.8 Promote a comfortable pedestrian environment and attractive public realm through consideration of the following, where appropriate:

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

Parks requirements

3.9 Provide parks at the neighbourhood and community level to:

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

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

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

Parks design

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

Community facilities

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

Goal 4

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

Policies

External connections

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

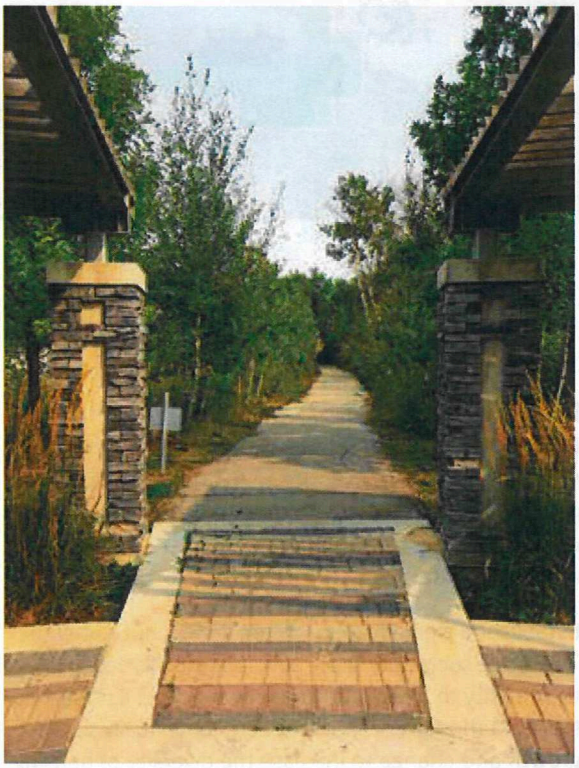
Internal connections

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

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

Goal 5

5.0 Develop New Communities with high-quality neighbourhood design.



Policies

Neighbourhood design guidelines

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

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

Buffering

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

Goal 6

6.0 Reflect local heritage in the development of New Communities.

Policies

Heritage resources

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

Street and park naming

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



D1. Established Neighbourhoods

INTRODUCTION

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

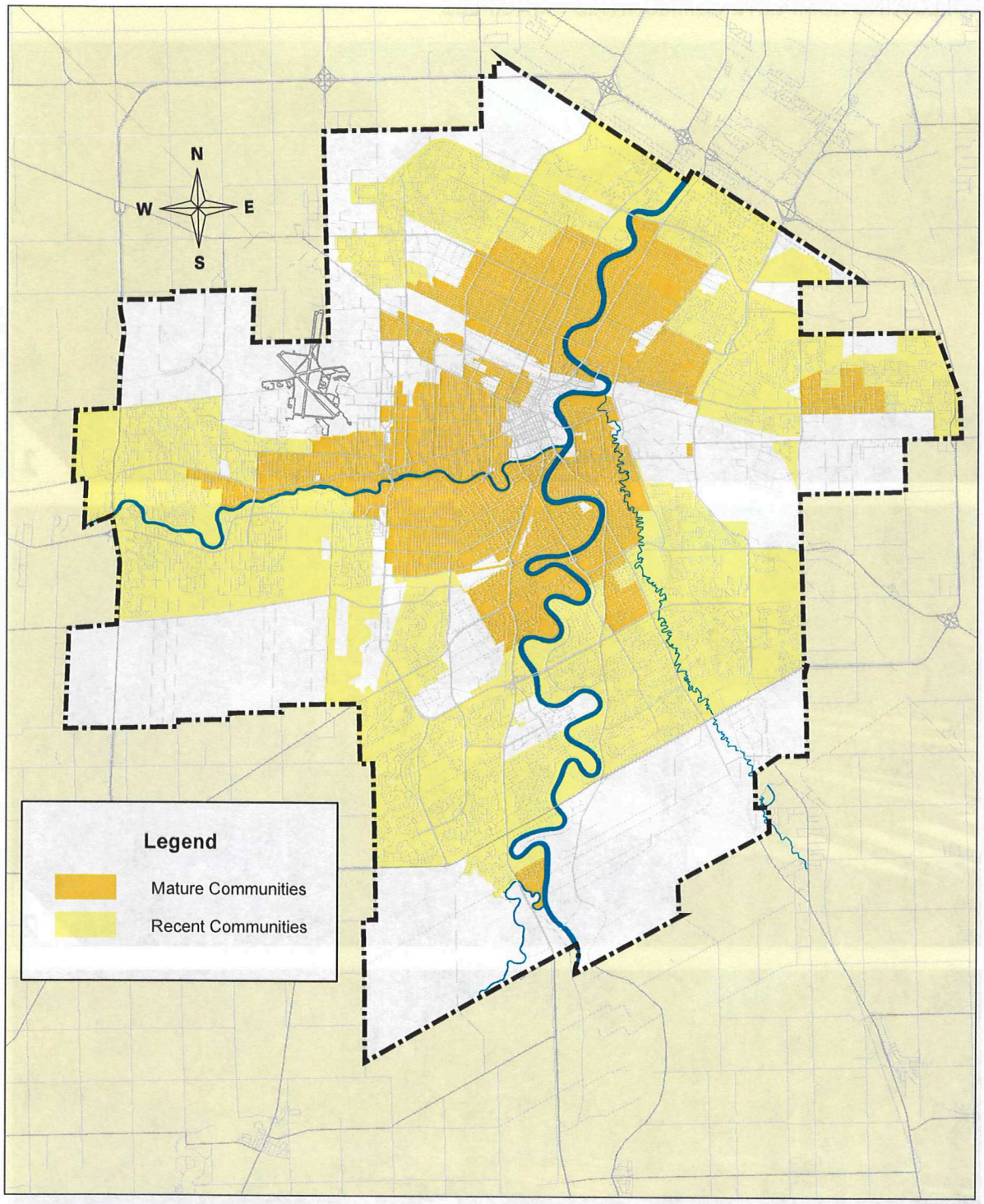
Established Neighbourhoods are stable, but not static. The future success of these neighbourhoods depends on their ability to adapt and change over time. Established Neighbourhoods will accommodate contextually sensitive growth and change to increase the diversity of housing choices, improve housing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

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

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

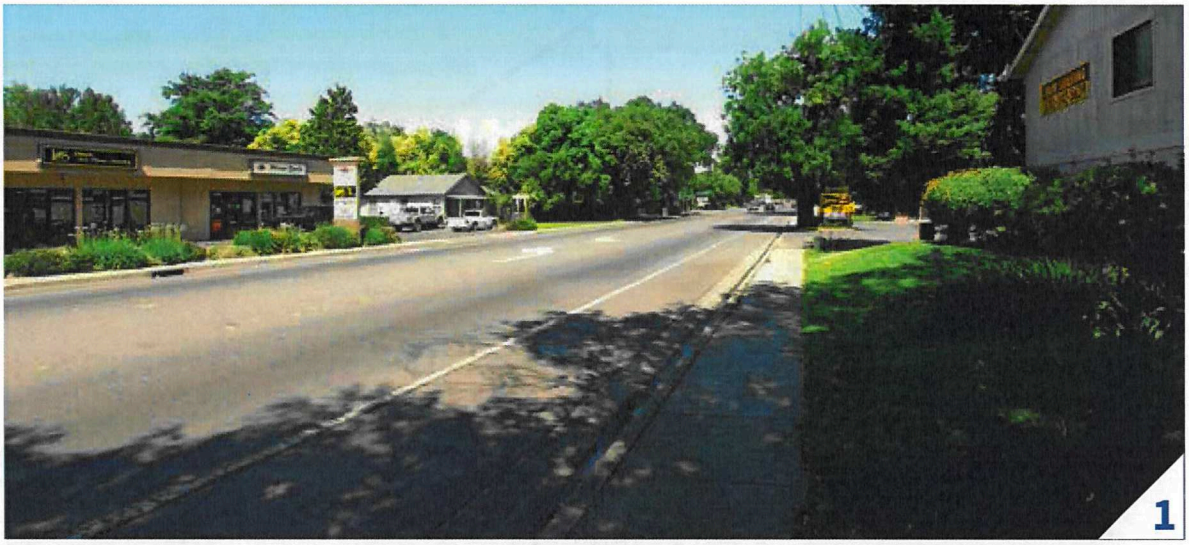
- **Mature Communities**
  - Reinvestment Areas (A subset of Mature Communities)
- **Recent Communities**
  - Emerging Communities (A subset of Recent Communities)

MAP OF ESTABLISHED NEIGHBOURHOODS



Map 11

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









Mature Communities

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

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

Characteristics of Mature Communities

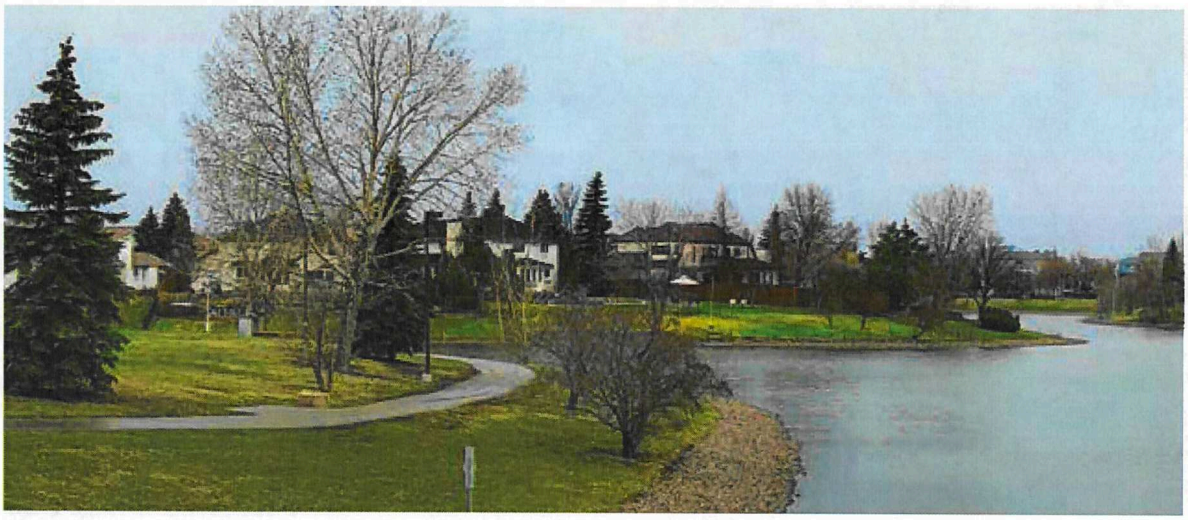
- Grid pattern of roads
- Primarily north-south, east-west orientation of streets with back lanes
- Older housing stock
- A variety of housing types and lot sizes
- Largely planned prior to the 1950s

Examples of Mature Communities

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

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

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



Recent Communities

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

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

Characteristics of Recent Communities

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

Examples of Recent Communities

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



Emerging Communities

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

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

Characteristics of Emerging Communities

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

Examples of Emerging Communities

- Sage Creek
- Bridgwater Lakes

VISION

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

Goal 1

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

Policies

General policies

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

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

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

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

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

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

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

Mature Communities

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

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

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

Housing Typologies in Established Neighbourhoods

SMALL SCALE RESIDENTIAL

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



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

LOW RISE RESIDENTIAL

Up to 4 storeys



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

MEDIUM RISE RESIDENTIAL

Up to 6 storeys



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

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

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

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

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

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

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

Recent Communities

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

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

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

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

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

Neighbourhood specific

Holden

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

Minto and Sargent Park

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

Goal 2

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

Policies

General policies

Building setbacks

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

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

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

Building design

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

2.5 Encourage a variety of architectural styles.

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

Pedestrian orientation

2.7 Single-family buildings should relate to the street on which they are located through the use of design elements, which may include, but are not limited to, the following:

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

2.8 Buildings with commercial uses should be designed to support pedestrian activity by providing building elements that increase visual interest which may include, but are not limited to, the following:

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

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

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

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

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

Massing and scale

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

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

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

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

Parking and loading

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

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

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

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

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

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

Site design

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

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

Goal 3

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

Policies

General policies

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

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

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

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

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

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

Goal 4

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

Policies

General policies

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

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

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

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

4.5 New Major Retail uses will be permitted as per applicable policies in the Commercial Areas and Mixed Use Centres section.

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

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

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

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

Mature Communities policies

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

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

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

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

Recent Communities policies

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

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

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

Goal 5

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

Policies

General policies

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

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