

OurWinnipeg™

It's Our City, It's Our Plan, It's Our Time





OURWINNIPEG

THIS IS A DRAFT

OURWINNIPEG IS STILL IN DRAFT FORM. IT WAS CREATED THROUGH SPEAKUPWINNIPEG AND CONVERSATIONS WITH MORE THAN 40,000 WINNIPEGGERS.



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INTRODUCTION

IT'S OUR CITY, IT'S OUR PLAN, IT'S OUR TIME.

The majority of the world's people now live in cities, and urban governments are on the forefront of the world's development and economy. More than ever before, cities are the leading production centres for culture and innovation, are the leaders on global issues like climate change, and, if they are to compete successfully for sustainable growth, are required to deliver a high quality of life.

Winnipeg is no exception to this dynamic. We are now competing, on a global scale, for economic development and to create a city that offers the sustainability advantages and the quality of life that current citizens expect and that prospective citizens will value. We are early in a cycle of strong growth, the pace of which we haven't seen for decades. We're welcoming new citizens and businesses, and embracing opportunities to make our city sustainable.

As a city, we face a number of questions:

- > How are we going to accommodate growth and change?
- > How do we capitalize on growth while making sure our city stays livable, affordable and desirable?
- > How do we make sure that all Winnipeggers benefit from this growth?
- > How do we maintain and enrich what we value while finding room for a growing population?

OurWinnipeg, the City's new municipal development plan, answers these questions and positions Winnipeg for sustainable growth, which is key to our future competitiveness. It sets a vision for the next 25 years and provides direction in three areas of focus—each essential to Winnipeg's future:

A CITY THAT WORKS

Citizens choose cities where they can prosper and enjoy a high quality of life. A well-run city is an important starting point. The “basics” matter: public safety, water quality, wastewater and transportation infrastructure, and public amenities and facilities are the essentials to keeping people healthy. But quality of life goes beyond the basics. Our communities need to support various lifestyles, providing a range of options for living, working and playing. A variety of housing styles for residents to choose from are required, as are transportation choices for residents and businesses alike. The whole system has to work together efficiently and sustainably.

This section of the Plan is supported by three Direction Strategies (see Figure 01):

- > **Complete Communities**
- > **Sustainable Transportation**
- > **Sustainable Water and Waste**

A SUSTAINABLE CITY

Sustainability is part of how the City does business, and is reflected in policies and programs that respect and value the natural and built environments—protecting our city’s natural areas and heritage resources. We act as a corporate role model for social, environmental and economic sustainability, and measure and report progress in key corporate and community sustainability areas.

This section of the plan is supported by a Direction Strategy (see Figure 01):

> Sustainable Winnipeg

QUALITY OF LIFE

Beyond providing a “City that Works” and planning for sustainability, our city needs to offer a high quality of life in order to be competitive. Three important aspects of quality of life are access to opportunity, the maintenance of vital, healthy neighbourhoods, and being a creative city with vibrant arts and culture. All of these areas include social aspects that are critical to the overall well-being of our city.

Senior levels of government hold much of the responsibility for these areas. However, the City of Winnipeg acknowledges their critical importance to the overall competitiveness of the city and to the personal well-being of our citizens. The City is committed to collaborating within its mandate with other governments and service providers in these areas. In some cases, further intergovernmental discussion or strategic planning is required to move forward on the directions included in the plan.

THE LEGISLATIVE REQUIREMENT TO PLAN

The **City of Winnipeg Charter** is provincial legislation that requires the City to adopt, by by-law, a development plan that sets out long-term plans and policies respecting its purposes; its physical, social, environmental and economic objectives; sustainable land uses and development; and measures for implementing the plan.
(Section 224, **City of Winnipeg Charter**)

A municipal development plan like **OurWinnipeg** presents a 25-year vision for the entire city. It guides and informs, but does not replace, more detailed planning on specific topics or for specific areas. As part of the **OurWinnipeg** initiative, the City of

Winnipeg has developed detailed Direction Strategies that add additional detail in key planning areas. The **OurWinnipeg** Plan should be read with the Direction Strategies noted above as companion documents.

Required by the **City of Winnipeg Charter**; adopted as a municipal by-law but requires provincial approval

Created at the discretion of the City of Winnipeg; approval is sole responsibility of the City



Figure 01, The **OurWinnipeg** Planning Framework



OUR WINNIPEG: CONTEXT + OPPORTUNITIES

LIVING IN A PRAIRIE CITY

Our continental climate includes four distinct seasons with a variety of weather conditions throughout the year. We're famous for our hot summers (+26 degrees Celsius average) and equally known for our icy winters (-12 degrees Celsius average). One constant here is sunshine: Winnipeg is one of Canada's sunniest cities, and the weather in all seasons is characterized by an abundance of sunshine.

Winnipeg is located in the wide, nearly-flat Red River Valley. Because of its extremely flat topography, heavy clay soils and substantial snowfall, Winnipeg is subject to annual flooding. A system of dikes and diversions, including the 47km-long Red River Floodway, are used to manage water in the city. Drainage must always be dealt with thoughtfully here, evidenced by the city's comprehensive land drainage system. This system requires space, and is comprised of many retention structures including innovative constructed wetlands.

Winnipeg is a prairie city, a winter city, a sunshine city and a river city. The diversity of weather we experience, along with our topography, creates unique planning and development opportunities and challenges.

LIVING IN A STRATEGIC LOCATION

Winnipeg's central location in North America has long been an asset to our economy, beginning with the intercontinental trade route in the late 1700s and later with the railway and the east-west trucking transportation corridors.

Winnipeg's role in continental and international trade is set to expand further. Altus Clayton, a firm of leading urban economists, has noted the strategic strength of our airport and transportation and logistics sector.

OUR PEOPLE > DID YOU KNOW? OF WINNIPEGGERS TODAY:

10.8% speak French	16.3% are a visible minority
4.5% speak Tagalog	18.7% immigrated from another country
94.9% are employed (based on work force participation rate)	65.1% are homeowners
20.4% either take transit or walk to work	38.7 years the average age of a Winnipegger
11.2% are of aboriginal ancestry	

Source: Statistics Canada, 2006 census.

LIVING IN A GROWING COMMUNITY

After limited growth for 15 years, Winnipeg's population is rapidly increasing, outpacing previous forecasts. In 2009, the population of Winnipeg was 675,100. Over the last 10 years, Winnipeg's population has grown by over 44,000 people; 9,200 in 2009 alone (Statistics Canada, 2010). This growth is driven primarily by increased levels of immigration and a combination of fewer people leaving and more people coming from other parts of the country (see Figure 04). The Conference Board of Canada is projecting even stronger population growth for Winnipeg in the coming years (see Figure 02), increasing to over 10,000 people per year over the period of this plan. 180,000 new people are anticipated to make Winnipeg their home by 2031.

A growing population provides us with the opportunity to think more strategically about ways to accommodate residential, employment, commercial and other kinds of growth. It solidifies our need to plan more sustainably in order to address the economics of development and public services, and to address the needs of all Winnipeggers through increased choice.

WINNIPEG POPULATION 1991-2009

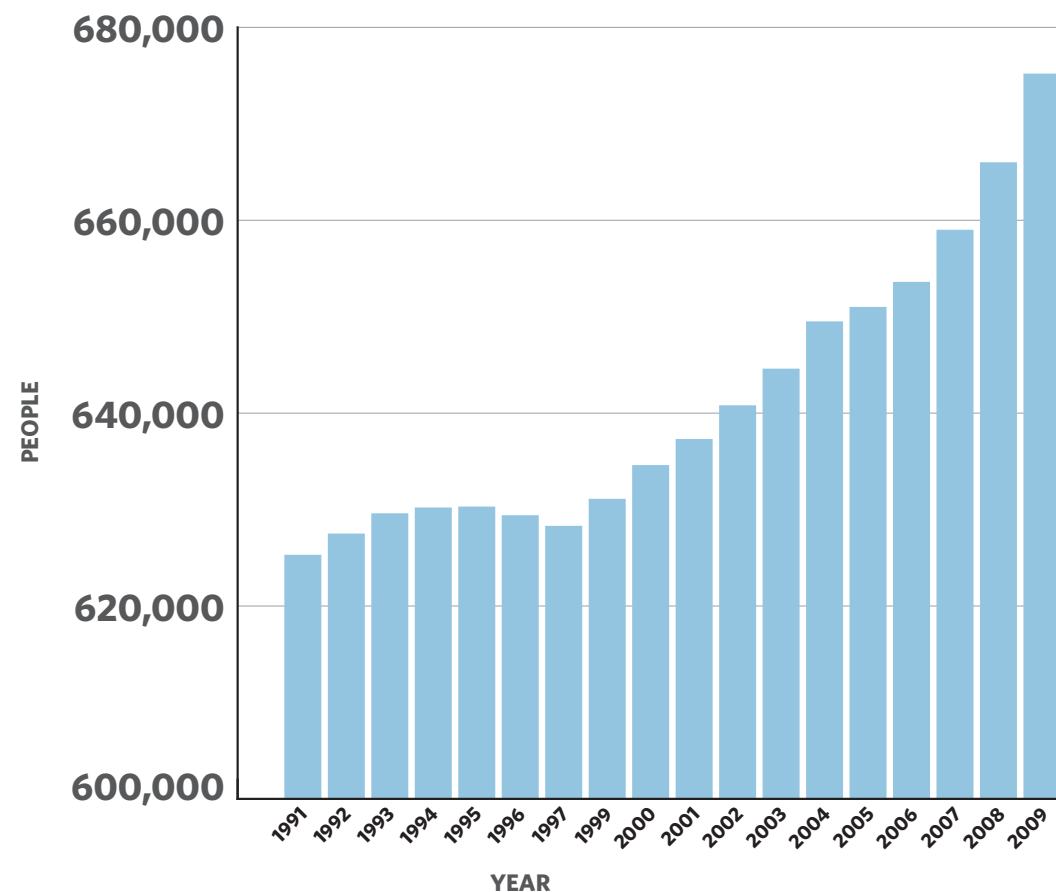


Figure 02, Population change in Winnipeg
Source: Statistics Canada, February 2010

SIGNIFICANT GROWTH FORECASTED (ADJUSTED TO 2008 BASE)

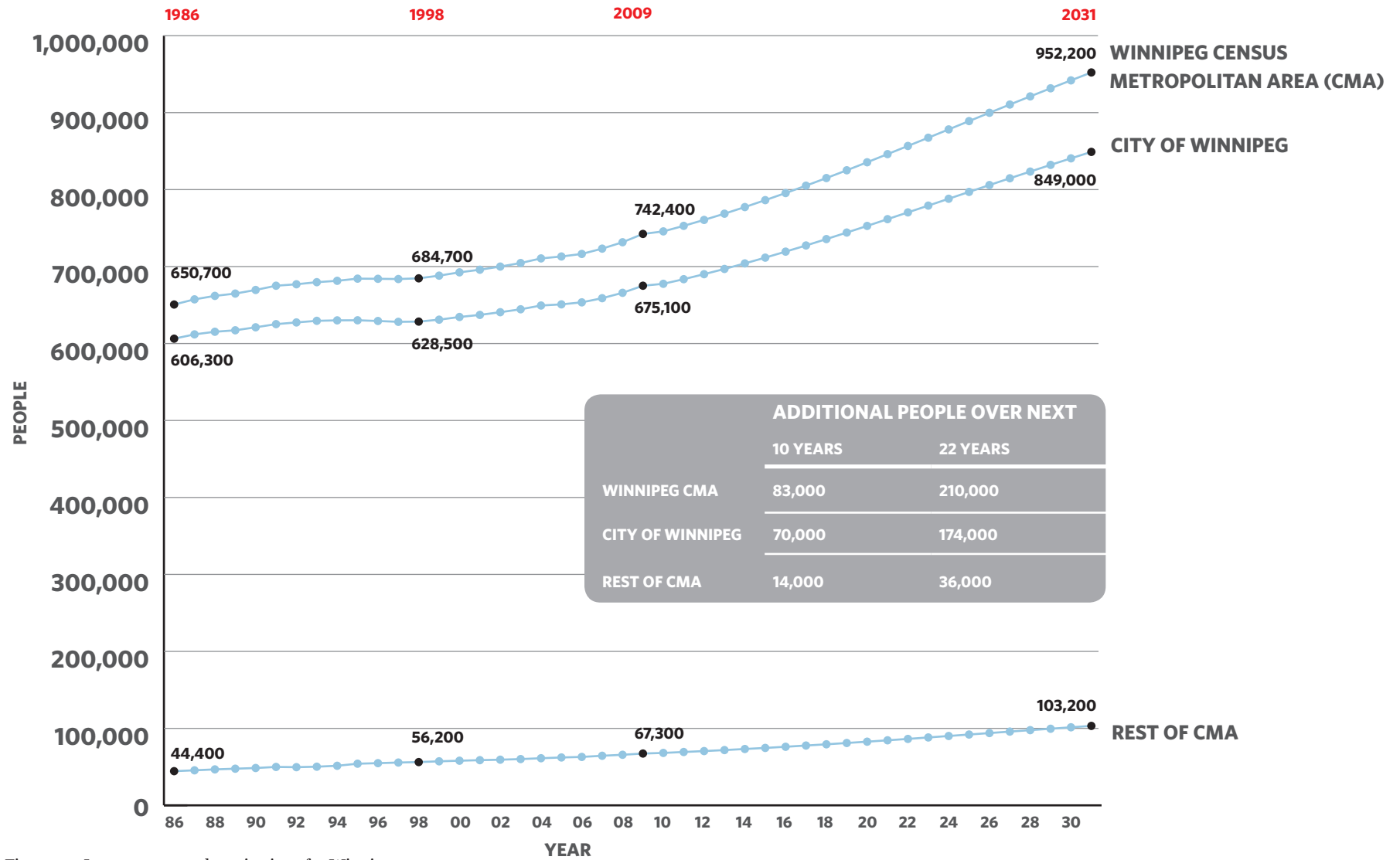


Figure 03, Long term growth projections for Winnipeg
 Source: Conference Board of Canada, winter 2007

NET MIGRATION-WINNIPEG CENSUS METROPOLITAN AREA

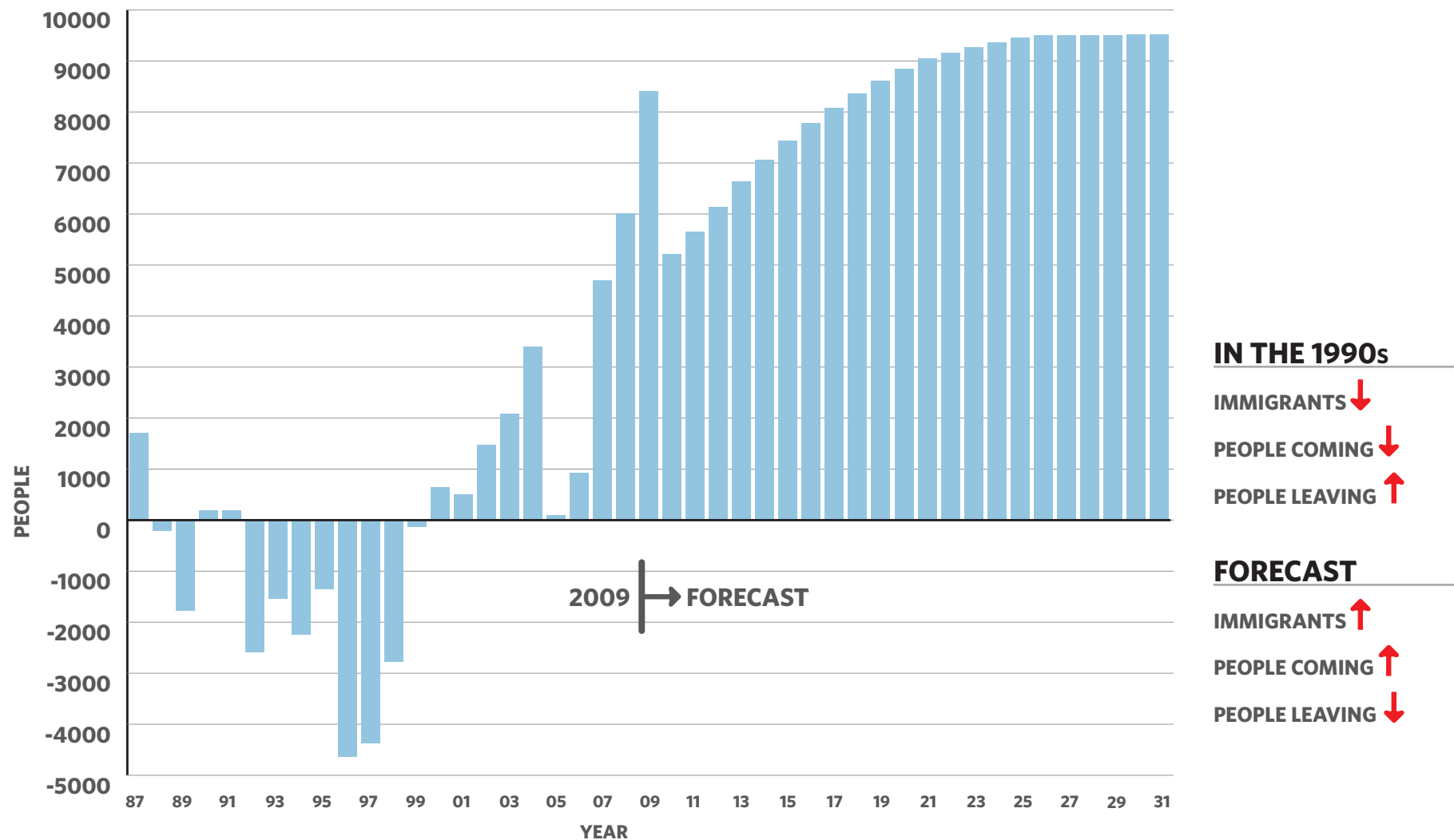


Figure 04, Net migration, Winnipeg
 Source: Conference Board of Canada, winter 2007

COMPONENTS OF MIGRATION-FORECAST, WINNIPEG CENSUS METROPOLITAN AREA

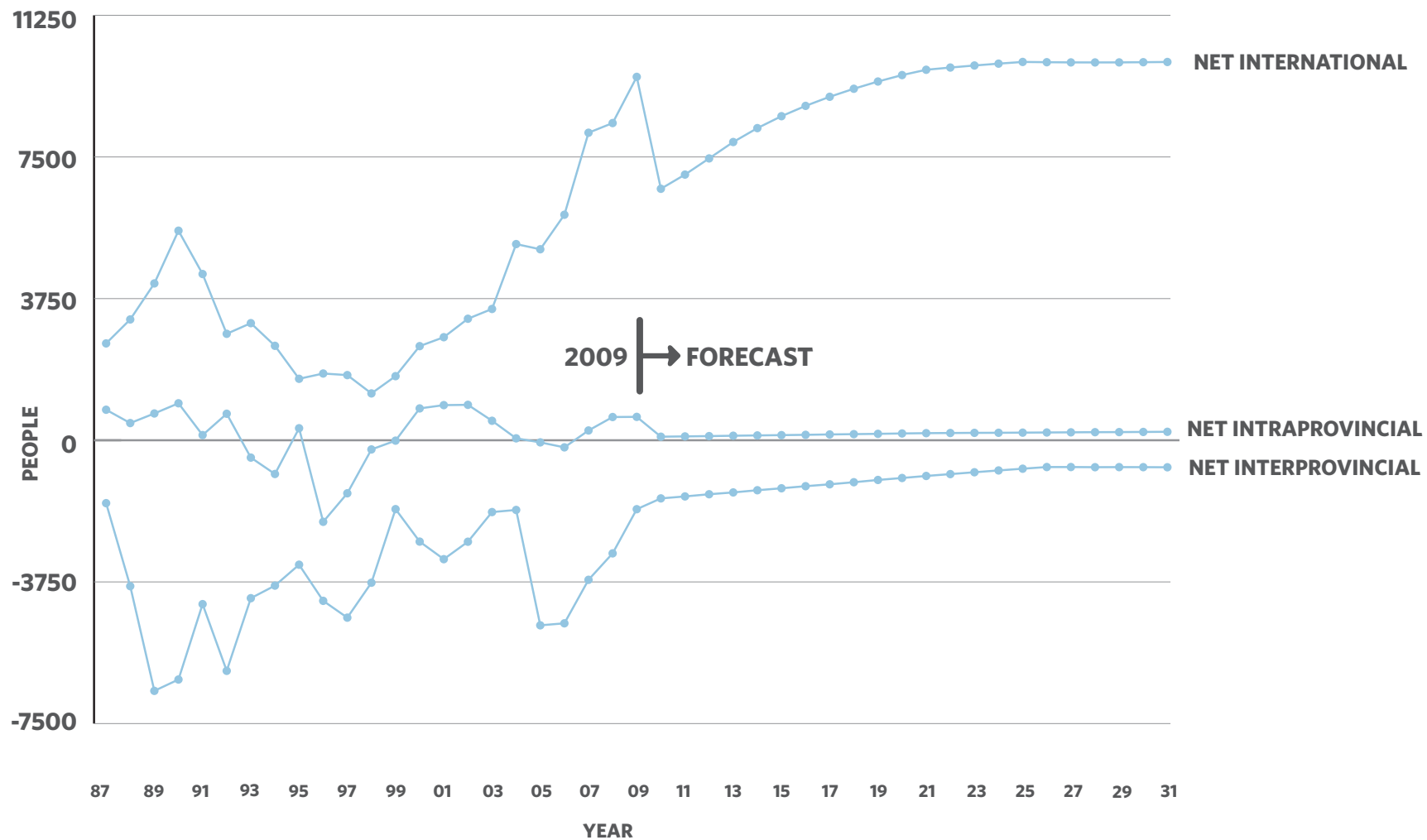


Figure 05, Components of migration, Winnipeg
 Source: Conference Board of Canada, winter 2007

LIVING IN A PLACE OF CHANGE

Winnipeg is a unique and special place. The city has a strong arts community, a diverse cultural landscape and a colourful, energetic citizenry.

With our goal of a socially, economically and environmentally sustainable city, we now find ourselves in a place of change. Through **SpeakUpWinnipeg**, we have heard that Winnipeggers are increasingly committed to, and looking for sustainable solutions. Winnipeggers have been clear that they want healthy and sustainable communities where people of all ages and abilities have the opportunity to live, work, shop, learn and play within their own neighbourhoods.

The choices we make through **OurWinnipeg** will be a reflection of our individual and collective voices, as spoken by more than 40,000 Winnipeggers—a reflection of our unique strengths as residents of the city of Winnipeg. Our diversity and our strong communities position us well for adapting to these changes.



Photo: Dan Harper Photography

NUMBER OF IMMIGRANTS TO WINNIPEG PER YEAR

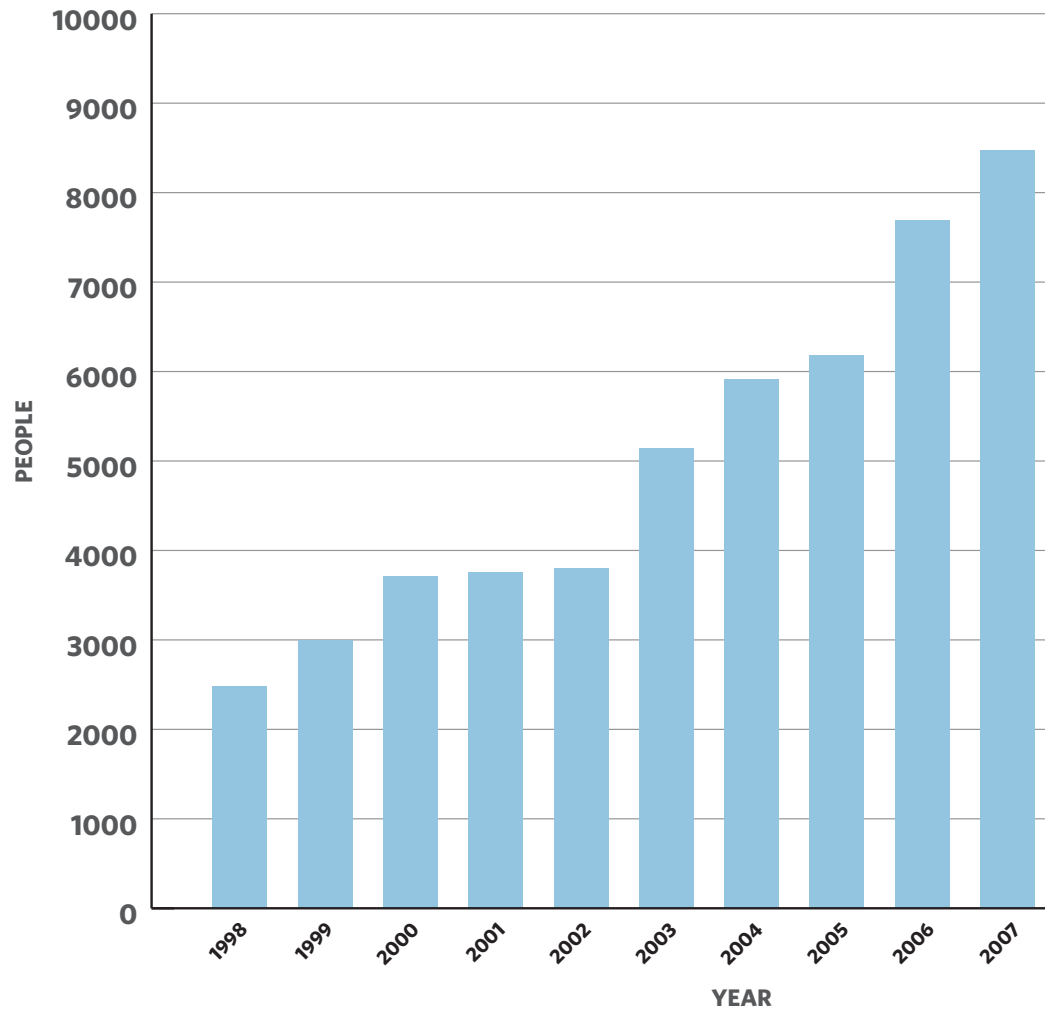


Figure 06, Number of immigrants to Winnipeg per year, 1998-2007
Source: Citizenship and Immigration Canada, 2008

LIVING WITH INCREASING DIVERSITY

Winnipeg has long been a city of immigrants. Since our beginnings, cultural difference has been a regular part of life and part of our collective strength. After a slow period of immigration in the 1990s the immigration rate has taken a sharp rise (see Figure 06), placing Winnipeg's immigration level in the fifth spot among major Canadian cities, after Toronto, Montreal, Vancouver and Calgary (Conference Board of Canada, 2007). Winnipeg's immigration will further increase to more than 10,000 immigrants per year by 2020 (Conference Board of Canada, 2007).

Winnipeg is undergoing a new tide of immigration, and new cultural differences present themselves with the wide variety of newcomers' countries of origin (see Figure 07).

TOP IMMIGRANT SOURCE COUNTRIES

- | | |
|-----------------------|-----------------------|
| 1. PHILIPPINES | 4. UKRAINE |
| 2. INDIA | 5. ETHIOPIA |
| 3. CHINA | 6. SOUTH KOREA |

Figure 07, Top Immigrant Source Countries from most to least, 2001-2006

Source: Statistics Canada, 2006

Our Aboriginal communities are also growing. Aboriginal people currently make up approximately 10 per cent of our population (Statistics Canada, 2006), a figure that is expected to increase. As Figure 7 shows, the population of people in Winnipeg identifying as Aboriginal grew by more than 20,000 in the 10 years between 1996 and 2006. The number of Aboriginal people in Winnipeg is growing at a faster rate than that of the non-Aboriginal population. Source: Statistics Canada, 2006 Census, Aboriginal persons based on identity.

The Aboriginal population living in Winnipeg is also much younger than the non-Aboriginal population. In 2006, the median age of the Aboriginal population in Winnipeg was 26 years, compared to 40 years for the non-Aboriginal population (Statistics Canada, 2006). Ensuring meaningful opportunities for Winnipeg’s Aboriginal youth will be essential.

Increased cultural diversity adds to the vitality of our communities, schools, business sectors, and arts and cultural institutions. Diversity will continue to challenge Winnipeggers to be inclusive and responsive to difference and will provide our city the opportunity to be a magnet for talented, creative new residents in an increasingly interconnected world.

WINNIPEG'S ABORIGINAL POPULATION

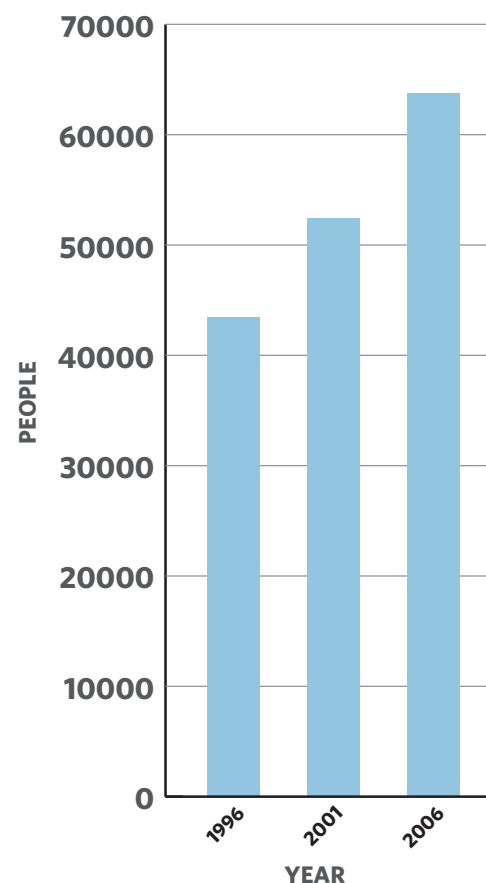


Figure 08, Aboriginal (North American Indian or Métis) population change in Winnipeg, 1996 to 2006
Source: Statistics Canada, 2006 Census

LIVING IN A STABLE ECONOMIC ENVIRONMENT

Winnipeg’s economy has been long characterized as one of the most stable in the country. We must continue to analyze the drivers of our economic growth to position ourselves for ongoing stability over the life of this plan. We also need to think ahead of the curve, nurturing the knowledge and creative economies in order to provide competitive, ever-evolving opportunities for our residents and for those considering making Winnipeg their home.

Winnipeg’s economy is also one of Canada’s most diversified. During the recent world economic recession, this diversification has proved beneficial. Overall, Winnipeg’s economic indicators are positive relative to the rest of Canada. Winnipeg has experienced an economic slowdown but it was not in a recession. Of the 13 larger Canadian cities, Winnipeg’s average economic growth between 2007 to 2009, is the third strongest after Saskatoon and Regina. Going forward Winnipeg’s economic growth is expected to average a healthy 2.8 per cent growth per year (Source: Conference Board, Metropolitan Outlook Data, Nov 2009).

ECONOMIC INDICATORS

ECONOMIC INDICATORS WINNIPEG CMA	ACTUAL			FORECAST				
	2007	2008	2009	2010	2011	2012	2013	2014
Real GDP (2002 \$ Millions)	24,696	25,308	25,437	26,061	26,851	27,832	28,557	29,216
% change	3.8%	2.5%	0.5%	2.5%	3.0%	3.7%	2.6%	2.3%
Consumer Price Index % change	2.1%	2.3%	0.8%	2.0%	2.1%	2.4%	2.1%	2.1%
Retail Sales (\$ millions)	8,810	9,356	9,271	9,650	9,977	10,546	10,998	11,365
% change	7.6%	6.2%	-0.9%	4.1%	3.4%	5.7%	4.3%	3.3%
Personal Income per capita \$	35,000	36,200	36,300	37,100	38,200	39,700	41,100	42,400
% change	4.4%	3.4%	0.4%	2.3%	2.9%	3.8%	3.7%	3.2%
Labour Force	409,600	413,000	419,400	426,800	430,900	435,900	439,500	441,700
% change	2.2%	0.8%	1.6%	1.8%	1.0%	1.2%	0.8%	0.5%
Employment	390,600	395,100	396,900	399,900	405,500	413,700	418,900	421,400
% change	2.2%	1.2%	0.5%	0.8%	1.4%	2.0%	1.3%	0.6%
Unemployment Rate	4.7%	4.3%	5.4%	6.3%	5.9%	5.1%	4.7%	4.6%

Overall annual job growth over the last three years averaged 1.8 per cent per year – similar to Canada’s. During the economic slowdown, employment in Winnipeg actually rose a 0.5 per cent in 2009, the fourth straight annual advance; the four-year forecast averages 1.3 per cent annual growth. The unemployment rate is expected to remain low, averaging 5.1 per cent through the forecast period 2011 to 2014. Winnipeg can expect an additional 21,000 jobs over the next five years – the majority of which will be in the service sector, but the construction sector is also expected to do well with 2,600 additional jobs – an 11 per cent increase. (Source: Conference Board, Metropolitan Outlook Data, Nov 2009).

Figure 09, Economic Indicators, Winnipeg. These numbers show stable, consistent growth.

LIVING IN A SAFE CITY

Overall crime has been on the decrease in Winnipeg. Between 2004 and 2007, the rate of reported crime dropped (see Figure 10). While some crime is decreasing, other types remain unchanged. Winnipeg will need to continue to address crime, using creative and complete solutions. **OurWinnipeg** sets the City on a path to address crime, using multiple and diverse methods, notably with an emphasis on community-based solutions. The opportunities from this cannot be underestimated—all Winnipeggers will benefit and we will be a stronger, more confident community.

LIVING IN A CITY OF THE ARTS

One of the most cherished characteristics of our city is its rich arts and culture scene. Winnipeg’s artists, musicians, festivals and creative industries, to name a few, are nationally and internationally acclaimed. The local impact of the arts is significant, allowing both artists and non-artists to respond to a diversity of thought and expression, and to nurture meaningful lives in a city with choices. Ensuring equitable opportunities to participate in the arts, especially for youth and children, is essential for developing a capacity for community diversity and expression.

Winnipeg is a city that values its artists and creative industries for their contributions to our quality of life. Their contributions to our local economy are significant, accounting for nearly 4 per cent of the city’s gross domestic product (PRA Research and Consulting, 2009). We also value our city’s heritage assets and are committed to their sustainability, conservation and adaptive reuse.

CRIME RATE, PER 100,000 POPULATION WINNIPEG 2004-2008

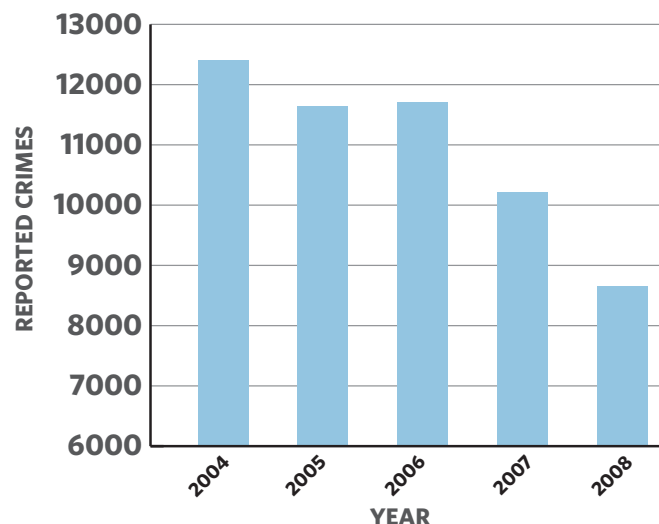


Figure 10, Crime rate change, Winnipeg
Source: Winnipeg Police Service, 2010

LIVING IN A CITY THAT GROWS SUSTAINABLY

While population growth can be a positive thing, as it indicates that many people are choosing to make Winnipeg their home, it presents land supply challenges that need to be resolved creatively. We are faced with some big questions:

- > How will we accommodate and take advantage of significant growth while ensuring that our city stays livable, desirable and affordable?
- > How will we make sure that this growth benefits all Winnipeggers?
- > How will we find room for over 83,000 new households while maintaining and enriching what we value most?

Winnipeg grew by 180,000 people between 1950 and 1976 (see Figure 11); about the same amount the city is expected to grow over the next 25 years. If our development pattern were to continue along similar lines, it would have impacts on our communities, social inclusion, environmental health, mobility and land consumption.

By integrating transportation planning, land uses, built forms and urban design, this plan enables the city's growth to be shaped by a logical urban structure that focuses growth and change to enhance existing assets, create complete communities, complete existing communities and ensure a socially, environmentally and economically sustainable future.

There is a convergence between the challenges of land supply constraints and economic sustainability. This convergence presents a major opportunity for Winnipeg. This as an important point in our city's history: we believe that "It's Our City, It's Our Plan, It's Our Time." We are taking this opportunity to reinvent ourselves in ways that are socially, economically and environmentally sustainable, and we are orienting ourselves towards an inclusive future with greater choice.

WINNIPEG DEVELOPMENT FROM 1950-1976

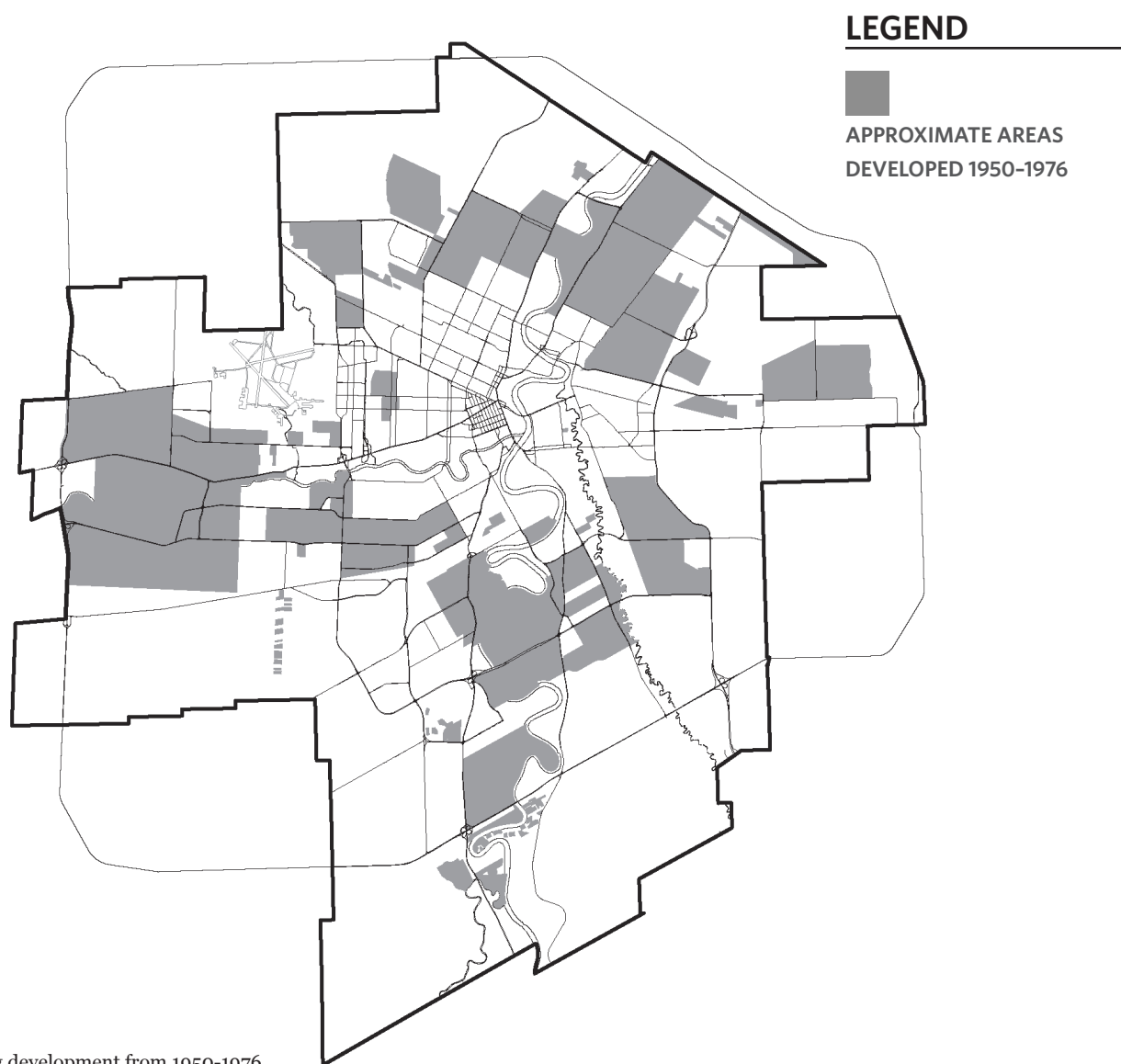


Figure 11, Winnipeg development from 1950-1976

LIVING IN AN AGE-FRIENDLY CITY

Winnipeg’s population is aging. There is a larger proportion of older Winnipeggers than ever before, a proportion that continues to grow as baby boomers age. The proportion of people aged 65 and over is expected to climb from 13.2 per cent in 2006 to 17.6 per cent in 2030. This means an increase from 89,000 seniors today to over 150,000 seniors—a 69 per cent increase (Conference Board of Canada, 2007).

Through our commitment to social sustainability, the City will be working to ensure the needs of older Winnipeggers are addressed and that people can participate meaningfully in work and in their communities at all stages of their lives regardless of ability. We will provide the option of ‘aging in place’ by providing complete, walkable communities with multiple housing options, communities where people can be close to various employment opportunities and remain as connected and independent as possible.

PERCENTAGE OF POPULATION AGED 65 AND OLDER

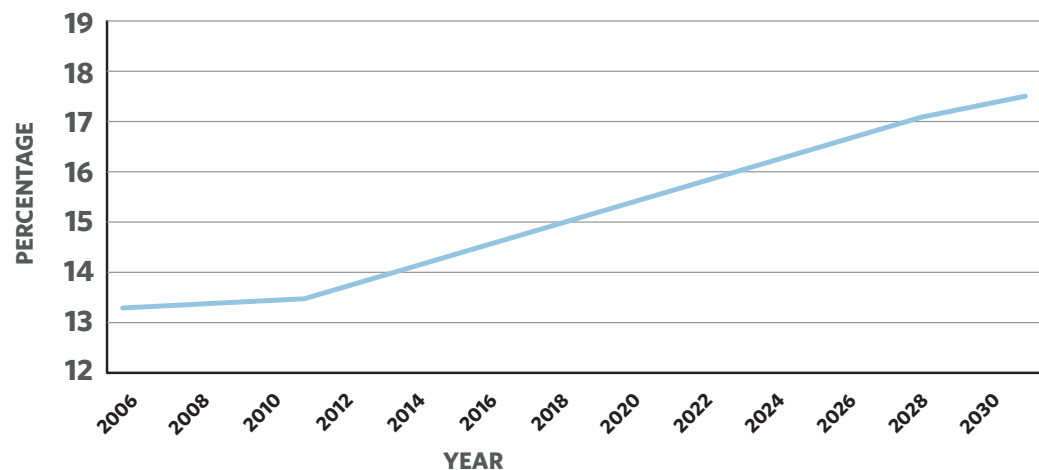


Figure 12, Long term population change, Winnipeg
Sources: Statistics Canada, The Conference Board of Canada, June 2007



THE VISION FOR OURWINNIPEG

Drawing on contributions from thousands of **SpeakUpWinnipeg** participants, the vision statement for creating the kind of city Winnipeggers want in 25 years is:

OURWINNIPEG:

living and caring because we plan on staying.

This statement considers future generations' social, economic and environmental wellbeing in the decisions we make today. It's a recognition that the survival of future generations is our responsibility and that when we act, we need to consider how those actions will affect future generations.

THE OURWINNIPEG PROCESS: SPEAKUPWINNIPEG

From the day it was launched on April 25, 2009, **OurWinnipeg** included public involvement through **SpeakUpWinnipeg**. During the project launch, the community was invited to be a full partner in the planning process for Winnipeg's new 25-year development plan. Every day since then, Winnipeggers have offered feedback, advice and input on directions and aspirations for the city. As a community, we've had a full twelve-month conversation about our priorities and about what kind of city we want.

We've spread the conversation in a variety of ways: online at SpeakUpWinnipeg.com, meeting with people and community groups face to face, sending out a street team to talk with people at festivals and events and asking for feedback on specific studies and reports at open houses and meetings.

This approach recognizes that Winnipeg is going to change quite a bit in the next few decades. These changes will affect us all, and we need to decide together how we will make the most of the opportunities, and the challenges, facing our city. The scale of public involvement in **SpeakUpWinnipeg** is unprecedented in Winnipeg and North America. **OurWinnipeg** was created with Winnipeggers through nearly every step of the process and it greatly surpassed the level of public involvement found in typical consultation processes.

The team responsible for **OurWinnipeg** has incorporated this large number and range of perspectives in creating the plan. We have mapped out areas of common ground and identified themes and shared priorities by combining all of the online, in-person and written input over the last year. The results—the Plan and its supporting Direction Strategies—reflect this input, charting a way forward that reflects what Winnipeggers told us they valued and makes the most of the change and opportunity coming our way.





01 A CITY THAT WORKS

Winnipeg is growing – faster than it has in decades. Over the next 20 years, our population is expected to grow by over 180,000 people, 83,000 housing units and 67,000 jobs. When planning for this future population and associated economic growth, we know that we have a much bigger task at hand now than in the past.

Historically, planning and development relied on an abundance of available land for business and housing, a stable and plentiful labour force and an economy that relied on the traditional manufacturing sector as its primary driver. Economic growth focused on competing with other cities to attract new companies as much as the expansion of existing employers.

Times have changed. Winnipeg is now competing on a global scale. We're not just competing for investment; for the first time in our history, we are also competing with other cities to attract and maintain a dynamic, skilled labour force. Our research tells us that as the Canadian economy heads into a prolonged period of labour force shortages, Winnipeg will best be able to compete for economic growth by focusing its efforts on attracting and retaining a skilled workforce.

A well-run and attractive city that pays attention to quality of life and sustainability becomes a critical component to attracting and retaining a skilled workforce, which in turn is critical for fostering economic development. With this in mind, we know that we need to ensure that the actions we take result in a high-quality city in all respects.

Citizens choose cities where they can prosper and where they can enjoy a high quality of life. A well-run city is an important starting point. The “basics” matter: public safety, water quality, wastewater and transportation infrastructure and public amenities and facilities are essential to keeping people healthy.

But a city that works also recognizes that attractiveness and vibrancy are integral to a high quality of life. There needs to be a variety of housing styles for residents to choose from and transportation choices for residents and businesses alike. This requires the City to make land available for development and to support the creation of an attractive variety and mix of housing that appeals to various affordability ranges.

The increasing size and diversity of our communities means we must continue to support community amenities such as parks, open space and recreation programs in ways that best meet the community's needs and builds on their strengths.

A **City That Works** pays attention to the connections between competitiveness, sustainability and being a well-run city that offers a high quality of life. The directions in this section provide a strong and responsive framework for actions that will send a positive signal for investment in our city, promote prosperity, enhance quality of life and help secure our competitive place on the global stage for decades to come.

01-1 CITY BUILDING

Growth and change bring opportunities to create a better, more dynamic city. Winnipeggers see that our work is just beginning and that effective planning for the next 25 years will be critical to our city remaining livable, affordable and desirable. This work involves planning for the basics, like sewer and water, but it also means making sure that our city is attractive and well designed, with a range and mix of housing and sustainable transportation options, amenities and vibrant cultural institutions. Input through **SpeakUpWinnipeg** overwhelmingly identified these expectations and their importance to a successful future.

Winnipeggers have been clear about what they want as we build our city. Combined with research into land use, we can see some consistent objectives:

CREATE COMPLETE COMMUNITIES

Our communities need to support various lifestyles, providing a range of options for living, working and playing. The daily necessities of life should be within reach, with options for accessing services, amenities and resources like grocery stores, banks and restaurants, together with community centres, schools and day care centres. These complete communities should provide a range of housing options to accommodate various incomes, household types, abilities and stages of life.

PROVIDE OPTIONS TO ACCOMMODATE GROWTH

A successful strategy for sustainable city growth needs to be balanced, using a variety of approaches. We need to strike a balance between ‘growing out’ and ‘growing up,’ offering choices from traditional, single-family neighbourhoods to more dense forms of urban housing and new neighbourhoods designed around a rapid transit system. It will mean opportunities for more mixed-use areas, combining residential with retail, office and light industry.

CONNECT AND EXPAND OUR SUSTAINABLE TRANSPORTATION AND INFRASTRUCTURE NETWORKS

Ensuring mobility for people of all ages and abilities and for goods and services is an important part of improving our social, environmental and economic sustainability. Options for getting around are important to remaining livable, desirable and affordable in the future – options like enhanced public transit and active transportation routes that support walking, cycling and other human-powered forms of transportation. We will continue to protect public health and safety through sustainable water and waste systems that ensure the purity and reliability of our water supply and maintain or enhance the quality of our built and natural environments.

Achieving these objectives will require new approaches to planning. More than any other part of **OurWinnipeg**, City Building looks at our city– its neighbourhoods, transportation networks, and water and waste infrastructure– in a whole new light. This new approach, along with detailed steps towards achieving City Building objectives, is fully described in three of **OurWinnipeg’s** Direction Strategies:

- > **Complete Communities**
- > **Sustainable Transportation**
- > **Sustainable Water and Waste**

City Building is a high-level summary of the Key Directions from those Direction Strategies and is organized into three subsections:

- > **01-1a OurWinnipeg’s Approach to City Building**
- > **01-1b Key Directions for the Entire City**
- > **01-1c Key Directions for Specific Areas of the City**

Within each, directions related to land use, transportation and servicing are intertwined, reflecting the integrated nature of these fields and the City’s intention to apply a fully integrated planning approach.

*It is important to note that only the highest-level of guiding directions are included in sections 01-2 and 01-3. These sections should be read with the three Direction Strategies noted as companion documents. Considerable supporting detail that seamlessly integrates with **OurWinnipeg** is provided in the Direction Strategies.*

(See: **Complete Communities, Sustainable Transportation, Sustainable Water and Waste**)

01-1a OUR WINNIPEG'S APPROACH TO CITY BUILDING

DIRECTION 1: DEVELOP AND APPLY DIRECTION STRATEGIES.

ENABLING STRATEGIES:

- > Adopt **Complete Communities** as the City's land use and development guide.
- > Endorse **Sustainable Transportation** as the primary vision for a transportation master plan.
- > Endorse **Sustainable Water and Waste** as the primary vision for promoting water and waste directions, strategies and actions required to protect public health and safety, ensuring the purity and reliability of our water supply and maintaining or enhancing the quality of our built and natural environments.
- > Ensure land use, transportation and infrastructure planning efforts are aligned to identify where growth will be accommodated and how it will be serviced.
- > Ensure effective implementation efforts through integration, partnerships and collaboration across the City of Winnipeg organizational structure and with external organizations.

(See: **Complete Communities**, **Sustainable Transportation**, **Sustainable Water and Waste**)



DIRECTION 2: DEVELOP AND MAINTAIN AN URBAN STRUCTURE PLANNING TOOL.

ENABLING STRATEGIES:

- > Base **OurWinnipeg** on an urban structure that provides a vision for the growth and development of the city.
- > Within the urban structure, differentiate areas based on their ability to accommodate growth and change through:
 - **Transformative Areas** – areas where significant change is anticipated that present the best opportunity for accommodating the most sustainable manner of significant growth and change. Transformative Areas will be identified within the urban structure framework including: the Downtown,

WHAT IS AN URBAN STRUCTURE, AND WHY DOES OURWINNIPEG USE ONE?

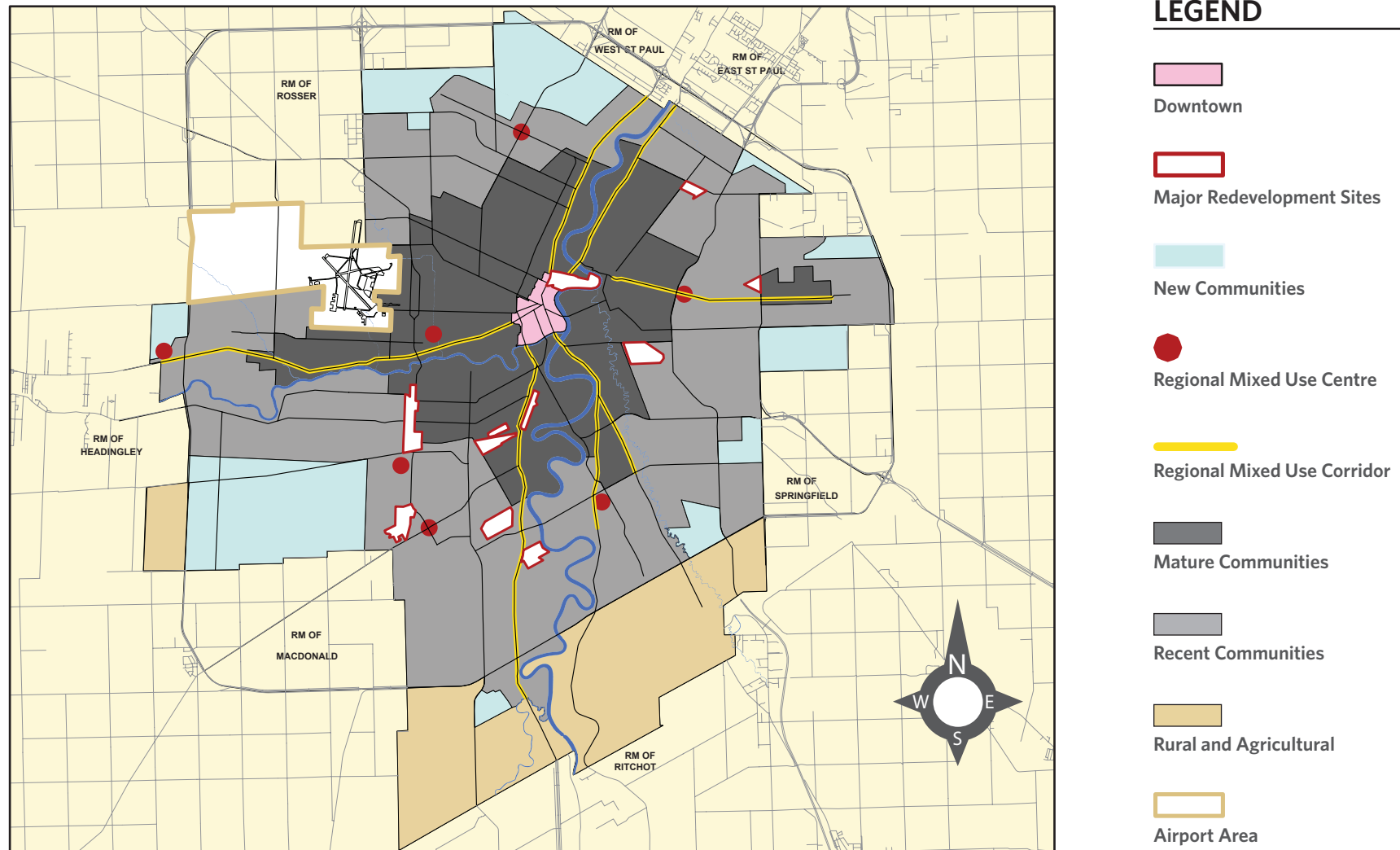
An urban structure is a planning tool that differentiates between areas of the city based on their period of growth and descriptive characteristics. This approach recognizes the uniqueness of different neighbourhoods and provides the basis for fitting policies and strategies to the specific development opportunities and limitations in each area of the city. For a city like Winnipeg that is anticipating significant growth and change, an urban structure provides a way to focus change in places where it has positive social, economic and environmental results. Regular updates to the urban structure based on actual changes will keep it current and ensure that it contributes to the overall **OurWinnipeg** vision and directions.

Mixed Use Centres, Mixed Use Corridors, Major Redevelopment Sites and New Communities.

- **Areas of Stability**– areas where moderate change is anticipated that present some of the best opportunities to accommodate infill development and to increase the range of housing for families and individuals within areas that take advantage of existing infrastructure, transit and amenities such as local retail, schools, parks and community services. Areas of Stability can be identified within the urban structure framework including: Mature Communities (of which Reinvestment Areas are a subset), Recent Communities (of which Emerging Communities are a subset).
- > Monitor and maintain an up-to-date understanding of Winnipeg’s land supply and evolving urban structure, updating the structure through local planning processes as described in Complete Communities or through OurWinnipeg amendments, as required.
- > Use tools and demonstration projects to test or to prove concepts for complete communities.
- > Use the urban structure framework as the basis for integrated transportation and infrastructure planning.

(See: **Complete Communities, Sustainable Transportation, Sustainable Water and Waste**)

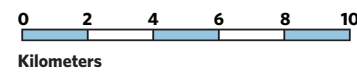
URBAN STRUCTURE



LEGEND

- Downtown
- Major Redevelopment Sites
- New Communities
- Regional Mixed Use Centre
- Regional Mixed Use Corridor
- Mature Communities
- Recent Communities
- Rural and Agricultural
- Airport Area

Figure 01a
Winnipeg's urban structure.



DIRECTION 3: PROMOTE COMPACT URBAN FORM AND MANAGE THE EXTENSION OF MUNICIPAL SERVICES FOR NEW GROWTH.

ENABLING STRATEGIES:

- > Define ‘full range of municipal services’ as piped water, piped wastewater, piped land drainage, and an urban standard roadway.
 - > Enable the intensification of land-uses through the development application process only when a full range of municipal services is provided.
 - > Promote the extension of municipal services such as piped water, piped waste water, piped drainage and urban standard roadway, only in an environmentally-sound, economically and timely manner.
 - > Fulfil requests to extend servicing to private property through the Local Improvement process only where it can be demonstrated that there is a net financial benefit to the City of Winnipeg.
- > Enable the consideration of sustainable alternatives for the traditional full range of municipal services that are proven by the developer and approved by the City of Winnipeg as providing a comparable level of service and safety in an environmentally-sound and economical manner.
 - > Support the preparation of detailed planning studies for New Communities through the local area planning process, where warranted, to ensure the coordination of municipal infrastructure with proposed land-uses; and the future development of adjacent lands with a full range of municipal services.
 - > Allow the possible subdivision or conversion of land in un-serviced areas where a statutory secondary plan establishes minimum parcel sizes, and appropriate servicing criteria.
 - > Support new developments that are contiguous with existing developments to minimize the spatial use of land and the extension of services.

01-1b KEY DIRECTIONS FOR THE ENTIRE CITY

KEY DIRECTIONS FOR BUILDING A CITY THAT WORKS

- > Dynamically integrate transportation with land use.
- > Provide clean, safe, reliable, sustainable drinking water.
- > Provide sustainable wastewater management.
- > Sustainably manage and reduce solid waste.
- > Enhance and maintain stormwater management and flood protection systems.
- > Provide sustainable asset management.
- > Develop a framework for design excellence that builds on the urban structure and that ensures our competitive position as a functional, livable and memorable city.
- > Focus future efforts for acquisition, design, development, operation, use and promotion of our parks, places and open spaces within the context of **Complete Communities**.
- > Support the ongoing sustainable development of Winnipeg's urban structure through heritage conservation initiatives that assist in the development of a complete community.
- > Facilitate the negotiation of municipal development service agreements with Treaty Land Entitlement First Nations.

(See: **Complete Communities Direction, Sustainable Transportation, Sustainable Water and Waste**)

KEY DIRECTIONS FOR PROVIDING OPTIONS TO ACCOMMODATE GROWTH

- > Accommodate growth and change in Transformative Areas within the city's built environment including: Mixed Use Centres and Corridors, Major Redevelopment Sites and Downtown.
- > Recognize that New Communities will play an important role in accommodating the City's projected population growth.
- > Ensure that a sufficient supply of developable land emerges at an appropriate pace and that the supply remains well distributed both in terms of geography and scale to ensure a competitive market.
- > Ensure Winnipeg's Employment Lands provide for a wide range of market opportunities, accommodating new investment and economic development while contributing an abundance of job opportunities for our citizens.
- > Manage rural and agricultural areas to reflect the limitations of providing a full range of municipal services to these areas.
- > Continue to monitor and maintain an adequate supply of both employment lands and commercial lands that is aligned to marketplace preferences.

(See: **Complete Communities**)



KEY DIRECTIONS FOR CONNECTING AND EXPANDING OUR SUSTAINABLE TRANSPORTATION AND INFRASTRUCTURE NETWORK.

- > Create a safe, efficient and equitable transportation system for people, goods and services.
- > Create a transportation system that supports active, accessible and healthy lifestyle options.
- > Invest strategically in new water, waste and transportation infrastructure.
- > Support the role of the James Armstrong Richardson International Airport as a major transportation hub for passengers and cargo.
- > Dynamically integrate transportation with land use.
- > Provide transportation infrastructure that is well maintained.
- > Establish, and report on, a transportation system performance measurement framework.

(See: **Sustainable Transportation, Sustainable Water and Waste**)

01-1c KEY DIRECTIONS FOR SPECIFIC CITY AREAS

A key to making our city attractive and competitive will be to create ‘complete communities’ and to complete existing communities by enhancing existing infrastructure and assets to ensure that most amenities for daily living are universally accessible within walking distance.

To accomplish this, growth will be focused on areas that will best respond to city-building objectives, including social, economic and environmental sustainability. In some cases, fostering complete communities requires unique policies for different parts of the city.

WHAT IS A COMPLETE COMMUNITY?

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

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

Complete Communities provide options for mobility by facilitating a range of transportation alternatives. In many instances, modes of transportation will differ from one part of the city to another based on the area’s context. Alternative modes of transportation should be emphasized where they can provide convenient and realistic travel choices.

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

Complete Communities provide options for local employment, recognizing that not everyone will live near their place of employment. While Downtown, airport lands and designated employment zones will continue to be the centres of employment in the City of Winnipeg, a complete community should entail a mix of uses that will provide the option of employment close to home.

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

DOWNTOWN

Our Downtown is the entertainment, cultural and economic heart of our city and our window to the world. Downtown fulfills many functions: It has the largest employment concentration with the city's highest density office development complemented by a strong service and retail component. It offers the broadest range of unique arts, entertainment and cultural opportunities and the city's most significant heritage amenities. Furthermore, it is emerging as an important high-density, mixed-use residential community with both long-standing and emerging neighbourhoods. Downtown is also the focal point for the city's multi-modal transportation network.

As it accommodates future growth, Downtown offers one of the best opportunities to create complete, mixed-use, higher-density communities in a way that promotes sustainable practices. Downtown intensification and redevelopment makes efficient use of land and makes the best use of existing infrastructure. It provides for sustainable transportation options. Downtown's transformation will reflect its importance as the city's preeminent complete community. In so doing, Downtown will offer an unparalleled urban environment and a high quality of life for all who choose to live, work, visit, learn, play and invest there.

KEY DIRECTIONS

- > Pursue a focused district, destination and cluster approach to Downtown development that will seek to:
 - provide predictability and opportunity for investment.
 - increase the variety of complementary experiences and opportunities.
 - help achieve a critical mass of people-oriented activity that is vital to ongoing economic success.
- > Promote and enable a mix of residential development options as part of a mixed-use strategy seeking to:
 - accommodate the residential needs of a large cross-section of the population.
 - establish a number of thriving 'complete' communities Downtown.
 - attract additional commerce to the area, leading to active – and safer – Downtown streets.
- > Facilitate the expansion of employment and educational opportunities in the Downtown seeking to:
 - reinforce Downtown's role as a hub for business, for learning, for government and for commercial activity.

- capitalize upon Downtown's strategic advantages.
- > Support the expanded presence of arts, culture, sports, entertainment and leisure throughout Downtown together with complementary services and attractions seeking to:
 - draw more people and create more extended hour activity strategically throughout Downtown.
 - establish Downtown as a place of vibrancy and celebration.
- > Promote exemplary urban design Downtown, with the intent of producing high quality public places (districts, destinations and clusters) that:
 - have their own unique identity and a clear and understandable image.
 - are convenient and functional, easy to get to and move through and safe.
 - are attractive, and showcase design excellence
 - is practical and economically sensible
- > Facilitate the movement of people and goods within the Downtown and to it from elsewhere in the city by focusing primarily on an enhanced array of sustainable transportation options.

(See: **Complete Communities**, 03-1)

Photo: Brent Bellamy



CENTRES AND CORRIDORS

Centres and corridors will be vibrant, pedestrian-friendly districts, within walking distance of home. They will afford the opportunity to buy groceries, enjoy a meal or do some window shopping in the neighbourhood. They will provide the option to choose from a variety of different housing types—from apartments, to single-family homes, to townhouses—as your housing needs change, without leaving the familiar neighbourhood with established social networks.

KEY DIRECTION

- > Focus a significant share of growth to Centres and Corridors in a manner that:
 - provides compact, mixed-use, high-quality urban development.
 - concentrates people and jobs in areas well-served by the primary transit service, located close to transit stops.
 - concentrates urban development in a built form that helps to optimize existing investment, municipal infrastructure, and facilities.
 - encourages a built form that supports a pedestrian-friendly environment while incorporating climate-sensitive site and building design.

SELECT ADDITIONAL DIRECTIONS

- > Address the need for new Regional Mixed Use Centres by supporting their development as mixed-use, higher density residential, transit-supportive regional destinations.
- > Promote and guide the transformation of existing regional mixed use centres through a proactive and collaborative process.
- > Where appropriate, develop Corridors in accordance with Transit Oriented Development principles.

(See: **Complete Communities**, 03-2)

MAJOR REDEVELOPMENT SITES

Areas that once thrived under particular land uses in the past may not be needed for those purposes today. Some of these underused sites have significant strategic value, since they can capitalize on existing infrastructure through intensification.

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

KEY DIRECTION

- > Major Redevelopment Sites will provide transformative opportunities for the development of complete communities with significant residential and employment densities and attractive urban design, capitalizing on vacant or underutilized sites within the existing urban fabric.

(See: **Complete Communities**, 03-3)

NEW COMMUNITIES

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

Over the life of **OurWinnipeg**, development in new communities will continue to accommodate many Winnipeggers. By 2031, the City of Winnipeg is expected to grow by more than 180,000 people (Conference Board of Canada, 2007 Population Forecast). Background work related to residential lands and employment lands indicates that Winnipeg will need to bring on more land to accommodate this forecasted growth. Given the potential impact that this growth will have for the future of the city, it is critical that New Communities are planned to be complete, providing long term sustainability, and in a way that is responsive to market conditions.

The areas designated as New Communities will be reviewed periodically so that new technology or changes in serviceability, supply/demand, or accessibility can be considered.

Lands designated as New Communities will conform with the policies that apply to the Rural and Agricultural designated lands until an appropriate planning process is complete and approved by City Council and/or a designated committee of Council.

KEY DIRECTION

- > 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.

(See: **Complete Communities**, 03-4)

AREAS OF STABILITY

Areas of Stability are primarily understood as the residential areas where the majority of Winnipeggers currently live. Unlike Transformative Areas that will experience significant change over the coming years, Areas of Stability will accommodate low to moderate density infill development to support more efficient use of land, infrastructure and services as well as enhance housing choice and affordability. Infill in areas of stability will be supported with the intent of creating more complete communities.

When new development occurs in an Area of Stability, it should be contextually suitable and enhance and celebrate what makes the area unique. To that point, intensification should be accommodated within existing communities in a sensitive manner that recognizes the existing form and the character of its location.

KEY DIRECTION

- > Enhance the quality, diversity, completeness and sustainability of stable neighbourhoods and expand housing options for Winnipeg's changing population.

SELECT ADDITIONAL DIRECTIONS

- > Support the completion of Areas of Stability.
- > Develop and apply indicators to identify reinvestment areas, which will be targeted for new investment, including public investment in areas like housing and recreation.
- > Support opportunities to enhance complete community objectives in Emerging Communities.

(See: **Complete Communities**, 04)

CAPITAL REGION

The Winnipeg Capital Region is home to almost two thirds of Manitoba's population (Winnipeg Capital Region Regional Profile 2007). The area is comprised of sixteen municipalities with the City of Winnipeg as its principal investment and business centre.

Steps have been taken towards strengthening cooperation among the Capital Region municipalities in recent years, including:

- > More effort on communication and establishing relationships.
- > Support towards regional service sharing.
- > The drafting of the **Regional Vision Framework**.
- > The recent redrafting of the **Provincial Land Use Policies** that now apply to the City of Winnipeg and contain a section dedicated to help guide Capital Region land use planning and development.

Although the municipalities in the Capital Region have begun some degree of collaboration, there has not yet been significant movement towards an approach that can be agreed upon. Significant growth for the first time in decades, however, presents a compelling reason for moving towards a more coherent and comprehensive regional planning environment, including a Regional Plan.

KEY DIRECTION

- > Acknowledging that mutual success will come from thinking and acting as a region, the City of Winnipeg will collaborate with the municipalities comprising the Capital Region to plan for a sustainable, vibrant and growing region.

SELECT ADDITIONAL DIRECTIONS

- > Build upon efforts to work collaboratively as a region.
- > Advocate for a more concrete regional planning approach, optimally resulting in a Sustainable Region Plan
- > Work with those Capital Region municipalities interested in service sharing.
- > Ensure consistency with guiding principles that require City of Winnipeg service sharing agreements:
 - Are government to government
 - Are consistent with the City's existing and future capacity to provide the service
 - Are founded on a strong business case to ensure the efficient delivery of the service in the region
 - Incorporate a joint planning agreement to manage development and related environmental concerns
 - Include a provision for revenue sharing so that both the City and the partnering municipality share the costs and benefits associated with the delivery of the service

(See: **Complete Communities**, 11, **Sustainable Transportation**, 08, **Sustainable Water and Waste**, 07)

01-2 SAFETY AND SECURITY

In order to be sustainable and livable a city needs to be safe, and the quality of life offered by a city depends in many ways on its safety and security. Safety is a basic requirement of a competitive city. When people feel safe they can fully participate in social and economic life—they can enjoy their neighbourhoods, work without injury and can travel and use public spaces without fear.

The City of Winnipeg has a collaborative, broad-scaled and complete approach to safety and security that is making this a safer city. This balanced approach seeks to:

- > Foster social development and to collaborate on addressing root causes of crime.
- > Build strong relationships between communities, safety stakeholders and emergency personnel and law enforcement officers.
- > Build community safety capacity.
- > Provide a focused and effective community police presence.
- > Apply urban design that reduces the opportunity for crime to occur and that increases residents' sense of safety.
- > Ensure that emergency preparedness, response and recovery support and services are available.

Safe communities provide a better quality of life, enhanced opportunities for economic development, investment, tourism and increased civic vitality. Safety and Security are the most basic requirement of social sustainability.



01-2a COLLABORATE TO MAKE SAFE COMMUNITIES

Public safety is everyone's concern. Institutions, organizations, community groups, the police service and citizens all make vital contributions to the development of a safe and cohesive city. We can create a culture of safety by working together as a community. This requires a police service that is progressive, serves the community and provides support by listening to the community's concerns. It should also provide public safety education, build capacity for new safety initiatives, involve citizens in civic planning and decisions about safety, and provide a police presence that is effective and focused. A culture of safety also demands an approach that balances crime prevention and suppression, that strives to address the root causes of crime in our city and puts an emphasis on urban design that contributes to neighbourhood safety.

Safe communities provide a better quality of life, enhanced opportunities for economic development, investment, tourism and increased civic vitality. Social sustainability requires safety and security.

DIRECTION 1: PROVIDE A VISIBLE AND EFFECTIVE COMMUNITY POLICE PRESENCE.

ENABLING STRATEGIES:

- > Implement strategies to expand the City's policing capacity.
- > Investigate and apply strategies to streamline and improve law enforcement administrative processes to enable police officers to spend more time in the community.
- > Introduce specialized tools to provide criminal deterrence, enhance proactive policing capabilities and mitigate the liabilities associated with high-risk situations.

DIRECTION 2: TAKE LEADERSHIP IN ADDRESSING GANG VIOLENCE.

ENABLING STRATEGIES:

- > Develop a multi-agency strategy to intervene with youth who are at risk of gang recruitment.
- > Aggressively target gang-related crime through the support of criminal intelligence information, crime analysis and a multi-agency strategy.
- > Utilize high visibility law enforcement methods, such as proactive policing in identified hot spots and engaging the media with interesting information and news worthy initiatives.
- > Support police officers working with the community and targeted schools to contribute to an overall feeling of community safety and well-being.
- > Connect with community leaders and organizations to address gang issues at the earliest possible stage.

DIRECTION 3: PROMOTE SAFETY IN BUILDINGS.**ENABLING STRATEGIES:**

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

DIRECTION 4: PROMOTE SAFETY ON STREETS AND SIDEWALKS.**ENABLING STRATEGIES:**

- > Implement traffic engineering strategies to maximize traffic safety.
- > Facilitate safety and accessibility on streets and sidewalks.
- > Enable provision of a street and lane lighting system to promote safe vehicle operation and pedestrian safety.
- > Incorporate safety measures into transit operations, such as allowing riders to exit between stops after dark.
- > Create pedestrian-oriented streetscapes downtown and on neighbourhood corridors and centres and those streets where a high level of transit service operates.

(See: **Complete Communities**, 03-1, 03-2, 04-2, **Sustainable Transportation**)

DIRECTION 5: PLAN FOR CRIME PREVENTION IN THE BUILT AND NATURAL ENVIRONMENTS.**ENABLING STRATEGIES:**

- > Encourage the application of Crime Prevention Through Environmental Design (CPTED) tools and policies as part of design and approval processes.
- > Incorporate CPTED in the design of City-owned facilities, structures and developments.

DIRECTION 6: TAKE A BROAD-SCALED, COMPLETE AND COLLABORATIVE APPROACH TO CRIME PREVENTION.**ENABLING STRATEGIES:**

- > Develop and effectively apply planning, education and awareness tools that use the principles of sustainable and social development.
- > Provide safety training to residents and relevant City of Winnipeg staff.
- > Work collaboratively to develop an inclusive built environment that fosters social cohesion.
- > Work as a partner to address the needs of people at risk of victimization or of criminal activity.

DIRECTION 7: IMPLEMENT AN APPROACH TO SAFETY AND SECURITY THAT IS COLLABORATIVE AND INVOLVES THE COMMUNITY.

ENABLING STRATEGIES:

- > Continue to foster the creation of strong ties between the City’s police service and the community.
- > Continue to build key partnerships with community leaders and community organizations aimed at providing effective and complete services in jointly-identified priority areas, such as support for children and youth at risk of victimization and other vulnerable populations.

- > Investigate and apply strategies to streamline and improve law enforcement administrative processes to enable police officers to spend more time in the community.
- > Link persons with ongoing public safety issues to appropriate long-term support.
- > Continue supporting and fostering relationships with—and between—community organizations, service providers, institutions, community leaders and other service organizations to develop public safety strategies.
- > Explore opportunities for integrated, multi-agency and community based safety services, such as a centre for child abuse victims.
- > Continue to enhance access to safety and law enforcement services through technology, streamlined processes, partnerships and other methods as appropriate.
- > Focus on relationship building with students.

LIVESAFE

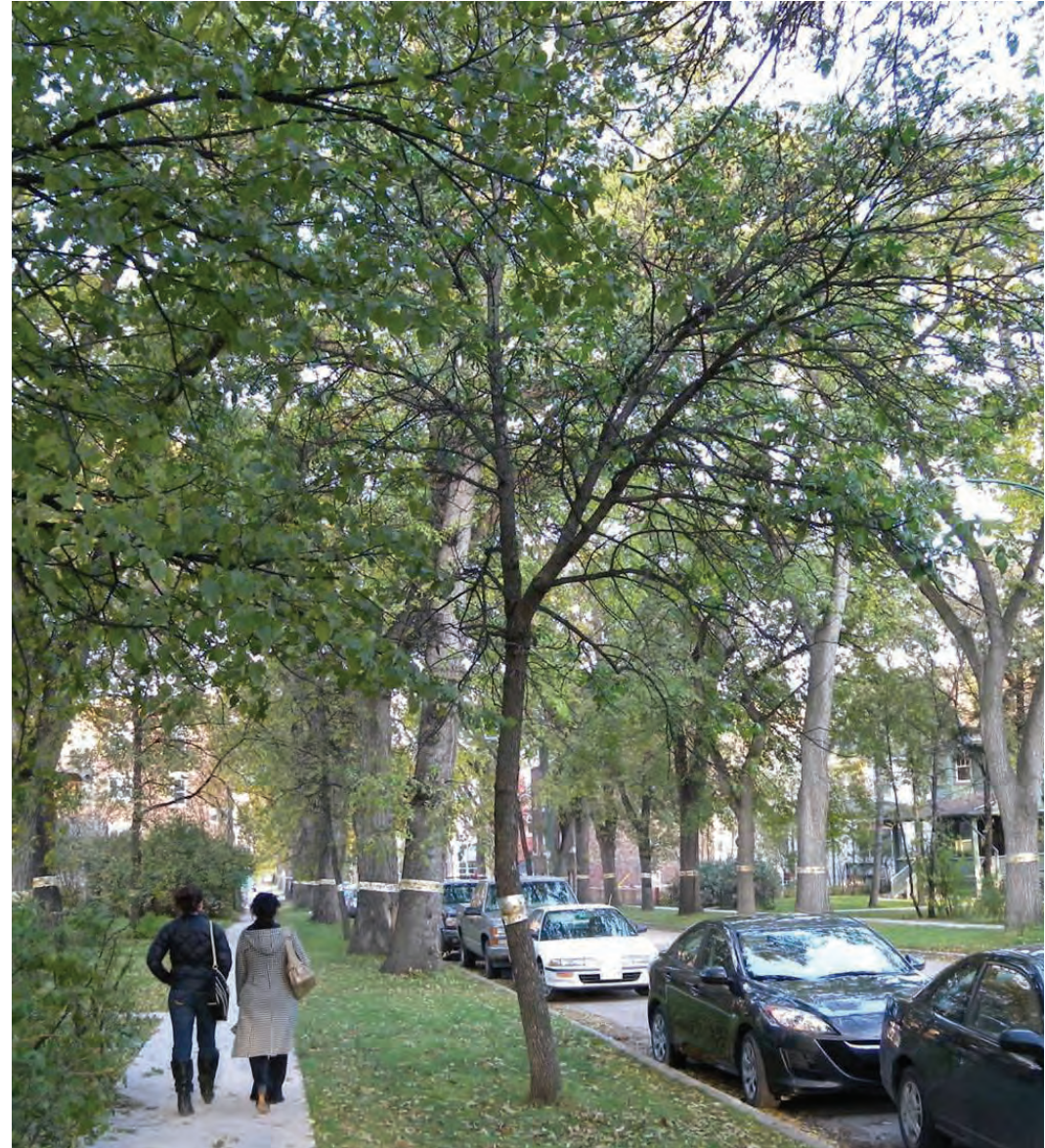
‘LiveSAFE in Winnipeg’ – an Interconnected Crime Prevention Strategy is a Council approved policy that aims to address the root causes of crime, through integrated and strategic actions aimed at promoting the wellbeing of the community through social, economic, health, educational and recreational measures – and with a particular emphasis on vulnerable children and youth.

The goal of the LiveSAFE in Winnipeg policy is to provide a clear and inclusive vision for an integrated crime prevention strategy for Winnipeg that is focused on collective action. A strategic action framework is included, which is premised upon interconnected and cross-sectoral partnerships with citizens, neighbourhoods, community organizations, business and other levels of government.

DIRECTION 8: HELP PEOPLE AND COMMUNITIES MAKE SAFE PLACES IN SAFE NEIGHBOURHOODS.

ENABLING STRATEGIES:

- > Use tools such as Safety Audit Kits, Crime Prevention Through Environmental Design training, Community Audits and community safety plans to educate the general public, home owners, businesses, developers and designers and to make them aware of personal safety and security issues.
- > Help maintain a community sense of well-being and safety by responding to community requests for neighbourhood maintenance and services, such as garbage pickups and general cleanliness in streets and laneways, demolition of derelict buildings and sanding at intersections in a cooperative and timely way.



01-2b EMERGENCY PREPAREDNESS, RESPONSE AND RECOVERY

Emergency preparedness, response and recovery are important components of a broad strategy for the community's public safety. The confidence needed to build prosperous and sustainable communities begins with a sense of safety and security.

DIRECTION 1: PROVIDE EMERGENCY FIRE/RESCUE AND PRE-HOSPITAL PARAMEDICAL RESPONSE.

ENABLING STRATEGIES:

- > Support and maintain the coordinated core response services of Fire/Rescue, Hazardous Materials, Surface Water and Ice Rescue, Technical, Confined Space and Collapse Rescue, Communications Centre Dispatch and Heavy Fleet maintenance.
- > Ensure an active and visible presence in the community supporting and promoting safe neighbourhoods through reducing the setting of incendiary fires.
- > Collaborate and communicate with other governments and agencies on education and awareness programs, investigation, logistical support and joint preparedness.
- > Provide pre-hospital emergency medical services, including maintaining an extensive network of partnerships with health service providers and community organizations. Additionally, provide inter-facility transfer services and client care for vulnerable persons.
- > Provide a robust governance framework for emergency response.
- > Improve community safety through risk reduction

strategies, including building plan examination, inspections and enforcement of Workplace Health and Safety legislation, provision of accident and injury prevention initiatives, community partnerships related to safety awareness and collaboration with media to provide instant messaging and public awareness.

DIRECTION 2: PREPARE FOR DISASTERS AND EMERGENCIES.

ENABLING STRATEGIES:

- > Maintain an Emergency Preparedness Program and Emergency Control Committee.
- > Research and prepare plans and procedures for emergency response.
- > Maintain the City's capacity to respond to disasters and community crises.
- > Provide basic emergency management training to all City departments and stakeholders.
- > Broaden emergency training to encompass new trends in response and recovery.
- > Continue to collaborate with partners and the community to build emergency preparedness capacity and to develop coordinated disaster response plans.
- > Enable the citizens of Winnipeg individually and as a community to prepare for, respond to and recover from a major disaster by providing effective emergency preparedness planning, disaster management and education services.

DIRECTION 3: MAINTAIN EMERGENCY PLANNING EFFORTS TO PREVENT HAZARDS FROM DEVELOPING INTO DISASTERS AND TO REDUCE THE EFFECTS OF NATURAL HAZARDS INCLUDING EXTREME WEATHER.

ENABLING STRATEGIES:

- > Provide support and emergency planning advice to groups planning special events.
- > Provide risk hazard analysis information to decision makers.
- > Research and assess City-owned facilities, programs and services for the short and long term risks of disastrous events.
- > Continue to conduct dynamic and imaginative disaster exercises to ensure our emergency preparedness resources are properly equipped to prevent and handle future hazards and disasters.
- > Collaborate on strategies to minimize the spread of disease, including those borne by animals or insects.



01-3 PROSPERITY

Winnipeggers believe in the city they live, work and play in. They also invest and learn here. People choose cities for many different reasons, and conversations through **SpeakUpWinnipeg** have shown some consistent priorities for creating a city that people will choose to move to and stay in:

- > Our quality of life depends on creating wealth through economic activity that provides jobs, income and investment that can help create and sustain prosperity for its citizens.
- > Winnipeg's youth want excitement and opportunity. We need to find more ways to make the city attractive to them, because we want even more young and talented people choosing careers in Winnipeg and settling here.
- > We want to welcome more newcomers to live and work here and more visitors to experience our special part of the world.
- > We should operate based on principles of sustainability and should also make it easier for citizens to make sustainable choices. In this way, generations to come will benefit from the actions we are taking now.

After too many decades of slow growth, Winnipeg has experienced an economic resurgence in recent years. This city is gaining confidence, and there are continued signs of opportunity. We need to plan for a prosperous future by thinking long-term, being proactive and accelerating efforts wherever possible. Now is the time for civic leadership to lay a stronger foundation, fix the basics,

address barriers to growth, set priorities, put plans into action and improve our community and its place in the world.

A cornerstone of responsible government is pursuing and retaining economic opportunities. While attracting new business investment to Winnipeg is important, the primary source of economic growth will be our local economy. Sustainable economic development reflects the belief that economic growth, including a business retention strategy, together with ensuring social and environmental well-being, should be complementary objectives. This also conveys the sense that long-term growth is a higher goal than short-term growth.

Based on our best economic and demographic research, Winnipeg is projected to grow at a more rapid pace. The City's plan is to accommodate this growth by enabling development within a market context and pursuing a mix of uses in order to bring about more sustainable and livable complete communities. Complete communities enhance existing development patterns by bringing day-to-day needs closer together, supporting social and physical activity and providing lifestyle choices for all ages and abilities.

Winnipeggers ultimately want a competitive city that addresses the basics of urban infrastructure and services; generates opportunities for all businesses and residents; that provides a clean, safe environment for its citizens and visitors, that encourages innovation and

supports sustainability; that leads in strategic business and education fields; that offers a range of lifestyle options for all ages and abilities and that celebrates its unique status as a centre for arts and culture. Local and global economies are transitioning at a rapid pace; by anticipating and responding to these changes, Winnipeg will be well positioned as a leader in new possibilities for economic development. And by generating prosperity and reinvesting in a high quality of life, Winnipeg will secure its status as a resilient, sustainable and competitive city.

DIRECTION 1: PROVIDE EFFICIENT AND FOCUSED CIVIC ADMINISTRATION AND GOVERNANCE.

ENABLING STRATEGIES:

- > Demonstrate exemplary customer service standards.
- > Prioritize public investment in essential and mandated front-line services.
- > Continuously pursue innovative, streamlined service delivery and decision-making processes.
- > Demonstrate accountability through service performance measurement and reporting.
- > Periodically review and report on the financial management plan, which provides financial strategies and targets, with a view to long term financial health and sustainability.
- > Continue to implement life-cycle costing for capital projects and consider all relevant financing and delivery options.
- > Consider, review, and implement new alternative service delivery options as appropriate based on a

comprehensive business case, ensuring adequate financial controls.

- > Support a competent, productive and healthy workforce through strategic human resource planning that promotes flexible human resource systems, invests in human resource development and is based on values of equity, diversity, innovation and accountability.
- > Provide a predictable property and business assessment process that is efficient, effective and equitable.
- > Maintain policies to manage investments in physical assets, including infrastructure, fleet and facilities to ensure effective procurement, maintenance, replacement and disposal.
- > Manage facilities to achieve strategic fit, flexibility and affordability in support of the physical consolidation of civic departments and the promotion of cross dependencies and innovative workplace strategies.
- > Make investments in technology strategically, based on sound business decisions and promoting integration and data-sharing where appropriate.
- > Endeavor to apply environmentally sustainable practices in all aspects of civic operations.

(See: **A Sustainable Winnipeg**, 05, 07)

DIRECTION 2: PROVIDE A PREDICTABLE AND COST-EFFECTIVE BUSINESS ENVIRONMENT THAT PROMOTES INVESTMENT AND GROWTH.

ENABLING STRATEGIES:

- > Prioritize and align capital investments based on long-term planning and economic development objectives.
- > Re-think regulation and taxation from the viewpoint of fostering economic growth.
- > Sustain the cost-effective delivery of services essential in supporting economic success in order to pursue objective-based revenues and revenue diversity.
- > Promote access to the resources and information necessary for successful operation of healthy businesses.
- > Develop new and innovative means for city government to communicate with businesses in the Winnipeg region and the rest of the world.

DIRECTION 3: MAINTAIN STRONG INTERGOVERNMENTAL COOPERATION.

ENABLING STRATEGIES:

- > Provide integrated, streamlined, seamless and transparent government service.
- > Pursue Provincial endorsement of a growth-based revenue sharing formula.
- > Pursue collaborative approaches to crime prevention, infrastructure renewal, competitive taxation, regulatory overlap and regional economic development.
- > Pursue cost-effective sharing agreements with other governments and with the private sector for priority infrastructure projects.
- > Foster city-to-city relationships, particularly along the

Mid-Continent Trade and Transportation Corridor and Asia Pacific Corridor with select national and international cities.

- > Pursue inter-governmental cooperation around Aboriginal economic development opportunities.

DIRECTION 4: COLLABORATE WITH ALL PUBLIC, PRIVATE AND COMMUNITY ECONOMIC DEVELOPMENT AGENCIES TO ADVANCE ECONOMIC ADVANTAGES.

ENABLING STRATEGIES:

- > Work with regional partners to develop and implement a long-term City Competitiveness strategy that is borne out of collaboration and optimizes economic development opportunities for the region.
- > Ensure that the important and distinct roles of partnering agencies are united with a clear mission.
- > Advance local and global market access through a multi-modal and inter-modal transportation master plan that addresses efficient goods movement.
- > Support the 24-hour operation of the James A. Richardson International Airport.
- > Support a thriving and vibrant Downtown as a citywide destination and Winnipeg's window to the world.
- > Foster and promote a positive and welcoming global image of the city and region.
- > Utilize economic development research to advance select strategic initiatives that attract and retain business diversity and growth.
- > Engage higher education institutions and community

agencies in research, service, teaching and capacity development.

- > Support the linking of schools, libraries and community centres into telecommunications and information technology networks.
- > Continue to monitor and review Winnipeg's national and global economic competitiveness.

(See: **Complete Communities**, 03-1, 09)

DIRECTION 5: DEMONSTRATE VISIONARY CIVIC LEADERSHIP AND COMMITMENT TO SUSTAINABLE LONG-TERM PLANNING.

ENABLING STRATEGIES:

- > Monitor and respond to demographic, social, economic and environmental trends both locally and globally.
- > Develop a comprehensive and manageable set of sustainability indicators and measures as a basis for long-term decision support. (See: **A Sustainable Winnipeg**, 06)
- > Monitor and evaluate policy decisions, programs and services, budget allocation and development activity from a long-term sustainability perspective.
- > In order to accommodate significant growth and opportunity, ensure that the implementation of OurWinnipeg is responsive and adaptable.

DIRECTION 6: PLAN FOR A RISING SHARE OF EMPLOYMENT GROWTH AND PRODUCTIVITY.

ENABLING STRATEGIES:

- > Ensure the timely availability and choice of sufficient employment lands by proactively monitoring current supplies against foreseeable market trends. (See: **Complete Communities**, 05)
- > Use market research to identify current and anticipated employment needs and develop strategies to attract and retain recent graduates to fill those needs.
- > Foster closer relationships with local school divisions, universities, colleges and the not-for-profit sector to support the needs of the local business community.
- > Promote the concept of lifelong learning by partnering to enhance existing workforce integration and life-skill programs.
- > Build strong partnerships with other governments and agencies in support of joint research and innovation ventures, apprenticeships and internship programs in strategic business sectors.
- > Improve the affordability and variety of housing choices.
- > Improve public and alternative transportation that links workers to jobs.
- > Generate more opportunities to retain existing, experienced employees in the workforce.

DIRECTION 7: CREATE FAVOURABLE CONDITIONS FOR DEVELOPMENT THAT IS CONSISTENT WITH THE PRINCIPLES AND GOALS OF COMPLETE COMMUNITIES.

ENABLING STRATEGIES:

- > Implement and market a Complete Communities Checklist, providing an objective incentive eligibility framework for development that contributes to completing existing communities or creating new communities as complete.
- > Develop a comprehensive set of incentive and implementation tools that can effectively leverage qualifying development projects, including time-sensitive development approval processes.

- > Ensure that a planning process around longer-term infrastructure requirements is in place to facilitate and resolve servicing constraints that may otherwise exist in desired development areas.
- > Adopt full lifecycle costing methodology and appropriate financing tools to ensure that new and renewed infrastructure is sustainable over the long term.
- > When appropriate, assist with land assembly to create viable sites for commercial and employment land development in locations that support complete communities.
- > Prioritize long-term redevelopment projects in the existing public realm based on their ability to catalyze private sector investment and area revitalization.
- > Ensure that development plan implementation is regularly monitored for effectiveness and can be adapted to changing market conditions.

(See: **Complete Communities, Sustainable Transportation, Water and Waste**)



DIRECTION 8: ENCOURAGE ACTIVITIES BENEFICIAL TO THE WINNIPEG ECONOMY.

ENABLING STRATEGIES:

- > Promote Winnipeg as a world-class venue for national and international events and Downtown in particular as a tourism destination. (See: **Complete Communities**, 03-1)
- > Collaborate with various agencies as well as the private and not-for-profit sectors on opportunities to promote tourism ventures.
- > Enhance and showcase Winnipeg's unique public assets, amenities and attractions through high-quality design, maintenance and connectivity. (See: **Complete Communities**, 12)
- > Recognize the importance of volunteers, key volunteer organizations and community spirit and support in hosting special events.



Artist's conception of Canadian Museum for Human Rights
Image courtesy of CMHR

THE CANADIAN MUSEUM FOR HUMAN RIGHTS

In 2012, the doors will open to one of Canada's newest national museums, the Canadian Museum for Human Rights. It will be a beacon for Canadians and for people around the world to explore human rights and to promote dialogue, understanding and respect. The Canadian Museum for Human Rights will welcome people of all ages, genders, abilities, cultures, orientation and beliefs; inviting us all to help combat prejudice, intolerance and discrimination.

Master exhibit designers will weave human rights issues, stories and events throughout an awe-inspiring architectural space that will move people from darkness to light; from despair to hope. The experience will be enriched by technology, new media and theatre, inspiring people to stand up, be empowered and be heard.

01-4 HOUSING

The City of Winnipeg has an important role to play in planning for a diversity of housing types, tenures and costs in each neighbourhood. It has an important role to play in supporting housing renewal and in both enforcing building codes and property by-laws and educating relevant parties about them.

Housing is a cornerstone of healthy communities and of a strong city; it is a basic need and is central to our quality of life. The City of Winnipeg is forecasting significant population growth over the next 25 years, and housing solutions will be needed to accommodate this growth. We need to plan for new homes and for the upkeep and efficient use of existing homes.

Progress in maintaining a healthy housing stock—one that is safe, well maintained, appropriate and affordable—requires the City to continue to take an approach to housing policy that is collaborative. By working together with other levels of government, private and not-for profit developers and the community, we can help ensure that affordable and accessible housing is part of the essential mix serving a diverse population and creating complete communities. Further, we can ensure that Winnipeggers can ‘age in place’ and remain in their communities as they move through their life phases.

DIRECTION 1: SUPPORT DIVERSE HOUSING OPTIONS IN EACH NEIGHBOURHOOD OR NEIGHBOURHOOD CLUSTER THROUGHOUT THE CITY.

ENABLING STRATEGIES:

- > With guidance from **Complete Communities**, encourage the development of safe and affordable housing throughout the city.
- > Support the creation of a range of sizes, forms and tenures of housing. Tools include applying zoning by-laws and processes for approval. Standards should be flexible enough to reflect the unique identity and character of each neighbourhood.
- > Encourage and support principles of Universal Design and/or visitability in new housing.

(See: **Complete Communities**)

DIRECTION 2: COLLABORATE WITH OTHER LEVELS OF GOVERNMENT AND OTHER PARTNERS TO RENEW AND REGENERATE WINNIPEG'S HOUSING STOCK.

ENABLING STRATEGIES:

- > Support improved energy efficiency and greenhouse gas emission reductions, and move towards compliance with contemporary building code standards.
- > Assist landlords and homeowners to maintain safe housing through information, inspections, and where necessary, by-law enforcement.
- > Continue to use initiatives to facilitate housing rehabilitation in reinvestment neighbourhoods and infill housing in mature neighbourhoods.
- > Enhance the reinvestment efforts of existing neighbourhoods by supporting the assembly of strategically located, vacant land that can be redeveloped.
- > Support contextually-sensitive infill development that builds complete and inclusive communities in Areas of Stability.

(See: **Complete Communities**, 04)



DIRECTION 3: ESTABLISH PARTNERSHIPS WITH THE PRIVATE, NOT-FOR-PROFIT AND GOVERNMENT SECTORS TO PROVIDE AFFORDABLE HOUSING THROUGHOUT THE CITY, WITH A PARTICULAR FOCUS ON LOCATIONS NEAR A VARIETY OF TRANSPORTATION OPTIONS.

ENABLING STRATEGIES:

- > Maintain a collaborative approach to affordable housing, recognizing that the City can play a role by facilitating and providing incentives to other partners.
- > Encourage new and infill development, as well as the redevelopment of existing properties to incorporate affordable housing that is integrated with market housing.
- > Encourage the development of mixed-income neighbourhoods, as well as mixed-income multiple-unit projects as part of creating complete communities, guided by the urban structure described in **Complete Communities**.
- > Promote partnership with housing developers and other housing stakeholders in continually resolving issues related to affordable housing, visitable housing and land use needs.
- > Work with the housing industry, not-for-profit organizations and other levels of government to develop long-term funding strategies related to affordable housing.

- > Promote increased owner-occupied housing in reinvestment areas when appropriate, recognizing the importance of maintaining a mix of housing tenures to accommodate a range of needs and capacities.
- > Continue to move towards more flexible zoning policies regarding the creation of secondary suites and/or accessory residential units while protecting the existing character of neighbourhoods.

(See: **Complete Communities**)

DIRECTION 4: PROVIDE LEADERSHIP IN ENCOURAGING AND ENFORCING PROPERTY-RELATED HOUSING STANDARDS THAT CREATE AND PROMOTE SAFE LIVING CONDITIONS FOR HOMEOWNERS, TENANTS AND FOR COMMUNITIES AS A WHOLE.

ENABLING STRATEGIES:

- > Assist landlords and homeowners to maintain safe housing through information, inspections, and where necessary, by-law enforcement.
- > Help maintain a community sense of well-being and safety by responding to community requests for enforcing livability and property standards and derelict buildings in a cooperative and timely way.
- > Promote and enforce the requirement of the permit and inspection processes for property-related construction as a mechanism to ensure that appropriate building codes and other public safety standards are being maintained.
- > Secure City-owned vacant lands and buildings in order to minimize hazards to the public.

- > Ensure that construction projects meet the intent of standards set in national and local building codes, while recognizing advances in construction and development-related technologies.
- > Promote tenant, landlord and homeowner awareness of property related standards, such as fire, health and building codes, and encourage residents and landlords to undertake preventative maintenance that reduces property decline and maintains or improves safety standards.

DIRECTION 5: SUPPORT THE INTEGRATION OF SPECIALTY HOUSING WITHIN RESIDENTIAL NEIGHBOURHOODS, WITH A PARTICULAR FOCUS ON LOCATIONS NEAR A VARIETY OF TRANSPORTATION OPTIONS.

ENABLING STRATEGIES:

- > Encourage and support the principles of Universal Design in new housing developments.
- > Encourage minimum ‘visitability’ standards for a portion of all municipally funded new housing projects.
- > Help build the capacity of not-for-profit housing organizations in the design, development and maintenance of specialty housing.

DIRECTION 6: ENCOURAGE RESIDENTIAL DEVELOPMENT DOWNTOWN.

ENABLING STRATEGIES:

- > Enhance the quality of downtown residential life.
- > Improve transportation options to, from, and within the Downtown.
- > Develop a strong planning framework for Downtown residential development.
- > Create responsive and integrated City services related to Downtown residential development.
- > Adapt and develop tools to support desired development.
- > Promote downtown living with developers and potential residents.

(See: **Complete Communities**, 03-1)

01-5 RECREATION

The City of Winnipeg is a leader in delivering recreation services that build healthy communities. The City's role as a recreation and wellness leader and facilitator includes working to address age, gender, ability and cultural barriers to participation.

Recreation, active living and leisure programs and services strengthen families, build healthy communities, improve quality of life, support the healthy development of children and provide an opportunity to develop leadership skills. Opportunities to participate in recreation activities enhance life skills, community leadership development, and overall quality of life for citizens, particularly among youth in our neighbourhoods. Opportunities to volunteer with community-based recreation programs offer valuable and meaningful experiences, and the volunteer contribution is essential to their success.

DIRECTION 1: PROMOTE AND ENABLE OPPORTUNITIES FOR ALL AGE GROUPS TO BE ACTIVE AS PART OF THEIR DAILY LIVES.

ENABLING STRATEGIES:

- > Ensure all new recreation facilities are designed with universal access features.
- > Create play areas that embrace inclusion by ensuring surfaces and structures are designed with everyone in mind.
- > Strive to include amenities in parks that are age-friendly and accommodate various abilities.
- > Integrate the planning and management of

public facilities with the goal of improving and increasing public access to schools, parks and other public venues.

- > Promote the inclusion of parks and recreation facilities in all communities to support active, healthy lifestyle choices.
- > Support programs and initiatives that integrate recreation and physical activity into daily life, such as walkable communities, the development and use of trails and the promotion of active living with an emphasis on year-round participation.
- > Promote walking and bicycling as healthy forms of exercise and transportation.

(See: **Complete Communities**, 07, **Sustainable Transportation**, 02-4)

DIRECTION 2: WORK WITH COMMUNITY PARTNERS TO PROVIDE SERVICES THAT ARE RESPONSIVE TO THE COMMUNITY'S RECREATION AND LEISURE NEEDS.

ENABLING STRATEGIES:

- > Work with communities and across sectors to identify needs, measure effectiveness and make improvements so that community needs can be integrated into business planning and service delivery.
- > Apply a neighbourhood integrated service delivery model focused on meeting community needs and priorities. In this model, Neighbourhood Integrated Service Teams (NISTs) will focus on the assessment of community needs and priorities and provide coordinated services that support local vision.

DIRECTION 3: DIRECTLY PROVIDE, OR FACILITATE THROUGH PARTNERSHIPS, EQUITABLE ACCESS TO A BASE LEVEL OF RECREATION, CULTURE AND LEISURE SERVICES FOR ALL WINNIPEGGERS.

ENABLING STRATEGIES:

- > Promote social development and inclusion through the development of strong strategic alliances with service providers.
- > Identify and address barriers to participation in recreation, culture and leisure services.
- > In partnership with the community, develop and promote a program to help low income families participate in recreation, cultural and physical activity opportunities.

DIRECTION 4: WITH COMMUNITY PARTNERS, PARTICIPATE AS A LEADER IN PLANNING AND DELIVERING RECREATION AND LEISURE SERVICES IN WINNIPEG.

ENABLING STRATEGIES:

- > Enhance the sustainability of recreation services by collaborating and leveraging resources through partnerships.
- > Partner with community organizations to support leadership development and capacity building.
- > Provide leadership, and collaborate with other service providers to meet community needs, avoid duplication, identify gaps and leverage resources.



Image courtesy of Economic Development Winnipeg

DIRECTION 5: PROVIDE OR FACILITATE COMMUNITY DEVELOPMENT AND RECREATION OPPORTUNITIES FOR VULNERABLE YOUTH.

ENABLING STRATEGIES:

- > In partnership with the community, provide opportunities to build community capacity in youth by developing resiliency through participation in recreation and leadership opportunities.
- > Work together with community partners to provide recreation and wellness opportunities to Aboriginal youth, including continuing to implement initiatives such as the Winnipeg Aboriginal Youth Strategy (AYS), which encompasses a broad-scaled and complete approach for the delivery of recreation and wellness opportunities.
- > Design, implement and promote recreational programs as a positive alternative to street crime and gang involvement as part of a collaborative and inter-sectoral approach.

DIRECTION 6: PLAN FOR SUSTAINABLE AND CONNECTED RECREATION AND LEISURE INFRASTRUCTURE.

ENABLING STRATEGIES:

- > Maximize the use of existing facilities, including converting or consolidating to meet emerging community needs while minimizing operating costs.
- > Use population trends to properly fit recreation facilities to community needs, including potential multi-use and inter-generational needs.
- > Sustain the amount of available space for community recreation with a priority of multi-use and intergeneration opportunities.
- > Engage the community in recreation, leisure and library infrastructure planning.
- > Deliver community and neighbourhood-managed recreation services by maintaining ongoing support for developing community centres with public, not-for-profit and private partners.
- > Explore opportunities to support environmental sustainability, such as naturalization and green turf care.
- > Develop and maintain a system of regional sports fields in accordance with recognized needs.
- > Apply green building standards and universal design to the construction and renovation of city-owned facilities.

(See: **A Sustainable Winnipeg**, 05)

01-6 LIBRARIES

In today's knowledge-based economy, access to information and life-long learning is essential to the development and growth of both individuals and whole communities. It is important that individuals have the necessary literacy skills to fully engage in society.

Public libraries play an important role in building vibrant, inclusive and literate communities. To remain effective and relevant, libraries need to continue being responsive to community needs, demographic trends and technological changes.

Today's libraries are more than places of study and research; they are "civic places" that play a variety of roles as an integral part of the community. They are also centres of arts and culture—part of the creative, competitive city that **OurWinnipeg** promotes. And the imaginative exposure to other cultures and ideas presented through reading and library programs helps to build a more inclusive community.

Libraries are part of complete communities. They nurture a culture of life-long learning and literacy, and are valued partners to community organizations, government agencies, businesses and educational stakeholders.



DIRECTION 1: PROVIDE QUALITY, RESPONSIVE AND INNOVATIVE LIBRARY PROGRAMS AND SERVICES THAT EMPHASIZE LITERACY AND LIFE-LONG LEARNING AND THAT ENRICH ALL WINNIPEGGERS AND THEIR COMMUNITIES.

ENABLING STRATEGIES

- > Provide Winnipeggers with equitable, convenient and cost-effective access to library materials in a variety of formats and languages.
 - > Based on best practices, performance measurement, appropriate partnerships and public feedback, provide library users with access to new and enhanced services through the use of technology.
 - > Support collections, services and programs that enhance quality of life and address the needs of Winnipeggers, including residents at risk, children, youth, seniors, members of the arts and culture community, newcomers, Aboriginal communities and literacy learners.
- > Ensure that the strategic vision for library programming supports the principles of life-long learning, access to information and participation in the local cultural community.
 - > Develop partnerships to enhance programs offered to the public.
 - > Facilitate outreach services to citizens that are currently being underserved in high needs areas.
 - > Use technology to make library information and materials more accessible.
 - > Develop collections, services and programs in partnership with Winnipeg’s Aboriginal community, literacy practitioners and multicultural organizations.
 - > Expand available materials by pursuing collection-sharing opportunities with other library systems and organizations.
 - > Assist Winnipeggers with their information needs by providing qualified, well-trained staff that reflect community diversity.

DIRECTION 2: PROVIDE LIBRARY FACILITIES THAT ARE SAFE, CONVENIENT AND ACCESSIBLE COMMUNITY PLACES.**ENABLING STRATEGIES:**

- > Strive to align library hours with community needs.
- > Expand the library's internet presence.
- > Conduct regular audits on the state of library facilities.

DIRECTION 3: MARKET AND PROMOTE THE COLLECTIONS, PROGRAMS AND SERVICES OF THE LIBRARY SYSTEM TO ENSURE MAXIMUM PUBLIC BENEFIT.**ENABLING STRATEGIES:**

- > Use a dynamic and flexible strategy to promote library services.
- > Use technology to market the library to current and potential users.
- > Develop appropriate promotional materials in a variety of languages to meet the changing diversity of the community.



02 A SUSTAINABLE CITY

Social, environmental and economic sustainability are essential to Winnipeg's long-term well-being. The City has a role to play in planning for sustainability, in continuing to value and respect our natural environment, and in supporting the conservation of our heritage resources.

Sustainability is part of how the City does business, reflected in policies and programs that respect and value the natural and built environments – protecting our city's natural areas and heritage resources. We act as a corporate role model for social, environmental and economic sustainability, and measure and report progress in key corporate and community sustainability areas.

The City of Winnipeg is taking a lead role in creating a sustainable community.

OurWinnipeg has been created with sustainability as an overarching principle; sustainability informs all of

its directions and strategies. Every aspect of this plan has been crafted by carefully considering economic, environmental and social sustainability. **OurWinnipeg** is an Integrated Community Sustainability Plan. As a long-term plan, developed in consultation with the community, it provides direction for the city to realize sustainability objectives, including environmental, social and economic objectives.

Through **SpeakUpWinnipeg**, we've learned that Winnipeggers want their municipal government to be a leader, championing choices and opportunities to live in a sustainable way.

*Pursuing this direction requires a new approach; an approach supported by detailed enabling strategies. The directions outlined in sections 02-1 and 02-2 are more fully described, with additional detail, in **A Sustainable Winnipeg, a Direction Strategy for OurWinnipeg**. The two should be read together as companion documents rather than in isolation.*

WHAT IS SUSTAINABLE DEVELOPMENT?

According to the 1987 United Nations Brundtland Commission, the preeminent standard in the definition of sustainable development, it is “development that meets the needs of the present without compromising the ability of future generations to meet their own needs”. While the term is most associated with its environmental implications, it has economic and social implications as well.

UN 1987 Report of the World Commission on Environment and Development, aka Brundtland Commission: <http://www.un-documents.net/wced-ocf.htm>

02-1 SUSTAINABILITY

THE FOUNDATION: LEADING BY EXAMPLE

Citizens look to their governments to demonstrate leadership, incorporating the values of the community into all aspects of their service provision. This is especially true of the municipal government level, as it has the most visible day to day impact on their lives. Leadership in sustainability is no different, and in fact may be more critical. Although citizens want to live in more sustainable ways, many are unsure how to do this in their daily lives or what new choices and ways of doing things are actually the best courses of action.

The City of Winnipeg will work to embed sustainability into internal decisions and actions and into public programs and policies to create a solid foundation for advancing sustainability on a city-wide basis.

KEY DIRECTIONS:

- > Build a culture of sustainability within the Public Service through an ongoing Sustainable Workplace Initiative.
- > Incorporate sustainable practices into internal civic operations and programs and services
- > Promote citizen awareness of sustainability.
- > Establish partnerships with communities, businesses and other public sector agencies to achieve joint goals towards a sustainable Winnipeg.
- > Achieve prosperity through a city competitiveness strategy.
- > Take action to sustain a vibrant and resilient Winnipeg.

(See: **A Sustainable Winnipeg**, 05)

WHY DOES SUSTAINABILITY MATTER TO CITIES?

Cities—especially in North America—consume a disproportionately high share of global resources; the more self-sufficient we can become, the more we can reduce our drain on regional, national and global networks. Both globally and locally, people are feeling the effects of climate change, rising energy prices and a growing disparity between rich and poor. Our decisions as a city don't just affect our current quality of life, they also affect future generations. Our decisions today determine the ability of those who come after us to enjoy and to afford living as Winnipeggers.

TRACK PROGRESS

Measurement is a new sustainability planning tool for Winnipeg, and is similar to initiatives underway in other, like-minded Canadian communities.

It’s an exciting new direction. Measurement will support continuous improvement in sustainable City service delivery and dialogue about how to enable continued progress towards shared sustainability objectives. This is key to making sure Winnipeg is positioned as a leader in sustainability among Canadian cities.

KEY DIRECTION:

- > Use and regularly report on a set of sustainability indicators, developed to meet best practices for sustainable development planning.

(See: **A Sustainable Winnipeg**, 06)

INTEGRATE SUSTAINABILITY INTO INTERNAL DECISION-MAKING

“Integrating sustainability” means that environmental, social and broader economic factors are incorporated into decision-making, action and performance together with more traditional financial factors. Communities are increasingly integrating sustainability into their key business processes for different reasons, whether to manage new risks, gain business opportunity or extend their positive impact in society.

Sustainability has provided the foundation for **OurWinnipeg**. Its four supporting Direction Strategies have been developed on this same foundation and through the same integrated planning process. For the first time, Winnipeg’s transportation, water and waste infrastructure, land use and social planning processes have been conducted in concert, interweaving the principles and components of each discipline together while also resting on the three pillars of economic, environmental and social sustainability.

KEY DIRECTION:

- > Strengthen existing integrated decision-making and planning mechanisms and build new mechanisms where required.

(See: **A Sustainable Winnipeg**, 07)

CREATE AND INVEST IN SUSTAINABILITY TOOLS

The greatest challenge in creating a dynamic and responsive Integrated Community Sustainability Plan lies in smoothly transitioning from planning to implementation and maintaining momentum beyond the first year.

KEY DIRECTION:

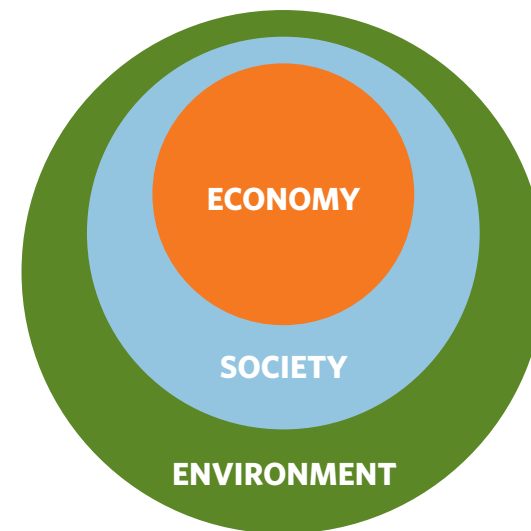
With guidance from the **Complete Communities**, **Sustainable Transportation** and **Sustainable Water and Waste**, develop and implement tools to support sustainability.

(See: **A Sustainable Winnipeg**, 08)

AN INTERCONNECTED COMMUNITY

A view of community as three concentric circles: the economy exists within society, and both the economy and society exist within the environment.

(See: **A Sustainable Winnipeg**)



02-2 ENVIRONMENT

Our environment is the foundation for our economic and social health, and collectively, we need to continue to take responsibility for it. Our actions should contribute to the protection of the natural environment locally, regionally and globally, both for our own well-being and for future generations.

DIRECTIONS:

- > Reduce the environmental impact of our activities, through strategies such as planning for sustainable energy use and greenhouse gas reduction.
- > Recognize and preserve Winnipeg's parks, green spaces and riverbanks as green oases in our urban setting.
- > Set long range goals for solid waste diversion.
- > Collaborate to ensure water and air quality.
- > Provide safe and effective pest and weed control in City operations.
- > Enable the protection of ecologically significant lands.
- > Promote the use of rivers and riverbanks.
- > Support waterway management.
- > Protect and enhance the urban forest.

(See: **A Sustainable Winnipeg**, 09)



02-3 HERITAGE

Winnipeg has a rich and complex history. Our heritage resources are inseparably tied to our culture, identity, cultural perspective, collective consciousness and sense of place. In Winnipeg, heritage resources support and are represented by a distinct mix of cultures, ideas and values. This facet of our identity provides us with variety in neighbourhood design and architecture, expresses various social values, and provides an invaluable legacy of resources that are distinctly our own.

The conservation and reuse of existing buildings can also align with numerous sustainability objectives such as waste minimization, natural resource protection and compact urban form.

(See: **Complete Communities**, 13)

DIRECTION 1: PLAN FOR HERITAGE CONSERVATION.

ENABLING STRATEGIES:

- > Develop, endorse and maintain a Heritage Conservation Management Plan.
- > Provide an open, transparent and consistent heritage permit application and negotiation process.
- > Support the provision of a robust package of heritage conservation incentives through agencies, partnerships and other governments to facilitate the conservation and/or adaptive reuse of designated heritage buildings.
- > Integrate heritage planning with local area plans and strive to eliminate disincentives to conservation.

DIRECTION 2: CONSERVE, PROTECT AND CELEBRATE THE SIGNIFICANT HERITAGE RESOURCES THAT ILLUSTRATE THE BROAD RANGE OF WINNIPEG'S HERITAGE VALUES.

ENABLING STRATEGIES:

- > Recognize the importance of a broad range of tangible and intangible heritage resources throughout the city that illustrate a unique sense of place and community pride.
- > Identify, designate and protect the City's most significant heritage resources using a Historic Context Statement and a Thematic Framework for evaluation.
- > Maintain an inventory of archaeological resources and guidelines for the excavation and protection of these resources.

DIRECTION 3: PROVIDE LEADERSHIP IN HERITAGE CONSERVATION THAT LINKS TO BROADER CIVIC GOALS OF ECONOMIC DEVELOPMENT, SUSTAINABILITY AND NEIGHBOURHOOD PLANNING.

ENABLING STRATEGIES:

- > Strive to link heritage conservation to sustainable development initiatives, including economic, environmental and social initiatives.
- > Work with other governments, community groups and building owners to conserve significant heritage resources.
- > Support economic development and viability through support for heritage and cultural initiatives.
- > Develop heritage stewardship policies that will allow the City to act as a leader in heritage conservation initiatives.
- > Engage the community in developing long-term heritage resource stewardship strategies.
- > Support cultural tourism opportunities with City-owned heritage assets, including historic sites and museums.
- > Work with heritage stakeholders and other community partners in the establishment, coordination, and promotion of community heritage initiatives including public education and heritage awareness.

DIRECTION 4: CONSERVE DOWNTOWN'S RICH LEGACY OF HERITAGE RESOURCES THAT PROVIDE SIGNIFICANT AND SUSTAINABLE DEVELOPMENT OPPORTUNITIES.

ENABLING STRATEGY:

- > Work with downtown community stakeholders to identify and support key projects and heritage conservation initiatives that encourage and support downtown living, and facilitate strategic economic and cultural initiatives.

DIRECTION 5: ENHANCE THE VIABILITY OF THE EXCHANGE DISTRICT NATIONAL HISTORIC SITE.

ENABLING STRATEGIES:

- > Collaborate on the development of a renewed vision for the Exchange District as a vibrant area of conserved heritage that is an exciting place to live, work and visit.
- > Develop and implement the Warehouse District Secondary Plan to guide the ongoing evolution of this critically important heritage district.
- > Establish an Exchange District Interpretive Plan with other stakeholders and government partners.

DIRECTION 6: PLAN FOR THE SUSTAINABLE DEVELOPMENT OF HEALTHY NEIGHBOURHOODS BASED ON THEIR PARTICULAR HISTORIC IDENTITY AND CHARACTER.

ENABLING STRATEGIES:

- > Work with community stakeholders to identify unique heritage identities and neighbourhood legacy elements.
- > Include heritage values when developing plans for new and existing neighbourhoods.
- > Encourage the sustainable reuse of existing building stock and historic infrastructure.



03 QUALITY OF LIFE

Municipal service areas generally involve the delivery of water and waste services; delivery of parks, recreational, cultural and library services; public safety; and the planning of communities and development to foster a safe clean, efficient and healthy environment.

Beyond being a “City that Works” and planning for sustainability, our city needs to offer a high quality of life in order to be competitive. Three important aspects of quality of life are: access to opportunity, the maintenance of vital, healthy neighbourhoods and being a creative city with vibrant arts and culture. All of these areas—opportunity, vitality and creativity—are critical to the overall well-being of our city.

Based on the Constitution of Canada and The City of Winnipeg Charter, the federal and provincial governments are responsible for the delivery of social programs and services—including health, education, housing and social assistance—to the citizens of Winnipeg. Cities, including the City of Winnipeg, have very limited mandates for social service programs and services. This is reflected in the significantly greater resources available to the senior levels of government in comparison to local government.

Despite their limited mandate, municipal governments are often on the ‘front-lines’ of numerous social service issues and concerns, for a couple of reasons. First, the City is the level of government closest to residents. Second, the City’s boundaries reflect catchment areas of health authorities, school divisions and other organizations that work on issues of social well-being. As a result, municipal roles and responsibilities in dealing with social issues often seem blurred.

The City of Winnipeg does not have a mandate for the areas discussed in this section of the Plan. However, the City acknowledges their critical importance to the overall competitiveness of the city and to the personal well-being of our citizens. The City is committed to collaborating within its mandate with other governments and service providers in these areas. In many cases, progress on the directions included here will require further discussion and strategic planning with other levels of government and community stakeholders.

03-1 OPPORTUNITY

As Winnipeg grows, we do not want anyone to be left behind. Our success as a city depends on the well-being and contribution of all Winnipeggers. Working together, we can ensure that Winnipeg is a place where people—whether born in our city or having adopted it as their new home—want to stay for life and where people of all ages, abilities and cultures can find opportunity.

To be a competitive city, Winnipeg has been doing its part to foster inclusion and equity, support diversity and engage newcomers to our city. The ongoing involvement, participation and wellness of all of our diverse communities in shaping the future of Winnipeg is critical—especially for our growing communities such as Aboriginal Winnipeggers and International Newcomers. Providing opportunity for all is important to our city’s competitiveness, and requires addressing poverty, so that all Winnipeggers have an opportunity to participate—socially and economically—in city life.

The City of Winnipeg recognizes that the culture, values and vision of Aboriginal people, as the original people of this land, are important to the history and to the future of the City. With a population of almost 70,000, Aboriginal Winnipeggers represent more than 10 per cent of our city’s people. The Aboriginal community is vital to Winnipeg’s economic, cultural and social fabric both now and into the future.

International newcomers are Winnipeg’s largest source of population growth. International immigration to Winnipeg is steadily increasing, and newcomers now comprise about 18 percent of the city’s total population. As Winnipeg enters a period of growth and change, the cultural diversity of our city is expected to increase. In order to grow sustainably, the City and its community partners will need to respond effectively to an increasingly diverse community, including recognizing the needs of people who come to Winnipeg having experienced war, genocide, colonization and displacement. As a collaborator, the City will seek to support community-led initiatives aimed at fostering equity and inclusion or opposing discrimination.

The City of Winnipeg is committed to creating an inclusive urban environment. Design that allows all people, regardless of age or ability, to participate in society is critical to our city’s social, environmental and economic sustainability. An inclusive community promotes healthy living and independence and is the foundation for social and economic stability. Building environments that are accommodating and comfortable to a diverse range of people is central to the concept of complete communities.

DIRECTION 1: STRIVE TO USE MANDATED MUNICIPAL SERVICES AREAS, SUCH AS LIBRARIES AND RECREATION, AS OPPORTUNITIES TO FOSTER STRONG CROSS-CULTURAL RELATIONS THAT CONTRIBUTE TO HEALTHY COMMUNITIES.

ENABLING STRATEGIES:

- > Working in partnership with community organizations, residents and other levels of government, use services and programs to foster cross-cultural relations within and between cultural communities.
- > Maintain and share community demographic information as a strategic planning tool.
- > Working in partnership with community organizations, residents and other levels of government, strive to provide multicultural recreation and/or social spaces in key locations.
- > Continue to provide cultural, gender and sexual orientation sensitivity and awareness training for Public Service staff.

DIRECTION 2: PROVIDE EQUITABLE ACCESS TO MUNICIPAL PROGRAMS, SERVICES AND FACILITIES.

ENABLING STRATEGIES:

- > Promote social development and inclusion through strategic alliances with service providers.
- > Incorporate principles of Universal Design and age-friendly cities into the development and implementation of city services.
- > Acknowledge and strive to address age, gender, ability and cultural barriers to improve access to City Services for all citizens.
- > Strive to engage a diverse cross section of local stakeholders in planning initiatives.
- > In partnership with the community, develop a comprehensive program to assist those living with low-incomes to participate in recreation and wellness opportunities.
- > Support the provision of services and communication in age-friendly and alternative formats.
- > Work to implement accessible City communications.

DIRECTION 3: WORK WITH COMMUNITY PARTNERS TO FOSTER AN INCLUSIVE AND EQUITABLE COMMUNITY.

ENABLING STRATEGIES:

- > Support social inclusion and equitability in the general community and in City programs, services and activities.
- > Support community-led initiatives aimed at fostering equity and inclusion or at opposing discrimination.

DIRECTION 4: WORK WITHIN MUNICIPAL SERVICE AREAS AS A COLLABORATOR ON POVERTY REDUCTION.

ENABLING STRATEGIES:

- > Participate in a community-led poverty reduction strategy that involves a cross-section of residents, community organizations and all levels of government.
- > Continue to provide fee assistance to recreation and library programming and services.
- > Continue to use initiatives such as credit or grant programs to facilitate affordable housing in all areas of the city, housing rehabilitation in areas of reinvestment and infill housing in mature neighbourhoods.
- > Encourage new and infill development, as well as the redevelopment of existing properties to incorporate affordable housing that is integrated with market housing, that provides opportunities to reduce transportation costs and that allows people to live, work and play in the same neighbourhood.
- > Work with the housing industry, not-for-profit organizations and other levels of government to develop long-term funding strategies related to affordable housing.
- > Work with residents, businesses, community organizations and schools to ensure compliance with neighbourhood livability standards
- > Support community based projects and programs that promote sustainable neighbourhoods and healthy communities.

OURWINNIPEG INCLUDES ABORIGINAL PEOPLE

The City of Winnipeg recognizes the importance of the original peoples—the First Nations, Métis and Inuit—to the founding of our city. Each contributed culture, values and vision—contributions that will continue to be important to our shared future.

The Red and Assiniboine rivers are well travelled, with their use as major transport routes dating as far back as 4000 BCE. For millennia, Ojibwa, Cree, Assiniboine and Dakota nations lived alongside and travelled through these waterways. It is from where these two rivers meet that Winnipeg (Cree for ‘muddy waters’) emerged to become a vibrant fishing, trading and farming economy. The arrival of newcomers to this territory over a century ago saw the original peoples share these lands, rivers, and resources. It’s a relationship that continues to this day.

In **OurWinnipeg**, The City of Winnipeg honours this relationship by recognizing the significant contributions of Aboriginal people while working to meet the common vision and needs articulated by all citizens, Aboriginal and non-Aboriginal alike. These include calls to action in areas like community consultation, safety, housing and transportation.

Today, the vibrant, diverse people who make up the larger Aboriginal community enrich and enliven the social fabric of Winnipeg: they remain vital to its economic and cultural future.

DIRECTION 5: ACKNOWLEDGE THAT ABORIGINAL WINNIPEGGERS BRING A DIVERSE RICHNESS OF CULTURES, TRADITIONS, LANGUAGES, TEACHINGS, VALUES, SKILLS AND PERSPECTIVES TO OUR CITY.

ENABLING STRATEGIES:

- > Collaborate with Aboriginal communities to enhance current practices and policies to respect cultural differences.
- > Collaborate with Aboriginal Winnipeggers to ensure that all Aboriginal residents have opportunities to live, work and play in our city.
- > Work with community partners to raise the profile of Aboriginal culture in our community.

DIRECTION 6: FOSTER OPPORTUNITIES FOR ABORIGINAL WINNIPEGGERS, PARTICULARLY YOUTH, TO OBTAIN MEANINGFUL EMPLOYMENT BY BUILDING ON CURRENT CIVIC PRACTICES, PROCESSES AND COMMUNITY PARTNERSHIPS.

ENABLING STRATEGIES:

- > Provide pre-employment and employment development opportunities within the civic system.
- > Support community based organizations that provide employment based programs and supports for Aboriginal youth.
- > Collaborate with Aboriginal community based organizations to develop a continuum of employment-based services to Aboriginal youth.
- > Develop and implement mentorship and retention strategies to ensure Aboriginal youth stay engaged within our civic system through programs, services and employment.
- > Work collaboratively with partners to provide training and professional development opportunities to Aboriginal youth.

DIRECTION 7: DEVELOP COMMUNITY-DIRECTED STRATEGIES TO SUPPORT QUALITY OF LIFE FOR OUR GROWING COMMUNITIES OF INTERNATIONAL NEWCOMERS.

ENABLING STRATEGIES:

- > Use recreation and leisure, library, arts & culture and other Civic services to address social and recreational needs within our growing ethnocultural communities, working in partnership with community organizations, residents and other levels of government.
- > Work collaboratively to identify and address barriers to service for newcomers.
- > Maintain and share community demographic information as a strategic planning tool.
- > In partnership with other service providers, promote initiatives to socially engage newcomers and to invite newcomers to participate in opportunities in their communities and throughout the city.

DIRECTION 8: INCLUDE AGE-FRIENDLINESS IN CITY OF WINNIPEG STRATEGIC PLANNING.

ENABLING STRATEGIES:

- > Integrate the World Health Organization’s principles of age-friendly cities into policies, strategies, guidelines and actions.



DIRECTION 9: COLLABORATE WITH DEVELOPERS, COMMUNITY ORGANIZATIONS AND OTHER PARTNERS TO FOSTER AN AGE-FRIENDLY AND ACCESSIBLE URBAN ENVIRONMENT.

ENABLING STRATEGIES:

- > With guidance from **Complete Communities**, encourage age-friendly and accessible new development in existing neighbourhoods.
- > Incorporate age-friendly and accessible features in the renovation and maintenance of City facilities.
- > Encourage local area plans to apply principles of Universal Design and Age-friendly Cities.
- > Promote partnerships and opportunities for shared learning with other levels of government, developers, universities, colleges and community organizations on best practices in accessible and age-friendly design.
- > Promote exemplary age-friendly and accessible design through awards and demonstration projects.

(See: **Complete Communities**)

03-2 VITALITY

The creation and maintenance of vital neighbourhoods involves many players, of which the City of Winnipeg is one. Further work, sometimes in the form of neighbourhood-level strategies, will be required to ensure that the general directions and strategies noted here fit with local needs. The City is committed to collaborating with other levels of government and community stakeholders on this work.

Neighbourhood vitality describes complete communities that are safe, appropriately dense, walkable, have sustainable transportation and housing options and are well connected. They offer opportunities for residents of all ages and abilities to live, work and play. Opportunities for local food production or for connections to our food are increasingly seen as part of a vital and healthy neighbourhood. Vital neighbourhoods include greenspace, with opportunities to relax, reflect and connect with nature. A city that offers a variety of vital and healthy neighbourhoods is better able to attract and retain citizens and to be resilient in the face of change. In short, vital and healthy neighbourhoods are integral to the competitiveness and sustainability of our city.

Some neighbourhoods struggle to be complete because of the historic factors that created their particular form— the street patterns, land uses or building structures. Other neighbourhoods experience distress in transitioning from one form to another. In many areas, aging building stock is one of the most significant factors contributing to the need for revitalization and reinvestment.

While the economics of supply and demand help some older neighbourhoods naturally regenerate, rehabilitate or replace their buildings, these same economics limit renewal in other neighbourhoods. These neighbourhoods are often characterized by buildings in need of major repair, or properties that no longer meet appearance or safety property standards, and as the neighbourhood continues in distress, buildings become vacant and derelict. This cycle of decline ultimately affects the safety and livability of the community.

Volunteerism is acknowledged as an important attribute of vitality. Volunteerism helps build healthy, vibrant and sustainable communities. It also improves quality of life, promoting citizen involvement, social and civic responsibility and civic pride. These attributes contribute to making Winnipeg a preferred location for both businesses and individuals.

Everyone needs food to eat, but some parts of the food system have rewards beyond nutrition. Gardens, farmers' markets and community kitchens, for instance, may be a source of food, but their benefits exceed simple edible goods. The sense of belonging and the notion of personal involvement in the health of our communities is what attracts and retains most participants.

DIRECTION 1: STRIVE TO ELIMINATE DERELICT BUILDINGS.

ENABLING STRATEGIES:

- > Identify, monitor and maintain an accurate and comprehensive inventory of vacant and derelict buildings, with emphasis placed on communities with higher concentrations of these properties.
- > In partnership with other levels of government, develop and implement programs to address legal, social and economic issues that contribute to, or result in, buildings becoming derelict.
- > Maintain an active approach to resolving by-law infractions regarding permits and property condition.
- > Develop and apply a spectrum of strategies to enforce by-law compliance with orders that have been served due to property standards violations, including timely demolition when rehabilitation is not feasible.

- > Partner with not-for-profit housing organizations to support the acquisition and redevelopment of vacant and/or derelict houses.
- > Respond to community requests for enforcing livability property standards and derelict buildings in a cooperative and timely way.

DIRECTION 2: DELIVER A COORDINATED, INTEGRATED, AND SEAMLESS SERVICE RESPONSE TO ADDRESS COMMUNITY NEEDS AND PRIORITIES THAT CONTRIBUTE TO BUILDING HEALTHY COMMUNITIES.

ENABLING STRATEGIES:

- > Apply an integrated neighbourhood service delivery model focused on meeting community needs and priorities. In this model, Neighbourhood Integrated Service Teams (NISTs) will focus on the assessment of community needs and priorities and provide coordinated services that support local vision.
- > Deliver services in community-based facilities using partnerships to facilitate both access and the range of services delivered.

WHAT'S A NIST?

A Neighbourhood Integrated Service Team (NIST) is an interconnected team of City staff who will work together within each Community Characterization Area with community residents, neighbourhood networks, organizations and other levels of government to address local community needs and priorities. The NIST will facilitate a seamless and integrated service response to neighbourhood issues and contribute to building healthy communities.

DIRECTION 3: WORK IN PARTNERSHIP WITH COMMUNITIES TO IDENTIFY AND ADDRESS NEIGHBOURHOOD ISSUES.

ENABLING STRATEGIES:

- > Participate in developing and implementing neighbourhood improvement strategies that encourage the creation and maintenance of complete communities.
- > Ensure effective neighbourhood revitalization efforts through internal and external collaboration, partnerships and integrated work plans that measure performance.

(See: **Complete Communities**, 04-1A)

DIRECTION 4: MAINTAIN THE HEALTH AND SAFETY OF NEIGHBOURHOODS BY ENFORCING ANIMAL CONTROL BY-LAWS AND PROMOTING RESPONSIBLE PET OWNERSHIP.

ENABLING STRATEGIES:

- > Maintain licensing and spay/neuter efforts to identify the animal population and help control over-population.
- > Work with existing community animal welfare organizations to develop a shared vision and expand educational outreach efforts.
- > Engage residents and community organizations on an ongoing basis to ensure that City animal control services are responsive and effective in addressing locally identified neighbourhood needs.

DIRECTION 5: SUPPORT EFFECTIVE PUBLIC HEALTH INSPECTION SERVICES.

ENABLING STRATEGIES:

- > Work collaboratively and partner with other levels of government in order to provide consistent, effective and efficient public health inspection services.

DIRECTION 6: PROMOTE CLEANLINESS AND BEAUTIFICATION.

ENABLING STRATEGIES:

- > Provide litter control and street cleanliness on all paved streets, alleys, sidewalks and City-owned properties.
- > Partner with citizens and businesses to undertake programs that maintain clean and litter-free streets, alleys, sidewalks and private properties.
- > Plant aesthetically pleasing vegetation such as flowers and ornamental grasses in public spaces — especially in social gathering places — throughout the city, and encourage citizens, businesses and community organizations to assist and enhance these efforts.

DIRECTION 7: RECOGNIZE AND SUPPORT THE ESSENTIAL ROLE THAT VOLUNTEERS AND VOLUNTEERISM PLAY IN BUILDING A HEALTHY AND VIBRANT WINNIPEG.

ENABLING STRATEGIES:

- > Work with community partners in order to strengthen and recognize volunteerism in Winnipeg.
- > Provide positive, meaningful and culturally appropriate experiences for individuals who volunteer with the City of Winnipeg.

DIRECTION 8: WORKING THROUGH COMMUNITY PARTNERSHIPS, RESPOND TO FOOD NEEDS AS IDENTIFIED BY COMMUNITIES.

ENABLING STRATEGIES:

- > Collaborate on local food opportunities that are part of community development initiatives.
- > Include food in planning for neighbourhood revitalization strategies.
- > Within the City’s mandate, pursue opportunities to support local food production.
- > Develop planning tools to manage the sustainability of existing community gardens and to enable the creation of new permanent or temporary gardens.
- > Maintain an inventory of City properties suitable for food production.

(See: **A Sustainable Winnipeg** 05, **Complete Communities**, 03-3, 03-4, 04, 08)

03-3 CREATIVITY

Winnipeg is a city of the arts. We are a city that expresses itself through arts, culture and creativity. We are a city that values its artists and its creative industries for their immeasurable contributions to our quality of life and for making this city a great place to live. **OurWinnipeg** will contribute to the establishment of Winnipeg as a city of choice for artists and creative industries, while conserving and protecting our heritage assets.

We live in an extraordinary cultural centre. Winnipeg is internationally renowned for its artistic and creative innovation and diversity. Locally, our sense of community and cultural diversity make Winnipeg a great place to live, work and play—especially for artists. The arts and creative industries contribute significantly to enhancing our economy, fostering connections and our city’s sustainability.

The City of the Arts needs to be environmentally, economically and socially sustainable. As a knowledge-based industry, the arts and creative industries are inclined to exploring environmental issues, environmentally responsible practices and are inclined to

developing intellectual resources more than physical ones. Economically, we need to not only support local arts and culture, but export it to the rest of the world. A sustainable City of the Arts has communities that have the capacity to express themselves. This capacity is built through opportunities to learn, share, participate in and produce arts and culture, especially for youth.

The City of Winnipeg recognizes that its role in the City of the Arts is one of stewardship. Working with partners, the City fosters creativity and expression by supporting the conditions and infrastructure that allow for a diversity of cultural and artistic practices.

WINNIPEG ARTS COUNCIL

The Winnipeg Arts Council (WAC) is a not-for-profit, arm’s-length corporation established by the City of Winnipeg. Its mission is to develop the arts on behalf of the people of Winnipeg. WAC’s mandate includes the management of the City’s arts and cultural funding programs, managing and administering the City’s Public Art Policy and Program, advising the City on cultural policy and presenting cultural plans from City Council’s approval. As an arm’s-length organization committed to artistic excellence and diversity, WAC has an integral role in advancing Winnipeg’s international reputation as a City of the Arts. WAC will also be the lead partner in the development of a long-range strategic cultural plan for the city. For more information on WAC visit <http://www.winnipegarts.ca>.

DIRECTION 1: CONTINUE TO DEVELOP WINNIPEG'S UNIQUE ARTISTIC IDENTITY AND DIVERSITY OF EXPRESSION.

ENABLING STRATEGIES:

- > Continue to support artistic integrity through arm's-length allocation of arts grants and management of a civic public art program.
- > In partnership with arts stakeholders, develop and implement a long-range strategic cultural plan for the City.
- > Encourage creativity and excellence in all aspects of cultural activities.
- > Recognize artistic and cultural expression as a key component of sustainable and complete communities.
- > Champion and support public art as a tool for placemaking and community identity, including encouraging the integration of art into new public spaces and public works projects and promoting and facilitating the incorporation of permanent or temporary art into existing public spaces and city-owned facilities, developments and major public works projects.

(See: **Complete Communities**)

DIRECTION 2: ACT AS A RESPONSIBLE STEWARD FOR CITY-OWNED MUSEUMS, ARCHIVES AND COLLECTIONS.

ENABLING STRATEGIES:

- > Collaborate with museums and others on initiatives to enhance facility and collection sustainability.
- > Maintain an ongoing, city-wide management system that secures existing archives and identifies and retains essential contemporary documents and databases for future reference and research.
- > Support collaboration and networking related to cultural tourism.

DIRECTION 3: SUPPORT A WIDE RANGE OF ARTS AND CULTURAL FACILITIES.

ENABLING STRATEGIES:

- > Collaborate to provide, support or encourage the development, maintenance and establishment of sustainable funding strategies of arts and cultural facilities of different scales appropriate to their context.
- > Support the provision of equitable opportunities for all residents to participate in the arts through the development of accessible arts and cultural facilities.

DIRECTION 4: SUPPORT AND ENABLE MEANINGFUL COMMUNITY EXPRESSION.**ENABLING STRATEGIES:**

- > Build the capacity of communities to express themselves through a wide range of programs that engage people of all ages and abilities through arts and culture.
- > Work in partnership with arts stakeholders to integrate art and cultural activities into recreation programs and facilities.
- > Support a wide range of cultural facilities and services that reflect community diversity.
- > In partnership with communities, create environments that reflect their distinct artistic and cultural values.
- > Support and develop cultural activities that enrich and extend personal and community development.

DIRECTION 5: FOSTER LIFE-LONG ARTS LEARNING OPPORTUNITIES.**ENABLING STRATEGIES:**

- > Collaborate with community partners to provide opportunities for arts education at all ages and skill levels.
- > Collaborate in community-led arts education opportunities, using existing City services and resources to enhance access to arts programming.
- > Promote cross-cultural and inter-generational opportunities for arts activities and learning.
- > Support opportunities to engage all children and youth in arts programming.
- > Promote City-owned museums as a venue for education and for engaging children and youth.
- > Explore opportunities to integrate art and culture into City operations.
- > Pursue opportunities to make access to, and participation in, the arts more affordable and equitable.

DIRECTION 6: PROMOTE AWARENESS OF THE RICHNESS OF WINNIPEG'S ARTS AND CULTURE WITHIN AND OUTSIDE WINNIPEG.

ENABLING STRATEGIES:

- > Promote artists, events, programs and facilities in partnership with Winnipeg arts and culture organizations, the Winnipeg Arts Council and Economic Development Winnipeg Inc.
- > Develop the local, national and international reputation of Winnipeg as a City of the Arts
- > Support the marketing of Winnipeg's internationally-renowned festivals, institutions and artists through partnerships.
- > Support the film and commercial production industry by providing assistance with permitting, locations and coordination with City services.
- > Through partnerships, promote opportunities that increase participation in the arts.

DIRECTION 7: GROW SUPPORT FOR CREATIVE INDUSTRIES AND ENTREPRENEURS.

ENABLING STRATEGIES:

- > Recognize and support the role that entrepreneurs and small and medium-sized enterprises have in the creative economy.
- > Pursue and encourage the development of creative, knowledge-based industries of all sizes.
- > Pursue policies that recruit and maintain a creative workforce ready for current and emerging technologies.
- > Support strategies that recognize and stimulate creative industries.
- > Continue to develop and support the hard and soft infrastructure which sustains Winnipeg's creative industries and activities.

DIRECTION 8: ESTABLISH WINNIPEG AS A CITY OF CHOICE AND DESIRED DESTINATION FOR ARTISTS AND CREATIVE PROFESSIONALS.

ENABLING STRATEGIES:

- > Explore and implement planning tools that make Winnipeg a more livable and desirable place for artists and creative professionals.
- > Recognize the importance of living, working and presentation spaces for professional artists and arts organizations and support strategies to enhance their sustainability.



Untitled by Cliff Eyland, 2005. Public Art Commission. Location: Millennium Library, 251 Donald Street. Media: mixed media on wood. Photo: William Eakin. Source: Winnipeg Arts Council.

04 IMPLEMENTATION

OurWinnipeg is Winnipeg's Municipal Development Plan. It fulfills the requirement of section 224 of The City of Winnipeg Charter, under which the City of Winnipeg must, by by-law, adopt a development plan. **OurWinnipeg** supersedes By-law No. 7630/2000, adopted by City Council in 2001 as Plan Winnipeg: 2020 Vision.

The development plan sets out:

- > the City's long-term plans and policies respecting its purposes, its physical, social, environmental and economic objectives, and sustainable land uses and development;
- > measures for implementing the plan; and
- > such other matters as the minister or council considers necessary or advisable.

OurWinnipeg meets these requirements of The City of Winnipeg Charter by including directions and strategies.

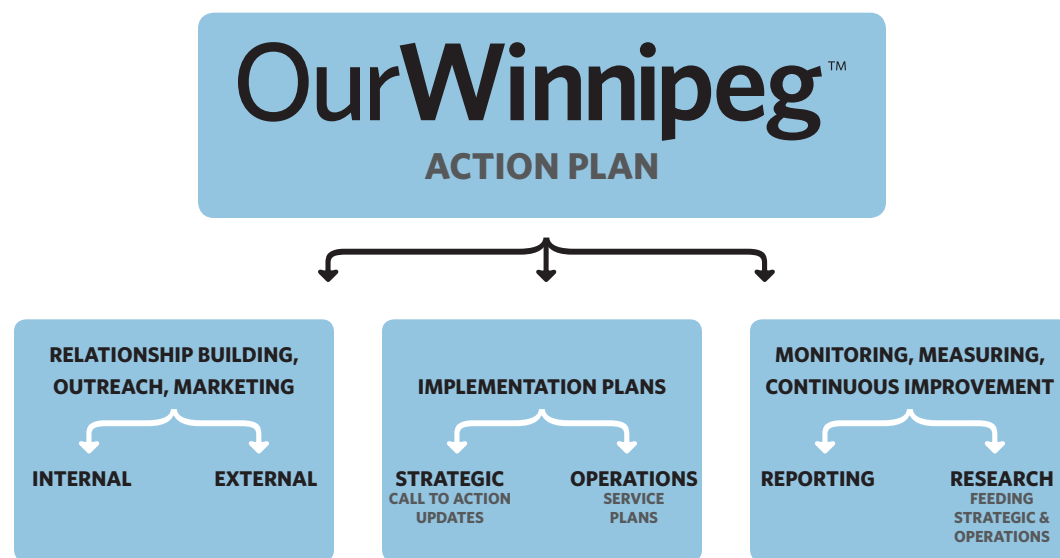
Additional directions and enabling strategies to implement **OurWinnipeg** and to measure progress are included in four supporting Direction Strategies.

The Plan represents a twenty-five year vision but emphasizes detailed implementation steps for the critical first years of the Plan.

04-1 OURWINNIPEG'S PRIMARY IMPLEMENTATION PATH: THE OURWINNIPEG ACTION PLAN

The City will implement **OurWinnipeg** through the **OurWinnipeg** Action Plan. Implementation will be accomplished in partnership with all City departments and the under the coordinating leadership of senior management. Directors of all City departments involved in physical and social development will be involved.

Action Plans will be created in an integrated way, involving departments, partners and the community as appropriate. More than a simple “to-do” list, Action Plans will include communications and outreach, which is critical to fostering strong collaborative working relationships, and will draw from measurement and continuous improvement loops, which is critical to effective decision making and action.



The Action Plan includes three core functions:

1. RELATIONSHIP BUILDING, OUTREACH AND MARKETING

Community, stakeholder and industry involvement in planning exercises will be encouraged as **OurWinnipeg** is implemented. This involvement will be supported by continuing the **SpeakUpWinnipeg** process and continued emphasis on public consultation processes for City initiatives and projects.

2. IMPLEMENTATION PLANS

Two aspects are needed for implementation plans: a strategic focus that pays mind to progress towards the vision and directions of **OurWinnipeg**, and a practical, operational emphasis that connects strategic thinking to ongoing operational planning.

Implementation plans will:

- > Identify immediate and long term priority actions required to implement **OurWinnipeg** using short, medium and long-term planning horizons.
- > Identify departmental and agency responsibilities in terms of primary and supporting roles relating to actions.
- > Provide an implementation timeline.
- > Be implemented through the City's budgeting process.
- > Be updated, with results reported publicly.
- > Be integrated with other strategic plans.

3. MONITORING, MEASURING AND CONTINUOUS IMPROVEMENT

Measurement tools will enable the City of Winnipeg to identify trends, document change over time and report on results. This information is critical both for public accountability and for effective budgeting and delivery of planning services. Changes over time can point to legitimate needs to revise the plan and respond to new growth or change.

Progress on implementation will be monitored through several kinds of measurement by:

- > Partnering in a Sustainability Indicator System pilot project that tracks overall community sustainability outcomes (See: **A Sustainable Winnipeg**, 06).
- > Applying a set of Neighbourhood Indicators that will be used to define and prioritize areas for reinvestment (See: **Complete Communities**, 04-1A).
- > Regularly updating the urban structure based on land supply data and data from Neighbourhood Indicators and Sustainability Indicators (See: **Complete Communities**, 02).

Striving for sustainable innovation and benchmarking against best practices are integral parts of measurement and continuous improvement. This work, including the research, development and testing of new tools and approaches, will be an integral part of the Action Plan and the implementation of **OurWinnipeg**.

04-2 RESPONSIBILITY FOR IMPLEMENTATION

City Council is responsible for approving **OurWinnipeg**, for any subsidiary plans, policies, programs and actions to implement the plan, and for any possible future amendments to the plan. City Council has the authority to approve activities that will implement **OurWinnipeg** and to approve associated budgets.

City Council can direct the Public Service to prepare the subsidiary plans and policies that are needed for ongoing implementation. The Public Service, together with various City agencies, arm's-length organizations and engaged community partners, is responsible for undertaking the programs and activities that help to implement **OurWinnipeg**.

The Province of Manitoba must approve **OurWinnipeg** before it can be adopted by Council. The Province has been an active and valued contributor to the planning process.

Section 235 of The City of Winnipeg Charter provides that the passing of a development plan by-law “does not require council, any person, or any department or agency of the government, to undertake a proposal contained in the by-law, but public works, undertakings and development in the city must be consistent with...” the development plan.

04-3 SUBSIDIARY PLANS

Implementing **OurWinnipeg** and its Direction Strategies requires an integrated approach. **OurWinnipeg** will be implemented through subsidiary plans, policies, strategies, guidelines, programs and actions—especially the four supporting Direction Strategies:

- > **A Sustainable Winnipeg**
- > **Complete Communities**
- > **Sustainable Transportation**
- > **Sustainable Water and Waste**

04-4 BUDGET

OurWinnipeg and its supporting Direction Strategies will be used by the Public Service to develop strategies and budget proposals, coordinated through Action Plans. When adopted by Council, these Action Plans and budgets will provide clear direction to City departments in the preparation of their service plans, service delivery decisions, and intergovernmental or partnership activities.

04-5 AMENDMENTS

The City cannot issue building or development permits for any development applications that do not conform with **OurWinnipeg**. However the City understands that **OurWinnipeg** must be flexible and responsive over time. By allowing the opportunity to consider amendments we can respond to changing circumstances and the evolving marketplace while at the same time remaining consistent with the overall goals and objectives of the Plan.

The City will consider proposed amendments to **OurWinnipeg** in accordance with The City of Winnipeg Charter and the Development Procedures By-law. Changes to the supporting Direction Strategies will be considered by Council through regular City by-law amendment procedures or other processes, as required.

OurWinnipeg amendments to facilitate a proposed development may be made only after the Public Service and City Council carefully consider whether the development maintains the overall goals and objectives of **OurWinnipeg**, meets the City's other long term plans and is compatible with surrounding land uses.

OurWinnipeg and its supporting Direction Strategies provide a framework to guide development and growth decisions in the City of Winnipeg for at least the next five years. In accordance with Section 226 of The City of Winnipeg Charter, City Council must begin a review of the Plan at least once within five years after adopting it, and if required to do so by an order of the provincial minister who administers the Charter.

GLOSSARY

ACCESSIBILITY (see: ‘Universal Design’)

ACTIVE TRANSPORTATION

Any human-powered mode of transportation such as cycling, walking, skiing and skateboarding. While the main emphasis is on travel for a specific purpose, it does not exclude recreational travel.

ADAPTIVE REUSE

Adaptive Reuse is the change in use (and often structure) of a building whose original use is no longer needed. This is typically done with old industrial and warehouse buildings, but also happens with more modern buildings.

ADOPTED PLAN

A plan adopted by a governing body that is incorporated as a by-law.

AFFORDABLE HOUSING

Affordable housing costs less than 30 per cent of before-tax household income. For renters, shelter costs include rent and any payments for electricity, fuel, water and other municipal services. For owners, shelter costs include mortgage payments (principal and interest), property taxes, and any condominium fees along with payments for electricity, fuel, water and other municipal services. It includes housing provided by the private, public and not-for-profit sectors as well as all forms of housing tenure. (Source: CMHC Housing Observer 2009, pp 15, 81)

AGE-FRIENDLY /AGE FRIENDLY CITIES

A community that provides support and opportunities in eight areas: outdoor spaces and buildings, transportation, housing, respect and inclusion, social participation, civic participation and employment, communication and information and community supports and health services. An age-friendly city adapts its structures and services to be accessible to and inclusive of people of all ages with varying needs and capacities.

ALTERNATIVE TRANSPORTATION

Modes of transportation that are alternatives to travel by a single occupancy vehicle, including riding transit, walking, cycling, and carpooling.

AREA STRUCTURE PLAN

(See also ‘Secondary Plan’ and ‘Local Area Plan’) An Area Structure Plan is a detailed plan having the status of a by-law which includes a statement of the City’s policies and proposals for the development, redevelopment or improvement of a specific area of the city.

ASSET MANAGEMENT

An integrated approach involving planning, engineering and finance to effectively manage existing and new municipal infrastructure to maximize benefits, reduce risk and provide satisfactory levels of service.

AUTHORITY

An organization authorized by Winnipeg City Council to manage a public service.

BENCHMARKING

The search for industry best practices which lead to superior performance.

CALL TO ACTION FOR OURWINNIPEG

The first report of the OurWinnipeg initiative, released in draft form in November 2009. It summarizes what the City of Winnipeg heard from April 2009 to October 2009 through SpeakUpWinnipeg, identifies a vision, guiding directions and proposes a series of short-term actions the City will take to get started on priorities identified through community input.

CAPITAL REGION/MANITOBA'S CAPITAL REGION

Refers to the City of Winnipeg and a number of surrounding municipalities – the City of Selkirk, the Town of Stonewall, and the Rural Municipalities of Cartier, East St. Paul, Headingley, Macdonald, Ritchot, Rockwood, Rosser, St. Andrews, St. Clements, St. Francois Xavier, Springfield, Tache, and West St. Paul.

More information is available online through Manitoba Intergovernmental Affairs:

<http://www.gov.mb.ca/ia/capreg/>

CENSUS METROPOLITAN AREA (CMA)

Area consisting of one or more adjacent municipalities surrounding an urban core. To be part of the CMA, adjacent municipalities must have a high degree of integration with the central urban area, as measured by community flows.

CENTRE

Centres are areas of concentrated activity, often located at the convergence of significant transportation routes.

CITY OF WINNIPEG'S PUBLIC ART PROGRAM

Develops projects in public spaces, facilitates community-based projects, holds workshops and organizes forums and other public events.

CLIMATE CHANGE

A change in the state of the climate that can be identified using statistical tests by changes in the mean and/or the variability of its properties, and that persists for an extended period, typically decades or longer.

CLUSTERING

Geographic concentrations of interconnected companies, specialized suppliers, service providers, and associated institutions in a particular field that are present in a nation or region. Clusters arise because they increase the productivity with which companies can compete.

COMMERCIAL (SEE ALSO 'RETAIL')

Commercial and/or retail includes: grocery & food (e.g. grocery stores, restaurants), general merchandise (e.g. recreation, departments stores, financial services, personal services) and transportation (e.g. car show rooms, gas stations).

COMMUNITY CHARACTERIZATION AREAS

Areas that follow the boundaries of identified neighbourhoods. These defined based on population and natural community boundaries, such as transportation routes, rivers and differing areas of land use.

COMMUNITY DEMOGRAPHIC INFORMATION

Information about the people living in a community such as age, ethnicity, culture, housing or socio-economic status.

COMMUNITY DEVELOPMENT

Activities that improve the capacity of communities to act, interact and express themselves.

COMMUNITY GARDENS

Places where neighbours gather to grow produce and plants. Such gardens provide inexpensive, fresh food and provide an opportunity for community interaction and neighbourhood improvement.

COMMUNITY KITCHENS

Community led resource centre providing knowledge and experience in nutritional planning and food preparation skills.

COMMUNITY

A group of people with similar or shared culture, concerns or geography.

COMPACT GROWTH/COMPACT DEVELOPMENT/COMPACT NEIGHBOURHOODS/COMPACTLY/COMPACT URBAN FORM (SEE ALSO "HIGH DENSITY")

A term used to describe development that uses less land than conventional development.

COMPLETE COMMUNITY

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

COMPLETE COMMUNITIES CHECKLIST

A non-regulatory evaluation tool that provides a consistent and comprehensive guide to 'Complete Communities' objectives. Its purpose is to facilitate a collaborative conversation with developers and inform the development application and approval process. It includes a scoring system that will improve the development process.

CREATIVE INDUSTRIES

The creative industries utilize creativity, production, manufacturing, distribution, marketing and support activities to make products that result from innovation and imagination.

CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN (CPTED)

CPTED (pronounced “sep-ted”) is a crime prevention strategy surmising that the incidence and fear of crime can be reduced through better design. For example, windows facing the sidewalk will make the sidewalk safer than if it were a brick wall, since they provide more “eyes on the street.”

DENSITY/DENSIFICATION

In a planning context, density usually refers to the number of dwelling units, square metres of floor space, or people per acre or hectare of land.

DEVELOPMENT PLAN

A development plan sets out the goals, policies and guidelines intended to direct all physical, social, environmental and economic development in a city now and into the future. All other plans and council decisions must conform to it. In Manitoba, the Planning Act requires all municipalities to prepare a development plan. Development plans are also known as official plans, comprehensive plans or general plans.

DERELICT BUILDING/PROPERTY

A dwelling or non-residential building that is not in compliance with the derelict building by-law.

DIRECTION STRATEGY

A supporting strategy for OurWinnipeg created at the discretion of The City of Winnipeg. Proposed direction strategies include Complete Communities, Sustainable Transportation, Sustainable Water and Waste and A Sustainable Winnipeg.

DISTRICT

An area of the city defined by particular geography, character or other factors.

DIVERSION (WASTE)

Refers to changing the destination of waste material from landfills or incineration to recycling, composting, or reuse.

DOWNTOWN

The central area of the city (see figure 01a, Urban Structure Map).

ECONOMIC DEVELOPMENT

Any effort or undertaking which aids in the growth of the economy.

ECONOMIC DEVELOPMENT WINNIPEG

Economic Development Winnipeg Inc. is an arm’s-length, public-private partnership led by a private sector board with core funding from the City of Winnipeg and the Province of Manitoba. Their mandate is to market the city in a sustainable, long-term approach in order to provide services that facilitate economic development and tourism opportunities for Winnipeg.

EDUCATION

Education includes life-long activities that impart knowledge or skills, enrich life, and enhance the ability to provide meaningful social and economic contributions to the family and community.

ENTITLEMENT FIRST NATIONS

(See ‘Treaty Land Entitlement’)

EXCHANGE DISTRICT INTERPRETIVE PLAN/STRATEGY

A comprehensive framework for interpreting the history of the Exchange district.

EXTENDED HOUR ACTIVITY

Extended hour activity refers to having activities, including shopping, entertainment and restaurants available past regular working hours, generally in the downtown area.

FARMERS’ MARKETS

Places where farmers and consumers gather in a local place to access a variety of fresh produce and food products, to meet one another and sometimes to share knowledge about local food production processes.

GOODS MOVEMENT

The transportation of goods (freight or commodities) by road, rail or air.

GREEN DEVELOPMENT/GREEN BUILDING

Development or design that considers the broad environmental, economic and social impacts of design. Green Development considers the community-wide and regional implications of development and land use, prioritizing green building concepts and technologies in order to reduce environmental impact.

GREENFIELD/GREENFIELD DEVELOPMENT

Used in construction and development to reference land that has never been used (e.g. green or new), where there is no need to demolish or rebuild any existing structures.

GREEN HOUSE GAS (GHG) EMISSIONS

Gases (e.g. carbon dioxide, methane, nitrous oxide) that are released into the atmosphere from human induced and natural occurrences. These gasses trap heat from the sun within the atmosphere, causing a greenhouse effect.

HARD AND SOFT INFRASTRUCTURE

Hard infrastructure is the physical assets such as roads, bridges, pathways, water and sewer treatment facilities and community facilities necessary for our daily environmental, social and economic lives. Soft infrastructure refers to non-physical supports such as education and training, programs, services and healthcare.

HEALTHY COMMUNITY

A community that is continuously creating and improving those physical and social environments and expanding those community resources that enable people to mutually support each other in performing all the functions of life and in developing to their maximum potential.

HERITAGE CONSERVATION MANAGEMENT PLAN

A City of Winnipeg plan, developed through consultation with the public, that is intended to maximize the potential of Winnipeg's community heritage assets.

HISTORIC CONTEXT STATEMENT

A framework for understanding and evaluating a historical resource. The significance of a resource is judged and explained through information about patterns and trends that define community history. Each resource is considered in the context of the underlying historical influences that have shaped and continue to shape the area. Historic context may be organized by theme, geographic area, or chronology, and is associated with a defined area and an identified period of significance.

IMPLEMENTATION TOOLS

Specific planning, marketing, fiscal or other tools designed to assist in the application of planning policies. Examples are zoning, partnerships and incentives.

INTENSIFICATION

A term that refers to the development of a site at higher densities than what currently exists. This includes the development of a vacant/underutilized site (including greyfields and brownfields) or the expansion/conversion of an existing building.

INCLUSIVE/EQUITABLE COMMUNITY

An inclusive and equitable community is a place where we all belong, are empowered and feel welcome. It means all citizens can participate, enjoy their home with ease, travel with comfort and be educated, volunteer, work or recreate in their own community.

INFILL/INFILL DEVELOPMENT

A type of development occurring in established areas of the city. Infill can occur on long-time vacant lots, or on pieces of land with existing buildings, or can involve changing the land use of a property from one type of land use to another.

INFRASTRUCTURE DEFICIT

The difference between the capital needs of an organization and the funding available to address the organization's infrastructure asset management requirements.

INTEGRATED COMMUNITY SUSTAINABLE PLAN (ICSP)

Developed in consultation with the community, an ICSP is a long-term plan that provides directions for realizing sustainable objectives.

INTERGENERATIONAL

An activity or initiative that involves people from different generations.

INTERNATIONAL NEWCOMERS/ NEWCOMERS

People who have arrived from other communities, with the intention of making Winnipeg their new home. “International newcomers” refers specifically to those who have come from other countries.

INTEGRATED PLANNING

Defined as a holistic view of strategic planning that acknowledges the interrelated and inter-dependent reality of complex urban environments.

LAND USE

The various ways in which land may be used or occupied.

LOCAL AREA PLANNING

A spectrum of tools that guide the development of a site or area, including issue or area-specific design guidelines, high-level policy ‘handbooks,’ Planned Development Overlays (PDOs), Local Area Plans and others.

LIFE-CYCLE COST ANALYSIS/METHODOLOGY

A method for assessing the sum of all recurring and one-time costs over the lifespan of a product, structure or system. These costs include the capital, operating, maintenance, and upgrades costs plus the remaining value at the end of the useful life of the product, structure or system.

MAINTENANCE (OF INFRASTRUCTURE)

The set of activities required to keep a component, system, infrastructure asset or facility functioning as it was originally designed and constructed.

MAJOR REDEVELOPMENT SITES

Large, functionally obsolete or underutilized lands, such as former industrial areas. They are often located adjacent to existing communities along rail lines, major corridors or rapid transit corridors. Although existing infrastructure is often insufficient for immediate redevelopment, these areas present opportunities for strategic mixed use infill and intensification in existing urban areas.

MATURE COMMUNITIES

Winnipeg’s early suburbs, mostly developed before the 1950s. Key features are a grid road network with back lanes and sidewalks, low to moderate densities, and a fine grained mix of land uses along commercial streets. Many of these communities have a full range of municipal services.

MIXED-USE DEVELOPMENT/MIX OF USES

The development of a tract of land, building or structure that includes two or more different land uses, including residential, office, retail or light industrial.

MOBILITY

Mobility refers to the efficient movement of people and goods in the urban environment.

NEIGHBOURHOOD

A residential area with an appropriate mix of housing types, convenience type commercial facilities, and where appropriate, schools or park facilities.

NEIGHBOURHOOD INTEGRATED SERVICE TEAM (NIST)

An interconnected team of City staff who will work together within each Community Characterization area with community residents, neighbourhood networks, organizations and other levels of government to address local community needs and priorities. The NIST will facilitate a seamless and integrated service response to neighbourhood issues and contribute to building healthy communities.

NEW COMMUNITY

New Communities are large land areas on the edge of the City identified for future urban development. These areas are not currently served by a full range of municipal services. Many of these lands were previously designated as Rural Policy Area in Plan Winnipeg 2020.

OURWINNIPEG

Replaces Plan Winnipeg 2020 Vision as the city's development plan (see: Development Plan) once it is adopted by City Council and approved by the province.

PEDESTRIAN ORIENTED

See Walkable

PLACEMAKING

The process of creating public spaces in the city that are unique, attractive and well-designed to promote social interaction and positive urban experiences.

PLAN WINNIPEG 2020 VISION

Plan Winnipeg 2020 Vision is the City of Winnipeg's current long-range development plan (see Development Plan). Adopted in 2001, it was intended to guide all development in the city henceforth for the next twenty years. OurWinnipeg (see OurWinnipeg) replaces Plan Winnipeg as the city's development plan.

PLURALISTIC/PLURALITY/PLURALISM

When a mix of different cultural, ethnic, religious and/or other groups live in a society while maintaining unique cultural identities.

POVERTY

Poverty means people do not have income adequate for basic human needs such as clean water, nutrition, health care, clothing and shelter and therefore lack sufficient resources to participate successfully in the social and economic life of their community.

PRECINCTS/PLANNING PRECINCTS

Planning Precincts divide New Communities into logical fractions in order to ensure that planning for New Communities is comprehensive, orderly and complete.

PROVINCIAL LAND USE POLICIES (PLUPS)

Policies enacted by the Province to guide the use of land and resources, and to encourage sustainable development. The policies provide direction for a comprehensive, integrated and coordinated approach to land use planning for all local authorities.

PUBLIC ART

Artworks created for, or located in part of a public space and/or accessible to the public. Public art includes works of a permanent or temporary nature located in the public realm and created in any medium.

PUBLIC REALM

The public realm is the shared component of the built environment that the public has free access to, such as sidewalks, streets, plazas, waterfronts, parks and open spaces.

RAPID TRANSIT

A form of urban public transportation with higher than normal capacity and higher than average speed, sometimes separated from other traffic in underground tunnels, above-ground bridges or separate right-of-ways. Rapid transit vehicles can include buses, light rail vehicles and trains.

RECENT COMMUNITIES

Recent Communities are areas of the city that were planned between the 1950s and the late 1990s. They are primarily low and medium residential with some retail. The road network is a blend of modified grid and curvilinear, often without sidewalks or back lanes. These are typically stable residential communities with limited redevelopment potential over the next 30 years.

RECREATION

Recreation is all those things that a person or group chooses to do in order to make their leisure time more interesting, more enjoyable and more personally satisfying.

REINVESTMENT AREA

Reinvestment Areas are parts of the city that may have a desirable character, but show signs of disinvestment and decline and would benefit from modest infill, redevelopment and/or other projects. OurWinnipeg does not identify specific Reinvestment Areas but supports the development of criteria to classify them.

SAFETY

Freedom from the occurrence or risk of injury, danger or loss.

SCHOOL RESOURCE OFFICER (SRO) PROGRAM

A proactive community-based crime prevention initiative established in 2002. SRO programs connect police officers with students in schools to teach crime prevention, safety education and conflict resolution skills. Officers are also there to provide advice, counseling and mediation services.

SECONDARY PLAN

A term that has been used to describe a detailed statutory plan which includes a statement of the City's policies and proposals for the development, redevelopment or improvement of a specific area of the city. Some examples include, the Osborne Village Neighbourhood Plan and the Waverley West Area Structure Plan.

SECONDARY SUITES/ ACCESSORY RESIDENTIAL UNITS

A secondary dwelling unit established in conjunction with and clearly subordinate to a primary dwelling unit, whether a part of the same structure as the primary dwelling unit or a detached dwelling unit on the same lot.

SPEAKUPWINNIPEG

The City of Winnipeg Charter requires the City, when reviewing its development plan (see Development Plan), to seek input from the public. SpeakUpWinnipeg refers to the public involvement process used for OurWinnipeg. The process encompassed varied possibilities for participation, from online discussions to focus groups and dialogue surrounding drafts and strategies.

SPECIALTY HOUSING

Housing with adaptable or flexible design elements to accommodate specific needs and target populations. It would include housing for people with various ability and age levels including physical, sensory, cognitive, mental health and cultural uniqueness. Transitional housing is another key element of specialty housing.

SUSTAINABLE/SUSTAINABILITY

According to the 1983 United Nations Brundtland Commission, the preeminent standard in the definition of sustainable development, it is “development that meets the needs of the present without compromising the ability of future generations to meet their own needs.” While the term is most associated with its environmental implications, it also has economic and social implications as well.

UN 1983 Report of the World Commission on Environment and Development, aka the Brundtland Commission:
<http://www.un-documents.net/wced-ocf.htm>

SUSTAINABLE TRANSPORTATION

Allows the basic access needs of individuals and societies to be met safely and in a manner consistent with human and ecosystem health, and with equity within and between generations. It is affordable, operates efficiently, offers choice of transport mode, and supports a vibrant economy.

SUSTAINABILITY INDICATORS

Measurement tools that help the City of Winnipeg clarify its progress toward the attainment of its vision of social/cultural, economic and environmental sustainability. Sustainability indicators must be relevant, easy to understand, reliable and based on accessible data.

TEMPORARY GARDENS

Gardens established as an interim use on city owned property that is not slated for immediate development or sale

THEMATIC FRAMEWORK FOR THE EVALUATION OF WINNIPEG'S HISTORIC RESOURCES

A thematic framework organizes and defines historical themes that identify significant sites, persons and events. Historical themes provide a context within which heritage significance can be understood, assessed and compared. Historical themes are identified when a thematic history is prepared.

TRANSFORMATIVE AREAS

Specific areas within the city that provide the best opportunity to accommodate significant growth and change. These areas include Downtown, Mixed Use Centres, Mixed Use Corridors, Major Redevelopment Sites and New Communities.

TRANSIT ORIENTED DEVELOPMENT

Moderate to higher density compact mixed-use development, located within an easy five to ten minute (approximately 400m to 800m) walk of a major transit stop. TOD involves high quality urban development with a mix of residential, employment and shopping opportunities, designed in a pedestrian-oriented manner without excluding the automobile. TOD can be new construction or redevelopment of one or more buildings whose design and orientation facilitate the use of public transit and active transportation modes.

TRANSIT

See Public Transportation.

TRANSPORTATION MASTER PLAN (TMP)

A multimodal transportation model that fully integrates transportation and land use planning. Alternate settlement patterns and transportation plans/services may be tested against their ability to achieve the goals of a sustainable transportation policy.

UNIVERSAL DESIGN

A term coined by architect Ron Mace of the University of North Carolina to encompass seven basic principles of good design: equitable use, flexible use, simple and intuitive use, perceptible information, tolerance for error, low physical effort and size and space for approach and use. It can be applied to a place, service or product. The principles are key ingredients to accessibility within a complete community and social sustainability within an urban environment. Universal Design characteristics maximize accessibility for a wide range of people from infancy to older ages with a variety of physical, sensory or cognitive abilities.

URBAN DESIGN

The complete arrangement, look and functionality of any area(s) within a town, city or village.

URBAN FORM

The three dimensional expression of buildings, landscapes and urban spaces.

URBAN STRUCTURE

A spatial articulation of city building objectives based on land use, physical layout and design.

VACANT BUILDING

A building that is not being used or occupied.

VISITABILITY

Visitability is a concept that provides zero grade entry into a home and allows someone with or without a mobility impairment to visit the home and use a main floor washroom.

WALKABILITY/WALKABLE

Walkability is a measurement of how conducive a place is to walking. This includes the physical nature of a place and other factors, such as safety and perceived enjoyment. Walkability is influenced by several factors including proximity to one's destination (for example work or school), the quality of pedestrian facilities, availability of parks and public spaces, urban density, mixture of uses and the presence of a defined urban centre.

WINNIPEG ABORIGINAL YOUTH STRATEGY

The goal of this strategy, passed by City Council in 2008, is to increase the participation of Aboriginal youth in the overall City system; which includes programs, services and employment. The Strategy supports the efforts of Aboriginal based community services that are culturally relevant and accessible to Aboriginal youth.

ZONING

Zoning classifies of a city's land into specific "zones" that regulate the use, size, height, density and location of buildings and activities permitted in them. These zones are set out in zoning by-laws, as required in Winnipeg, by the City of Winnipeg Charter Act (see City of Winnipeg Charter).



A SUSTAINABLE WINNIPEG



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The A Sustainable Winnipeg Direction Strategy includes contributions from across the Public Service, including:

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A SUSTAINABLE WINNIPEG

THIS IS A DRAFT

A SUSTAINABLE WINNIPEG IS STILL IN DRAFT FORM. IT WAS CREATED THROUGH SPEAKUPWINNIPEG AND CONVERSATIONS WITH MORE THAN 40,000 WINNIPEGGERS.

A Sustainable Winnipeg is one of four Direction Strategies supporting **OurWinnipeg**. It is based solidly on the voices of Winnipeggers, commencing with the visions shared by participants at the **Mayor's Symposium on Sustainability**, held April 25, 2009, and augmented by the input received through the comprehensive **SpeakUpWinnipeg** citizen involvement process.

A Sustainable Winnipeg is an integrated community sustainability strategy with a 25-year time horizon. It is built on solid sustainability principles supporting the three dimensions that comprise sustainability – economic, environmental and social. The Strategy seeks to shape

today's decisions and actions to set a direction that will work in times of growth and change with the goal of creating the community we want for our children and grandchildren.

The Strategy sets forth five Key Directions that mobilize our commitment to a sustainable city, and position the City of Winnipeg to lead by example in this journey. It is a framework for the creation of sustainability indicators for all components of **OurWinnipeg** and accompanying Direction Strategies, to track progress towards achieving Winnipeg's vision for a sustainable community: "Living and Caring Because We Plan on Staying".



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01 INTRODUCTION

Society is in the midst of a fundamental shift. People from all walks of life realize that the way we currently live cannot be maintained without posing a significant challenge to quality of life for those who come after us. The City of Winnipeg is committed to taking a lead role in creating a sustainable community.

STEPPING TOWARDS A SUSTAINABLE WINNIPEG

A **Sustainable Winnipeg** is an integrated community sustainability strategy with a 25-year time horizon. It is built on solid sustainability principles and citizens at the Mayor's Symposium on a Sustainable Winnipeg. Its key directions align with the City of Winnipeg's vision for a sustainable community: "Living and Caring Because We Plan on Staying."

A **Sustainable Winnipeg** is one of four Direction Strategies, together with **Complete Communities**, **Sustainable Transportation** and **Sustainable Water and Waste**, created to support **OurWinnipeg**, Winnipeg's municipal development plan for 2010- 2035.

All four Direction Strategies, together with **OurWinnipeg** itself, have been created with sustainability as their overarching framework— all directions, strategies and actions have been constructed on this principle. Every aspect of this plan has been

crafted by carefully considering economic, environmental and social sustainability in recognition of their interconnected nature.

While they do not appear as specific categories within **OurWinnipeg**, this is because sustainable thinking has been fully integrated with and embedded in all the action planning and the implementation process.

HOW TO USE THIS DOCUMENT

A **Sustainable Winnipeg** contains key directions and actions that mobilize our commitment to creating a sustainable city. It also contains a framework for the development of sustainability indicators for all components of **OurWinnipeg** and its accompanying Strategy Directions. These not only offer Winnipeggers opportunity today, they also ensure opportunity for future generations.

The document organizes directions and strategies into five priority areas:

- > Lead by example to build the foundation for **A Sustainable Winnipeg**
- > Track progress
- > Integrate sustainability into decision-making for City services and operations
- > Create and invest in sustainability tools
- > Continue to respect and value our natural and built environment

Each priority begins with an introduction and a summary of what we learned through **SpeakUpWinnipeg** and is followed by directions and enabling strategies for moving forward. Directions and enabling strategies from **OurWinnipeg** and the other three Direction Strategies that explicitly incorporate aspects of sustainability have been woven into the five sections, reflecting and reinforcing their interconnectedness. This has been done to provide a comprehensive overview, in a single document, of the multitude of sustainability strategies involved. To facilitate access to more detailed information, references are provided for directions and strategies drawn from the other documents in the **OurWinnipeg** suite.

The framework for tracking Winnipeg's progress on its sustainability journey is outlined in **Section 06 Track Progress**. A comprehensive set of sustainability indicators will be established to support regular checks on where we are and how far we have to go.

The measurement framework will be a new sustainability planning tool for Winnipeg. The City of Winnipeg has used a variety of measurement methodologies in the past but has not used a broad-scale approach that is formally integrated into the decision making process.

THE MUNICIPAL ROLE

There are areas within other governments' mandates, such as housing and poverty, which are critical to the overall well-being of the city.

Many of these areas are not within the City of Winnipeg's mandate. As a result, the City is not in a position to take a leadership role in these areas, nor does the service delivery requirement for them reside within the municipal mandate.

Because of their importance **OurWinnipeg** considers and recognizing the City's role as a contributor and partner to other levels of government or to community organizations.

02 WHAT IS SUSTAINABILITY?

Sustainability is an issue for all communities, from small rural towns, to large metropolitan areas. On April 25th, 2009, the Mayor and the Council committed to creating a sustainable Winnipeg.

Perhaps the most commonly referenced definition for sustainability comes from the report entitled “Our Common Future” from the United Nations World Commission on Environment and Development, which defines sustainable development as “development that meets the needs of the present without compromising

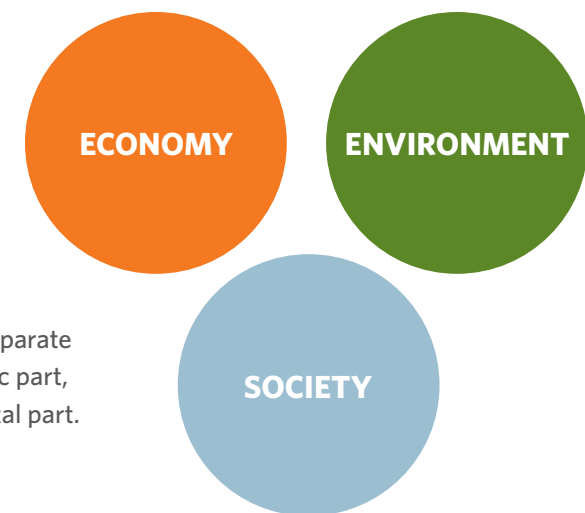
the ability of future generations to meet their own needs”.
<http://www.un-documents.net/wced-ocf.htm>

Sustainability is related to the quality of life in a community—the economic, social and environmental systems that make up the community provide a healthy, productive, meaningful life for all community residents, present and future.

In their **Policy Statement on Environment and Sustainable Development**, the Federation of Canadian Municipalities (FCM) states:

Sustainable development means pursuing economic prosperity, fiscal responsibility, environmental quality, cultural enrichment and social equity, all at once. For municipalities, it means making financially sustainable strategic decisions and implementing operational changes that support broader social, economic, cultural and environmental objectives.

A COMMUNITY AS THREE SEPARATE PARTS



A view of community as three separate and unrelated parts: an economic part, a social part and an environmental part.

figure 02a

When society, economy and environment are viewed as separate and unrelated parts of a community, the community's problems are also viewed as isolated issues, as in figure 02a. Economic development councils try to create more jobs. Social needs are addressed by health care services and housing authorities. Environmental agencies try to prevent and correct pollution problems.

This piecemeal approach can have unintended side-effects:

Solutions to one problem can make another problem worse.

Creating affordable housing is a good thing, but when that housing is built in areas far from workplaces, the result is increased traffic and the pollution that can come with it.

Piecemeal solutions tend to create opposing groups.

How often have you heard the argument 'If the environmentalists win, the economy will suffer,' and its opposing view 'If business has its way, the environment will be destroyed.' Piecemeal solutions tend to focus on short-term benefits without monitoring long-term results.

Rather than a piecemeal approach, we need to view the community in ways that take into account the interconnection between the economy, the environment and society. A better picture of a sustainable community is the circles within circles shown in figure 02b.

As this figure illustrates, the economy exists entirely within society, because all parts of the human economy require interaction among people. However, society is much more than the economy. Friends and families, music and art, religion and ethics are important elements of society but are not primarily based on the exchange of goods and services.

Society in turn, exists entirely within the environment. Our basic requirements— air, food and water— come from the environment, as do the energy and raw materials for housing, transportation and the products we depend on.

AN INTERCONNECTED COMMUNITY

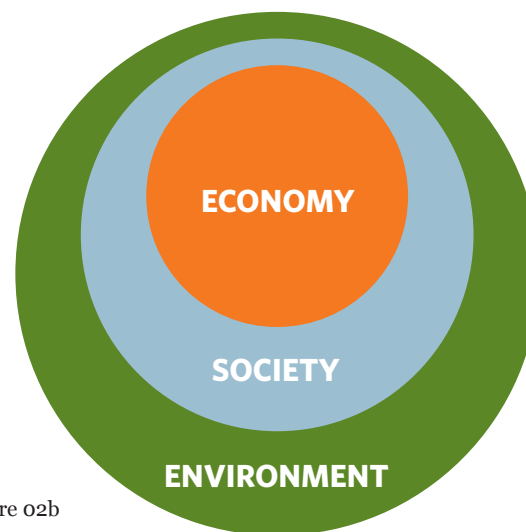


figure 02b

A view of community as three concentric circles: the economy exists within society, and both the economy and society exist within the environment.

Finally, the environment surrounds society. At an earlier point in human history, the environment largely determined the shape of society. Today the opposite is true: human activity is reshaping the environment at an ever-increasing rate. The parts of the environment unaffected by human activity are getting smaller all the time. However, because people need food, water and air to survive, society can never be larger than the environment.

Sustainability requires managing all households—individual, community, national and global—in ways that ensure that our economy and society can continue to exist without destroying the natural environment on which we all depend. Sustainable communities acknowledge that there are limits to the natural, social and built systems upon which we depend. Key questions asked in a sustainable community include whether we are using a particular resource faster than it can be renewed and whether or not we are enhancing the social and human capital upon which our community depends.

WINNIPEGGERS WANT SUSTAINABILITY

Like in other cities, the people of Winnipeg are looking to create the community we want for our children and grandchildren. To do this well, today's decisions and actions need to set a direction that will work both in periods of decline and in periods of growth. This means answering two core questions:

- > How can we balance economic benefits and risks with potential consequences for our environment, our society and our culture?
- > How can we foster our natural environment while developing our economy?

Through **SpeakUpWinnipeg**, we've learned that Winnipeggers want their municipal government to be a leader, championing choices and opportunities to live in a sustainable way.

Citizens have told us they want a future which includes opportunities for people of all ages, abilities and walks of life to live, work and play in the same community. It includes a sustainable transportation system that connects Winnipeg's communities. In our sustainable city, tree-lined streets and trails and pathways are ribbons of green or white that link neighbourhoods and a diverse system of parks, open spaces and natural areas. Vibrant and safe neighbourhoods, including the Downtown, offer clean, animated streets and walkways, quality entertainment and shopping and thriving residential communities.



Photo: Economic Development Winnipeg

03 OURWINNIPEG'S SUSTAINABILITY PRINCIPLES

Drawing on contributions from thousands of **SpeakUpWinnipeg** participants, the vision statement for creating the kind of city Winnipeggers want in 25 years is:

OURWINNIPEG:
living and caring because we plan on staying.

This statement considers future generations' social, economic and environmental wellbeing in the decisions we make today. It's a recognition that the survival of future generations is our responsibility and that when we act, we need to consider how those actions will affect future generations.

Photo: Ruehle Design



That vision is guiding the creation of **OurWinnipeg**, and as a long-term plan, it will be guided by supporting sustainability principles:

INCLUDE EVERYONE: goals and actions need to consider all Winnipeggers and address accessibility.

WORK TOWARDS EQUITY: opportunities and access should be shared.

MAKE DECISIONS TRANSPARENTLY: decision making processes should be as clear and as open as possible.

BE CONTINUOUS AND RESILIENT: the plan needs to be permanent, but it also needs to respond to new opportunities and threats, like Peak Oil.

EVERYTHING SHOULD ALIGN: every part of the plan, from its vision, through to its goals, objectives, targets and measurement need to work together.

MEASURE PROGRESS: every goal needs targets, indicators and regular measurement, and results should be reported.

ADAPT: lessons learned from measurement and experience should lead to changes, and new ideas should be accommodated.

PROMOTE SUSTAINABLE THINKING: deal with the causes of our challenges to sustainability, some of which are based on habits and old ways of doing things.

HUMAN ELEMENT: address the social dimension of change - raise awareness, educate and support change towards sustainable behaviour.

SET GOALS: measure progress using targets, indicators and regular measurement; report results.

04 THE OPPORTUNITY FOR CHANGE

Canada has long been recognized internationally as a country with a high quality of life. In 2009, Canada was ranked fourth in the world among developed countries for quality of life, based on the UN's Human Development Index (HDI). The HDI is a composite statistic used as an index to rank countries by level of "human development" and separates developed, developing, and underdeveloped countries. The statistic is derived from data collected on life expectancy, education, and GDP at the national level.

POPULATION GROWTH

Winnipeg is poised to change significantly in the next few decades (figure 04a). Our population growth is outpacing our supply of land for development, and Winnipeggers are increasingly committed to looking for environmentally, socially and economically sustainable solutions.

That means we face new challenges. It also means we have new opportunities in answering new kinds of questions:

- > How will we accommodate and take advantage of this level of growth while ensuring that our city stays liveable, desirable and affordable?
- > How will we make sure that this growth benefits all Winnipeggers?
- > How will we find room for almost 83,000 new households while maintaining and enriching what we value most?

FCM sees the current reality of Canada's municipalities in this way:

Our cities and communities are at a tipping point. The choices we make now will either allow Canada to fulfill its promise, or cause us to miss the opportunities open to a country with reservoirs of talent, technology and resources.

With the right choices, the Canada of 2030 will be a prosperous and connected country, with efficient, sustainable transportation moving goods efficiently from port to city to countryside, and people from home to work and school and back again. It will have vibrant cities that welcome talented people from around the world. Governments will work together to find long-term solutions to common problems—regardless of jurisdiction—based on the best interests of Canadians.

SIGNIFICANT GROWTH FORECASTED (ADJUSTED TO 2008 BASE)

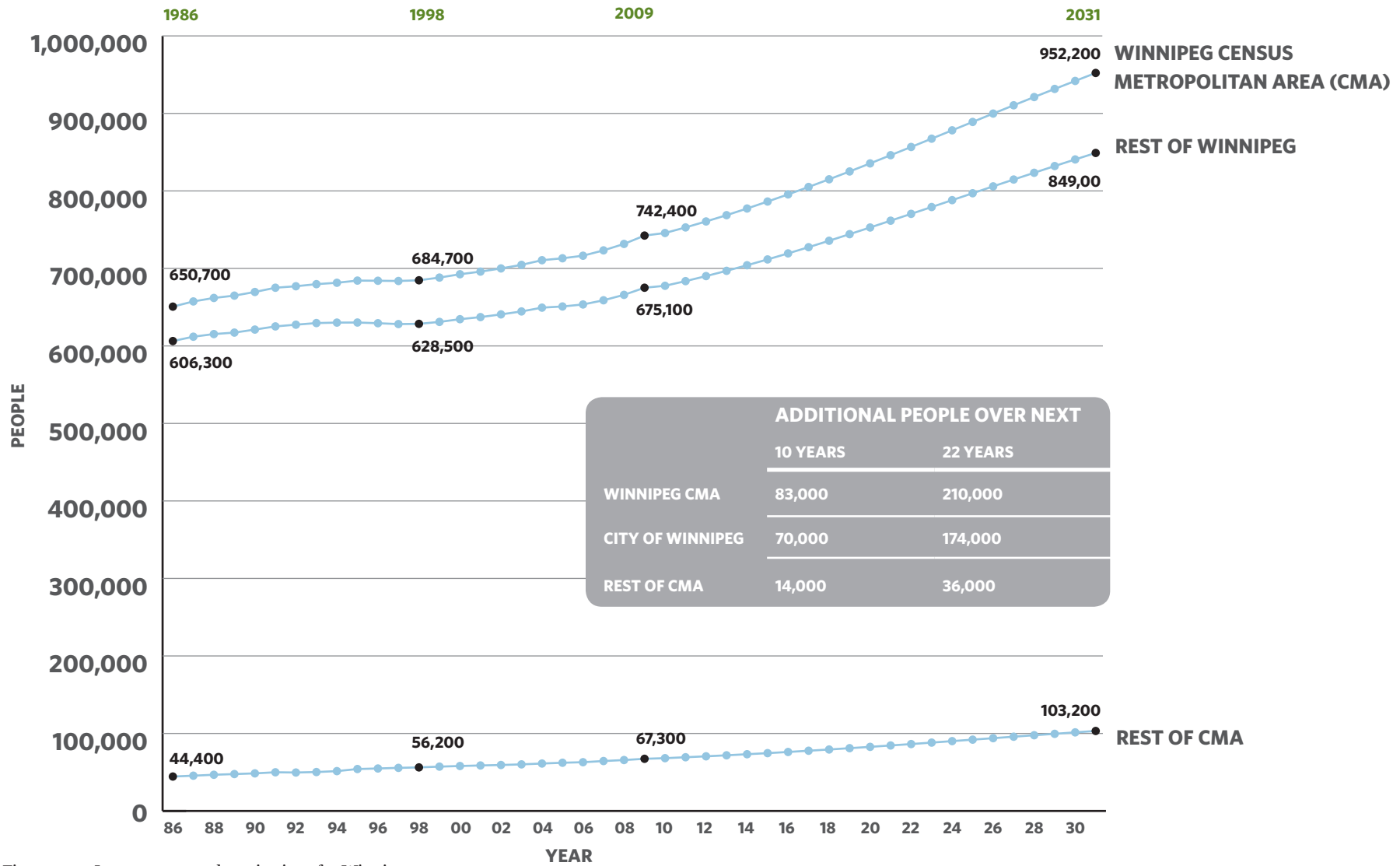


Figure 04a , Long term growth projections for Winnipeg
Source: Conference Board of Canada, winter 2007

EQUITY AND OPPORTUNITY

To be a competitive city, Winnipeg has been doing its part to foster inclusion and equity, support diversity and engage newcomers to our city. The ongoing involvement, participation and wellness of our diverse communities in shaping the future of Winnipeg is critical—especially for growing communities such as Aboriginal Winnipeggers and International Newcomers. Providing opportunity for all is important to our city’s competitiveness. All Winnipeggers must have an opportunity to participate—socially and economically. We recognize that our success as a city depends on the well-being and contribution of all Winnipeggers.

INFRASTRUCTURE

Infrastructure is a critical issue facing all Canadian municipalities. A report prepared by the Winnipeg Public Service in July 2009 calculated the City’s total infrastructure deficit at \$7.4 billion for existing and new strategic infrastructure over the next 10 years (in constant 2009 dollars) (figure 04b). The City of Winnipeg is committed to working with other levels of government on sustainable infrastructure funding strategies and to applying creativity and innovation in addressing infrastructure needs.

ECONOMIC PROSPERITY

According to the Conference Board of Canada, Winnipeg is expected to enjoy a relatively healthy economy over the next 25 years, thanks to a diversifying manufacturing sector, an expanding services sector and solid employment growth.

A high level summary of key economic indicators for Winnipeg to 2030 paints a positive picture of a community with a steady economic engine:

- > From 2007 to 2030, population growth is expected to average 1.1 per cent per year, while real gross domestic product (GDP) growth is forecast to average 2.5 per cent per year.
- > Although the population will age as baby boomers enter retirement age, rising immigration will help support growth in Winnipeg’s labour force.
- > Winnipeg is expected to attract an average of 8,700 net international migrants each year from 2007 to 2030.
- > Sound employment prospects and relative housing affordability will boost inter-provincial and intercity migration to Winnipeg.

Winnipeg cannot simply rest comfortably on this forecast, as other cities in Canada and beyond are aggressively competing to attract and retain business, development and residents. In addition to continuing to focus on “the basics” of infrastructure, the City needs to collaborate on key quality of life issues. Winnipeggers have stated that they want a competitive city that generates opportunities for business and residents, that provides a clean, safe environment for its citizens and visitors, that encourages innovation and supports sustainability, that leads in certain business and education fields, that offers a range of options for recreation, housing and lifestyles and that celebrates its unique status as a centre for arts and culture.

GROWING INFRASTRUCTURE DEFICIT

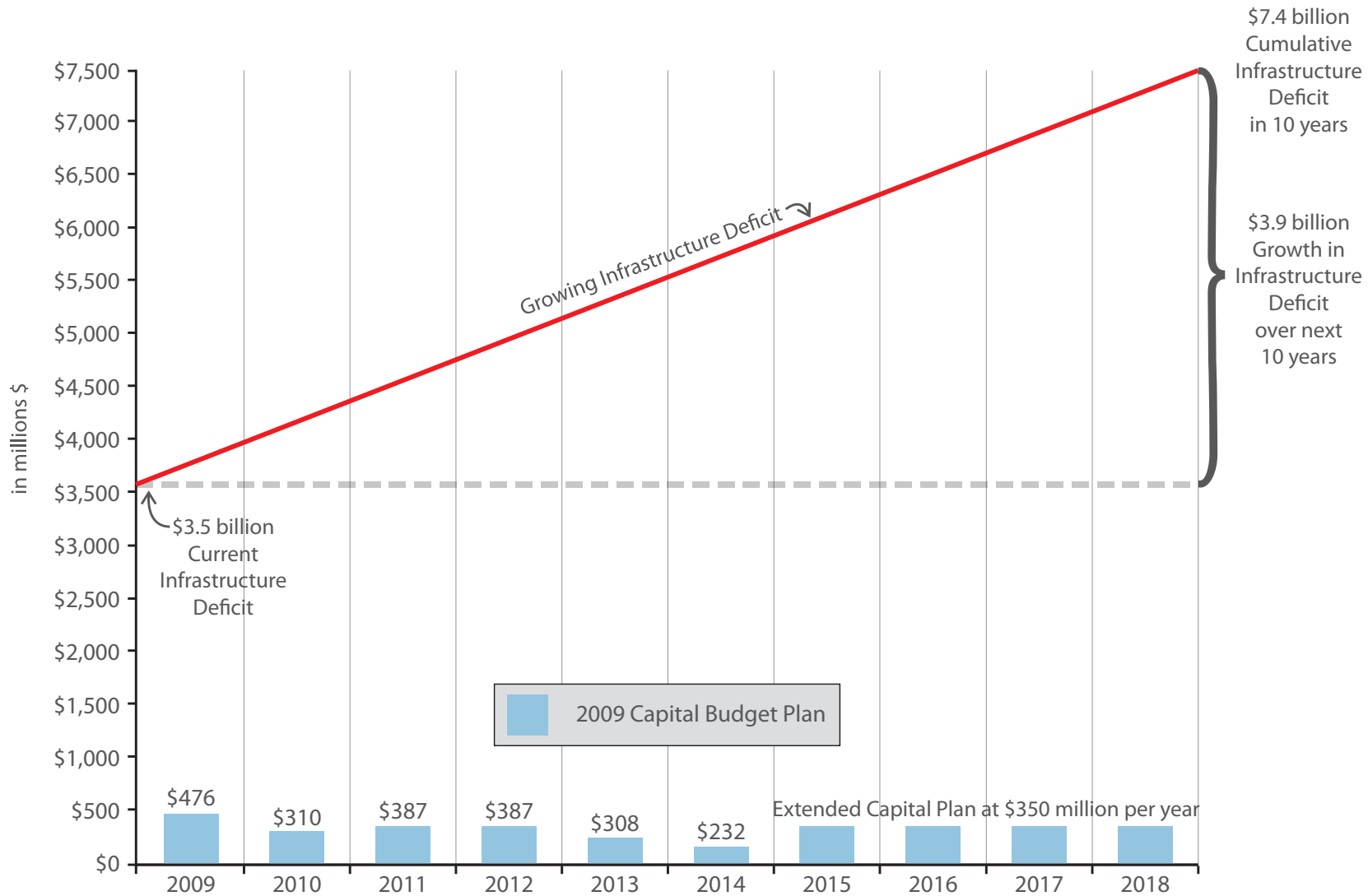


Figure 04b , City of Winnipeg 10 year infrastructure deficit

HEALTHY COMMUNITIES

“You are where you live.”

Where we live can affect our health and our life chances in many ways—the quality of the air, soil and water; opportunities for exercise and recreation; access to healthy food; our personal safety; the availability of jobs; the existence of social networks.

LAND SUPPLY AND AFFORDABILITY

Housing affordability is affected by many variables, of which land cost is one. An adequate and managed supply of land available for development is one aspect of protecting housing (and, more broadly, development) affordability. By using an urban structure, the City can balance growth in new and existing areas of the city.

(See: Complete Communities)

WHAT IS AN URBAN STRUCTURE, AND WHY DOES OUR WINNIPEG USE ONE?

An urban structure is a planning tool that differentiates between areas of the city based on their period of growth and descriptive characteristics. This approach recognizes the uniqueness of different neighbourhoods and provides the basis for fitting policies and strategies to the specific development opportunities and limitations in each area of the city. For a city like Winnipeg that is anticipating significant growth and change, an urban structure provides a way to focus change in places where it has positive social, economic and environmental results. Regular updates to the urban structure based on actual changes will keep it current and ensure that it contributes to the overall **OurWinnipeg** vision and directions.



CLIMATE CHANGE

Resulting from an accumulation of greenhouse gases (GHG) in the atmosphere, climate change is recognized as a serious global environmental problem. The concentrations of population, investment, infrastructure and vehicles make cities highly susceptible to the potential effects of climate change.

Political and public debate continues regarding climate change. Most national governments have signed and ratified the Kyoto Protocol aimed at reducing greenhouse gas emissions.

Recognizing the importance of dealing with climate change, on November 25, 1998, the City of Winnipeg committed to the Federation of Canadian Municipalities (FCM) Partners for Climate Protection (PCP) and is now one of more than 200 Canadian municipalities committed to the development and implementation of a climate change action plan detailing how specific greenhouse gas emissions targets will be met and how progress will be measured.

Our environment is the foundation for our economic and social health, and collectively, we need to continue to take responsibility for it. Our actions should contribute to the protection of the natural environment locally, regionally and globally, both for our own well-being and for future generations.

Engineered Compost Systems (ECS)



ECS Composting



Gore System - Edmonton



Open Windrow & Bag Systems



ECS Enclosed Composting

Source: AECOM

05 THE FOUNDATION: LEADING BY EXAMPLE

Citizens look to their governments to provide and demonstrate leadership, incorporating the values of the community into all aspects of their service provision. This is especially true of the municipal government level, as it has the most visible day to day impact on their lives. Leadership in sustainability is no different, and in fact may be more critical. Although citizens want to live in sustainable ways, many are unsure how to do this in their daily lives or what new choices and ways of doing things are actually the best courses of action.

The City of Winnipeg will work to embed sustainability into internal decisions and actions and into public programs and policies to create a solid foundation for advancing sustainability on a community-wide basis.

WHAT WINNIPEGGERS TOLD US

Through **SpeakUpWinnipeg**, Winnipeggers were emphatic that their municipal government should take leadership in making Winnipeg sustainable. Some of their ideas were:

- > Launch in-house programs and initiatives that advance sustainability.
- > Embed sustainability into policies and decisions that have an impact on the community.
- > Work in partnership with the communities, businesses and other public sector agencies to achieve our vision of a sustainable Winnipeg.
- > Make sustainability a focus for both City operations and community initiatives.

DIRECTION 1: BUILD A CULTURE OF SUSTAINABILITY WITHIN THE CITY'S PUBLIC SERVICE THROUGH AN ONGOING SUSTAINABLE WORKPLACE INITIATIVE.

ENABLING STRATEGIES:

- > Provide ongoing orientation and learning opportunities for employees regarding sustainability as a core component of the City's culture and the role they play in advancing sustainability through their actions and decisions.
- > Identify key behavioural changes required to move the organization towards a more sustainable delivery model, and utilize social marketing and other tools to shift to more sustainable behaviours.
- > Create tools and information sources for employees to assist in awareness building and knowledge development regarding sustainability.
- > Create employee networks and other mechanisms to coordinate sustainability-related activities within the civic organization.
- > Implement a code of practice to encourage socially, economically and environmentally-responsible methods, applications and procedures in civic operations.
- > Coordinate sustainability activities within the public service.

DIRECTION 2: INCORPORATE SUSTAINABLE PRACTICES INTO INTERNAL CIVIC OPERATIONS, PROGRAMS AND SERVICES.

ENABLING STRATEGIES:

- > Develop and maintain a sustainability directive for the Winnipeg Public Service to embed sustainable thinking and action into the City of Winnipeg's operations.
- > Identify potential changes to business practices to reduce resource use, and develop a plan to incorporate changes.
- > Create a corporate waste diversion strategy for the organization, including baselines and benchmarks.
- > In partnership with the community, create and maintain a **Climate Change Action Plan** to reduce the City of Winnipeg's corporate greenhouse gas emissions by a further 20% below 1998 levels.
- > Establish corporate greenhouse gas reduction targets for 2020 and 2035.
- > Green the City's fleet operations through a plan that includes direction on anti-idling, efficient vehicles, use of alternate fuels and the right-sizing of the fleet.
- > Investigate opportunities to sell greenhouse gas emission reductions as carbon-offset credits.
- > Solicit input from citizens and other interested parties on potential innovative funding tools to support sustainability efforts.

DIRECTION 3: PROMOTE CITIZEN AWARENESS OF SUSTAINABILITY

ENABLING STRATEGIES:

- > Assist in knowledge and awareness development regarding sustainability by linking citizens to easily accessible tools and information sources.
- > Support programs and initiatives that recognize and reward sustainable planning and actions for citizens and businesses.
- > Enhance volunteer contributions to sustainability efforts within civic programs and initiatives through innovative recruitment, allocation and recognition efforts.

DIRECTION 4: ESTABLISH PARTNERSHIPS WITH COMMUNITIES, BUSINESSES AND OTHER PUBLIC SECTOR AGENCIES TO ACHIEVE JOINT GOALS TOWARDS A SUSTAINABLE WINNIPEG.

ENABLING STRATEGIES:

- > Create tools to assist the Winnipeg Public Service in identifying and assessing potential partnerships for sustainable programs, services and initiatives.
- > Maintain strong working relationships with organizations, businesses, other levels of government and non-governmental organizations with sustainability mandates, acknowledging their contributions to sustainability and seeking to involve them in mutually beneficial sustainability opportunities.
- > Consider the creation of dedicated resources to support and leverage potential sustainability partnership opportunities that may be presented to the City.
- > Partner with non-governmental organizations, business and other levels of government to access or develop tools that strategically enhance the technical and social capacity of individuals and organizations interested in enhancing Winnipeg’s sustainability. These enhancements could be in areas such as sustainable procurement, local food opportunities, addressing poverty, literacy, green energy, education and awareness, sustainable design, water and energy efficiency.



Title: land/mark; Artists: Jacqueline Metz & Nancy Chew
Location: Bishop Grandin Greenway (near NW corner of Bishop Grandin & St Anne’s Road)
Media: aluminum, granite; Date: 2009; Photo: Robert Tinker

DIRECTION 5: ACHIEVE PROSPERITY THROUGH A CITY COMPETITIVENESS STRATEGY.

(See OurWinnipeg, Section 01, “A City that Works”)

ENABLING STRATEGIES:

- > Provide efficient and focused civic administration and governance.
- > Provide sound municipal management.
- > Provide a predictable and cost-effective business environment that promotes investment and growth.
- > Maintain strong intergovernmental cooperation.
- > Collaborate with all public, private and community economic development agencies to advance economic advantages.
- > Encourage activities beneficial to Winnipeg’s economy.
- > Demonstrate visionary civic leadership and commitment to sustainable long-term planning.
- > Plan for a rising share of employment growth and productivity.
- > Create favourable conditions for development that is consistent with the principles and goals of Complete Communities.

DIRECTION 6: TAKE ACTION TO SUSTAIN A VIBRANT AND RESILIENT WINNIPEG

(See OurWinnipeg)

ENABLING STRATEGIES:

- > Take leadership in supporting a safe Winnipeg.
- > Support diverse housing choices.
- > Foster an inclusive community.
- > Collaborate to address poverty.
- > Take leadership in providing accessible recreation and wellness services for Winnipeggers.
- > Build and sustain neighbourhood vitality.
- > Support lifelong learning & literacy.
- > Help create age-friendly and accessible communities.
- > Take leadership in supporting the significant contribution of culture and the arts to Winnipeg’s quality of life.
- > Conserve, protect and celebrate Winnipeg’s heritage.

06 TRACK PROGRESS

Through **SpeakUpWinnipeg**, we have set a vision and directions for **OurWinnipeg**. In order to track our progress towards this vision, we need a system of measurement and of regular checks to know our standing in relation to established goals.

Measurement will support continuous improvement in a sustainable Winnipeg City as we strive to obtain our objectives and position Winnipeg as the leading sustainable city in Canada.

WHAT WINNIPEGGERS TOLD US

Through **SpeakUpWinnipeg**, Winnipeggers expressed a strong desire and even a demand for accountability, transparency and measurement in City decision-making and processes.

Winnipeggers want their civic government to ensure efficiency and effectiveness by measuring progress, and they want ready access to that information. They want to be informed about progress and to be able to see for themselves where they can make contributions to our long-term sustainability.

DIRECTION 1: THE CITY OF WINNIPEG WILL USE AND REGULARLY REPORT ON A SET OF SUSTAINABILITY INDICATORS, DEVELOPED TO MEET BEST PRACTICES FOR SUSTAINABLE DEVELOPMENT PLANNING.

ENABLING STRATEGIES:

- > Involve the community in developing and refining a set of indicators. These indicators should be based on best practices in other municipalities, including the Bellagio STAMP (See Sidebar, “The Bellagio STAMP, pg 24).
- > Continue as an active partner in the Community Indicator System (PEG) project together with the United Way of Winnipeg, the International Institute for Sustainable Development, the Assembly of Manitoba Chiefs, the Province of Manitoba and other supporters.
- > Produce an annual **Sustainability Report** that details indicator measurements, summarizes progress towards sustainability targets and points the way for continuous improvement.
- > Use the sustainability indicators and sustainability reporting process as a formal input for ongoing planning, decision-making and improvement efforts.

06-1 A FRAMEWORK FOR SUSTAINABILITY MEASUREMENT

WHAT IS A SUSTAINABILITY INDICATOR?

Indicators are one kind of measurement tool. An indicator helps us understand where we are, which way we are going and how far we are from where we want to be. Sustainability indicators reflect the reality that social, environmental and economic realms are tightly interconnected, as shown in figure 06a.

For communities interested in improving overall economic, social or environmental sustainability, indicators can help point the way to a better future by serving as a planning and decision making tool. Indicators also serve an important engagement and communication role. Measurement of progress towards a shared vision can generate discussion among people with different backgrounds and viewpoints, and in the process, help identify opportunities for community collaboration and involvement in achieving shared goals.

THE BELLAGIO STAMP

In 1996, the International Institute for Sustainable Development (IISD) brought together an international group of measurement practitioners and researchers to review progress on sustainability development and to synthesize insights from practical ongoing efforts. The results were published as the **Bellagio Principles**. The Principles have been used for assessing progress toward sustainability by local and international organizations and have recently been updated (October 2009) through new work by the IISD and the Organization for Economic Cooperation and Development (OECD). They are now called the **Bellagio STAMP: SusTainability Assessment and Measurement Principles**.

You can find out more about the **Bellagio Principles** online at:

http://www.iisd.org/pdf/2009/brochure_bellagiostamp.pdf

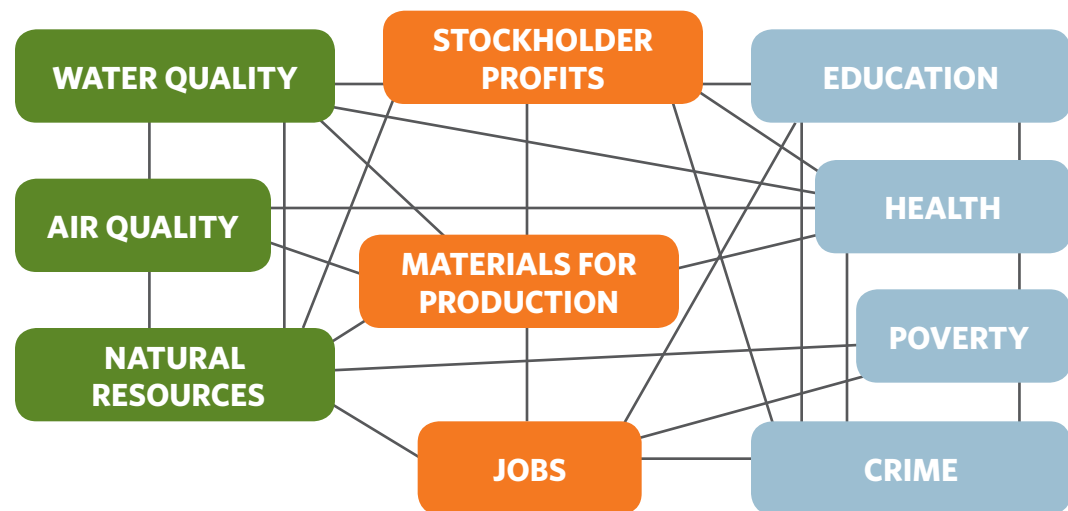


Figure 06a, the Interconnection of Realms in Sustainability Indicators.

HOW WILL INDICATORS BE SELECTED?

The selection of indicators is a critical step in the process of developing a measurement system. Indicators need to be meaningful, valid (they measure what they're intended to measure), easy to understand and able to be measured in a practical way. Further conversation with the community is needed before their final selection. The City intends to apply the **Bellagio STAMP**, which captures globally-recognized best practices, to guide the process of developing a measurement system (See Sidebar, "The Bellagio STAMP", pg 24).

OURWINNIPEG MEASURES UP

Measuring where we're at and whether we're progressing towards the vision of **OurWinnipeg** requires choosing indicators and setting targets.

Currently, only a few indicators have been selected, often through programs or projects the City of Winnipeg is already involved in. Additional indicators will need to be chosen to ensure all aspects of **OurWinnipeg**— social, environmental and economic priorities — are able to be tracked over the long term.

We will only be able to see the impact of policies and actions by the City with a balanced set of measures. With this important information, the City can consider the effectiveness of its approaches over the long term and can fully enable partners to contribute to the shared vision for **OurWinnipeg** by reducing barriers or dynamically aligning incentives to desired outcomes.

Tools like the **Bellagio STAMP** can help guide the process of choosing appropriate and meaningful things to measure, but the actual process of choosing which indicators to use will have to consider community priorities and the data that is either already available or able to be gathered efficiently. An open community dialogue on the selection of indicators will take place in the 12 months following adoption of the plan.

In most cases, the setting of specific targets for change (for example, real or percentage-based increases or reductions in a given area) is a decision to be considered by City Council. Council will consider the short and long-term social, economic and environmental implications of each target before making a decision.

HOW WILL THE SUSTAINABILITY INDICATORS BE USED?

AS AN OVERALL MEASURE OF PROGRESS TOWARDS OUR VISION.

Over time and with regular measurements, the indicators will provide a clear picture of our progress towards our vision. This transparent measurement is important to ensuring that **OurWinnipeg** is effectively guiding the city in the way Winnipeggers want.

AS A PLANNING AND DECISION-MAKING TOOL.

The understanding of progress, trends and pressures gained from the indicators will be used as factors in budgeting, service planning and policy/program review. Since many planning issues involve multiple levels of government, the indicators must also assess the results of joint action and ongoing intergovernmental collaboration. The information will be available to the public. Community organizations, businesses and partners can use it to help inform their own planning.

AS A PLANNING COMMUNICATION TOOL.

As an important and easy to understand part of the sustainability reporting process, the indicators can be used to communicate progress, change and opportunities for community involvement on shared goals.



Title: The Spence Community Compass: Finding Home
Artist: Leah Decter and the Spence Neighbourhood Association through the WITH ART Program
Location: Furby Park (on Furby Street, north of Ellice Avenue)
Media: tile mosaic, concrete, text, indigenous plants
Date: 2008
Photo: cam bush
Source: Winnipeg Arts Council

07 INTEGRATE SUSTAINABILITY INTO INTERNAL DECISION-MAKING

“Integrating sustainability” means that environmental, social and economic factors are incorporated into decision-making. Communities are increasingly integrating sustainability into their key business processes for different reasons, whether to manage new risks, gain business opportunity or extend their role in society.

Companies develop and use standard business processes to run every aspect of their operation. These processes provide a set of platforms for material sustainability factors to be built into corporate activities.

Sustainability has become a core part of business for many companies. Leaders are integrating sustainability into the full cycle of business processes, from strategic and business planning, to business development, risk management, project management, disclosure and assurance. Strong governance and accountability structures, as well as stakeholder engagement, provide the foundation for this integration of sustainability factors.

Sustainability has provided the foundation for **OurWinnipeg**, and its four supporting Direction Strategies have been developed on this same foundation and through the same integrated planning process. For the first time, Winnipeg’s transportation, water and waste infrastructure, land use and planning processes have been conducted in concert, interweaving the principles and components of each discipline while applying the lenses of economic, environmental and social sustainability.

The result of this integrated planning process are sustainability-focused strategies that are integrated, that leverage immediate, intermediate and long term goals and that build on principles as they move Winnipeg closer to achieving its vision: Living and caring because we plan on staying.

Strategies are now required to embed sustainability into ongoing decision-making efforts across the organization.

DIRECTION 1: STRENGTHEN EXISTING INTEGRATED DECISION-MAKING AND PLANNING MECHANISMS, AND BUILD NEW MECHANISMS WHERE REQUIRED.

ENABLING STRATEGIES:

- > Create and maintain an integrated community sustainability plan for Winnipeg.
- > Ensure that decisions are made with due consideration to the social, economic and environmental implications by incorporating a sustainability framework and lens into key internal processes, including capital and operating budget development and review, service planning and both formal and informal reports.
- > Use sustainability indicators to guide high-level decision-making.
- > Implement pilot and demonstration projects to drive efficient and focused service provision, based on the sustainability indicators.
- > Develop new policies and practices— and revise those already existing— to incorporate sustainability into the City’s actions, processes and services.
- > Utilize full-cost accounting methodologies in decision-making to ensure that all costs and benefits are considered across social, economic and environmental dimensions.



A Sustainable Winnipeg > Integrate Sustainability into Internal Decision-making

08 CREATE AND INVEST IN SUSTAINABILITY TOOLS

The greatest challenge in creating a dynamic and responsive integrated community sustainability plan lies in smoothly transitioning from planning to implementation and maintaining momentum beyond the first year. Overcoming that challenge makes the difference between a plan of action and one that sits on a shelf. Embedding the tools required to support planned sustainability strategies directly into the plan document bridges that divide, grounding the plan in reality and making the plan accessible to all.

OurWinnipeg and its supporting Direction Strategies have sustainability woven into their fabric. Each of the Direction Strategies is also replete with tools that support sustainability and that link planning with implementation. This section summarizes the breadth of sustainability implementation tools that have been embedded into **OurWinnipeg** and its four Direction Strategies, along with references for finding the strategy detail in each relevant document.

08-1 COMPLETE COMMUNITIES

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

The Vision Statement for **Complete Communities** articulates the preferred direction moving forward:

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

THE IMPLEMENTATION 'TOOLBOX'

A variety of tools will be employed to make sure that proposed projects that align with **Complete Communities** objectives are approved in a timely manner. These tools will include some existing fiscal, planning and sustainability tools but will also include new and innovative tools, such as strategic investment in infrastructure, partnerships and demonstration projects.

08-1a TOOLS TO SUPPORT THE IMPLEMENTATION OF SUSTAINABLE COMPLETE COMMUNITIES

PLANNING

Planning is a key tool for implementing **Complete Communities**. The successful implementation of **Complete Communities** as a Direction Strategy largely depends on whether its policies can effectively guide development. This will rely on a variety of planning tools, ranging from statutory plans with their own localized policies guiding an area's growth, to non-statutory concept plans also able to guide an area's growth.

A key planning tool will be the Complete Communities Checklist. The Checklist, to be developed in partnership with the development community and be endorsed by Council, is a non-regulatory evaluation tool that provides a consistent and comprehensive guide to 'Complete Communities' objectives. It is meant to facilitate a collaborative conversation with developers and inform the development application and approval process.

**CAPITAL BUDGET/
INFRASTRUCTURE ALIGNMENT**

When anticipated growth is likely, capital forecasts can be aligned to budgeting for growth-related infrastructure requirements. These timely investments that are consistent with plan objectives can act as an incentive for private investors. Establishing these priority areas for growth brings greater certainty and informs investment decisions over the long-term.

A budget process that is well integrated with other activities of government, such as the planning and management functions, will also provide better financial and programming decisions, leading to improved governmental efficiencies. A process that effectively involves and reflects the priorities and needs of all stakeholders will serve as a positive force in delivering the services that stakeholders want at a level they can afford.

INCENTIVES

The City should provide financial and non-financial incentives to projects that contribute significantly to our sustainability objectives.

Additional innovative tools will be explored on an ongoing basis to facilitate plan implementation.

MEASUREMENT

Effective policy and planning requires an up-to-date understanding of real-world opportunities and challenges. A key tool for implementing Complete Communities will be measurement. Appropriate measures to periodically monitor land supply, growth projections, and actual development patterns will be developed. These measures will be used to adapt the Urban Structure map to reflect changing conditions. Much of the background work for **OurWinnipeg** has established accurate baseline information to work from.

DEMONSTRATION PROJECTS

One of the most critical tools to successfully implement **Complete Communities** may be giving Winnipeggers the opportunity to see the planning possibilities through demonstration projects. The City will work proactively and supportively with the development community and other community stakeholders to demonstrate how the policies and objectives of **Complete Communities** can translate into compatible and sustainable development of the highest quality.

AWARENESS TOOLS (MARKETING)

These tools would be used for promoting the objectives of **Complete Communities**, creating interest from the broader development community and encouraging innovative best practices. Examples of awareness tools include urban design awards, 'green' building awards, sustainable development awards and built heritage awards.

LEADERSHIP, PARTNERSHIP AND SPONSORSHIP

The City will lead by example to support the implementation of Complete Communities. Effective leadership includes:

- > The willingness of organizational and community leaders and decision-makers to endorse the vision, support the policy direction and champion related projects, actions and initiatives.
- > Providing transparency and accountability for results (measurement and reporting).
- > Aligning and adjusting resources and strategies to achieve intended results.

Partnerships involve building capacity towards common and mutually beneficial community objectives by pooling the City's skills and resources with those of agencies, stakeholders, senior government levels, private investors and citizens.

In exchange for individual or organizational recognition, private investors, agencies and citizens can have the opportunity to contribute directly to the creation or enhancement of a community asset, amenity or initiative through sponsorships.

08-2 SUSTAINABLE WATER AND WASTE

The **Sustainable Water and Waste** Direction Strategy for **OurWinnipeg** addresses key sustainability pillars, going beyond environmental issues to consider long-term economic viability and community wellness, innovative approaches to infrastructure delivery and regional service-sharing. The Strategy builds on a number of initiatives currently in progress and provides policy directions that reinforce the City’s approaches to water conservation, wastewater management, stormwater management, solid waste minimization and sustainable asset management.

08-2a TOOLS SUPPORTING THE IMPLEMENTATION OF SUSTAINABLE WATER AND WASTE INFRASTRUCTURE

DEVELOP, ADOPT AND IMPLEMENT THE SUSTAINABLE WATER AND WASTE DIRECTION STRATEGY

- > **TOOL 1:** Endorse **Sustainable Water and Waste** as the primary tool to promote water and waste directions, strategies and actions required to protect public health and safety, ensure the purity and reliability of our water supply and maintain or enhance the quality of our built and natural environments.
- > **TOOL 2:** Within the strategy, apply an integrated and holistic approach to sustainability, going beyond environmental issues to consider long-term economic viability and community wellness, innovative approaches to infrastructure delivery and regional service-sharing.

MANAGE WASTEWATER IN SAFE, SUSTAINABLE WAYS WHILE REMAINING OPEN TO INNOVATION

- > **TOOL 1:** Maintain a Combined Sewer Overflow Management Strategy and Master Implementation Plan
- > **TOOL 2:** Investigate and strategically invest in innovative wastewater technologies, including Water Sensitive Urban Design and green technologies such as naturalized solutions to supplement conventional strategies.

REDUCE STORMWATER RUNOFF

- > **TOOL 1:** Promote strategies to reduce runoff using natural amenities such as Water Sensitive Urban Design (WSUD) and stormwater retention facilities.
- > **TOOL 2:** Develop and apply stormwater runoff reduction and management strategies related to area planning, building siting, urban design, (including streets, sidewalks and parking lots) and traffic calming.

COLLABORATE WITH THE PROVINCE AND CAPITAL REGION MUNICIPALITIES INTERESTED IN SERVICE SHARING.

- > **TOOL 1:** Determine realistic approaches to joint planning, service sharing and tax sharing, in the context of the application of higher level servicing standards and “Green Technologies” related to water, wastewater and stormwater infrastructure, and solid waste disposal.

IMPLEMENT LIFE-CYCLE FULL-COST-OF-SERVICE FUNDING OF CAPITAL PROJECTS

- > **TOOL 1:** Manage investments in physical assets including infrastructure, fleet, and facilities to ensure sustainable and effective procurement, maintenance, replacement and disposal. Introduce a common framework for sustainable asset management (SAM) across all City owned infrastructure.

COMMIT TO THE PROACTIVE MAINTENANCE AND RENEWAL OF EXISTING INFRASTRUCTURE

- > **TOOL 1:** Apply advanced techniques, new technology, best practices, better materials, and innovative products in all infrastructure renewal, rehabilitation, construction, and preventive maintenance programs to maximize return on investment.

BENCHMARK PERFORMANCE TO SUPPORT CONTINUOUS IMPROVEMENT

- > **TOOL 1:** Introduce metrics capable of monitoring the economic, environmental and social performance of infrastructure over time.

08-3 SUSTAINABLE TRANSPORTATION

Urban transportation is a complex system intimately tied to land use planning and urban design. The provision of transportation systems has a large influence on the form of the built environment and people’s quality of life.

Our world is changing at an accelerating pace. Winnipeg is not only part of this global change, it stands to gain by rising to the challenges and seizing the opportunities of this new world. Whether it is becoming a more desirable place for young professionals or becoming a leader in developing sustainable technologies, our transportation system will be central to bringing Winnipeg into the future; it plays a role in everything from neighbourhood safety and family orientation to the efficient delivery of goods and services and commercial viability.

An effective sustainable transportation strategy will help guide decisions through changing times and will ensure that Winnipeg is poised to capitalize on opportunities. The transportation strategy needs to balance an ability to be specific enough for guiding decisions in the short term while being flexible and robust enough to encourage continual progress and innovation.

08-3a TOOLS TO SUPPORT THE IMPLEMENTATION OF A SUSTAINABLE TRANSPORTATION SYSTEM

DEVELOP, ADOPT AND IMPLEMENT A SUSTAINABLE TRANSPORTATION DIRECTION STRATEGY

- > **TOOL 1:** Endorse **Sustainable Transportation** as the primary tool to guide the planning and development of a multi-modal transportation system.
- > **TOOL 2:** Develop a **Transportation Master Plan**, which will describe any required transportation improvements and supporting policies needed to achieve the long-term vision in **Sustainable Transportation**.

PUBLIC TRANSIT SYSTEM

- > **TOOL 1:** Create an equitable, simple and intelligent fare system with incentives to increase ridership and mode split.
- > **TOOL 2:** Develop rapid transit systems.
- > **TOOL 3:** Implement new customer service and information tools and enhance existing ones.
- > **TOOL 4:** Develop transit-oriented land use plans, and encourage the intensification of key transit nodes and corridors.
- > **TOOL 5:** Invest in transit operations to improve service frequency and coverage.
- > **TOOL 6:** Encourage transit use through the implementation of related policies, such as land-use and parking.

MAJOR STREET NETWORK

- > **TOOL 1:** Develop a plan to implement corridor improvements in a systemic and efficient manner.
- > **TOOL 2:** Continue support for an asset management program to identify and prioritize key areas of short, medium and long term maintenance.
- > **TOOL 3:** Accommodate all modes and reduce both delay and emissions by investing in selected capacity improvements to existing major street network operations.

ACTIVE TRANSPORTATION

- > **TOOL 1:** Investigate the implementation of a Complete Streets Policy.
- > **TOOL 2:** Develop guidelines ensuring that new development contributes to the pedestrian environment.
- > **TOOL 3:** Increase bicycle parking throughout Downtown, Centres and Corridors and Employment Lands.
- > **TOOL 4:** Measure progress toward sustainable transportation
- > **TOOL 5:** Establish a system of comprehensive performance measurement tied to the Vision and Goals within **Sustainable Transportation**.

09 CONTINUE TO RESPECT AND VALUE OUR NATURAL AND BUILT ENVIRONMENT

The natural environment is essential to our city. Our local environment is the foundation for our economic and social health, and collectively, we need to take greater responsibility for it. Our actions should contribute to the protection of the natural environment both regionally and globally, both for our own wellbeing and for future generations.

WHAT WINNIPEGGERS TOLD US

Winnipeggers spoke passionately about their natural environment through **SpeakUp Winnipeg** and demanded decisive action in several key areas, including:

- > Climate change, both as a civic government and as a community.
- > Tree planting efforts and preservation of Winnipeg's extensive and unique urban forest.
- > Increased opportunities for waste reduction.
- > Preservation of our parks, green spaces and riverbanks as green oases in our urban setting.



DIRECTION 1: REDUCE THE ENVIRONMENTAL IMPACT OF OUR ACTIONS

ENABLING STRATEGIES:

- > Maintain a **Climate Change Action Plan** to reduce the City of Winnipeg's operational greenhouse gas emissions by a further 20 per cent below 1998 levels.
- > Establish a corporate greenhouse gas reduction target for 2020 and 2035.
- > Create and maintain a **Climate Change Action Plan** to reduce Winnipeg's community-wide greenhouse gas emissions by 6 per cent below 1998 levels.
- > Establish a community-wide greenhouse gas reduction target for 2020 and 2035.
- > Create and maintain a **Corporate Energy Plan** that focuses on reducing energy consumption and on promoting the use of renewable energy sources.
- > Continue to expand the active transportation network and other active transportation initiatives.
- > Measure our Ecological Footprint and develop strategies to reduce it.

DIRECTION 2: RECOGNIZE AND PRESERVE WINNIPEG'S PARKS, GREEN SPACES AND RIVERBANKS AS GREEN OASES IN OUR URBAN SETTING

ENABLING STRATEGIES:

- > Develop a **Parks, Places and Open Space Sustainable Management Plan**, created within the overarching framework of sustainability.
- > Actively and continuously seek out alternative planning, maintenance and operation approaches, products and practices that are sustainable.
- > Improve ecosystems through restoration, reforestation and effective pest management.
- > Develop a city-wide natural network connecting neighbourhoods, communities and the river system, providing ecological, recreational and transport benefits.

DIRECTION 3: SET LONG RANGE GOALS FOR SOLID WASTE DIVERSION.

ENABLING STRATEGIES:

- > Create a comprehensive, city-wide waste reduction strategy, encompassing garbage, recycling and organics that establishes a baseline and targets.
- > Enhance waste reduction/ diversion education and awareness programs for citizens.
- > Establish a waste reduction/ diversion education and awareness initiative for the Winnipeg Public Service.
- > Implement a methane recapture program for Brady Road Landfill.

DIRECTION 4: COLLABORATE TO ENSURE WATER AND AIR QUALITY

ENABLING STRATEGIES:

- > Maintain the highest practical and cost-effective level of river water quality, consistent with the natural characteristics of local waterways and in accordance with water quality objectives established for the Red and Assiniboine Rivers and Lake Winnipeg.
- > Partner with government agencies, public agencies, industry and others to monitor and maintain standards for good air quality.

DIRECTION 5: PROVIDE SAFE AND EFFECTIVE PEST AND WEED CONTROL IN CITY OPERATIONS

ENABLING STRATEGIES:

- > Ensure rigorous health and safety training and certification for pesticide application personnel in the Public Service.
- > Balance the health needs of citizens with the use of pesticides and herbicides.
- > Adopt clear guidelines for the timing of pesticide application decisions and adopt measures to restrict pesticide use in accordance with the expressed concerns of residents.
- > Implement new and innovative integrated pest management methods aimed at reducing pesticide use and increasing safety and effectiveness.
- > Participate in research to identify the sources and environmental pathways of pesticides used within Winnipeg.

DIRECTION 6: ENABLE THE PROTECTION OF ECOLOGICALLY SIGNIFICANT LANDS

ENABLING STRATEGIES:

- > Evaluate proposed developments that affect high-quality natural areas and encourage the protection and preservation of such lands to the greatest extent possible.
- > Utilize the **Ecologically Significant Natural Lands Strategy and Policy** to evaluate proposed developments and transfers of City owned land.
- > Designate natural areas that are environmentally-sensitive and/or significant and provide measures for the possible acquisition, preservation, protection and maintenance of such lands.
- > Protect flood plains and unstable riverbank slopes by identifying susceptible areas and employing protective and preventive measures, including the possible acquisition of such lands, to reduce the risk of property damage where appropriate.
- > Utilize guidelines that assess a value for natural areas on public land.
- > Encourage private landowner participation in support of riverbank management.

DIRECTION 7: PROMOTE THE USE OF RIVERS AND RIVERBANKS

ENABLING STRATEGIES:

- > Facilitate public access to rivers and riverbank lands.
- > Encourage the use of Winnipeg rivers for transportation and recreation through the provision of boat launches, docks and other accessibility improvements.

DIRECTION 8: SUPPORT WATERWAY MANAGEMENT

ENABLING STRATEGIES:

- > Cooperate with other levels of government, area municipalities and private landowners to ensure common objectives for the use of waterways.
- > Subject to federal and provincial statutes, regulate waterway use.
- > Protect and prolong river access and recreation opportunities during the ice-free season.



DIRECTION 9: PROTECT AND ENHANCE THE URBAN FOREST

ENABLING STRATEGIES:

- > Increase the stock of trees through tree planting programs, and encourage tree planting by others.
- > Adopt high standards of tree maintenance, replacement and protection during construction, and require developers to retain existing trees in new developments wherever possible.
- > Replace trees affected by disease, Dutch Elm Disease in particular, and diversify the variety of new trees.
- > Encourage the participation of other levels of government in programs to protect and enhance the city's urban forest.

10 FIRST STEPS

The implementation of **A Sustainable Winnipeg** will be coordinated with **OurWinnipeg** and its other three Direction Strategies. An action plan for advancing the sustainability efforts and initiatives contained in the five key directions will be prepared with short-term, five-year and 25-year time horizons.

Three categories of short-term actions will be prioritized for immediate action:

1. Commitments within the Sustainability Priority of **A Call to Action for OurWinnipeg**:
 - > Sustainable Procurement Community Network and Corporate Sustainable Procurement Policy
 - > Green standards for City buildings
 - > Green Workplace initiative
 - > Green Living Public Education and Awareness Campaign
 - > Online sustainability tools for citizens
 - > Greenhouse Gas Reduction Strategy
 - > Green Fleet Vehicle Plan
 - > Expanded sustainability scope for the Mayor's Environmental Advisory Committee
 - > Examine curbside composting
 - > Residential Toilet Rebate Program

2. Development of the sustainability indicator measurement, monitoring and reporting methodology.
3. Actions related to building a corporate culture of sustainability within the Public Service, and working to embed sustainable thinking.



GLOSSARY

ECOSYSTEM MANAGEMENT

An ecosystem approach to management considers the natural environment, society and economy, incorporating the broader concepts of sustainability by recognizing the interrelated nature of air, land, water and living organisms. Ecosystem management develops effective partnerships that define units of management by using natural boundaries, such as watersheds, instead of geopolitical boundaries and departmental divisions.

FULL-COST ACCOUNTING

Full-cost accounting integrates the internal and external costs of activities, operations, products and services to the environment. External costs include the environmental impacts of consuming a good or service.

INCENTIVES

Include some existing fiscal, planning and sustainability tools, but will also include new and innovative tools, such as strategic investment in infrastructure, partnerships and demonstration projects. Non fiscal related incentives could include streamlined approval processes.

MEASUREMENT AND REPORTING

All citizens must have access to information on environmental conditions, including local data on water quality and quantity, air quality, contaminated sites and point and non-point sources of pollution. Environmental conditions must be measured regularly and the results used as baseline data to benchmark progress toward stated goals.

PARTNERSHIP

Municipalities must be fully engaged as partners in deciding on a national vision to achieve Canada's environmental and sustainable development objectives. As partners, municipal governments need policy consistency and certainty as well as a streamlined approach to regulatory and administrative requirements. Municipal governments also need long-term, stable and predictable funding to support these mutually beneficial objectives.

POLLUTER PAYS PRINCIPLE

The “polluter pays” principle requires that the costs associated with environmental clean-up be borne by the parties responsible.

POLLUTION PREVENTION

Pollution prevention should be at the centre of programs and policies delivered by all orders of government. The fundamental idea is that environmental pollution is best prevented or reduced at the source. This reduces the release of contaminants into the environment and is important as pollution can impair ecosystem integrity, present risks to human health and compromise the competitiveness of Canada’s cities and communities. Pollution that cannot be prevented should be recycled, treated and disposed of in an environmentally sound manner. Pollution prevention can be supported by implementing policies and programs that reduce or eliminate the creation of pollutants through increased efficiency in the use of raw materials, energy, water, or other resources, or by the protection of natural resources through conservation initiatives.

SUSTAINABLE COMMUNITY PLANNING

Municipal planning plays a key role in making sustainability possible. Without proper long-term commitments and strategic investments, we cannot plan for and make the necessary changes that will support a strong economy, clean environment and safe streets for our cities and communities.



COMPLETE COMMUNITIES



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The Complete Communities Direction Strategy includes contributions from across the Public Service, including:

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COMPLETE COMMUNITIES

WINNIPEG'S GUIDE TO LAND USE AND DEVELOPMENT

THIS IS A DRAFT

COMPLETE COMMUNITIES IS STILL IN DRAFT FORM. IT WAS CREATED THROUGH SPEAKUPWINNIPEG AND CONVERSATIONS WITH MORE THAN 40,000 WINNIPEGGERS.

Complete Communities is one of four Direction Strategies supporting **OurWinnipeg**. It represents more than two years of research and analysis about what should be part of a 'state of the art' land use and development plan.

At the direction of City Council and in order to provide the solid framework to inform the strategy, significant research and analysis was taken to fill what was a significant gap of basic information in important areas, such as:

- > What is the state of our current land supply?
- > What type and level of growth can we expect?
- > What are the best practices to achieve balanced, sustainable growth?
- > How do we support the creation of complete communities?

Additionally, nationally and internationally renowned experts in areas such as urban economics, planning and design were consulted to help further inform **Complete Communities** and its accompanying guidelines, plans and handbooks.

The result, an innovative, practical "playbook" guiding land use and development in Winnipeg was born from this background work and an intensive, 6 month drafting process that involved a significant cross-section of Winnipeg's Public Service with support from a variety of stakeholders.

Complete Communities sets Winnipeg on a new path. New tools and approaches will foster development that establishes Winnipeg as an urban leader— a city of unique, sustainable and complete communities.

HOW TO USE THIS DOCUMENT

EACH SECTION ON THE URBAN STRUCTURE (SEE FIGURE H) BEGINS WITH A VISION AND/OR HIGH LEVEL DESCRIPTION OF THE APPLICABLE URBAN STRUCTURE COMPONENT AND THEN MOVES TO THE DETAILS OF HOW THEY ARE TO BE IMPLEMENTED. THE SECTIONS ARE ORGANIZED ACCORDING TO FIGURE H.

KEY DIRECTION (figure a)

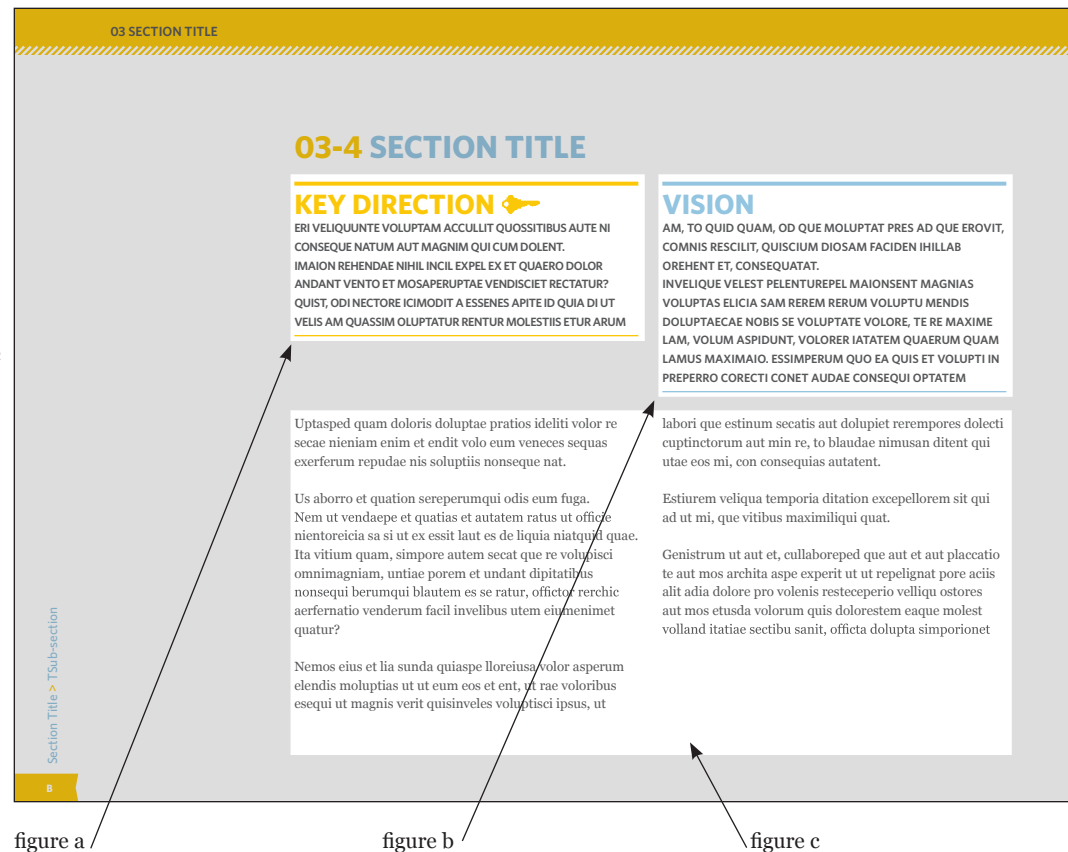
Each section has a key direction. It is meant to summarize the main thrust of the section and like a goal, it provides a description of the results that the City is hoping to achieve. It is from this direction that the rest of each section is based.

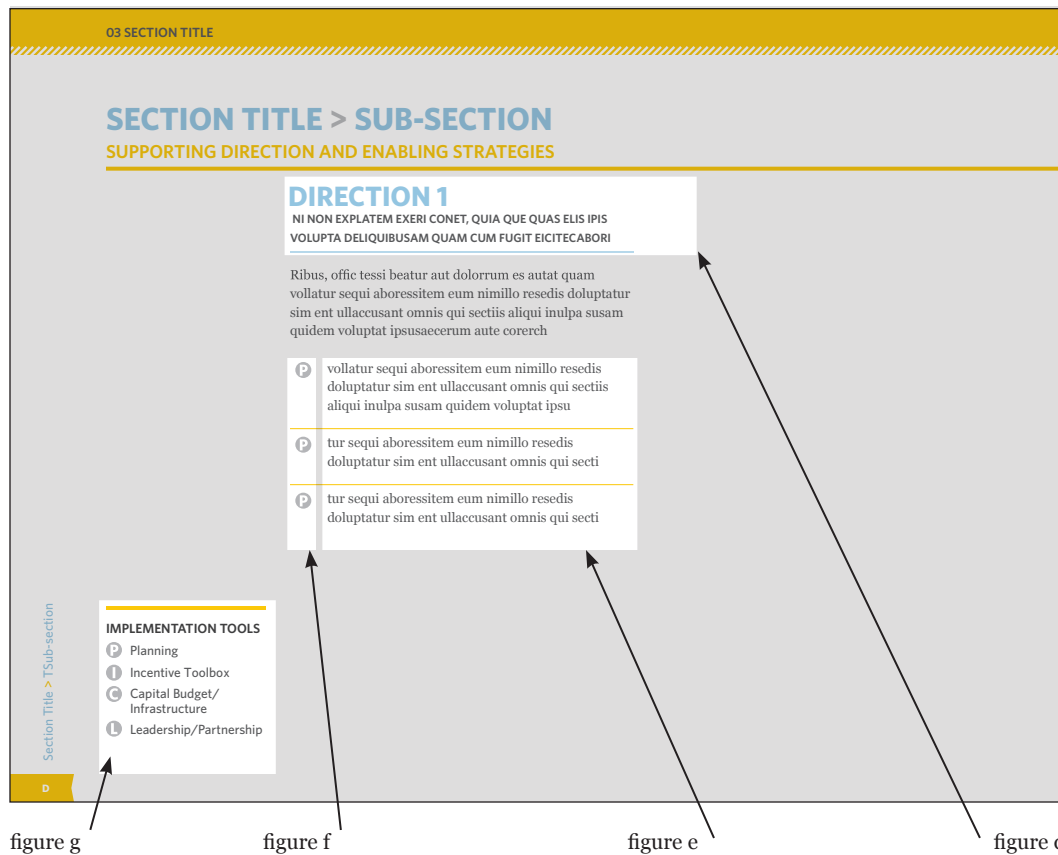
VISION (figure b)

An inspirational statement regarding how the area will evolve.

DESCRIPTION (figure c)

This is the main body of the section. It outlines the characteristics of the area, how it fits into the Urban Structure and may outline examples of that part of the Urban Structure.





IMPLEMENTATION TOOLS (figure g)

- P** Planning
- I** Incentive Toolbox
- C** Capital Budget/Infrastructure
- L** Leadership/Partnership

SUPPORTING DIRECTIONS (figure d)

Supporting Directions are based on the Key Directions and describe the City’s objectives concerning the component of the Urban Structure in more detail.

ENABLING STRATEGIES (figure e)

The enabling strategies come from each supporting direction. They are the strategies that will guide the City to fulfilling the directions for each component of the Urban Structure.

TOOLS (figure f)

Each enabling strategy has been assessed as to how they can be implemented. There are four categories of tools: Planning, Incentives, Capital Budget/Infrastructure, and Leadership/Partnership. Where an enabling strategy will use one or more tools, their corresponding symbols will be shown next to the strategy.

The details of the specific tools and actions that will be used to implement the enabling strategies have not been specified in this paper. They will be further defined through the Complete Communities Toolbox and through future work plans. (see Implementation Section)

GLOSSARY

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

THROUGHOUT THE DOCUMENT YOU WILL FIND GRAPHICAL CUES FOR QUICK REFERENCE AND NOTES REFERRING YOU TO OTHER DOCUMENTS FOR FURTHER INFORMATION. THIS SECTION WILL GIVE YOU A QUICK VIEW OF THE DOCUMENT'S STRUCTURE AND DETAIL THESE CUES AND REFERENCES TO HELP YOU NAVIGATE THROUGH IT.

INTRODUCTION

THE INTRODUCTION PROPOSES A VISION OF COMPLETE COMMUNITIES AND OUTLINES THE SHIFT TO ACCOMMODATING GROWTH AND CHANGE IN WINNIPEG BASED ON AN URBAN STRUCTURE. IT ALSO EXPLAINS HOW THIS DOCUMENT IS RELATED TO OTHER PLANNING DOCUMENTS AND TO **OURWINNIPEG** IN PARTICULAR.

URBAN STRUCTURE

PROVIDES A VISION FOR THE ARRANGEMENT OF LAND USES WITHIN THE CITY.

<p>TRANSFORMATIVE AREAS: DOWNTOWN CENTRES & CORRIDORS MAJOR REDEVELOPMENT SITES NEW COMMUNITIES</p>	<p>TRANSFORMATIVE AREAS ARE THOSE AREAS OF THE CITY THAT PROVIDE THE BEST OPPORTUNITY FOR GROWTH AND CHANGE.</p>
<p>AREAS OF STABILITY: MATURE COMMUNITIES RECENT COMMUNITIES</p>	<p>AREAS OF STABILITY REFER TO AREAS THAT WILL ACCOMMODATE MODERATE GROWTH AND CHANGE THAT FITS WITH THE EXISTING FORM AND CHARACTER OF ITS LOCATION.</p>
<p>OTHER: EMPLOYMENT LANDS COMMERCIAL LANDS PARKS, PLACES AND OPEN SPACES RURAL AND AGRICULTURAL</p>	<p>THESE AREAS CAN BE FOUND THROUGHOUT THE CITY IN BOTH TRANSFORMATIVE AREAS AND AREAS OF STABILITY.</p>
<p>SPECIAL DISTRICTS: AIRPORT AREA ABORIGINAL ECONOMIC DEVELOPMENT ZONES CAPITAL REGION</p>	<p>SPECIAL DISTRICTS ARE AREAS WHERE THE CITY HAS LIMITED OR NO JURISDICTION, BUT IS IN A POSITION TO PARTNER WITH STAKEHOLDERS IN THE FUTURE DEVELOPMENT OF THESE LANDS.</p>
<p>URBAN STRUCTURE SUPPORTS: URBAN DESIGN HERITAGE CONSERVATION</p>	<p>THESE SUPPORTING SECTIONS ARE NOT RELATED TO ANY ONE AREA OR TYPE OF AREA OF THE CITY. THEY ARE INTENDED TO BE APPLIED THROUGHOUT THE CITY BASED ON WHERE THEY ARE APPLICABLE TO A PARTICULAR NEIGHBOURHOOD, COMMUNITY, OR COMPONENT OF THE URBAN STRUCTURE.</p>

IMPLEMENTATION

THE IMPLEMENTATION SECTION DESCRIBES HOW THE COMPLETE COMMUNITIES DIRECTION STRATEGY WILL BE IMPLEMENTED.

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01 INTRODUCTION

Complete Communities is one of four Direction Strategies among a series of detailed studies, strategies and guides supporting **OurWinnipeg**. Its primary focus is to describe Winnipeg's physical characteristics and lay out a framework for the city's future physical growth and development by introducing an urban structure. An urban structure is a spatial articulation of city building objectives. It guides the city's future realization, identifying and defining its physical components—not as they are today, but as they are envisioned.

Through **SpeakUpWinnipeg**, Winnipeggers have told us they are increasingly committed to and looking for environmentally, socially and economically sustainable solutions. They have been clear about wanting healthy and sustainable communities—communities where people of every age and ability have the opportunity to live, work, shop, learn and play within their own neighbourhood.

OurWinnipeg has been additionally informed by background research and analysis showing that the city will grow and change considerably over the coming decades. By 2031, our city is expected to grow by more than 180,000 people and add more than 65,000 jobs— a level of growth Winnipeg hasn't seen in decades. This translates into the need for more than 83,000 new dwelling units— equivalent to the addition of a city the size of Regina— in just 20 years with less than 13 years of land supply. Our projected population growth is outpacing our supply of new land for development, and for the first time in our history, we face a critical land shortage.

Growth without sufficient land doesn't have to be a crisis. It can be an opportunity to be proactive and innovative about how we grow, allowing us to address the following questions in a new way:

- > How are we going to sustainably accommodate growth and change?
- > How can we capitalize on growth while making sure our city stays livable, affordable and desirable?
- > How can we make sure that all Winnipeggers benefit from this growth?
- > How can we maintain and enrich what we value while finding room for a growing population?

In response to the clear direction provided by Winnipeggers through **SpeakUpWinnipeg**, informed by recommendations from background research in areas such as employment lands, commercial lands, residential lands and the Downtown, and necessitated by our considerable growth projections over the coming years, **OurWinnipeg** will prioritize building Complete Communities and accommodating growth and change in a sustainable way. This will be done by balancing growth in new and existing communities with intensification in certain areas of the city—namely, Centres and Corridors, Major Redevelopment Sites and Downtown.

The Vision Statement and principles for the **Complete Communities** establish its rationale and articulate the preferred direction in moving forward. The Vision and principles were developed by representatives from the City of Winnipeg Water & Waste, Public Works, Transit, Community Services, Planning, Property & Development Departments, City of Winnipeg Police Services and the Province of Manitoba.

OVERALL VISION

THE CITY OF WINNIPEG IS PLANNED AND DESIGNED BASED ON A LOGICAL URBAN STRUCTURE THAT FOCUSES GROWTH AND CHANGE TO ENHANCE EXISTING ASSETS, TO CREATE COMPLETE COMMUNITIES AND COMPLETE EXISTING COMMUNITIES, AND TO ENSURE A SOCIALLY, ENVIRONMENTALLY AND ECONOMICALLY SUSTAINABLE FUTURE THROUGH THE INTEGRATION OF TRANSPORTATION PLANNING, LAND USES, BUILT FORMS AND URBAN DESIGN.

PRINCIPLES

Stemming from the vision are six principles. They function as a guiding framework for **Complete Communities**:

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

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

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

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

5 **OurWinnipeg** builds on future, planned-for assets, such as rapid transit systems and CentrePort.

6 The collaborative implementation of **OurWinnipeg** will be inclusive, transparent, accessible and meaningful for everyone.

COMPLETE COMMUNITIES

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

WHAT IS A COMPLETE COMMUNITY?

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

CHARACTERISTICS OF COMPLETE COMMUNITIES

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

Complete Communities provide options for mobility by facilitating a range of transportation options. In many instances, modes of transportation will differ from one part of the city to another based on the area's context. Alternative modes of transportation should be encouraged where they can provide convenient and realistic travel choices.

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

Complete Communities provide options for local employment, recognizing that not everyone will live near their place of employment. While Downtown, airport lands and designated employment zones will continue to be the centres of employment in the City of Winnipeg, a complete community should entail a mix of uses that will provide the option of employment close to home.

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

IS COLD WEATHER A BARRIER TO COMPLETE COMMUNITIES?

The short answer is no. Whether it's rain (Portland, OR and Vancouver, BC), extreme heat (Miami, FL and San Diego, CA) or snow (Montreal QC and Ottawa, ON)—cities can adapt to their unique climates.

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

By applying planning and design approaches that respond to our unique climate, Winnipeg can mitigate some of the discomfort and inconveniences of winter. This positive approach can also benefit the attitudes of residents, and bolster the community's ability to attract new businesses and residents

Recognizing this, cities such as Minneapolis and Edmonton— whose climates are similar to Winnipeg— have also been prioritizing Complete Communities in their recent development plans.



Photo: Economic Development
Winnipeg

COMPLETE COMMUNITIES

THESE ILLUSTRATIONS SHOW SOME POSSIBLE COMPONENTS OF COMPLETE COMMUNITIES

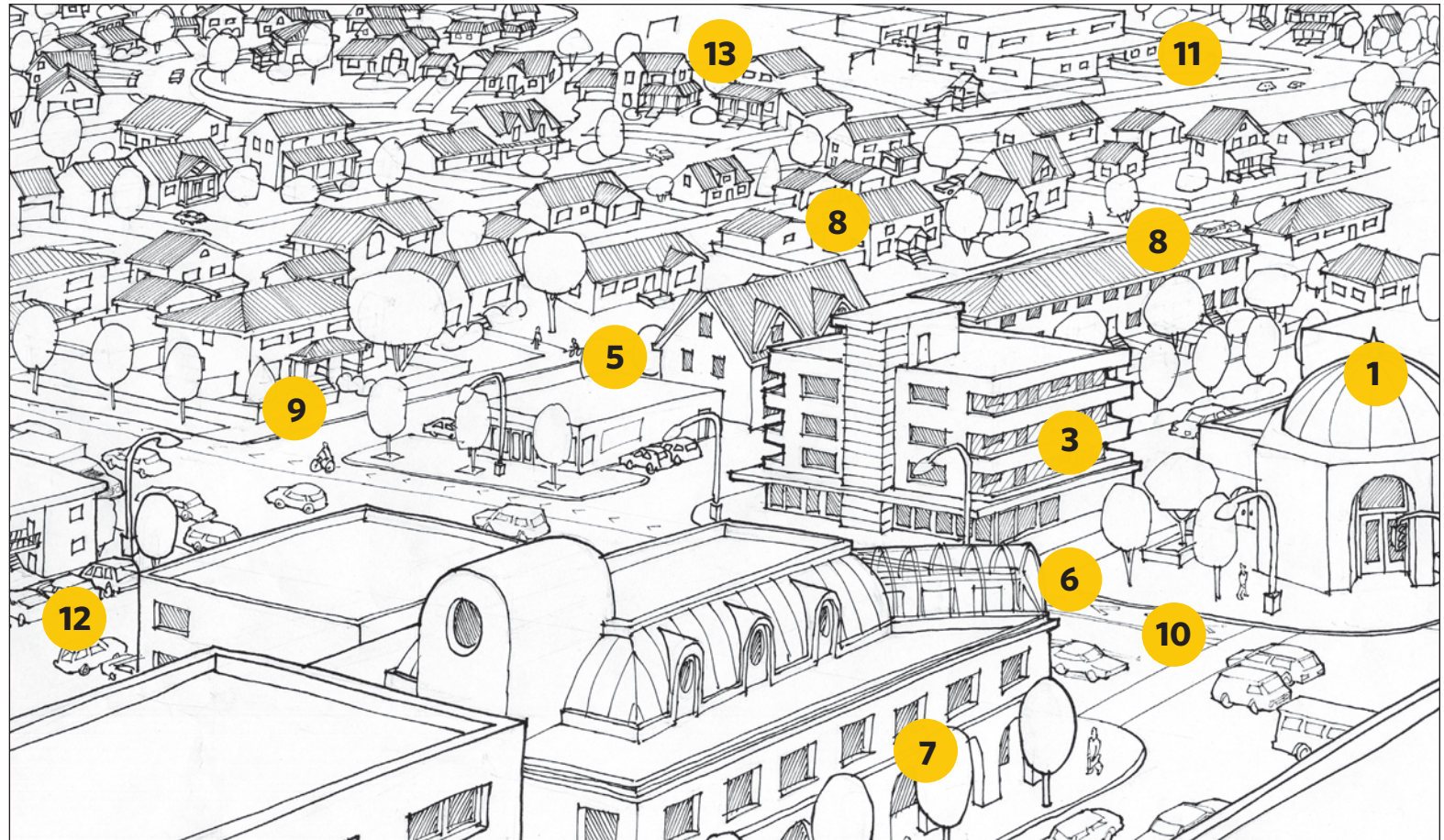


figure 01a

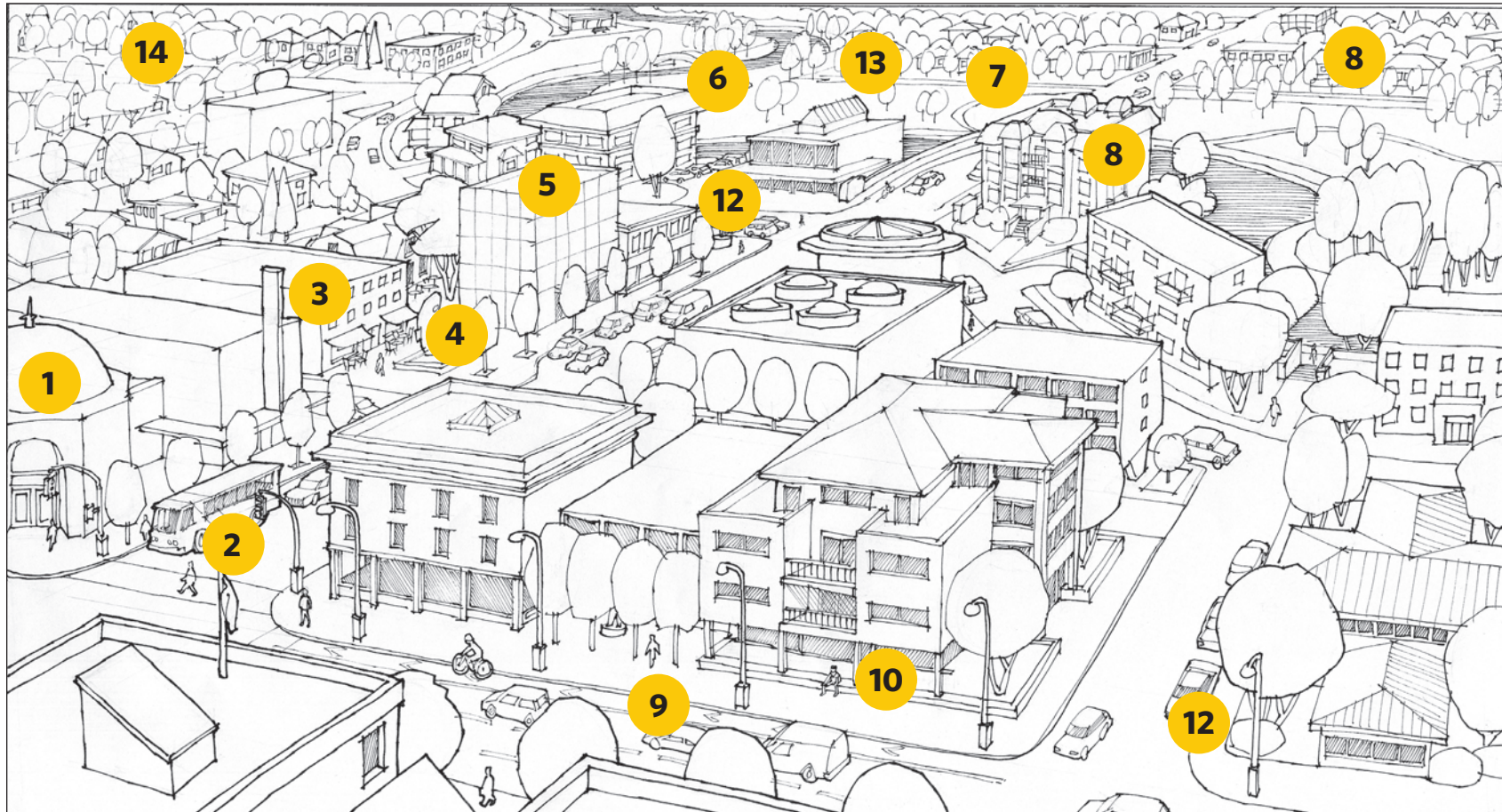


figure 01b

- | | | | |
|---|--|--|-------------------------|
| 1. Preservation of heritage sites | 4. Promotion of arts and culture | 7. High quality local spaces | 10. Safe and accessible |
| 2. High frequency transit | 5. Local employment options | 8. Housing options/affordability | 11. Schools |
| 3. Mixed developments—housing, retail, public space, etc. | 6. Connected transit, pedestrian, bike routes. | 9. Complete streets—cars, bikes, pedestrians | 12. Parking |
| | | | 13. Parks |
| | | | 14. Urban forest |

REFERENCES

While comprehensive in scope and detail, **Complete Communities** is designed to work in conjunction with all of **OurWinnipeg's** supporting documents to create a complete package of resources and directions.

For that reason, **Complete Communities** directs the reader to other supporting documents at the beginning of each section. The reader should be cognizant of these additional documents to ensure a complete understanding of each section.

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

OURWINNIPEG

OurWinnipeg is an integrated community sustainability plan for the City of Winnipeg. In addition to **Complete Communities**, there are four other documents providing its direction:

- > **Sustainable Transportation**
- > **Sustainable Water & Waste**
- > **A Sustainable Winnipeg**
- > **Call to Action for OurWinnipeg**

Taken together, these provide the detail supporting **OurWinnipeg**. In order to paint a complete picture of our city's future, each document draws on the others for support.

GUIDING DOCUMENTS

A number of guiding documents have been completed (or will need to be created) to guide the implementation of **OurWinnipeg**:

Existing / Council Endorsed

- > Active Transportation Action Plan
- > Ecologically Significant Natural Lands Strategy

Drafted

- > CentrePlan Development Framework (2008) / Background Study

Many others are underway or will be initiated to support implementation of **OurWinnipeg**. These documents will be brought forward upon completion for Council consideration.

- > Downtown Parking Strategy
- > Downtown Residential Development Strategy
- > Heritage Conservation Management Plan
- > Infill Development Guidelines for Multiple-Family Developments in Low Density Neighbourhoods
- > Local Area Planning Handbook
- > Parks, Places and Open Spaces Management Plan
- > Transit Oriented Development Handbook
- > Urban Design Strategy

02 THE URBAN STRUCTURE

OurWinnipeg is based on an urban structure— a spatial articulation of city building objectives. It guides the city’s future realization, identifying and defining its physical components, not as they are today, but as they are envisioned.

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

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

OURWINNIPEG TRANSFORMATIVE AREAS

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

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

OURWINNIPEG AREAS OF STABILITY

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

Regular updates to the urban structure based on actual changes “on the ground” will keep it current and ensure that it contributes to the overall OurWinnipeg vision and directions.

URBAN STRUCTURE

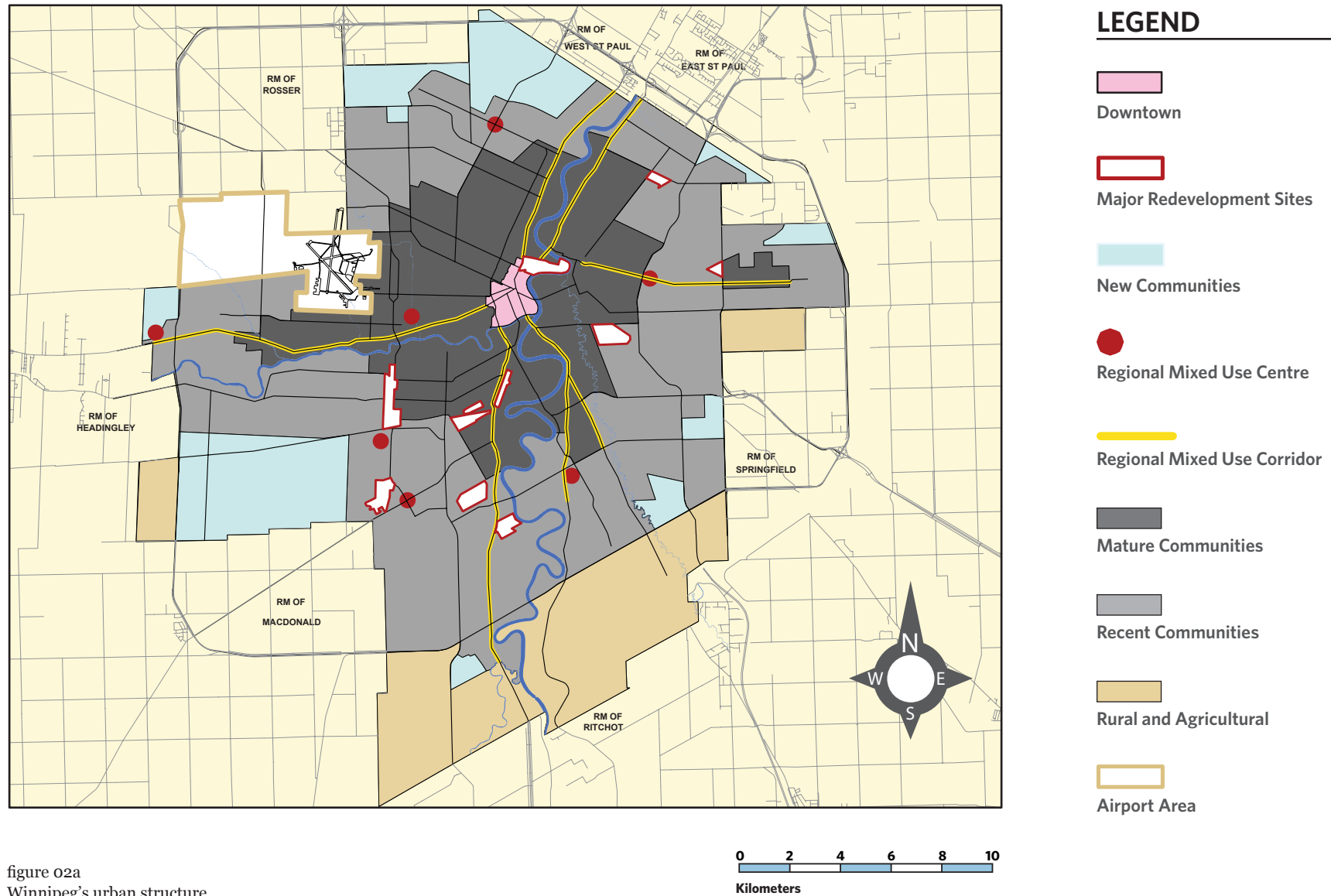


figure 02a
Winnipeg's urban structure.

Compared to past practices, this approach puts more emphasis on the following areas:

- > Linking land use directly to transportation.
- > Identifying areas for growth and change with the greatest capacity to handle that change.
- > Encouraging mixed use and increased density in most new development.
- > Promoting sustainable and accessible urban design.
- > Enhancing public transit options and an accessible, connected network of bike and pedestrian trails.
- > Planning that continuously responds to changing market conditions through best practice research.
- > Facilitating demonstration projects throughout the city.
- > Working upfront and collaboratively with partners.
- > Providing flexible tools for implementation.
- > Monitoring and measuring results to respond to changing conditions (dynamic, not static).

Additionally, **Complete Communities** emphasizes that Downtown is Winnipeg's preeminent complete community. Winnipeg's Downtown will continue to provide the largest concentration of jobs, the best multimodal transportation connections and an increasing residential population. As such, Downtown forms a critical component of this Direction Strategy, essentially a Downtown plan as part of the larger document.

This approach recognizes changes that are already underway in our city, such as rapid transit and active transportation. It also identifies new approaches to continue to grow in a sustainable way in the coming years. In these ways, the urban structure will advance a sustainable urban form.

TOOLS AND DEMONSTRATION PROJECTS

OurWinnipeg will be a dynamic plan as it identifies a range of tools, incentives and actions that the City can use to implement directions and strategies over time. As identified in Section 14, Implementation, these include incentive-based and planning tools as well as partnerships and marketing. One newly identified tool is a Complete Communities Checklist, a non-regulatory evaluation tool that will facilitate a collaborative conversation with stakeholders about new development proposals. The paper additionally identifies specific opportunities to work with partners in demonstrating the viability and attractiveness of certain approaches, such as mixed use development, via pilot projects throughout the city. As these projects are unveiled, they will bring to life the ideals of **OurWinnipeg** and will help Winnipeggers to “see the possibilities.”

WHAT ARE TOOLS?

In order to implement **Complete Communities**, a number of tools may be used. There are four categories of tools:

- > **Planning** - Planning tools may include such things as zoning, local area plans, guidelines, and background studies.
- > **Incentive** - Incentives are primarily non-fiscal related, such as a streamlined approval process, but may also include limited fiscal related incentives, such as tax increment financing.
- > **Capital Budget/Infrastructure** - Capital Budget/Infrastructure refers to either soft or hard infrastructure that the City may need to provide or maintain.
- > **Leadership/Partnership** - Leadership/Partnership refers to the need for leadership and collaboration within the organization as well as within other levels of government, citizens, and other stakeholders.

The details of these tools will be defined through the development of the implementation toolbox and future work plans (**see: 14 Implementation**).

03 TRANSFORMATIVE AREAS

TRANSFORMATIVE AREAS

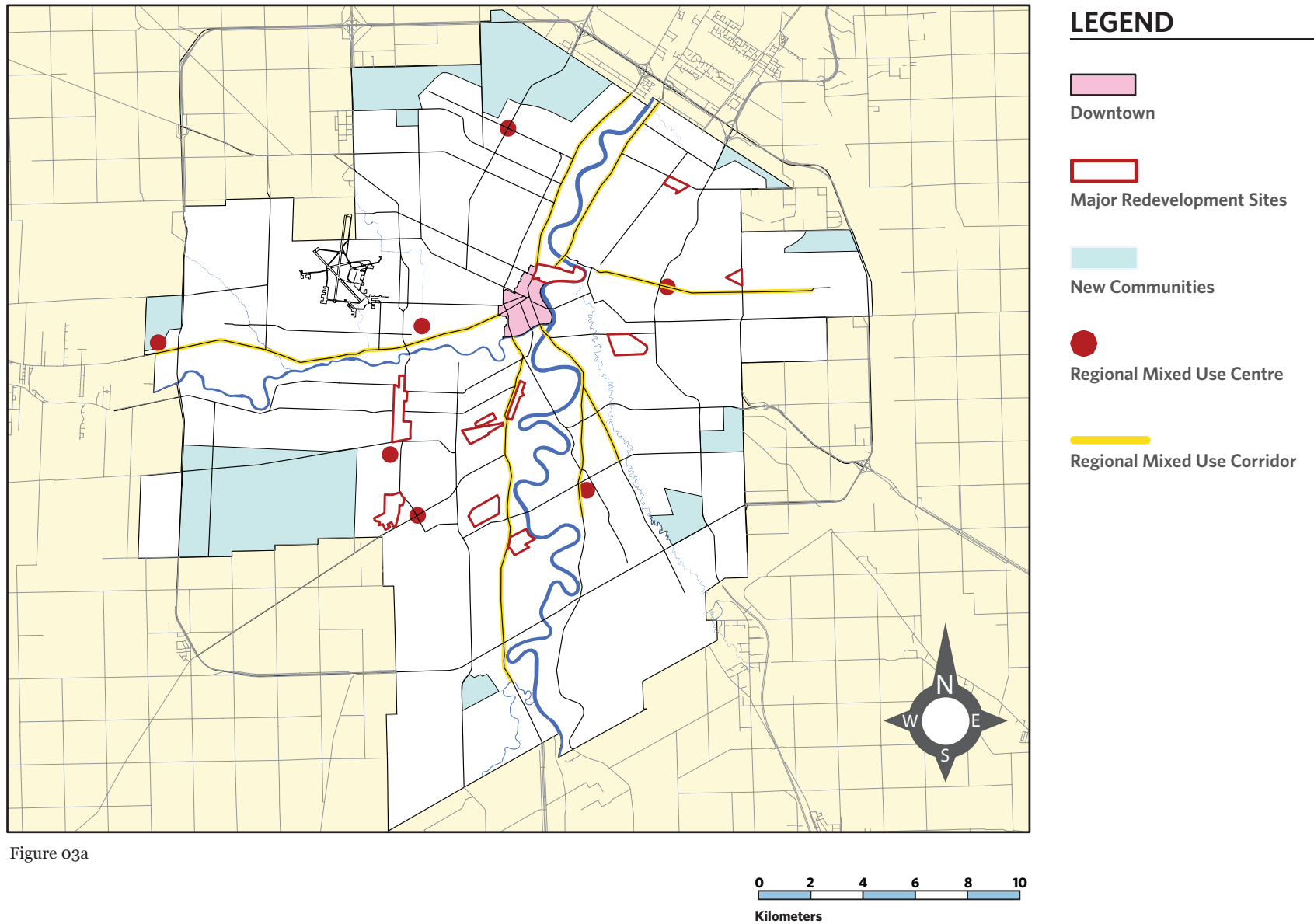


Figure 03a

03-1 OUR DOWNTOWN

OUR DOWNTOWN - ALWAYS A PRIORITY

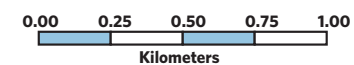
Our Downtown is the entertainment, cultural and economic heart of our city and our window to the world. Downtown fulfills many functions: It has the largest employment concentration with the City's highest density office development complemented by a strong service and retail component. It offers the broadest range of unique arts, entertainment and cultural opportunities and the City's most significant heritage amenities. Furthermore, it is emerging as an important high-density, mixed-use residential community with both long-standing and emerging neighbourhoods. Downtown is also the focal point for the city's multi-modal transportation network.

As it accommodates future growth, Downtown offers one of the best opportunities to create complete, mixed-use, higher-density communities in a way that promotes sustainable practices. Downtown intensification and redevelopment makes efficient use of land and makes the best use of existing infrastructure. It provides for options that enable active transportation alternatives. Downtown's transformation will reflect its importance as the city's pre-eminent complete community. In so doing, Downtown will offer an unparalleled urban environment and a high quality of life for all who choose to live, work, visit, learn, play and invest there.

DOWNTOWN



Figure 03b



03-1a ORGANIZING DOWNTOWN

OUR DOWNTOWN

This section will be supported by the following document:

- > **CentrePlan Development Framework (2008) / Background Study**

KEY DIRECTION

PURSUE A FOCUSED DISTRICT, DESTINATION AND CLUSTER APPROACH TO DEVELOPMENT DOWNTOWN THAT WILL SEEK TO:

- > PROVIDE MORE PREDICTABILITY AND OPPORTUNITY FOR INVESTMENT.
- > INCREASE THE VARIETY OF COMPLEMENTARY EXPERIENCES AND OPPORTUNITIES.
- > HELP ACHIEVE A CRITICAL MASS OF PEOPLE-ORIENTED ACTIVITY THAT IS VITAL TO ONGOING ECONOMIC SUCCESS.

Downtown provides the best opportunity for development that has a wide mix of uses (residences, offices, services, entertainment, retail). Through this mix of uses, it is able to achieve ‘completeness’— an environment where many daily needs can be accessed more conveniently and sustainably. Historically, a number of distinct districts, destinations and clusters have evolved Downtown, each with its unique character and identity and each with its unique strengths and opportunities. These districts, destinations and clusters can be made ‘complete’ while contributing to Downtown’s collective vibrancy. The physical transformation of the existing built form (buildings, streets, spaces, amenities) will further define and enhance these districts, destinations and clusters.

TRANSFORMATIVE AREAS > OUR DOWNTOWN > ORGANIZING DOWNTOWN

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

FURTHER DEFINE AND ENHANCE THE IDENTITY AND CHARACTER OF DOWNTOWN'S UNIQUE DISTRICTS, DESTINATIONS AND CLUSTERS.

- P** Formally identify Downtown's unique districts, destinations and clusters, and characterize them as distinct and complementary for the purpose of Downtown growth and development planning.
- L**
- P** In consultation with local stakeholders, establish development criteria and enabling guidelines that support focused public and investment goals for each district, destination and cluster.

DIRECTION 2

PROMOTE INTENSIFICATION AND HIGH-DENSITY MIXED USE DEVELOPMENT WITHIN DOWNTOWN IN A WAY THAT SUPPORTS AND COMPLEMENTS ITS UNIQUE DISTRICTS, DESTINATIONS AND CLUSTERS.

- P** Create favourable conditions and opportunities for desired development in identified districts, destinations and clusters in the Downtown.
- I**
- L**
- P** Ensure that streamlined regulatory processes and effective implementation tools are in place to support the development goals desired for each identified district, destination and cluster.
- L**

DIRECTION 3

ESTABLISH NODES AND CORRIDORS THAT COMPLEMENT DOWNTOWN'S DISTRICTS, DESTINATIONS AND CLUSTERS BY SERVING AS KEY GATEWAYS AND MEETING PLACES AND FOCUSING ON PEDESTRIAN-ORIENTED, ACTIVE USES.

- P** Identify desired nodes and corridors for each of Downtown's districts, destinations and clusters.
- P** Focus investment to support the creation or reinforcement of nodes and corridors in order to enhance the 'sense of place' associated with Downtown's districts, destinations and clusters through such means as CPTED, streetscape design, wayfinding signage, universal access, public art and lightscaping where practical and affordable.
- P** Establish benchmarks and corresponding incentives for investment to achieve the amenities and design standards associated with each area-specific node and corridor that can be measured.
- I**
- L**
- I** Proactively market and promote development opportunities associated with each defined area to the development community that can be measured and based on results.
- L**

IMPLEMENTATION TOOLS

- P** Planning
- I** Incentive
- C** Capital Budget/
Infrastructure
- L** Leadership/Partnership

03-1b PLACES TO LIVE DOWNTOWN

OUR DOWNTOWN

This section will be supported by the development of additional implementation documents including:
> **Downtown Parking Strategy**

KEY DIRECTION

PROMOTE AND ENABLE A MIX OF RESIDENTIAL DEVELOPMENT OPTIONS AS PART OF A MIXED-USE STRATEGY DOWNTOWN, SEEKING TO:

- > ACCOMMODATE THE RESIDENTIAL NEEDS OF A LARGE CROSS-SECTION OF THE POPULATION.
- > ESTABLISH A NUMBER OF THRIVING 'COMPLETE' COMMUNITIES DOWNTOWN.
- > ATTRACT ADDITIONAL COMMERCE TO THE AREA, LEADING TO ACTIVE-AND SAFER-DOWNTOWN STREETS.

Downtown is home to two long established residential neighbourhoods—the neighbourhood south of Broadway and the neighbourhood around Central Park—together with a number of scattered recent and established residential neighbourhoods. Population projections for the next 25 years support the need to accommodate significant residential growth Downtown. This residential development will see higher densification where appropriate within established neighbourhoods while promoting residential expansion by establishing complete communities. This is consistent with many successful Downtowns throughout North America, having enhanced their status as ‘employment centres’ by adding a comprehensive set of amenities that can support and sustain a significant residential population. Residential growth Downtown will leverage existing community assets—intensifying residential use amidst the city’s richest concentration of cultural and community assets and civic infrastructure.

SEE THE POSSIBILITIES

POSSIBLE TRANSFORMATION OF DOWNTOWN LIVING FOLLOWING COMPLETE COMMUNITY PRINCIPLES



TRANSFORMATIVE AREAS > OUR DOWNTOWN > PLACES TO LIVE DOWNTOWN

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

PROMOTE AND ENABLE SUSTAINABLE, HIGH-DENSITY RESIDENTIAL DEVELOPMENT IN STRATEGIC LOCATIONS DOWNTOWN.

P Facilitate the redevelopment of vacant or underutilized properties
I in defined areas in support of increased residential and mixed-use
L development.

P Develop a downtown parking strategy to facilitate the
I redevelopment of surface parking lots in defined areas in support
L of residential and mixed-use development.

P Facilitate the adaptive reuse of viable and underutilized heritage
I building space in defined areas, with particular emphasis on the
L Exchange District, in support of increased residential and mixed-use development.

P Ensure that streamlined regulatory processes and effective
 implementation tools are in place to support residential
 development goals in defined Downtown areas.

P Continue to employ incentives to facilitate housing and housing
I rehabilitation based on market-driven needs that can be measured
L and based on results.

P Set favourable conditions for new and infill development, as well as
L redevelopment of existing properties.

P Set favourable conditions for the development of student-oriented
L housing in close proximity to, or in conjunction with Downtown learning institutions.

L Target an average annual increase in Downtown residential housing units, and monitor progress against this target as well as the percentage of all new housing units that are accommodated within the Downtown.

L Maintain safe housing through information, inspection and where necessary, by-law enforcement.

P Incorporate design safety elements such as universal access, lighting, sightlines, building security and landscaping in all new residential redevelopments.

P Encourage complimentary services in the Downtown in order to
I support the Downtown residential population.
L

IMPLEMENTATION TOOLS

- P** Planning
- I** Incentive
- C** Capital Budget/ Infrastructure
- L** Leadership/Partnership

DIRECTION 2

SUPPORT THE EVOLUTION OF EXISTING DOWNTOWN RESIDENTIAL NEIGHBOURHOODS INTO SUSTAINABLE, SAFE AND COMPLETE COMMUNITIES.

- P** Facilitate the provision of public and/or private neighbourhood based amenities in higher-density residential neighbourhoods such as public spaces, pedestrian improvements, streetscaping, CPTED and recreational amenities.
- P** Facilitate neighbourhood based commercial and retail development in conjunction with residential densification in existing residential neighbourhoods.

DIRECTION 3

PROMOTE THE COMPLETENESS OF ESTABLISHED DOWNTOWN NEIGHBOURHOODS WHILE SUPPORTING INTENSIFICATION AND DENSIFICATION WHERE APPROPRIATE.

- P** Define appropriate goals and targets for redevelopment and intensification.
- P** Facilitate the intensification of residential development and the provision of amenities and support services as deemed necessary toward the fulfillment of complete communities.



IMPLEMENTATION TOOLS

- P** Planning
- I** Incentive
- C** Capital Budget/ Infrastructure
- L** Leadership/Partnership

03-1c PLACES TO WORK AND LEARN DOWNTOWN

OUR DOWNTOWN

KEY DIRECTION

FACILITATE THE EXPANSION OF EMPLOYMENT AND EDUCATION OPPORTUNITIES DOWNTOWN, SEEKING TO:

- > REINFORCE DOWNTOWN'S ROLE AS A HUB FOR BUSINESS, FOR LEARNING, FOR GOVERNMENT AND FOR COMMERCIAL ACTIVITY.
- > CAPITALIZE UPON DOWNTOWN'S STRATEGIC ADVANTAGES.

Growth projections for the next 25 years support the need to accommodate significant commercial, employment and institutional growth Downtown. Transformation will reinforce Downtown's status as the city's premier employment centre while enhancing its role in the provision of education and life-long learning. Further development will be supported in accordance with the defined Downtown district concept and will build upon background research. Defined commercial and institutional clusters will be enhanced in concert with new residential development to increase the amount of 'people' activity hours— a crucial factor to sustaining economic success in the accompanying service sector. Downtown employees and students will be recognized as key demographic groups in terms of creating the critical mass of people required to support commercial and retail development Downtown at all hours.



Photo: Harv Sawatzky

TRANSFORMATIVE AREAS > OUR DOWNTOWN > PLACES TO WORK AND LEARN DOWNTOWN

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

PROMOTE DOWNTOWN AS THE LOCATION OF CHOICE FOR NEW OFFICE SPACE DEVELOPMENT FOR BOTH THE PRIVATE AND PUBLIC SECTORS.

- P** Facilitate the transformation of under-utilized properties and accommodate projected commercial and employment growth in defined Downtown areas, taking into account highest and best use principles and foreseeable market-based economic conditions.
- I**
- L**
- L** Work with senior levels of government to ensure that Downtown is a location of choice for government offices and staff.
- L** Ensure that streamlined regulatory processes and effective implementation tools are in place to support employment development goals in defined Downtown areas.
- P** Ensure that Downtown is the location of choice for new office space development through initiatives such as market gap analysis, relevant incentive tools, and focused complementary public realm and transportation improvements.
- I**
- C**

DIRECTION 2

FACILITATE THE GROWTH OF POST-SECONDARY CAMPUSES DOWNTOWN.

- P** Work with post-secondary institutions and local stakeholders to
- L** facilitate desired growth plans in defined Downtown areas.
- P** Accommodate growth and promote extended hour, pedestrian-oriented economic activity Downtown by setting favourable
- I** conditions for the development of student-oriented housing in
- L** existing residential districts or in close proximity to Downtown learning institutions.

DIRECTION 3

PROMOTE DOWNTOWN ECONOMIC DEVELOPMENT THROUGH RETENTION, RECRUITMENT, INCUBATION AND DEVELOPMENT STRATEGIES.

- L** Collaborate with stakeholders to prioritize Downtown economic development initiatives and partnerships based on Downtown's unique advantages as the city's primary employment centre.
- L** Support new employment and commercial services in defined areas by collaborating with agency partners and stakeholders to focus on business retention, recruitment, incubation, and expansion.

IMPLEMENTATION TOOLS

- P** Planning
- I** Incentive
- C** Capital Budget/Infrastructure
- L** Leadership/Partnership

03-1d PLACES TO RELAX AND ENJOY DOWNTOWN

OUR DOWNTOWN

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

- > **Parks, Places and Open Spaces Management Plan**

KEY DIRECTION

SUPPORT THE EXPANDED PRESENCE OF ARTS AND CULTURE, SPORTS, ENTERTAINMENT AND LEISURE THROUGHOUT DOWNTOWN TOGETHER WITH COMPLEMENTARY SERVICES AND ATTRACTIONS, SEEKING TO:

- > **DRAW MORE PEOPLE AND CREATE MORE EXTENDED HOUR ACTIVITY STRATEGICALLY THROUGHOUT DOWNTOWN.**
- > **ESTABLISH DOWNTOWN AS A PLACE OF VIBRANCY AND CELEBRATION.**

Downtown will continue to develop as the arts, culture, entertainment, sports, and leisure hub of the city. Downtown transformation will seek to formally define accessible and connected districts, destinations and clusters where citizens and visitors can gather to socialize and celebrate, to shop and dine and to be entertained and inspired. Downtown will provide the environment within which arts and culture can flourish and will be the city’s choice location for a variety of entertainment and leisure opportunities in a manner that is respectful of the residential population. Complementary, specialty retail and dining establishments will be strategically clustered to complete the street-level experience and promote extended hour pedestrian activity. Public spaces will be enhanced to provide a safe and welcoming environment, whether on a weekday or weekend, during the day or at night.



Photo: Brent Bellamy

TRANSFORMATIVE AREAS > OUR DOWNTOWN > PLACES TO RELAX AND ENJOY DOWNTOWN

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

REINFORCE DOWNTOWN AS THE CITY'S PREMIER CENTRE FOR ARTS AND CULTURE.

- L** Work with partners, groups and agencies to facilitate diverse, high-quality arts, entertainment and cultural programming in defined Downtown districts in order to promote extended hour activity and vibrancy in the Downtown that respects residential areas.

DIRECTION 2

PROMOTE AND SUPPORT THE ANIMATION OF DOWNTOWN THROUGH CELEBRATORY EVENTS, CONCERTS AND FESTIVALS.

- L** Collaborate with stakeholder partners to support the expansion of year-round programming and events taking place in public Downtown venues.



IMPLEMENTATION TOOLS

- P** Planning
- I** Incentive
- C** Capital Budget/Infrastructure
- L** Leadership/Partnership

TRANSFORMATIVE AREAS > OUR DOWNTOWN > PLACES TO RELAX AND ENJOY DOWNTOWN

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 3

REINFORCE DOWNTOWN AS A HUB FOR MAJOR ENTERTAINMENT AND LEISURE ATTRACTIONS, WHILE ACCOMMODATING SMALLER SCALE OPPORTUNITIES THAT RESPECT AND COMPLETE DOWNTOWN RESIDENTIAL DISTRICTS.

P Identify existing entertainment, arts, culture and retail clusters that can be enhanced or further developed as major destinations. That is, build upon the success of ventures such as the MTS Centre, The Forks, the Millennium Library and the Museum of Human Rights by facilitating development of new restaurants, night clubs, and other complementary entertainment activities in their immediate vicinity.

P Facilitate favourable conditions for public and private investment through the assembly of vacant properties or surface parking lots in defined districts where required. Support a strategic, economically viable, and focused approach to these investment opportunities with the goal of creating clustered destinations with multiple and complementary attractions.

P Work with development and promotion agencies to create and aggressively market unique and sustainable entertainment, arts, culture and complementary/specialty retail districts and clusters Downtown.

P Introduce design guidelines that promote the use of distinct signage and storefront animation in identified entertainment clusters.

P Support 'specialty' retail attraction strategies with the goal of increasing supply, demand and extended hour retail activity based on the differing market needs of each defined Downtown district.

C Support the enhancement of existing retail establishments in defined areas by investing in pedestrian-friendly improvements to the public realm that will enhance safe, comfortable and convenient access.

IMPLEMENTATION TOOLS

- P** Planning
- I** Incentive
- C** Capital Budget/ Infrastructure
- L** Leadership/Partnership

03-1e HIGH-QUALITY PLACES DOWNTOWN

OUR DOWNTOWN

KEY DIRECTION

PROMOTE EXEMPLARY URBAN DESIGN DOWNTOWN WITH THE INTENT OF PRODUCING HIGH QUALITY PUBLIC PLACES (DISTRICTS, DESTINATIONS AND CLUSTERS) THAT:

- > HAVE THEIR OWN UNIQUE IDENTITY AND A CLEAR, UNDERSTANDABLE IMAGE.
- > ARE CONVENIENT AND FUNCTIONAL, EASY TO GET TO AND MOVE THROUGH AND SAFE.
- > ARE ATTRACTIVE AND SHOWCASE DESIGN EXCELLENCE.



Downtown transformation will include a commitment to high quality urban design. Design of the public realm will work hand in hand with the design of private developments. Both will be driven by the common desire to help define and support districts, destinations and clusters in ways that are exciting, yet economically practical. The aim is to create attractive, welcoming and distinct places. Urban place-making will be supported by the need to accommodate the densest level of development and the highest level of services and pedestrian activity. Because these public spaces will be used so intensely, a high level of quality will be crucial. Driven by the high standards of urban design, Downtown places will showcase a rich collection of existing natural and heritage assets, incorporate public art and reflect the highest standards of accessibility.

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

- > **Parks, Places and Open Spaces Management Plan**
- > **Urban Design Strategy**

TRANSFORMATIVE AREAS > OUR DOWNTOWN > HIGH-QUALITY PLACES DOWNTOWN

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

PROMOTE EXEMPLARY URBAN DESIGN IN DOWNTOWN DEVELOPMENT PROJECTS.

- I** Formally recognize and support exemplary urban design.
- L**

- P** Support the introduction of design elements, such as wayfinding signage, views and landmarks into development projects to
- C** distinguish and enhance character and 'sense of place.'
- L**

- P** Develop distinct identity and design elements that reflect the
- L** development goals of each defined Downtown district.

- P** Enhance the level of certainty for private investors and accelerate
- L** development approval through a streamlined design review process.

DIRECTION 2

PURSUE HIGH QUALITY URBAN DESIGN IN A MANNER THAT CONSERVES, ENRICHES, AND SHOWCASES THE RICH COLLECTION OF HERITAGE RESOURCES DOWNTOWN.

- L** Draft a **Heritage Conservation Management Plan** (Underway) to support heritage resources as a component of high quality urban design.

IMPLEMENTATION TOOLS

- P** Planning
- I** Incentive
- C** Capital Budget/ Infrastructure
- L** Leadership/Partnership

DIRECTION 3

INVEST IN HIGH-QUALITY DOWNTOWN PUBLIC SPACES THAT ATTRACT PEOPLE AND PROMOTE PRIVATE SECTOR INVESTMENT.

- C** Prioritize investments in the public realm that support wayfinding and orientation and enhance the unique character and sense of place associated with each defined Downtown district.

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

- I** Prioritize investment in public spaces that directly support existing
- C** and new high density mixed-use development and/or destinations that attract city-wide audiences.

- L** Foster new and ongoing partnerships with third-parties to promote extended hour safety, vibrancy and enjoyment by enhancing maintenance, programming and complementary commercial activity in public spaces.

DIRECTION 4

CONTINUE TO INTEGRATE PUBLIC ART IN THE DOWNTOWN.

- L** Promote Downtown as a priority location for showcasing public art, including performing arts and time-limited or temporary art exhibits and installations.

- P** Commit to the incorporation of public art elements into Downtown streetscapes and public works.
- C**

- P** Facilitate the incorporation of public art into renewal projects in the public realm, both in the natural and built environments.
- C**



DIRECTION 5

CREATE PEDESTRIAN SPACES THAT EFFECTIVELY ACCOMMODATE ALL AGES AND ABILITIES.

- C** Ensure that capital maintenance projects in the public realm
- L** incorporate accessibility features.

- I** Facilitate partnerships that advance accessibility improvements to
- L** both private and public facilities.

- P** Create a consistent set of accessible streetscape elements.
- C**
- L**

- P** Create pedestrian spaces that effectively accommodate all ages
- I** and abilities.
- C**
- L**

IMPLEMENTATION TOOLS

- P** Planning
- I** Incentive
- C** Capital Budget/ Infrastructure
- L** Leadership/Partnership

03-1f GETTING FROM PLACE TO PLACE DOWNTOWN OUR DOWNTOWN

This section will be supported by the following documents:

- > **Sustainable Transportation**
- > **Active Transportation Action Plan**

And the development of additional implementation documents including:

- > **Downtown Parking Strategy**
- > **Transit Oriented Development Handbook**

KEY DIRECTION

FACILITATE THE MOVEMENT OF PEOPLE AND GOODS BOTH WITHIN DOWNTOWN AND TO IT FROM ELSEWHERE IN THE CITY BY FOCUSING PRIMARILY ON AN ENHANCED ARRAY OF TRANSPORTATION OPTIONS,

An effective and efficient transportation system is a key component of a healthy Downtown. A good transportation network, both within Downtown and between it and the rest of the city is also an important tool for economic development. Several major streets, such as Portage Avenue and Main Street, link large sections of the city to Downtown and accommodate many downtown-oriented public transit routes. Cycling lanes are also emerging on select Downtown streets.

The transportation network in the Downtown will include a wide range of mobility options by facilitating all modes of transportation, where feasible. The desire is to support active transportation solutions, to strategically manage vehicle traffic and public parking requirements, to further increase pedestrian traffic in commercial and retail areas and to support the efficient movement of commercial goods and services. To that end, strategies will promote the movement of people and goods in a manner that reduces Green House Gas emissions and promotes sustainability. This transformation will be guided over the coming years by the city’s comprehensive **Sustainable Transportation** Direction Strategy and **Downtown Parking Strategy**.



Photo: Ruehle Design

TRANSFORMATIVE AREAS > OUR DOWNTOWN > GETTING FROM PLACE TO PLACE DOWNTOWN

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

PRIORITIZE PEDESTRIAN-ORIENTED TRANSPORTATION GENERALLY, WITH PARTICULAR ATTENTION TO SPECIFIC DOWNTOWN CORRIDORS.

- P** Promote walking as a mode of preference within Downtown by
- C** focusing investment in pedestrian improvements along routes that:
 - > promote direct and efficient connectivity between defined districts, destinations and clusters.
 - > readily incorporate design features to enhance comfort, safety and security through environmental design (CPTED) and universal design standards.
 - > complement or enhance established pedestrian routes and weather-protected walkway system.
 - > contribute to the continuity of pedestrian-oriented, street-level activity.

DIRECTION 2

SUPPORT ACTIVE TRANSPORTATION AND PUBLIC TRANSIT TO AND WITHIN DOWNTOWN.

- P** Provide dedicated cycling lanes on specific Downtown roadways
- C** that are most conducive to safe and efficient usage year round and that can incorporate bicycle security and parking either on a temporary or permanent basis as required.
- P** Support the viability of rapid transit as a Downtown connector
- C** by prioritizing and facilitating the development of safe, comfortable, accessible and vibrant pedestrian-oriented station and stop environments.
- P** Ensure that the river system continues to be incorporated in connectivity options within, to and from Downtown year round.
- L** Recognize the role of private operators of sustainable transportation options in providing supplementary Downtown transportation.

IMPLEMENTATION TOOLS

- P** Planning
- I** Incentive
- C** Capital Budget/
Infrastructure
- L** Leadership/Partnership

TRANSFORMATIVE AREAS > OUR DOWNTOWN > GETTING FROM PLACE TO PLACE DOWNTOWN

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 3

THROUGH THE CITY'S SUSTAINABLE TRANSPORTATION STRATEGY AND THROUGH THE DEVELOPMENT OF A DOWNTOWN PARKING STRATEGY (UNDERWAY), SUPPORT PARKING DOWNTOWN FROM A STRATEGIC ECONOMIC DEVELOPMENT AND TRAFFIC DEMAND MANAGEMENT PERSPECTIVE.

P Provide for on-street parking as required in conjunction with
L existing and planned economic development opportunities Downtown and as recommended in the city's **Sustainable Transportation** Direction Strategy and the creation of a **Downtown Parking Strategy** (Underway).

P Support viable alternatives to Downtown surface parking as recommended through the city's **Sustainable Transportation**
I Direction Strategy and through the development of a **Downtown**
C **Parking Strategy** (Underway) in order to:
L

- > reduce the amount of surface parking Downtown.
- > accommodate projected Downtown residential, commercial and employment growth.
- > work with downtown agencies/stakeholders to create new opportunities for higher-density mixed use development projects.
- > increase economic activity in and around strategically located, mixed-use public parking structures.
- > provide a continuity of pedestrian-oriented services and amenities at street level.
- > integrate with other modes of Downtown transportation to enhance connectivity

P Discourage the introduction of any new surface parking or stand
L alone auto oriented services, such as drive-throughs or gas stations.

L Evaluate the effectiveness of strategic actions in influencing modal splits toward more sustainable transportation options by monitoring trends in active/alternative transportation activity Downtown, as recommended in the city's **Sustainable Transportation** Direction Strategy.

P Work with partners to incorporate transportation demand
L management approaches, such as car sharing and bike parking into new developments.

IMPLEMENTATION TOOLS

- P** Planning
- I** Incentive
- C** Capital Budget/Infrastructure
- L** Leadership/Partnership

DIRECTION 4

SUPPORT THE EFFICIENT MOVEMENT OF COMMERCIAL GOODS AND SERVICES TO, FROM AND WITHIN DOWNTOWN.

- P** Support recommendations identified in the city's **Sustainable**
- C** **Transportation Strategy** regarding the efficient movement of
- L** goods and services to, from and within Downtown.

DIRECTION 5

OPTIMIZE THE EFFICIENCY OF EXISTING TRANSPORTATION INFRASTRUCTURE DOWNTOWN.

- C** Explore and pursue the introduction of efficiency improvements
- L** to existing traffic flow technologies and transportation systems downtown.



Photo: Dan Harper Photography

IMPLEMENTATION TOOLS

- P** Planning
- I** Incentive
- C** Capital Budget/
Infrastructure
- L** Leadership/Partnership
- O** Other

This section will be supported by the following document:

- > **Sustainable Transportation**

And the development of additional implementation documents including:

- > **Active Transportation Action Plan**
- > **Heritage Conservation Management Plan**
- > **Parks, Places and Open Spaces Management Plan**
- > **Transit Oriented Development Handbook**

03-2 CENTRES AND CORRIDORS

KEY DIRECTION

FOCUS A SIGNIFICANT SHARE OF GROWTH TO CENTRES AND CORRIDORS IN A MANNER THAT:

- > PROVIDES COMPACT, MIXED-USE, HIGH-QUALITY URBAN DEVELOPMENT.
- > CONCENTRATES PEOPLE AND JOBS IN AREAS WELL-SERVED BY THE PRIMARY TRANSIT SERVICE, LOCATED CLOSE TO TRANSIT STOPS.
- > CONCENTRATES URBAN DEVELOPMENT IN A BUILT FORM THAT HELPS TO OPTIMIZE EXISTING INVESTMENT, MUNICIPAL INFRASTRUCTURE, AND FACILITIES.
- > ENCOURAGES A BUILT FORM THAT SUPPORTS A PEDESTRIAN-FRIENDLY ENVIRONMENT WHILE INCORPORATING CLIMATE-SENSITIVE SITE AND BUILDING DESIGN.

VISION

CENTRES AND CORRIDORS WILL BE VIBRANT, PEDESTRIAN-FRIENDLY DISTRICTS, WITHIN WALKING DISTANCE OF YOUR HOME. THEY WILL AFFORD YOU THE OPPORTUNITY TO BUY GROCERIES, ENJOY A MEAL, OR DO SOME WINDOW SHOPPING IN YOUR NEIGHBOURHOOD. THEY WILL PROVIDE THE OPTION TO CHOOSE FROM A VARIETY OF DIFFERENT HOUSING TYPES-FROM APARTMENTS, TO SINGLE-FAMILY HOMES, TO TOWNHOUSES-AS YOUR HOUSING NEEDS CHANGE, WITHOUT LEAVING THE NEIGHBOURHOOD WHERE YOU FEEL FAMILIAR AND WHERE YOU HAVE BUILT SOCIAL NETWORKS.

Winnipeg is entering a projected period of significant long-term population growth. Centres and Corridors will serve to accommodate a portion of this growth both by promoting intensification and by providing high-quality urban environments with cohesive community development.

Ultimately, these areas will work together, forming an integrated network of active community areas that are connected through multiple transportation options.

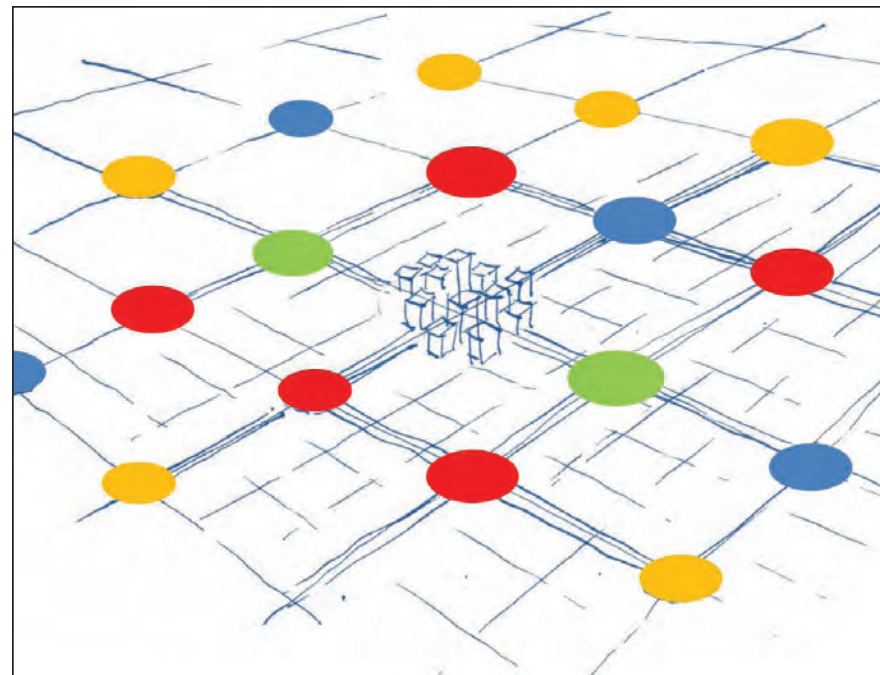
Focusing intensification efforts on these clearly defined areas will help accomplish several objectives:

- > Build a critical population mass, creating vibrancy while supporting local amenities
- > Link land use with transportation and mobility.
- > Accommodate Winnipeg's projected growth in a sustainable way.
- > Increase predictability and reduce the impact of new development and increased traffic in Areas of Stability.
- > Increase certainty for the development industry.

While Centres & Corridors vary in form and size they share a common set of characteristics, including their connection to the city's street network, opportunities for mixed use, a high level of transit service and ready access to goods and services.

CHARACTERISTICS OF CENTRES AND CORRIDORS

- > A meeting place that includes high-quality gathering spaces and activity areas.
- > Convenient access to goods and services.
- > A high-level of transit access.
- > Well-connected to the street network.
- > Opportunity areas for a range of uses, such as commercial, employment and higher density residential.



TRANSFORMATIVE AREAS > CENTRES AND CORRIDORS

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

DEVELOP CENTRES AND CORRIDORS AS FOCAL POINTS, CHARACTERIZED BY A MIX OF USES, HIGHER DENSITY DEVELOPMENTS, OPPORTUNITIES FOR GATHERING AND OTHER SOCIAL INTERACTION AND A HIGH-LEVEL OF ACCESSIBILITY THROUGH MULTIPLE MODES OF TRANSPORTATION.

P Provide a mix of employment, higher-density residential opportunities, retail and service uses that support the needs of and respect the context of adjacent communities.

P Support a range of housing opportunities in terms of type, tenure, unit size.

P Support active uses (such as retail and services) at street level and office and housing on the upper levels of multi-storey developments.

P Encourage urban design and/or form-based strategies that help define the character of Centres and Corridors through clarifying the massing and height of buildings, setbacks, appropriate open space areas and appropriate parking design and locations.

P Encourage the tallest buildings and highest densities close to major transit stops and stations.

P Encourage the transition of development towards the outer edges of each Centre and Corridor that is sensitive to the scale, massing, height, form and character of the surrounding area.

P Encourage the development of recreation and community service facilities in these areas in a way that respects the desired form and character of the centre or corridor.
C (See Section 07, "Parks, Places and Open Spaces")

P Mitigate the potential impacts of new development on neighbouring streets, parks and properties.

P Promote high-quality plazas, parks and streetscapes as focal points and networks that are connected to the greater community.

P Focus improvements to the public realm, including pedestrian elements, such as street trees, street furniture, wide sidewalks and bicycle parking and public art.
C
L

P Support development that is sensitive to conserving historically significant features and resources.

L Encourage environmentally friendly design and construction.

IMPLEMENTATION TOOLS

- P** Planning
- I** Incentive
- C** Capital Budget/ Infrastructure
- L** Leadership/Partnership

- P** Promote innovative parking strategies and high intensity developments, including locating parking lots to the rear of
 - I** developments, encouraging the development of underground parking or parking structures and encouraging the preservation and/or planting of trees and other types of vegetation within and around surface parking lots.
-
- P** Ensure multi-modal connectivity.
 - C** (See **Sustainable Transportation** Direction Strategy).
-
- P** Support development in accordance with Universal Design and Crime Prevention Through Environmental Design (CPTED) policies.



Bike Rack on Broadway designed by Paul Robles

Public Art Commission created in collaboration with the Downtown BIZ

Location: Broadway and area

Media: steel and automotive paint

Photo: William Eakin

IMPLEMENTATION TOOLS

- P** Planning
- I** Incentive
- C** Capital Budget/
Infrastructure
- L** Leadership/Partnership

03-2a CENTRES CENTRES AND CORRIDORS

KEY DIRECTION

CENTRES WILL FUNCTION AS KEY STRATEGIC AREAS THAT PROVIDE A MIX OF USES, ALLOWING FOR FURTHER INTENSIFICATION OF THESE USES OVER TIME, WHILE SERVING AS VIBRANT GATHERING SPACES THAT SUPPORT THE DAILY ACTIVITIES OF LOCAL RESIDENTS.

In order to fully realize our goal of Complete Communities, it is necessary to develop and refine Winnipeg’s various mixed use Centres. These areas are to be understood as hubs of localized activity offering a variety of housing options, activities, services and employment opportunities. They are pedestrian friendly areas connected by multimodal transportation options.

In order to maintain and build on the strengths of already existing vibrant and unique centres, this will require paying close attention to the mix of uses, together with the form and design of these centres.

Centres are divided into three types, corresponding to their intended scale of development intensity. Ordered from most to least intensely developed, they are:

- 1. **Regional Mixed Use Centres**
- 2. **Community Mixed Use Centres**
- 3. **Neighbourhood Mixed Use Centres**

03-2b CORRIDORS

CENTRES AND CORRIDORS

KEY DIRECTION

BY INTENSIFYING DEVELOPMENT WITH A MIX OF USES, CORRIDORS WILL BECOME DESTINATIONS WHILE CONTINUING TO SERVE AS PRIMARY TRANSPORTATION ROUTES FOR RESIDENTS.

Corridors serve as city routes, connecting neighbourhoods and transporting people, goods and services. Because travel within Winnipeg is almost entirely accommodated along these Corridors, they should be designed to maximize transportation options. While continuing to accommodate automobile traffic, they should enable efficient, effective public transit and safe convenient options for active transportation.

Corridors also serve the additional purpose of accommodating a mix of uses, functioning as vibrant urban places for Winnipeggers to live, work and play. Given their prominence in daily life, Corridors are ideal for transformative change. Through their residential, employment and commercial intensification, people will be able to access a greater number of goods and services with one trip.

By expanding the number and range of amenities and housing options within existing neighbourhoods, intensifying mixed use development along Corridors will help to complete communities.

There are three main types of corridors, corresponding to their intended scale of development intensity. Ordered from most to least intensely developed, they are:

- 1. Regional Mixed Use Corridors**
- 2. Community Mixed Use Corridors**
- 3. Neighbourhood Mixed Use Corridors**

In addition to intended scale of development intensity, corridors differ in their type of connection. Regional mixed use corridors link regional mixed use centres with Downtown, while smaller scale corridors connect communities and neighbourhoods to the rest of the urban fabric.

There is also a special, fourth type of corridor:

- 4. Rapid Transit Corridors**

Rapid Transit corridors follow rapid transit lines and are characterized by nodal development at transit stations.

TRANSFORMATIVE AREAS > CENTRES AND CORRIDORS > CORRIDORS

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

FOCUS A BROAD MIX OF RESIDENTIAL, EMPLOYMENT AND RETAIL DEVELOPMENT WITHIN STRATEGIC LOCATIONS ALONG CORRIDORS.

Corridors will serve as destinations for both local and regional populations. In order to accomplish this, Corridors will have to provide areas for intensification with a variety of uses. This new development should not be evenly distributed along the corridor. Instead, development should cluster around defined centres, maximizing multi-modal transportation opportunities.

P Promote corridors as a link between neighbourhood, community and regional scale centres.

P Promote the highest levels of intensification at significant intersections. Between each centre, lower intensities of commercial, residential and mixed use development are appropriate.

IMPLEMENTATION TOOLS

- P** Planning
- I** Incentive
- C** Capital Budget/ Infrastructure
- L** Leadership/Partnership

DIRECTION 2

WHERE APPROPRIATE, DEVELOP CORRIDORS IN ACCORDANCE WITH TRANSIT ORIENTED DEVELOPMENT PRINCIPLES.

While Corridors are located along public transit lines of varying frequency, development along high frequency transit corridors should conform to principles of Transit Oriented Development. This will promote an efficient transit system and well designed, vibrant urban places centred around transit stations.

P Develop a TOD handbook that will guide development, in accordance with Transit Oriented Development (TOD) principles, in locations where corridors have either rapid transit or High Frequency Transit



SEE THE POSSIBILITIES

POSSIBLE TRANSFORMATION OF A NEIGHBOURHOOD MIXED USE CORRIDOR FOLLOWING COMPLETE COMMUNITY PRINCIPLES



03-2c REGIONAL MIXED USE CENTRES CENTRES AND CORRIDORS

Regional Mixed Use Centres are intensely developed, city-wide or regional attractions. They are well-served by public transit and can contain mixed use development, including residential and specialized employment, commercial or cultural services.

In **Plan Winnipeg 2020**, most Regional Mixed Use Centres were identified as “Areas of Regional Commercial and Mixed-Use Concentration.” Currently, many of these areas contain predominantly single-use development, such as shopping malls or major commercial sites. Although single-uses such as retail and commercial will continue to anchor many of these centres, the opportunity for infill, greyfield development increases the potential to introduce a mix of development types. The transition to completed Regional Mixed Use Areas will not be immediate; some areas may take a generation before they finally evolve into the desired developed form.

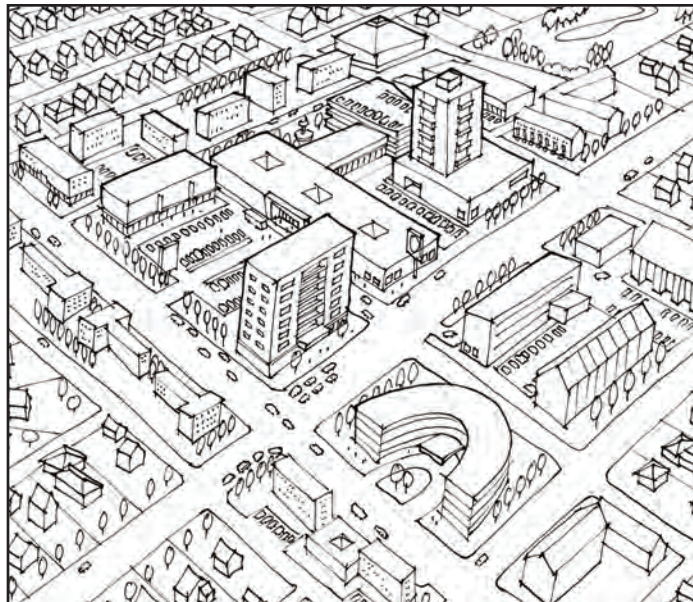
Regional Mixed Use Centres are envisioned as typically having the highest density and building heights and broadest range of land uses outside of Downtown. They are located strategically across the city and most will play an integral role in forming key transit centres (see **Sustainable Transportation** Direction Strategy). To support transit-oriented development, Regional Mixed Use Centres should be developed to incorporate patterns of density gradation, where higher density uses are located in their centre closest to major transit stops. There will then be a transition to lower density uses, moving away from the centre. (See figure 03c on following page)

Regional Mixed Use Centres accommodate both the greatest number of people and the greatest density and mix of uses among the three types of Centres. This makes it especially important that their development creates a high-quality street environment and is attractive to residents and visitors alike.

In order to do this, the City will take a collaborative approach, using a series of tools that can bring clarity in expressing specific visions for each Regional Mixed Use Centre. These tools should enable and encourage a mix of uses, both guiding appropriate built form and public improvements according to each Regional Mixed Use Centre’s desired outcome.

CHARACTERISTICS OF REGIONAL MIXED USE CENTRES

- > Capable of major transformative change
- > Located strategically throughout the city to balance employment and population density
- > Able to efficiently support rapid transit and high-frequency transit service through a mix of high density development (residential, commercial and office)
- > Well connected by Regional or Community Corridors and located at major intersections
- > Have adequate land-base and infrastructure to support expansion, a mix of uses, and change through collaboratively planned intensification
- > City-wide or regional destinations
- > Large site area typically 100 acres or more



DENSITY GRADATION

from highest-density (retail, offices, apartments, townhouses, lofts) in the town centre where most transit services are located, to lower density (townhouses and single family homes) further away.

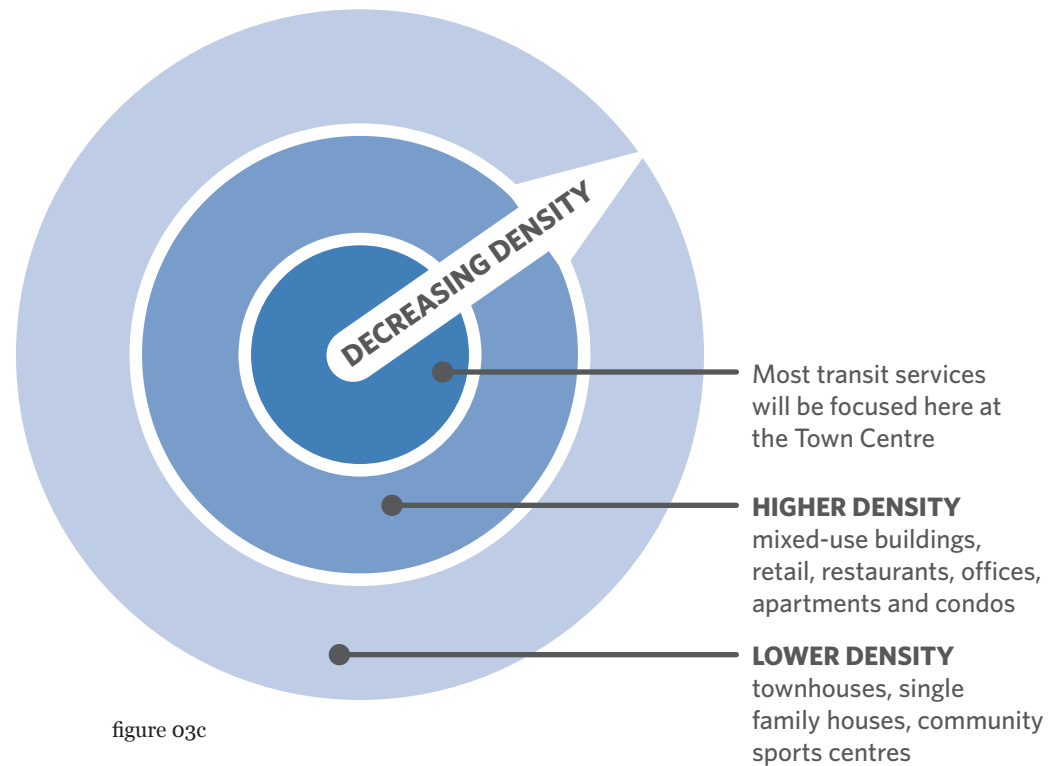


figure 03c

OUR WINNIPEG

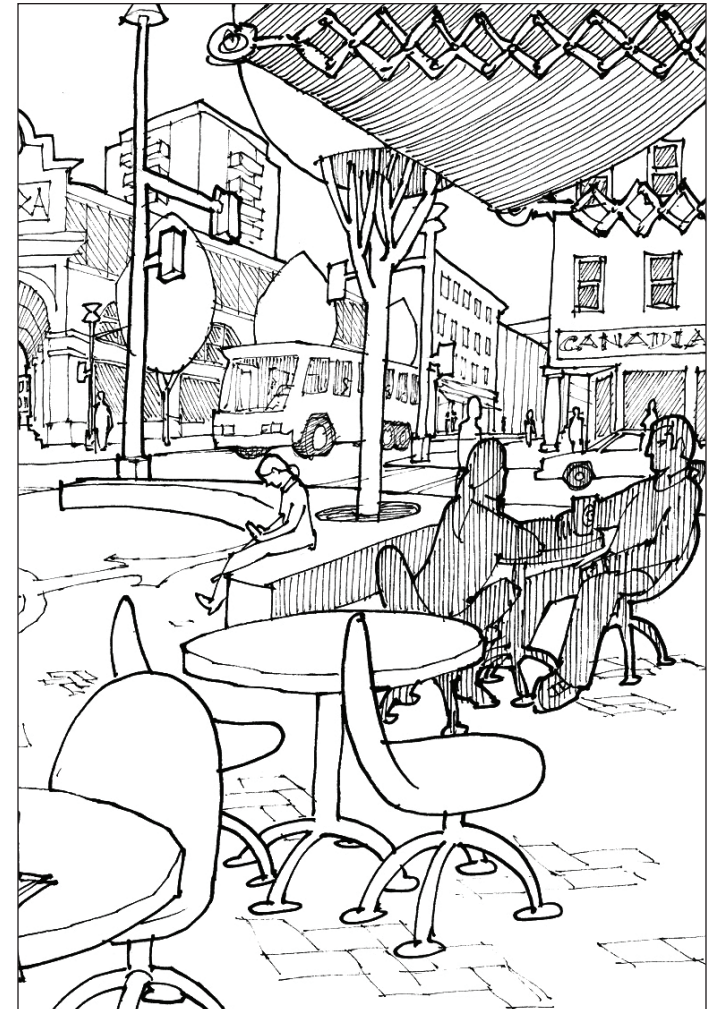
REGIONAL MIXED USE CENTRES

- > Polo Park Area
- > McPhillips & Leila Area
- > Regent and Lagimodiere Area
- > St. Vital Centre Area
- > Kenaston and McGillivray Area
- > Kenaston & Sterling Lyon Area
- > Portage Avenue West at Racetrack Road (emerging)

CRITERIA FOR ESTABLISHING A NEW REGIONAL MIXED USE CENTRE

To facilitate orderly planning and confirm marketplace alignment in order to allow for new Regional Mixed Use Centres to be developed, the proponent must provide the following background information in support of their application:

- > Demographic and socio-economic analysis of Winnipeg and the area.
- > Both social and economic benefit/cost analysis of the development.
- > Market analysis.
- > Development impact analysis.
- > Transportation Impacts.
- > Assessment of infrastructure conditions and capacities.
- > Fiscal impact analysis.



SEE THE POSSIBILITIES

POSSIBLE TRANSFORMATION OF A REGIONAL MIXED USE CENTRE FOLLOWING COMPLETE COMMUNITY PRINCIPLES



TRANSFORMATIVE AREAS > CENTRES AND CORRIDORS > REGIONAL MIXED USE CENTRES

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

PROMOTE AND GUIDE THE TRANSFORMATION OF EXISTING REGIONAL MIXED USE CENTRES THROUGH A PROACTIVE AND COLLABORATIVE PROCESS.
(SEE SECTION 15, "IMPLEMENTATION.")

- P** Support high-frequency transit service by encouraging higher density residential and higher intensity commercial and mixed uses within the centre of the development. These will be focused on major transit stops.

- P** Create strong, multi-modal and transportation linkages from each
- C** Regional Mixed Use Centre to Downtown, other Centres, Corridors,
- L** Parks and major attractions.

- P** Promote development within the Polo Park Regional Centre consistent with the Airport Vicinity Protection Area Planned Development Overlay.

- P** Establish local goals and objectives for each Regional Mixed Use Centre while taking into account its relationship to: **OurWinnipeg, Sustainable Transportation** Direction Strategy, Downtown, Redevelopment Areas, Corridors and other Centres. This could include minimum and maximum density and employment targets.

IMPLEMENTATION TOOLS

- P** Planning
- I** Incentive
- C** Capital Budget/ Infrastructure
- L** Leadership/Partnership

DIRECTION 2

ADDRESS THE NEED FOR NEW REGIONAL MIXED USE CENTRES BY SUPPORTING THE DEVELOPMENT OF MIXED-USE, HIGHER DENSITY RESIDENTIAL, TRANSIT-SUPPORTIVE REGIONAL DESTINATIONS.

- P** The development of new Regional Mixed Use Centres will require a comprehensive and collaborative planning process.
(See section 15, "Implementation.")

REGIONAL MIXED-USE CENTRES

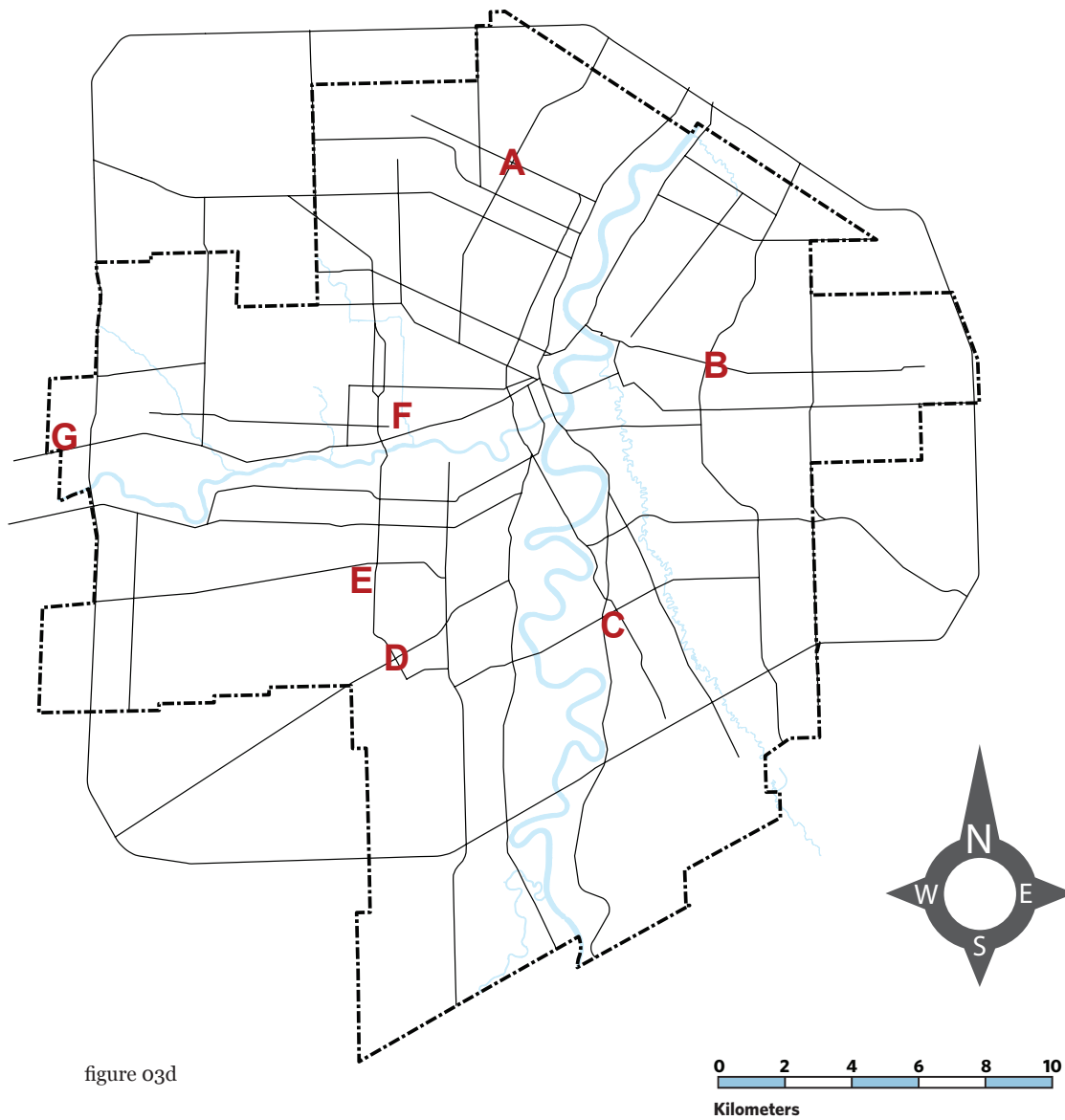


figure 03d

LEGEND

- A**
McPhillips and Leila Area
- B**
Regent and Lagimodiere Area
- C**
St. Vital Centre Area
- D**
Kenaston and McGillivary Area
- E**
Kenaston and Sterling Lyon Area
- F**
Polo Park Area
- G**
Portage Avenue West at Racetrack Road (emerging)

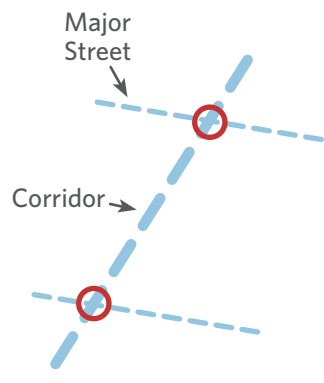
03-2d REGIONAL MIXED USE CORRIDORS CENTRES AND CORRIDORS

Regional Mixed Use Corridors are specifically designated, major regional arterial roads intended to serve as a link between Downtown and one or more Regional Mixed Use Centres or major activity areas.

OUR WINNIPEG REGIONAL MIXED USE CORRIDORS

- > Pembina Highway
- > Portage Avenue
- > Main Street
- > Henderson Highway
- > St. Mary’s Road
- > St. Anne’s Road
- > Nairn/Regent Avenue West

INTENSIFICATION FOCUSED AT KEY INTERSECTIONS ALONG CORRIDOR



It is anticipated that the level of intensification will not be consistent along the full length of regional mixed use corridors and that higher levels of intensification will take place at intersections with other key streets and transit routes. Transitions between areas of intensification and the surrounding areas need to be carefully addressed, from high-density mixed use development along the corridor to the lower density and less mixed use development within adjacent areas. These areas will likely transform incrementally as a result of the existing urban form, business types and varied ownership patterns.

CHARACTERISTICS OF REGIONAL MIXED USE CORRIDORS

- > Moderate to high volume retail and commercial roadways.
- > High frequency transit corridors offering high frequency and direct transit service to major Centres.
- > Connected to Downtown.
- > Contain multi-block sections where development is oriented to the street.
- > Significant routes of entry into the city and to downtown (most are currently designated as image routes).
- > Located strategically throughout the city, helping to balance jobs and population.
- > Built on existing concentrations of jobs and/or population.
- > Have sufficient opportunities to support long-term expansion through comprehensively planned intensification.

The form and function of Regional Mixed Use Corridors should be anticipated proactively, in advance of individual applications, in order to fully realize their development potential. To this end, a number of planning tools can be used to help envision their eventual shape, such as corridor studies. (See Section 14, “Implementation”)

REGIONAL MIXED-USE CORRIDORS

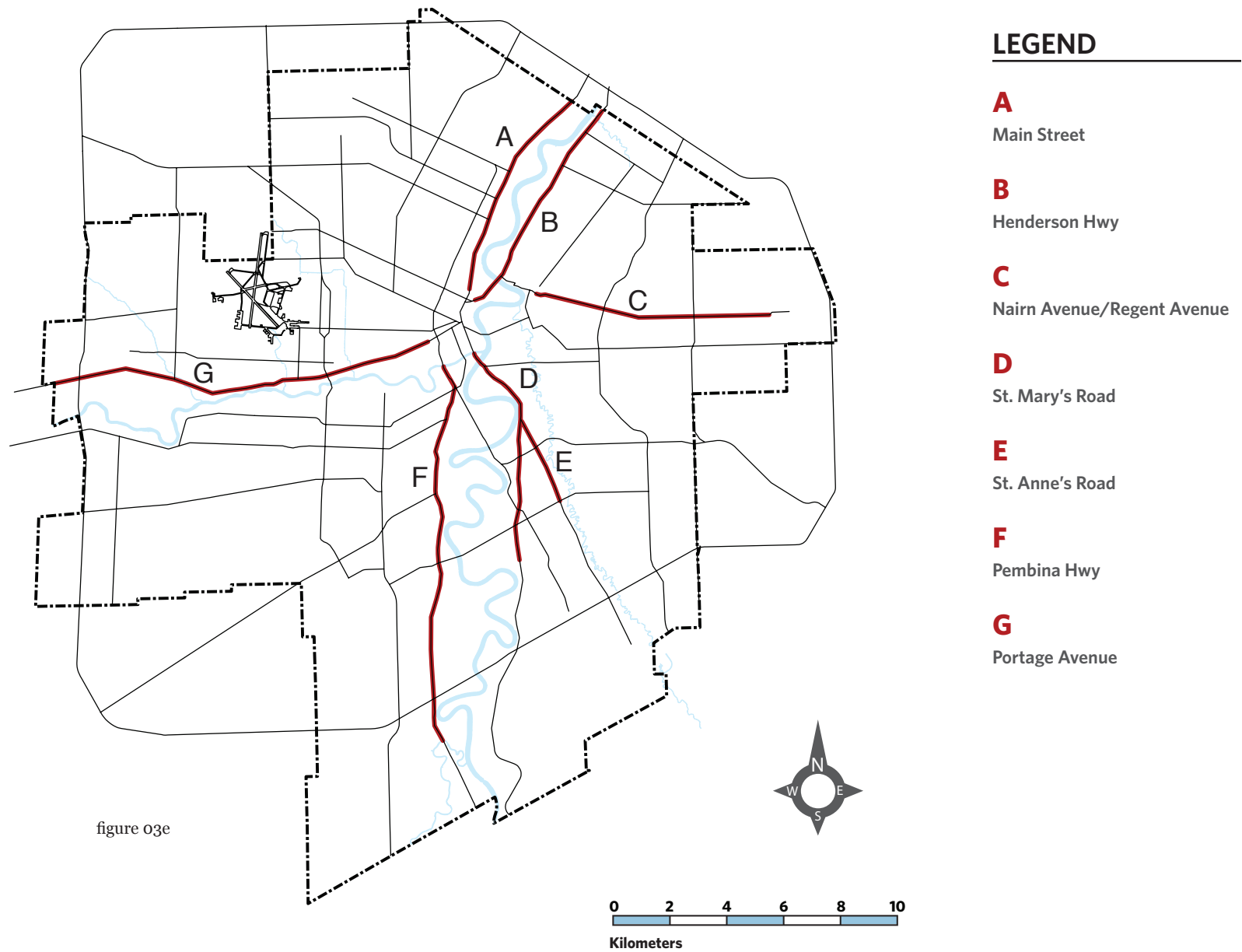


figure 03e

TRANSFORMATIVE AREAS > CENTRES AND CORRIDORS > REGIONAL MIXED USE CORRIDORS

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

PROMOTE DEVELOPMENT ALONG REGIONAL MIXED USE CORRIDORS THROUGH VARIOUS TOOLS. (SEE SECTION 14, "IMPLEMENTATION").

- P** Identify and capitalize on development and redevelopment opportunities through corridor level planning, streamlined regulatory processes and other tools.

IMPLEMENTATION TOOLS

- P** Planning
- I** Incentive
- C** Capital Budget/ Infrastructure
- L** Leadership/Partnership

SEE THE POSSIBILITIES

POSSIBLE TRANSFORMATION OF A REGIONAL MIXED USE CORRIDOR FOLLOWING COMPLETE COMMUNITY PRINCIPLES



03-2e COMMUNITY MIXED USE CENTRES CENTRES AND CORRIDORS

Community Mixed Use Centres are characterized as destinations that can serve multiple neighbourhoods and generally contain a significant employment base. They are areas that are already capable of providing high frequency transit or that can be readily adapted to do so through moderate infill and intensification with a mix of uses.

Some Community Mixed Use Centres are currently vacant or underutilized sites. These particular sites will play a key role in accommodating some of the anticipated increase in commercial demand in Winnipeg.

Community Mixed Use Centres will have higher density development and a broad range of land uses, though their density and scale of development will be lower than Regional Mixed Use Centres. But like them, it will be important that development creates a high-quality street environment and is attractive to residents and visitors alike.

SOME EXAMPLES OF **OUR WINNIPEG** COMMUNITY MIXED USE CENTRES

- > **Grant Park Mall Area**
- > **Unicity**

CHARACTERISTICS OF COMMUNITY MIXED USE CENTRES

- > Destinations serving multiple communities.
- > Contain areas of commercial development that support the local neighbourhood and the greater community.
- > Provide infill development opportunities that can be anchored by existing or new commercial development.
- > Have the ability to efficiently support high-frequency transit service through a mix of higher density development (residential, commercial and office).
- > Well-connected by corridors and located at major intersections.
- > Have land-base and infrastructure sufficient to support expansion, a mix of uses and change through comprehensively planned intensification.

SEE THE POSSIBILITIES

POSSIBLE TRANSFORMATION OF A COMMUNITY MIXED USE CENTRE FOLLOWING COMPLETE COMMUNITY PRINCIPLES



TRANSFORMATIVE AREAS > CENTRES AND CORRIDORS > COMMUNITY MIXED USE CENTRES

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

IDENTIFY COMMUNITY MIXED USE CENTRES AS HIGHER DENSITY DESTINATIONS SUPPORTED BY MULTI-MODAL TRANSPORTATION OPTIONS.

Encourage moderate to high density housing and higher intensity commercial and mixed use development focused on sustainable transportation.

- P** Create strong multi-modal linkages from each Community Mixed Use Centre to Downtown, other Centres, Corridors, Parks and major attractions.
- C**

- P** Establish local goals and objectives for each Community Mixed Use Centre while taking into account its relationship to: **OurWinnipeg, Sustainable Transportation** Direction Strategy, Downtown, Redevelopment Areas, Corridors and other Centres. This could include minimum and maximum density and employment targets.

IMPLEMENTATION TOOLS

- P** Planning
- I** Incentive
- C** Capital Budget/ Infrastructure
- L** Leadership/Partnership

DIRECTION 2

PROMOTE AND GUIDE THE DEVELOPMENT OF COMMUNITY MIXED USE CENTRES THROUGH A PROACTIVE AND COLLABORATIVE PLANNING PROCESS.

- P** In order to establish a new Community Mixed Use Centre a proactive and collaborative planning process will be required. (See Section 14, "Implementation")

03-2f COMMUNITY MIXED USE CORRIDORS

CENTRES AND CORRIDORS

Community Mixed Use Corridors act as “main streets” for one or more neighbourhoods, providing a strong social function. They often have strong historical connections to their communities, have assumed significant transportation functions over time, are served by frequent and direct transit and typically support a mix of uses within a pedestrian-friendly environment. Some have become regional attractions because of unique services or character, while others serve a more local population base.

Community Mixed Use Corridors provide opportunities for moderate levels of intensification of both population and employment over time. Intensification efforts could include an increased proportion of clustered, multiple storey buildings with retail and commercial services at grade level.

Community Mixed Use Corridors are also appropriate adjacent to transit routes in New Communities, where they can be used to focus different types and densities of housing and to function as local destination hubs.

SOME EXAMPLES OF **OUR WINNIPEG** COMMUNITY MIXED USE CORRIDORS

- > **Corydon Avenue**
- > **Selkirk Avenue**
- > **Osborne Street**

CHARACTERISTICS OF COMMUNITY MIXED USE CORRIDORS

- > Act as a main street to one or more neighbourhoods.
- > Within an area that is supported by an intensity of people and jobs to support local retail and commercial services.
- > 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.
- > Contain public and private facilities, amenities and other community services within reasonably close proximity.
- > Well served by frequent transit service and direct routes to nearby Regional Mixed Use Centres.
- > Existing public infrastructure has the capacity or potential to accommodate growth.

TRANSFORMATIVE AREAS > CENTRES AND CORRIDORS > COMMUNITY MIXED USE CORRIDORS

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

PROMOTE THE ENHANCEMENT OF EXISTING AND THE ESTABLISHMENT OF NEW COMMUNITY MIXED USE CORRIDORS.

Community Mixed Use Corridors provide the opportunity to complete communities; areas of mixed use will largely be concentrated here. In order to accommodate the city’s anticipated increases in residential, commercial and employment densities, Community Mixed Use Corridors will experience a fairly significant amount of change: existing corridors will be enhanced and new corridors will be built in New Communities as community hubs.

P Promote the enhancement of existing Community Mixed Use Corridors through moderate intensification.

P Promote the establishment of Community Mixed Use Corridors in New Communities.

P Identify Community Mixed Use Corridors that require significant reinvestment and develop tools and incentives to promote reinvestment in them.

IMPLEMENTATION TOOLS

- P** Planning
- I** Incentive
- C** Capital Budget/ Infrastructure
- L** Leadership/Partnership

DIRECTION 2

PROMOTE SMALL-SCALE, FINE-GRAINED DEVELOPMENT THAT IS RESPONSIVE TO THE SURROUNDING COMMUNITY CONTEXT.

Because Community Mixed Use Corridors evolved mainly to serve local needs, development tends to be small-scale and fine-grained. This is conducive to creating vibrant, pedestrian-friendly environments and should be promoted. By preserving existing structures that support this vision, development can both maintain existing character while providing affordable commercial spaces for small businesses.

P Promote the conservation of traditional commercial storefronts where practical.

P Consider the use of tools such as Planned Development Overlay Districts (PDO’s) to promote contextually appropriate development.

03-2g NEIGHBOURHOOD MIXED USE CENTRES CENTRES AND CORRIDORS

Winnipeg is a community of communities. Before the City of Winnipeg amalgamation in 1972, Winnipeg was a series of separate municipalities, each with its own distinct character and many with their own mixed-use, walkable business districts which served as the cores of these communities. Today, we have the opportunity to build upon these areas, which include:

- > **Regent Avenue East** (Downtown Transcona)
- > **Provencher Boulevard** (Old St. Boniface)
- > **Pembina Highway** (Old St. Norbert)
- > **St. Mary's Road** (Old St. Vital)

Many of these districts continue to be vibrant focal points for their neighbourhood. Changing market-trends and incompatible and auto-oriented development have eroded the pedestrian character of others, causing them to lose their vibrancy over time.

Neighbourhood mixed use centres are one of the key building blocks with which Winnipeg can achieve greater sustainability. They are appropriate for accommodating residential intensification over time, scaling uses and development appropriate to the local community context, character and need. They are suitable locations for developing community facilities, offices and retail together with higher density housing forms that may not be currently available in the neighbourhood. Concentrating on minor to moderate intensification in these centres helps support higher-frequency transit and completes Winnipeg's community of communities.

CHARACTERISTICS OF NEIGHBOURHOOD MIXED USE CENTRES

- > Have a historic, pedestrian-oriented commercial function.
- > Have a higher intensity and mix of development than that characterized by the rest of the neighbourhood.
- > Are well connected by corridors and located at major local intersections.
- > Have the ability to efficiently support mid to high frequency transit service through a mix of mid to high density development (residential, commercial and office).
- > Have adequate land-base and infrastructure to support intensification, a mix of uses, and change.



TRANSFORMATIVE AREAS > CENTRES AND CORRIDORS > NEIGHBOURHOOD MIXED USE CENTRES

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

RECOGNIZE AND ESTABLISH NEIGHBOURHOOD CENTRES IN AREAS THAT ARE WELL CONNECTED BY CORRIDORS, AND PRESENT THE BEST OPPORTUNITIES FOR MID TO HIGH FREQUENCY TRANSIT.

(SEE SUSTAINABLE TRANSPORTATION DIRECTION STRATEGY)

- P** Work with local neighbourhood stakeholders to determine local goals, objectives and boundaries for each Neighbourhood Mixed Use Centre and to determine the most appropriate planning tools suited to meeting local goals and objectives.

DIRECTION 2

PROMOTE NEIGHBOURHOOD MIXED USE CENTRES AS ATTRACTIVE, PEDESTRIAN-FRIENDLY PLACES.

- P** Encourage moderate intensification through the development of a mix of uses and a broad range of ground-oriented and mid density housing.
- P** Reinvest in Neighbourhood Mixed Use Centres, managing and
- I** devoting care and attention to their urban form and streetscapes,
- C** including local heritage.
- L**

IMPLEMENTATION TOOLS

- P** Planning
- I** Incentive
- C** Capital Budget/ Infrastructure
- L** Leadership/Partnership

03-2h NEIGHBOURHOOD MIXED USE CORRIDORS

CENTRES AND CORRIDORS

Neighbourhood Mixed Use Corridors are local collector streets that accommodate retail and mixed use forms in small clusters with low to medium density housing located between the clusters. In contrast to Community Mixed Use Corridors, these Corridors tend to be located within the neighbourhood level and allow for specific neighbourhood focal points serving the local population.

SOME EXAMPLES OF OUR WINNIPEG NEIGHBOURHOOD MIXED USE CORRIDORS

- > Academy Road
- > Westminster Avenue
- > Watt Street
- > McGregor Street
- > Elizabeth Road

CHARACTERISTICS OF NEIGHBOURHOOD MIXED USE CORRIDORS

- > Oriented internally to the neighbourhood.
- > Generally minor arterials or local collectors, linking neighbourhood focal points to larger Corridors and destinations outside of (or adjacent to) the immediate neighbourhood.
- > Primarily residential with intermittent commercial uses clustered at intersections
- > Commercial uses are generally small-scale retail sales and services, serving the immediate neighbourhood.
- > Provide feeder route access to the broader primary transit network.



TRANSFORMATIVE AREAS > CENTRES AND CORRIDORS > NEIGHBOURHOOD MIXED USE CORRIDORS

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

PROMOTE ORDERLY, MINOR INTENSIFICATION OF NEIGHBOURHOOD MIXED USE CORRIDORS THAT IS IN CHARACTER WITH THE SURROUNDING NEIGHBOURHOOD.

Most Neighbourhood Mixed Use Corridors exist primarily as low-to-medium density residential strips with intermittent clusters of commercial development. Minor intensification of commercial or medium density residential development along Neighbourhood Mixed Use Corridors should occur within or adjacent to these clusters.

- P** Promote the location of new development within existing clusters of commercial or multiple family developments.
- P** Support the minor intensification of Neighbourhood Mixed Use Corridors keeping in character with the surrounding neighbourhood.

IMPLEMENTATION TOOLS

- P** Planning
- I** Incentive
- C** Capital Budget/ Infrastructure
- L** Leadership/Partnership



Photo: Campbell and Chipman Photography

03-2i RAPID TRANSIT CORRIDORS

CENTRES AND CORRIDORS

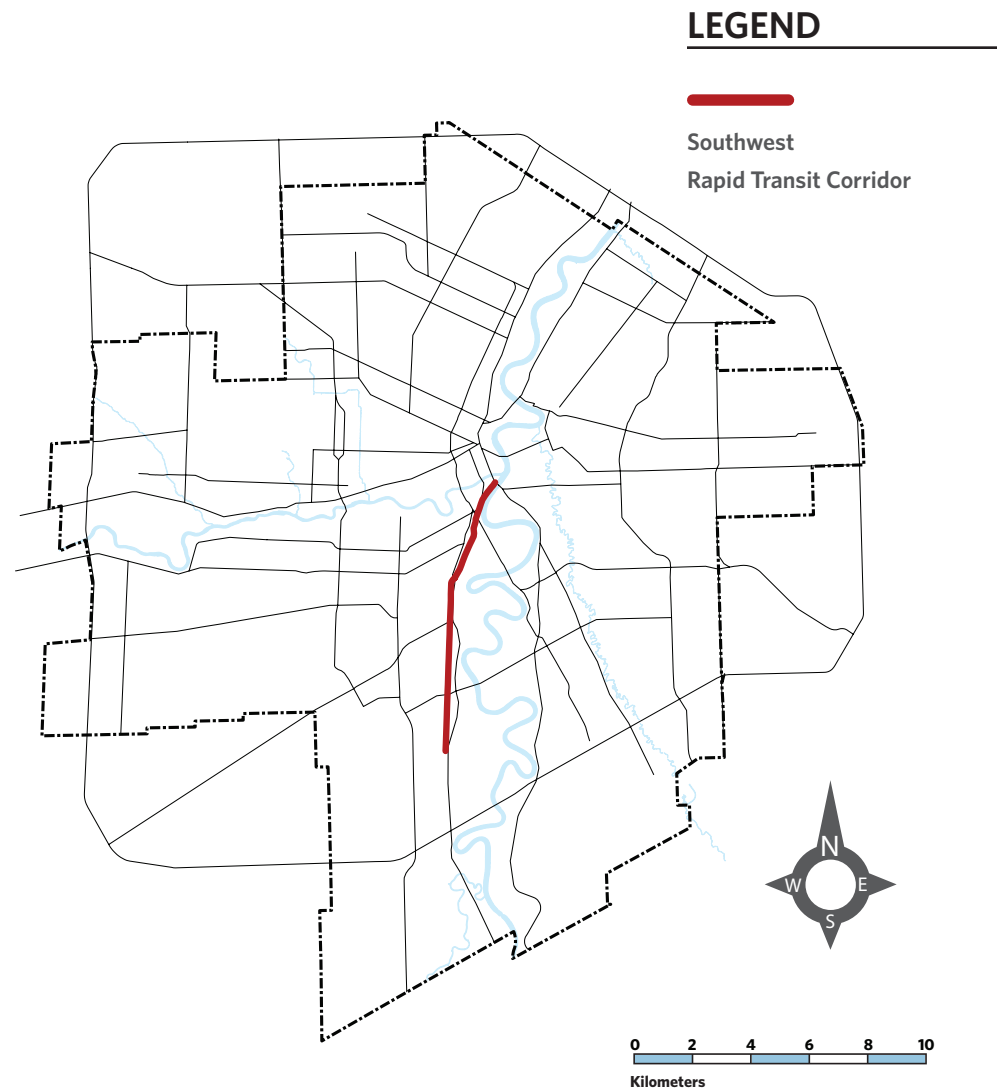
Rapid Transit Corridors are rights of way designed specifically and exclusively for use by rapid transit. They provide fast, efficient links between centres of development where transit can travel at a higher rate and make fewer stops than on mixed modal roadways.

Experience from other cities has shown that the expansion of rapid transit in Winnipeg will change land use and intensification around transit stations along the Corridor. These 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.

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.

SOUTHWEST RAPID TRANSIT CORRIDOR



TRANSFORMATIVE AREAS > CENTRES AND CORRIDORS > RAPID TRANSIT CORRIDORS

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

PROMOTE TRANSIT ORIENTED DEVELOPMENT (TOD) TO ACCOMMODATE GROWTH AND CHANGE AT CENTRES ALONG RAPID TRANSIT CORRIDORS THROUGH INTEGRATED LAND USE, TRANSPORTATION AND INFRASTRUCTURE PLANNING.

Successful infill development at centres along rapid transit corridors is dependent on integrated land use, transportation and infrastructure planning. Economically sustainable and viable rapid transit is dependent on sufficient ridership, which in turn is determined almost exclusively from the land use characteristics of the areas they connect. Conversely, the dense, mixed-use, pedestrian-oriented urban form that characterizes TOD can not occur without the presence of transit and connections with other transportation modes and networks. TOD 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.

IMPLEMENTATION TOOLS

- P** Planning
- I** Incentive
- C** Capital Budget/ Infrastructure
- L** Leadership/Partnership

- P** As directed through the **Sustainable Transportation** Direction
- C** Strategy, support an integrated land use and transportation planning process along Rapid Transit Corridors.
- P** Identify and capitalize on development and redevelopment opportunities through corridor level planning & analysis.
- C**

DIRECTION 2

PROMOTE TRANSIT-SUPPORTIVE LAND USE AND URBAN FORM AT CENTRES ALONG RAPID TRANSIT CORRIDORS.

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

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

- P** Promote transit supportive development, land use and urban form consistent with TOD principles at centres along Rapid Transit Corridors by creating a Winnipeg TOD Handbook.
- P** Promote minimum density standards for development at centres along Rapid Transit Corridors.
- P** Promote high quality pedestrian-oriented environments,
- C** particularly in public spaces, such as sidewalks and transit stations.

DIRECTION 3

PROMOTE TRANSIT ORIENTED DEVELOPMENT AT CENTRES ALONG RAPID TRANSIT CORRIDORS THROUGH INCENTIVES AND INNOVATIVE APPROACHES WHERE REQUIRED.

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. A combination of these approaches may promote a series of desirable outcomes, such as higher density, more amenities, better use of parking, calming of streets, improvements to the public realm and greater affordability than would be financially feasible otherwise in a traditional market driven project.

P Implement Innovative Parking Strategies and Approaches.
I
L

P Incorporate environmentally friendly, green design and construction principles to help meet the City's sustainability objectives.



IMPLEMENTATION TOOLS

- P** Planning
- I** Incentive
- C** Capital Budget/ Infrastructure
- L** Leadership/Partnership
- O** Other

This section will be supported by the following documents:

- > Sustainable Transportation
- > Sustainable Water & Waste

And by the development of additional implementation documents including:

- > Active Transportation Action Plan
- > Ecologically Significant Natural Lands Policy
- > Heritage Conservation Management Plan
- > Infill Development Guidelines for Multiple-Family Developments in Low Density Neighbourhoods
- > Local Area Planning Handbook
- > Parks, Places and Open Spaces Management Plan
- > Transit Oriented Development Handbook

03-3 MAJOR REDEVELOPMENT SITES

KEY DIRECTION

MAJOR REDEVELOPMENT SITES WILL PROVIDE TRANSFORMATIVE OPPORTUNITIES FOR THE DEVELOPMENT OF COMPLETE COMMUNITIES WITH SIGNIFICANT RESIDENTIAL AND EMPLOYMENT DENSITIES AND ATTRACTIVE URBAN DESIGN, CAPITALIZING ON VACANT OR UNDERUTILIZED SITES WITHIN THE EXISTING URBAN FABRIC.

Areas that once thrived under particular land uses in the past may not be needed for those purposes today. Some of these underused sites have significant strategic value, since they can capitalize on existing infrastructure through intensification.

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

OURWINNIPEG

MAJOR REDEVELOPMENT SITES

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

Major Redevelopment Sites are advantageous, because they can draw on existing and nearby infrastructure. They can utilize existing 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. They also provide a significant boost to the city’s tax base by optimizing parcels of land that currently under-perform.

Given their location within existing communities, specifically their ability to capitalize on existing infrastructure and services, the City must maximize the

MAJOR REDEVELOPMENT SITES

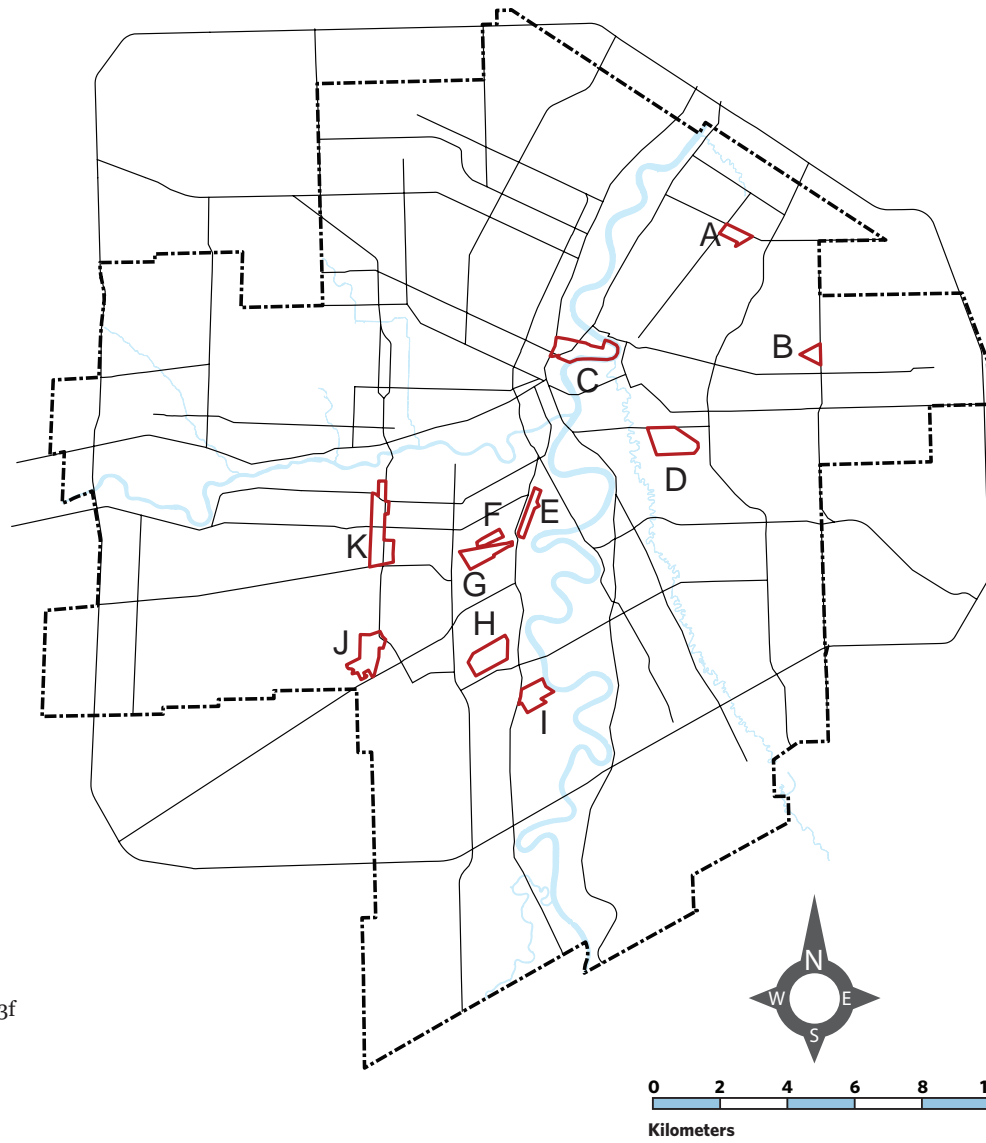


figure 03f

LEGEND

- A**
Palliser
- B**
Ravelston and Plessis
- C**
South Point Douglas
- D**
Public Markets
- E**
Fort Rouge Yards
- F**
Taylor Lands
- G**
Parker Lands
- H**
Sugar Beet Lands
- I**
Old Southwood Golf Course
- J**
Tuxedo/Lafarge Lands
- K**
Kapyong Barracks

potential of Major Redevelopment Sites. Densities must be high enough to justify investment in infrastructure upgrades, potential remediation initiatives and to establish a critical mass that can support neighbourhood retail and vibrant, people-oriented places. These densities must be designed in a way that creates attractive communities where modes of active transportation and public transit are competitive with the private automobile.

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 and contamination.
- > Site area typically 15 acres or more.

Given their importance, it is imperative that the City maximize the potential of Major Redevelopment Sites. Their redevelopment will promote complete communities with significant residential densities in a walkable, well-designed environment, embodying the principles of sustainability and, when adjacent to high frequency transit, Transit Oriented Development.

Redevelopment of Major Redevelopment Sites cannot be guided by one single approach. Each is unique, differing in the character of adjacent areas, existing physical and social contexts and market opportunities for redevelopment. The City will collaborate with all stakeholders through a front-end approach to planning developments. Redevelopment should be guided by a set of proactive planning tools (See Section 14, “Implementation”).

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

- > The Southwest Rapid Transit Corridor (Fort Rouge Rail Yards, Parker Lands, Sugar Beet Lands, Southwood Golf Course)
- > The proposed Eastern Rapid Transit Corridor (South Point Douglas)
- > A priority transit route (Kapyong Barracks). (See **Sustainable Transportation** Direction Strategy)

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.

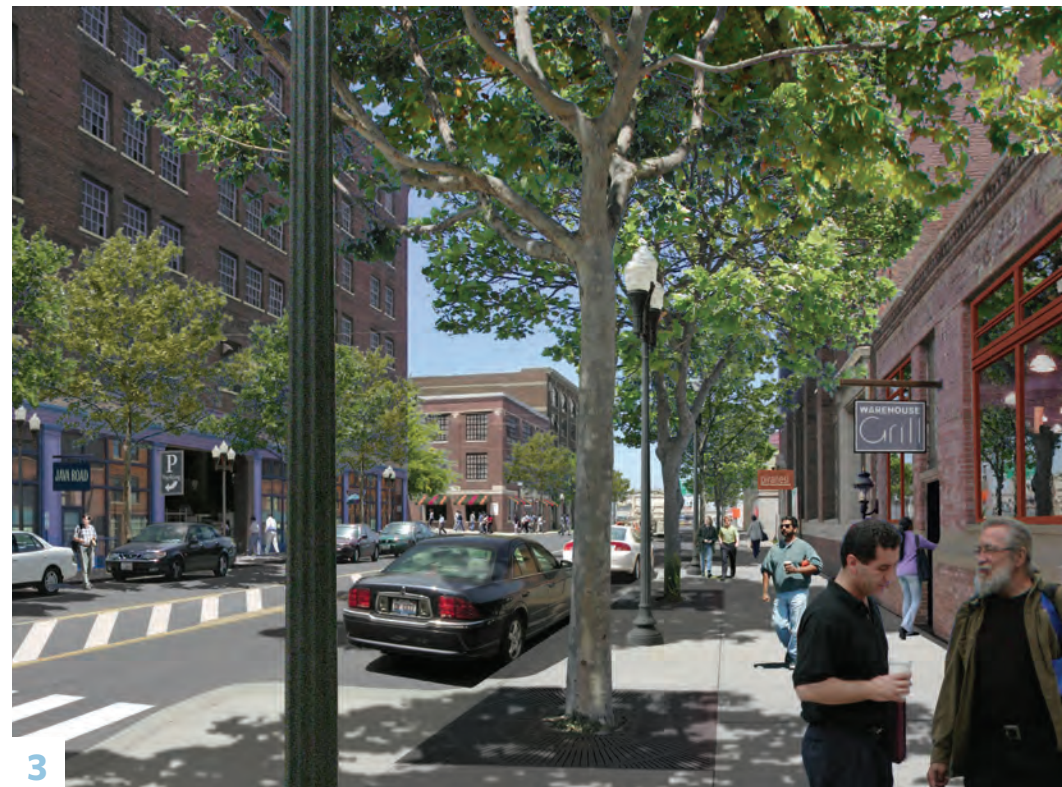
Redevelopment should focus around one or more Neighbourhood Centres, including Parks, Places and Open Spaces. These nodes, in turn, should be situated immediately adjacent to, or directly integrated with, public transit stations. A high quality public realm takes on added importance in a higher density residential development, given a reduction in private open space, such as backyards.

Major redevelopment sites should provide Winnipeggers with the opportunity to live in unique, vibrant and transit-conducive communities, providing a variety of housing typologies to help ensure accessibility.

Despite their location within existing urban communities, the development of Major Redevelopment Sites may be hampered to varying extents by a number of impediments that reduce or preclude economic viability. This can include inadequate infrastructure capacity, issues of land assembly and contamination. Given its interest in the redevelopment of these sites, the City will work to help reduce these barriers.

SEE THE POSSIBILITIES

POSSIBLE TRANSFORMATION OF A MAJOR REDEVELOPMENT SITE FOLLOWING COMPLETE COMMUNITY PRINCIPLES



TRANSFORMATIVE AREAS > MAJOR REDEVELOPMENT SITES

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

PROMOTE DEVELOPMENT OF MAJOR REDEVELOPMENT SITES WITH PROACTIVE AND COLLABORATIVE PLANNING PROCESS.

P Support rapid transit and high-frequency transit service by encouraging higher density residential and higher intensity commercial and mixed uses within the centre of the development. These will be focused on major transit stops.

P Create strong, multi-modal and active transportation linkages from each Major Redevelopment Site to the Downtown, other Major
C Redevelopment Sites, Centres, Corridors, Parks, major attractions
L and employment areas.

P Work with landowners and other stakeholders to establish local goals and objectives for each Major Redevelopment Site while taking into account its relationship to: **OurWinnipeg, Sustainable Transportation** Direction Strategy, Downtown, Redevelopment Areas, Corridors, and other Centres. This could include minimum and maximum density and employment targets.

DIRECTION 2

CAPITALIZE ON THE PROXIMITY OF MAJOR REDEVELOPMENT SITES TO RAPID TRANSIT AND HIGH FREQUENCY TRANSIT

P Promote development in accordance with Transit Oriented Development principles.

DIRECTION 3

FACILITATE REDEVELOPMENT THROUGH INCENTIVES, PARTNERSHIPS AND THE REMOVAL OF BARRIERS.

C Facilitate the redevelopment of major redevelopment sites by prioritizing infrastructure renewal.

P Working with other levels of government, investigate strategies to
I promote the redevelopment of brownfields.
L

IMPLEMENTATION TOOLS

- P** Planning
- I** Incentive
- C** Capital Budget/ Infrastructure
- L** Leadership/Partnership

DIRECTION 4

MAJOR REDEVELOPMENT SITES WILL PROVIDE FOR COMPLETE COMMUNITIES WITH SIGNIFICANT LEVELS OF MIXED USE, HIGH DENSITY DEVELOPMENT, WITH STRONG URBAN DESIGN AND ATTRACTIVE PARKS, PLACES AND OPEN SPACES.

- P** Provide a mix of employment, high-density housing, retail and service uses within Major Redevelopment Sites in a way that compliments the needs of adjacent communities.
- P** Support active uses (such as retail and services) on the ground floor and offices and housing on the upper floors of multi-storey developments.
- P** Promote the use of minimum density standards for new development.
- P** Promote high-quality plazas, parks and streetscapes as focal points and networks that are connected to the greater community.
- P** Incorporate pedestrian elements like street trees, street furniture, wide sidewalks, bicycle parking and public art in new development.

C

L
- P** Encourage the transition of development towards the outer edges of major redevelopment sites that is sensitive to the scale, massing, height, form and character of the surrounding area.
- P** Mitigate any negative impacts new development may have on neighbouring streets, parks and properties.
- P** Development should be sensitive to conserving historically significant features and resources.
- P** Support a range of different types, tenures and unit sizes in housing opportunities.
- P** Promote development in accordance with Universal Design and Crime Prevention Through Environmental Design (CPTED) policies.
- L** Encourage green design and construction by incorporating environmentally friendly design and construction principles.
- P** Encourage the development of recreation and community service facilities in these areas in a manner that respects the desired form and character of Major Redevelopment Sites.

C

This section will be supported by the following documents:

- > Sustainable Transportation
- > Sustainable Water & Waste

And by the development of additional implementation documents including:

- > Active Transportation Action Plan
- > Ecologically Significant Natural Lands Policy
- > Heritage Conservation Management Plan
- > Local Area Planning Handbook
- > Parks, Places and Open Spaces Management Plan
- > Transit Oriented Development Handbook

03-4 NEW COMMUNITIES

KEY DIRECTION

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.

New Communities are large undeveloped land areas identified for future urban development and are not currently served by a full range of municipal services. Many were previously designated as Rural Policy Areas in **Plan Winnipeg 2020**. Planning for New Communities will ensure orderly, market aligned development that should provide opportunities for a mix of uses, a range of housing types, parks, places and open spaces, employment options and transit access within walking distance of diverse residential neighbourhoods. New Communities should be developed with a supporting street network that connects residents, 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.

VISION

NEW COMMUNITIES ARE INCLUSIVE NEIGHBOURHOODS WITH A VARIETY OF HOUSING TYPES WITHIN WALKING DISTANCE OF MIXED USE DISTRICTS THAT OFFER OPPORTUNITIES FOR SHOPPING, EMPLOYMENT AND ENTERTAINMENT. THESE NEIGHBOURHOODS ARE A PART OF A LARGER COMMUNITY WITH INTERCONNECTED OPEN SPACES, WALKING AND CYCLING PATHS, COMMUNITY FACILITIES, EMPLOYMENT OPPORTUNITIES AND MULTI MODAL TRANSPORTATION CONNECTIONS TO THE REST OF THE CITY.

Over the life of **OurWinnipeg**, development of New Communities will continue to accommodate many Winnipeggers. By 2031, the City of Winnipeg is expected to grow by more than 180,000 people (Conference Board of Canada, 2007 Population Forecast). Background work related to residential lands and employment lands indicates that Winnipeg will need to bring on more land to accommodate this forecasted growth. Given the potential impact that this growth will have for the future of the city, it is critical that New Communities are planned to be complete, providing long term sustainability.

SEE THE POSSIBILITIES

POSSIBLE TRANSFORMATION OF A NEW COMMUNITY FOLLOWING COMPLETE COMMUNITY PRINCIPLES



The areas, as shown in figure 3g, have been identified for New Communities because they are serviceable, of sufficient size, are contiguous with existing developed areas, are accessible, and meet requirements of area supply and demand. The limited amount of land available for New Communities emphasizes the need for including higher density development to accommodate projected growth. The areas designated as New Communities will be reviewed periodically so that new technology or changes in serviceability, supply/demand, or accessibility can be considered.

To ensure that planning for New Communities is comprehensive, complete, and aligns with citywide goals and objectives, New Communities have also been divided into planning precincts, as identified on figure 03g. Planning efforts are required to cover an entire precinct, ensuring new infrastructure and community services optimize existing facilities and connections while identifying any necessary upgrades from the outset. This approach will support a more efficient planning process for all parties.

It is important to note that three of the New Communities identified in figure 03g will not be residential neighbourhoods. Their planning and development will follow Direction 1 of this section, in addition to the sections identified below:

- > Precincts E and R – see Section 06, Commercial section
- > Precinct A – see Section 05, Employment section

Lands designated as New Communities will conform with the policies that apply to the Rural and Agricultural designated lands until an appropriate planning process is complete and approved by City Council and/or a designated committee of Council.

NEW COMMUNITIES

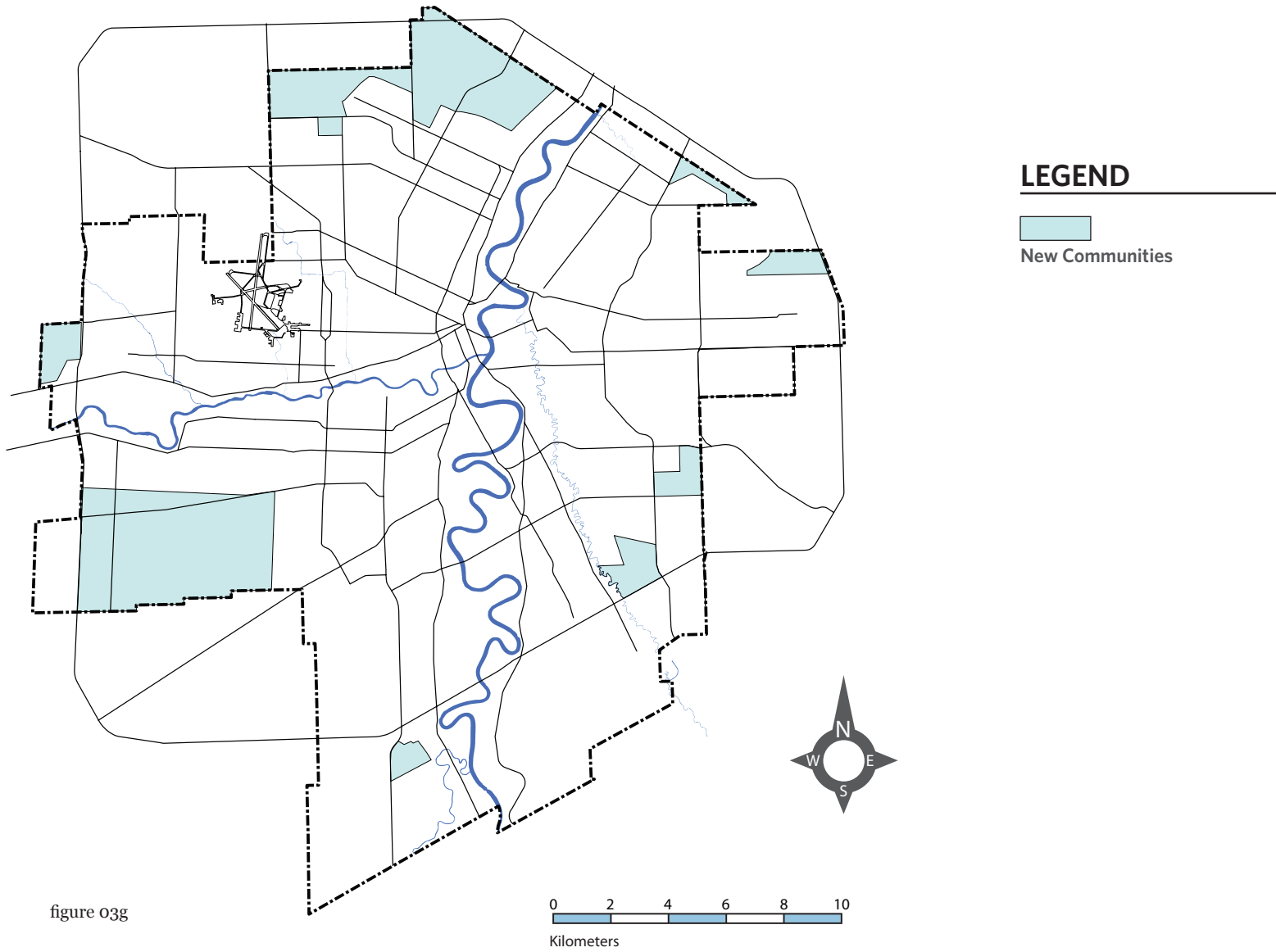


figure 03g

TRANSFORMATIVE AREAS > NEW COMMUNITIES

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

NEW COMMUNITIES WILL BE DEVELOPED IN A SUSTAINABLE MANNER.

New Communities should contribute to the City’s balance of residential, commercial, industrial, natural and recreational land uses to ensure economic, social and environmental sustainability.

- P** Only approve new development when a full range of municipal services, as defined in **OurWinnipeg**, can be provided in an environmentally-sound, economical and timely manner.
- P** Only approve new development when there is a reasonable relationship between the supply of land and the projected demand.
- P** Support new development that is adjacent to, and compatible with, existing development and which is designed to minimize the spatial use of land.

IMPLEMENTATION TOOLS

- P** Planning
- I** Incentive
- C** Capital Budget/ Infrastructure
- L** Leadership/Partnership

DIRECTION 2

NEW COMMUNITIES WILL BE ESTABLISHED THROUGH A PLANNING PROCESS.

The development of New Communities will be supported by a planning process and organized within planning precincts. All New Communities will require some degree of planning, with the scope determined by several factors, including land use, area size, infrastructure constraints and surrounding context. In many cases, given the complexity of issues present in greenfield areas, a statutory plan may be the most appropriate planning tool. However, the final scope of planning will be determined on a case by case basis, generally including at the minimum:

- > Definition of the study area.
- > Public engagement to identify local character and community needs.
- > Assessment of parks, community facilities and service capacities.
- > Assessment of infrastructure conditions and capacities.
- > Vision and sustainability principles.
- > Locations for intensification, transition and conservation.
- > Land use diversity and development densities.
- > Multi-modal transportation infrastructure, locations and connectivity.
- > Development phasing, staging and public investment.
- > Cultural Heritage, including buildings, sites, archaeological, or other issues or features, as applicable.
- > Implementation.
- > Other policies or context-specific guidelines as deemed appropriate.
- > A cost/benefit analysis

PRECINCTS

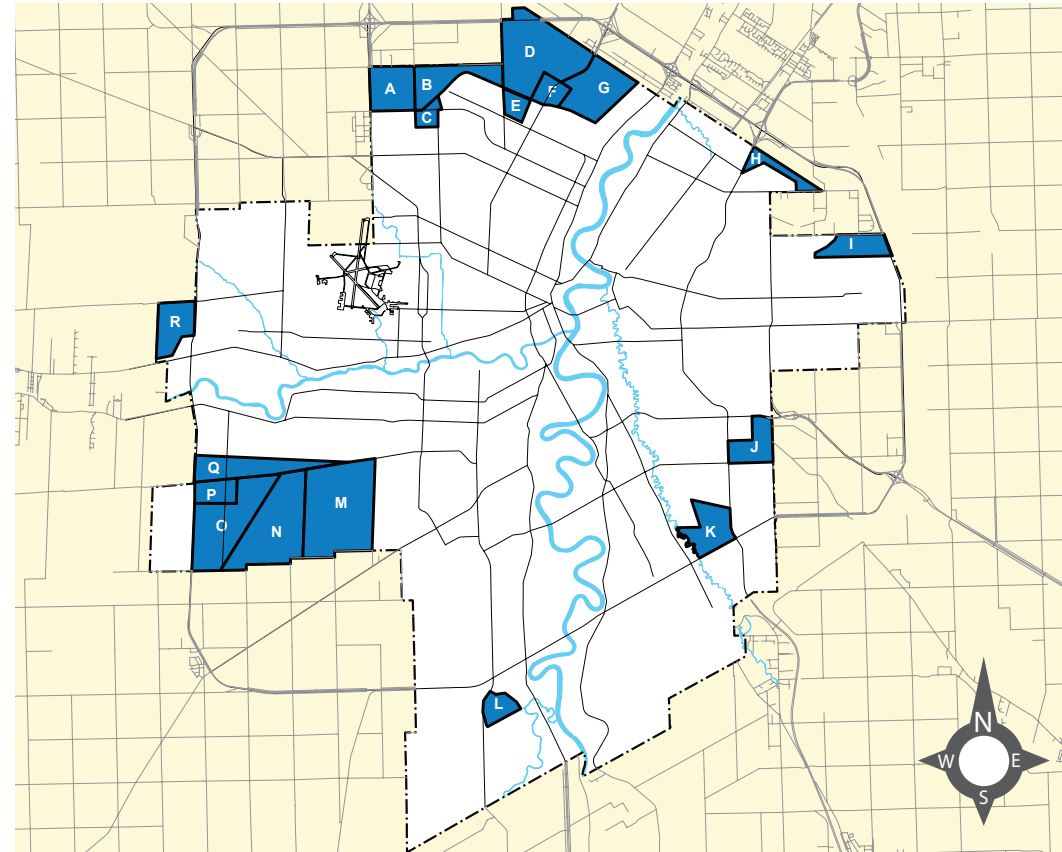
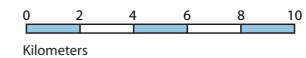


figure 03h

LEGEND

Precincts



IMPLEMENTATION TOOLS

- Planning
- Incentive
- Capital Budget/
Infrastructure
- Leadership/Partnership

PRECINCT BOUNDARIES

The boundaries of the precincts are generally based on centre lines of streets, public lanes, footpaths, public walks, rivers, public right of ways, lot or holding lines, railway or public utility right of way, but should not be interpreted to precisely follow them. They do, however, follow City of Winnipeg municipal boundaries. When a natural boundary or servicing limit supports the change, planning may deviate from the precinct boundaries with the approval of the Director of Planning, Property, and Development Department.

- Require planning to guide development of New Communities in collaboration with local residents and stakeholders (see Section 14, "Implementation").
- Demonstrate a commitment to the integration of City, School and other community resources by seeking opportunities for collaboration and partnership.

TRANSFORMATIVE AREAS > NEW COMMUNITIES

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 3

NEW COMMUNITIES WILL INCREASE OPPORTUNITIES TO LIVE, WORK, LEARN AND PLAY IN THE SAME NEIGHBOURHOOD.

- P** Encourage higher residential density in areas adjacent to commercial and employment lands, especially where the area is served by transit, services and other community amenities. These locations should be identified through the planning process.
- P** Encourage New Communities to include a mixture of residential, commercial, employment and institutional uses that are supported by multiple transportation options for residents.
- P** Encourage greater choices in housing type, density, style and tenure.
- P** Provide parks at the neighbourhood and community level that address both active and passive requirements for recreation, sport and leisure and that promote connectivity and walkability between park sites and neighbourhood features.
- C**
- L**

IMPLEMENTATION TOOLS

- P** Planning
- I** Incentive
- C** Capital Budget/ Infrastructure
- L** Leadership/Partnership

DIRECTION 4

NEW COMMUNITIES WILL BE DEVELOPED WITH COMPLETE STREETS (SEE SUSTAINABLE TRANSPORTATION), ENABLING SAFE AND CONVENIENT SPACES FOR PEDESTRIANS, BICYCLISTS, PUBLIC TRANSIT RIDERSHIP AND MOTORISTS TO PROMOTE PHYSICAL ACTIVITY, HEALTH AND ACTIVE TRANSPORTATION.

- P** Promote the design of all streets to maximize connectivity,
- C** visual appeal, amenity space and safety where practical and cost effective.



DIRECTION 5

ENCOURAGE GREEN DEVELOPMENT AND CONSERVE NATURAL AREAS (SEE ECOLOGICALLY SIGNIFICANT NATURAL LANDS POLICY STRATEGY) TO DEVELOP NEW COMMUNITIES IN A SUSTAINABLE MANNER.

- P** Balance the provision (scale, distribution and design) of parks and open space with density, demographics and distance.
- P** Park sites will be selected in ways that maximize the conservation, protection and integration of existing natural features.
- P** Parks will be integrated purposively into the overall community design.
- P** Promote and expand biodiversity and 'green' principles consistent with the local natural ecosystem to all Parks, Places and Open Spaces, beyond the expected environments of the urban forest and designated 'natural areas'.
- P** Support green design principles and construction methods for new buildings and neighbourhoods where practical and cost effective.
- I**
- L**

DIRECTION 6

REFLECT LOCAL HERITAGE IN THE DEVELOPMENT OF NEW COMMUNITIES.

- P** Identify and conserve heritage resources, encouraging awareness, understanding, and appreciation of them.
- P** Man made or natural features with particular cultural or historic significance should be identified, conserved, and incorporated into New Communities.
- P** Street names and parks should reflect and contribute to the heritage of New Communities.

IMPLEMENTATION TOOLS

- P** Planning
- I** Incentive
- C** Capital Budget/
Infrastructure
- L** Leadership/Partnership

04 AREAS OF STABILITY

This section will be supported by the following documents:

- > Sustainable Transportation
- > Sustainable Water & Waste

And by the development of additional implementation documents including:

- > Active Transportation Action Plan
- > Ecologically Significant Natural Lands Policy
- > Heritage Conservation Management Plan
- > Infill Development Guidelines for Multiple-Family Developments in Low Density Neighbourhoods
- > Local Area Planning Handbook
- > Parks, Places and Open Spaces Management Plan
- > Transit Oriented Development Handbook

KEY DIRECTION

ENHANCE THE QUALITY, DIVERSITY, COMPLETENESS AND SUSTAINABILITY OF STABLE NEIGHBOURHOODS AND EXPAND HOUSING OPTIONS FOR WINNIPEG'S CHANGING POPULATION.

Areas of Stability are primarily understood as the residential areas where the majority of Winnipeggers currently live. Unlike Transformative Areas that will experience significant change over the coming years, Areas of Stability will accommodate low to moderate density infill development to support more efficient use of land, infrastructure and services as well as enhance housing choice and affordability. Infill in areas of stability will be supported with the intent of creating more complete communities.

When new development occurs in Areas of Stability, it should be contextually suitable and enhance and celebrate what makes them unique. To that point, intensification should be accommodated within existing communities in a sensitive manner which recognizes the existing form and the character of its location.

Areas of Stability can be grouped into two types of communities based on their characteristics:

- > Mature Communities
- > Recent Communities

Each community type will have inherently different opportunities for redevelopment, partly based upon its characteristics and the stage of its life cycle.(see figure 04a)

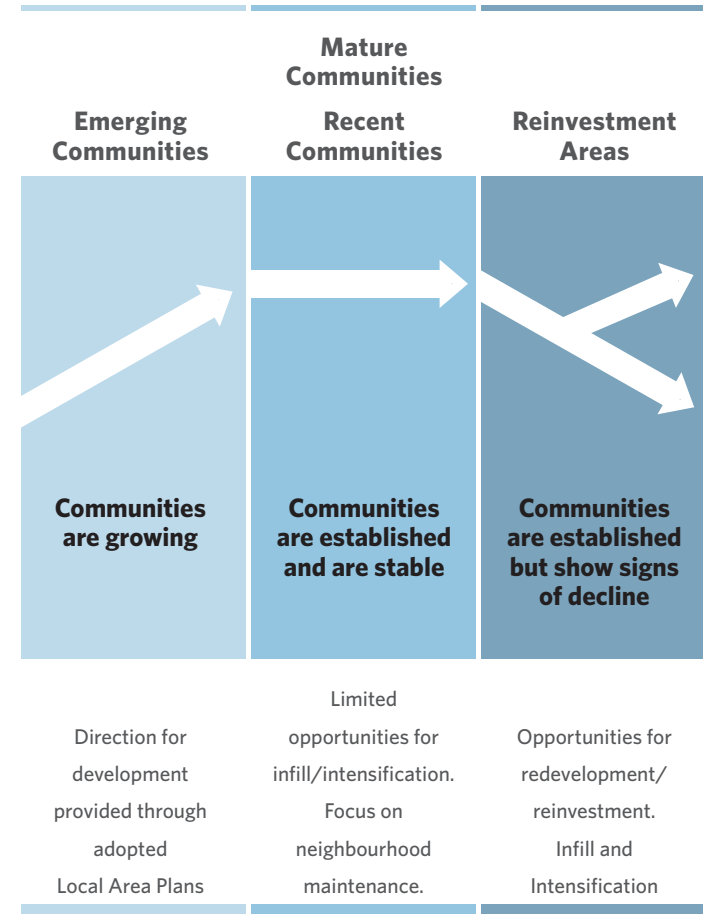


figure 04a

AREAS OF STABILITY

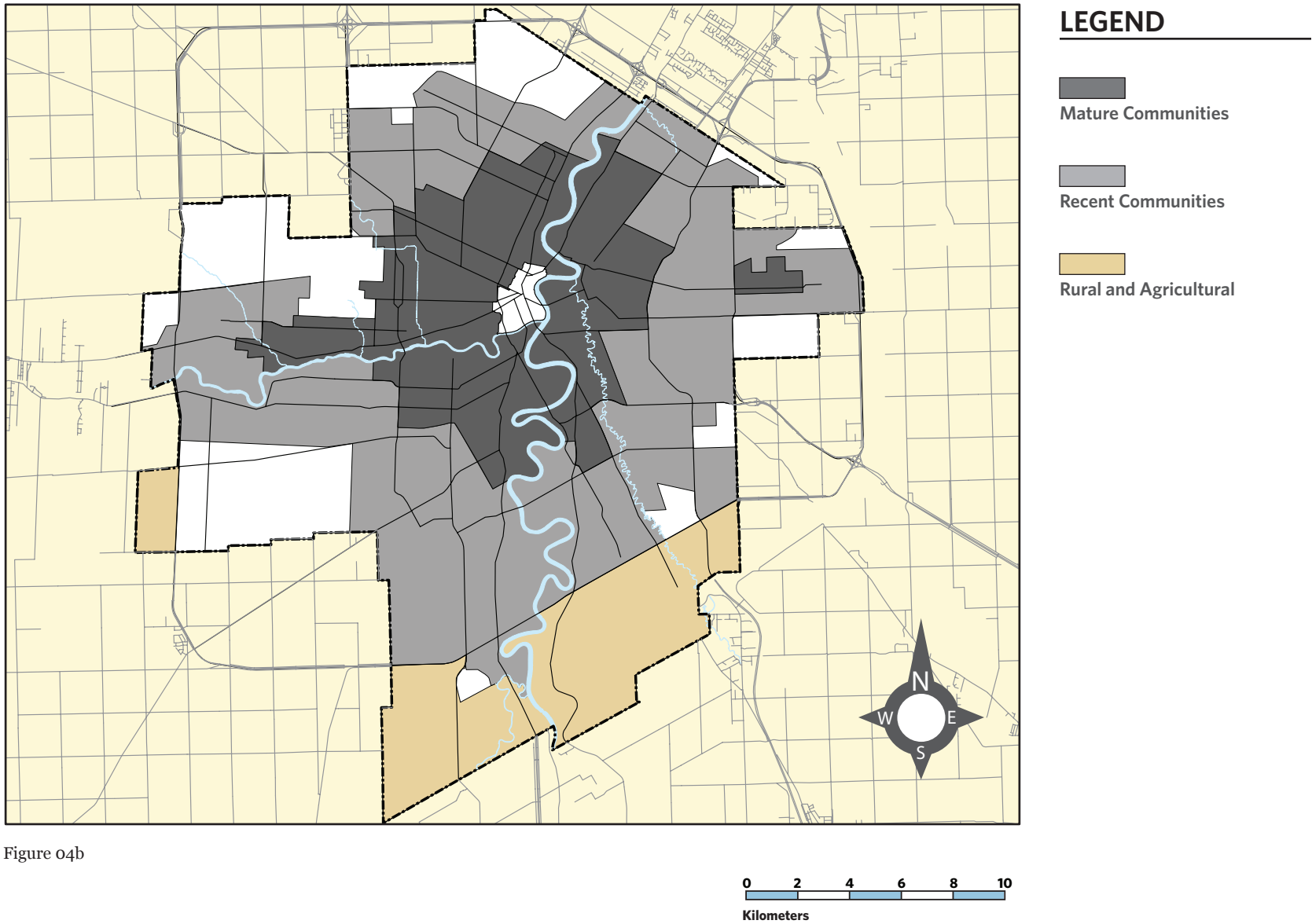


Figure 04b

AREAS OF STABILITY

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

SUPPORT THE COMPLETION OF AREAS OF STABILITY

P Support low to moderate change in low-density neighbourhoods through development and redevelopment that is complementary to the existing scale, character and built form.

P Provide clarity and promote compatibility between existing developments and new developments through design and development standards, such as the creation of **Infill Development Guidelines for Multiple-Family Developments in Low Density Neighbourhoods**.

P Promote the form of buildings and spaces that are sensitive to the community context and address the transition between new and existing developments.

P Promote a quality public realm with a high level of accessibility to community services and amenities and opportunities for gathering and social interaction.

P Encourage intensification to occur at centres and along corridors.

P Focus housing growth to areas that have municipal service capacity to support intensification, in addition to commercial and recreational amenities.

P Support Complete Communities by ensuring diverse and high quality housing stock.

P In order to meet the full life-cycle of housing needs within the community, promote a mix of housing type and tenure, such as duplexes, low rise apartments, secondary suites, semi-detached homes, townhouses.

P Support a mix of commercial services and employment uses that serve the local community.

P Support the subdivision of a parcel of land into two or more lots when it is done in a context sensitive manner.

P Review existing policies and by-laws for residential infill development with an aim to streamline the approval process for development that is consistent with Complete Communities objectives.

P Review by-laws and policies to reduce barriers to the provision of accessory dwelling units such as secondary suites, and carriage houses.

P Provide opportunities to increase multi-modal connectivity when redevelopment occurs.

IMPLEMENTATION TOOLS

- P** Planning
- I** Incentive
- C** Capital Budget/ Infrastructure
- L** Leadership/Partnership

- P** Where intensification/densification of housing occurs, ensure that the types of open space - passive, active, and plazas - respond to community needs.
- P** Develop a **Parks, Places, and Open Spaces Management Plan** that addresses open space requirements and guidelines for Areas of Stability.
- P** Ensure that existing public open spaces meet the neighbourhood's current and future requirements.



IMPLEMENTATION TOOLS

- P** Planning
- I** Incentive
- C** Capital Budget/
Infrastructure
- L** Leadership/Partnership

04-1 MATURE COMMUNITIES

Mature communities consist of Winnipeg's earliest neighbourhoods and first suburbs which were mostly developed prior to the 1950s. Key features of these areas are a grid road network with back lanes and sidewalks, older housing stock in the form of low to moderate densities and a finer mix of land uses along many of the commercial streets. Generally, these communities have a full range of municipal services, but may require enhancements.

Mature communities represent some of the most "complete" existing communities in Winnipeg. They present some of the best opportunities to accommodate infill development, to increase housing choice and to maximize the use of existing infrastructure. In many cases, these neighbourhoods are already well serviced by public transit and infrastructure.

While most of the building blocks for Complete Communities are already in place, there is room for any community to improve upon these characteristics. Looking towards the future, particular challenges will be strengthening public transit and active transportation, conserving the ageing building stock and increasing housing choice while maintaining existing neighbourhood character.

CHARACTERISTICS OF MATURE COMMUNITIES

- > Grid pattern of roads.
- > Primarily north-south, east-west orientation of streets with back lanes.
- > Largely built out prior to the 1950s.
- > A variety of housing types.

Employment opportunities, services, amenities and community facilities, such as grocery stores, banks, restaurants, community centres, schools and day care centres, that are a reasonable walk or a short transit trip from dwellings.

Efficient and effective public transit service and opportunities for active transportation, without precluding private motor-vehicles.

SOME EXAMPLES OF OURWINNIPEG MATURE COMMUNITIES

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

MATURE COMMUNITIES

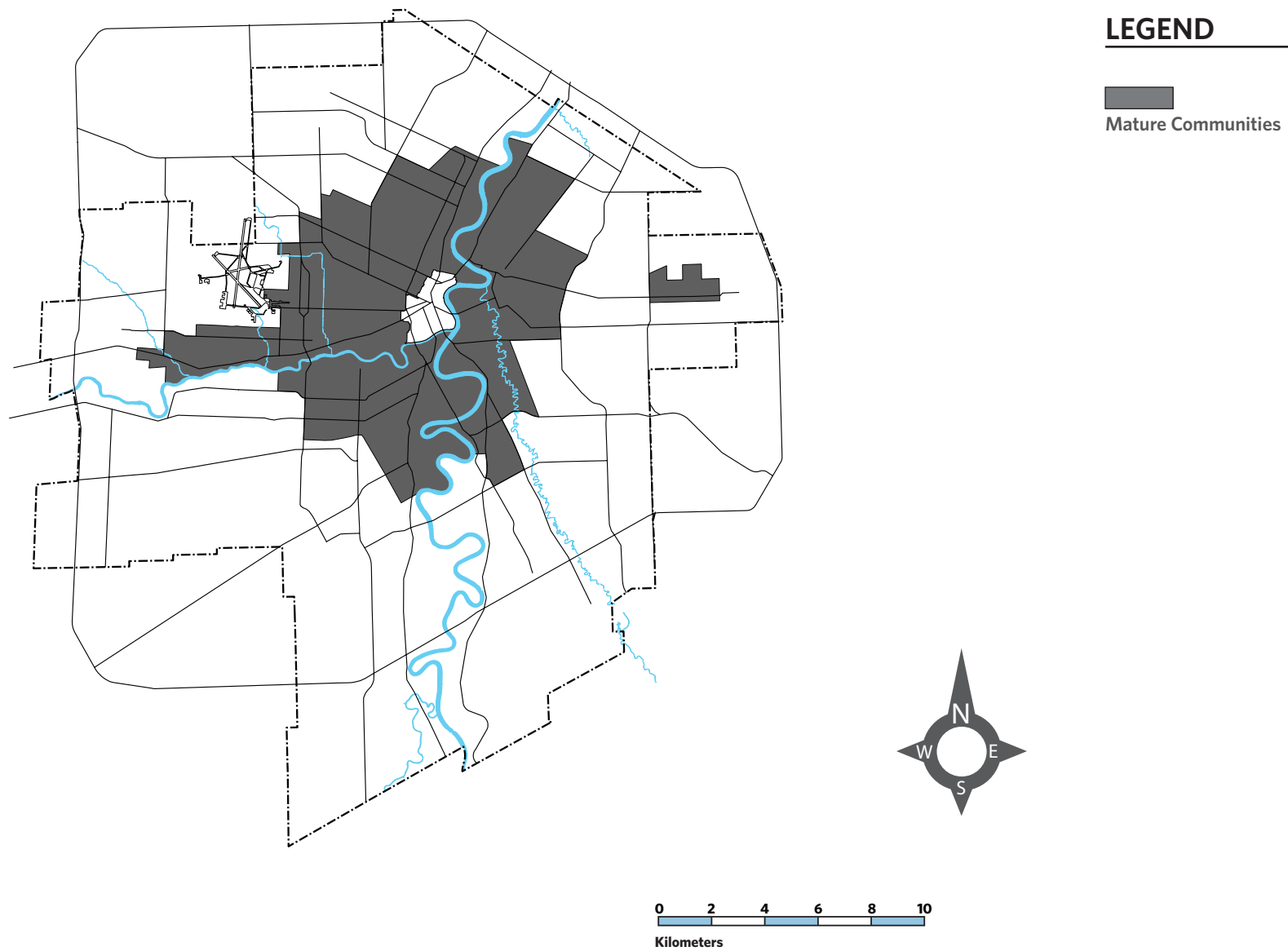


Figure 04c

04-1a REINVESTMENT AREAS

Some of Winnipeg's mature neighbourhoods show signs of decline. A subset of Mature Communities, Reinvestment Areas normally have a desirable character but would benefit from reinvestment through infill and redevelopment, and/or major projects in small areas. Infill development often has a rejuvenating effect on these neighbourhoods and can encourage additional investment.

CHARACTERISTICS OF REINVESTMENT AREAS

- > Deteriorating building stock.
- > Inappropriate mix of land uses.
- > Inadequate buffering between uses.
- > Lack of services such as grocery stores, banks and parks.
- > Lack of quality housing.

OurWinnipeg does not identify specific neighbourhoods as reinvestment areas. This is because neighbourhoods are not static and their characteristics may change dramatically over the life of the plan. In the future, indicators will be developed which will provide criteria for identifying reinvestment areas.

OurWinnipeg directions in the areas of 01-4 Housing, 01-5 Recreation, 01-6 Libraries, 03-1 Opportunity and 03-2 Vitality will support and focus the kind and level of development that occurs in Reinvestment Areas.



AREAS OF STABILITY > MATURE COMMUNITIES

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

ENCOURAGE CONSERVATION AND UPGRADING OF EXISTING HOUSING IN MATURE AREAS AND EXPAND HOUSING OPPORTUNITIES THROUGH INFILL DEVELOPMENT. (SEE OUR WINNIPEG, SECTION 01-5, "HOUSING")

- P** Support the rehabilitation of existing housing stock where required.
- I**
- C** Upgrade and maintain infrastructure in aging residential areas to encourage maintenance of housing.
- P** Support a mix of uses within buildings located on commercial streets.
- P** Facilitate land assembly for infill developments.
- L**
- P** Build upon the local heritage of mature neighbourhoods, including the sustainable reuse of existing building stock and other historic elements.
- L**



IMPLEMENTATION TOOLS

- P** Planning
- I** Incentive
- C** Capital Budget/ Infrastructure
- L** Leadership/Partnership

04-2 RECENT COMMUNITIES

Recent Communities are areas that were planned after 1950. They are primarily residential areas and contain a mix of low and medium density housing with nearby retail amenities. The road network is a blend of modified grid and curvilinear, often without sidewalks or back lanes. These are typically stable, residential communities with limited redevelopment potential over the next 30 years. Populations are declining from their peak and housing stock is generally in good condition.

CHARACTERISTICS OF RECENT COMMUNITIES

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

Recent communities can also accommodate some infill development to increase housing choice, increase options for ‘aging in place’, and to maximize the use of existing infrastructure.

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

SOME EXAMPLES OF OURWINNIPEG RECENT COMMUNITIES

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

RECENT COMMUNITIES

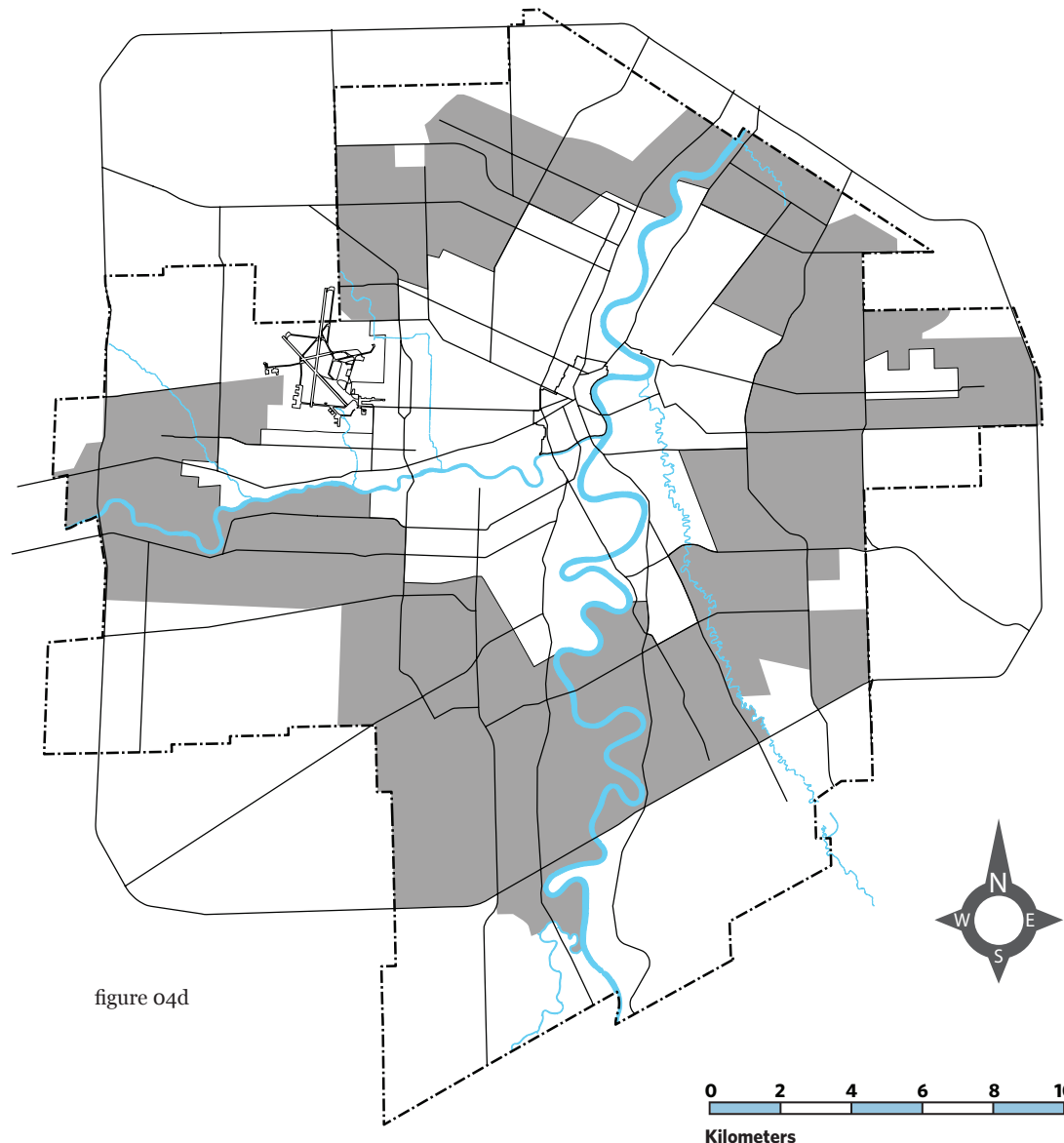


figure 04d

LEGEND

 Recent Communities

04-2a 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 relatively low-density residential neighbourhoods containing single-family housing, smaller pockets of multi-family and locally oriented retail. The road network is curvilinear, including major collectors that circulate through a community with local cul-de-sacs and bays feeding off of them. Some deviations from this pattern, where, for example, back lanes are provided, occur in some areas, such as Bridgewater Forest (Waverley West). Transit service in most areas is provided from the major collector streets. Generally, in the residential areas, land drainage is accommodated through storm water retention ponds, and more recently through innovative land drainage systems, such as managed wet lands.

CHARACTERISTICS OF EMERGING COMMUNITIES

- > Curvilinear local road pattern with cul-de-sacs
- > They are planned and are still under development
- > Primarily low density residential with some multi-family and retail

It is noted that development of 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 future 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 it is identified that the goals and objectives of Complete Communities can be maximized.



AREAS OF STABILITY > RECENT COMMUNITIES

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

WITHIN RECENT COMMUNITIES, INTENSE AND DIVERSE DEVELOPMENT WILL BE ENCOURAGED IN CENTRES AND CORRIDORS.

- P** Improve the sustainability of recent residential neighbourhoods
- L** by promoting better walking, cycling and transit access to retail, employment and community facilities.

DIRECTION 2

SUPPORT OPPORTUNITIES TO ENHANCE COMPLETE COMMUNITY OBJECTIVES IN EMERGING COMMUNITIES.

- P** Support amendments to adopted plans in these areas which further the goals and objectives of Complete Communities.

IMPLEMENTATION TOOLS

- P** Planning
- I** Incentive
- C** Capital Budget/
Infrastructure
- L** Leadership/Partnership

05 EMPLOYMENT LANDS

This section will be supported by the following documents:

- > Sustainable Transportation
- > Sustainable Water & Waste

And by the development of additional implementation documents including:

- > Active Transportation Action Plan
- > Local Area Planning Handbook
- > Transit Oriented Development Handbook

KEY DIRECTION

EMPLOYMENT LANDS WILL PROVIDE A WIDE RANGE OF MARKET OPPORTUNITIES BY ACCOMMODATING NEW INVESTMENT AND ECONOMIC DEVELOPMENT WHILE CONTRIBUTING AN ABUNDANCE OF NEW JOBS FOR OUR CITIZENS.

Employment Lands are the economic engine of the City. They include a broad range of clustered industrial and business land uses that can be grouped into three main types:

1. Business Park
2. Institutional Campus
3. Manufacturing (General & Heavy)

BUSINESS PARK

The Business Park represents a more recent trend in employment lands development. Typically developed with an overall Master Plan focusing on site development, design, landscaping and employee amenities, these clusters have flexibility built into their form and function. This allows them to be adapted quickly and easily as the market place changes.

INSTITUTIONAL CAMPUS

These lands typically include hospitals, biomedical research facilities and/or university and college institutions. These corporate campuses are subject to a

VISION

THE CITY IS EMBARKING ON A NEW ERA FOR EMPLOYMENT LANDS; TRANSFORMING THE TRADITIONAL IMAGERY OF SEGREGATED INDUSTRIAL USES INTO AESTHETICALLY PLEASING, SUSTAINABLE, MIXED-USE DEVELOPMENTS. THIS NEW APPROACH EMPHASIZES THE COMPATIBILITY OF WELL-PLANNED FORM OVER THE STRICT SEPARATION OF USES.

high level of design, emphasizing image and multi-modal circulation. In some cases, they may include enhanced security measures.

MANUFACTURING

General Manufacturing areas consist of existing, typically planned industrial areas that contain a mix of light industrial uses at varying intensities. These districts often include warehousing and distribution components, together with outdoor storage areas. In 2001, this sector captured 13.3% of total employment for the Winnipeg CMA.

Heavy Manufacturing areas often provide a wide range of substantial industrial uses like major utilities, waste and salvage, freight terminals and processing. Many of these uses require a large capital investment and often include significant construction. These include offices, warehouses and frequent heavy truck traffic for supplies and shipments. In some cases, the potential effects of sound, noise and odour need to be substantially mitigated to reduce any impact on neighbouring properties.

LOCATION

Winnipeg’s Employment Lands are generally focused in the northwest, east and southwest sectors of the city. Historically, these industrial clusters were intentionally located in multiple city quadrants to strategically distribute them throughout the city.

NORTHWEST

The northwest quadrant holds our largest inventory of employment lands, typically characterized as a General Manufacturing cluster, including the approximately 1,600 unserviced acres known as the Airport West lands.

EAST

The employment lands located in the east of the city, around the St. Boniface area, exhibit a wide range of industrial typologies from Heavy Manufacturing uses such as food processing and asphalt production to the high quality Business Park operating on the north side of Dugald Road.

SOUTHWEST

The employment lands in southwest Winnipeg have seen significant transformation over the past few years. Initially this area adjacent to Kenaston Boulevard was predominantly heavy manufacturing. Over the recent years, however, large portions have transitioned into light industrial uses such as Business Parks. Additionally, several re-designations have occurred to allow the further introduction and expansion of residential and large scale commercial retail uses.

SEE THE POSSIBILITIES

POSSIBLE TRANSFORMATION OF EMPLOYMENT LANDS FOLLOWING COMPLETE COMMUNITY PRINCIPLES



THE NEW APPROACH TO EMPLOYMENT LANDS

Former city development plan policies on industrial lands were protectionist in their approach to Employment Lands. These policies were meant to keep uses separate with limited mixed-use development opportunities. Because of significant advances in technology, the majority of industrial uses today are much cleaner, quieter and greener than they were in the past, reducing the potential impacts. In terms of design and layout, **Plan Winnipeg 2020** did include policy that encouraged high-quality urban design, public spaces and environmental protection within new industrial developments. **OurWinnipeg** continues and furthers that approach in the following areas:

- > Facilitates a broader range of uses within Employment Lands, providing flexibility, adaptability and responsiveness to the market place.
- > Considers demonstration projects that test the addition of limited residential to existing Business Parks.
- > Assumes a greater lead in delivering new employment land base by creating ‘development ready’ sites through pre-zoning and pre-servicing initiatives in certain situations.
- > Investigates and enables a broad spectrum of tools and initiatives to facilitate ongoing employment lands investment, development and sustainability.

NEW JOBS

70,000 jobs on new employment lands will have to be accommodated within our urban region over the next 25 years.

Based on a net employment density of 16 persons per net acre (including a 10% built in market contingency factor), it is expected that ‘the City of Winnipeg will require 3,450 net acres of employment land between 2006 and 2031 to accommodate expected economic development.’

FUTURE EMPLOYMENT LAND SUPPLY

The City’s existing supply of vacant, serviced employment land totals approximately 1,210 net acres, leaving it with a potential deficit of 2,240 net acres. But when the approximately 3,090 gross acres of our existing unserviced, industrially designated Greenfield sites (and large Brownfield redevelopment sites) are taken into account, The City may only need to accommodate up to 400 gross acres of additional employment land.

The City’s ability to cover most of our requirements for future employment land supply allows us to divest some of our existing obsolete, non-strategically located industrially designated lands, transitioning these areas out of industrial uses and opening up more mixed-use development opportunities as dictated by market context. These areas are as follows:

Fort Garry Cluster #1

- > Parker Lands

Tuxedo Cluster #2

- > Fort Whyte Alive nature centre lands [Major Open Space]
- > Fort Whyte Baptist Church lands

CPR Mainline Cluster #5

- > Southern portion Lord Selkirk Neighbourhood
- > South Point Douglas

Inkster-West Kildonan Cluster #7

- > Northeast corner Templeton-Sinclair Neighbourhood
- > West Kildonan Industrial Policy Area

East Kildonan-Transcona Cluster #8

- > Chalmers
- > Regent
- > Griffin

St. Boniface Cluster #9

- > The Mint
- > Mission Gardens

Some of the new Employment Land will be accommodated within areas identified as New Communities. Any new Employment Lands identified as New Communities, (figure 05b), must follow Direction 1 of Section 04-4, New Communities, which outlines the required planning process. The planning process for all new Employment Lands must also follow all of the applicable Employment Lands directions and strategies contained herein.





	BUSINESS PARK	INSTITUTIONAL CAMPUS	MANUFACTURING GENERAL	MANUFACTURING HEAVY
TYPICAL USES	LIGHT INDUSTRIAL OFFICE LIMITED RETAIL LIMITED PERSONAL SERVICE LIMITED MANUFACTURE WAREHOUSE PLANNED RESIDENTIAL	LIGHT INDUSTRIAL OFFICE SUPPORTIVE RETAIL SUPPORTIVE PERSONAL SERVICE PLANNED RESIDENTIAL EDUCATIONAL RESEARCH	LIGHT TO GENERAL INDUSTRIAL MANUFACTURING OFFICE ASSOCIATED & SUPPORTIVE RETAIL SUPPORTIVE PERSONAL SERVICE WAREHOUSE LIMITED OUTDOOR STORAGE	GENERAL TO HEAVY INDUSTRIAL MANUFACTURING SUPPORTIVE OFFICE WAREHOUSE OUTDOOR STORAGE
MIXED USES	SUBSTANTIAL 	MODERATE 	LIMITED 	RESTRICTED 

figure 05a

EMPLOYMENT LANDS > ALL EMPLOYMENT LANDS

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

FACILITATE THE TIMELY DELIVERY OF NEW EMPLOYMENT LANDS TO THE MARKET.

- I** Consider options to encourage development of under-utilized
- L** parcels and obsolete sites.

- C** Work with stakeholders to investigate strategic investment in roads
- L** and infrastructure improvements that will benefit existing and planned employment areas directly.

DIRECTION 2

ACCOMMODATE NEW EMPLOYMENT LAND DEVELOPMENT

- P** In order to allow for new Employment Lands to be developed, the following background information must be provided by the proponent:
 - > Demographic and socio-economic analysis of Winnipeg and the area
 - > Both social and economic benefit/cost analysis of the development
 - > Market analysis
 - > Development impact analysis
 - > Transportation Impacts
 - > Fiscal impact analysis

- P** Approve the creation of new Employment Land where there is a reasonable relationship between the supply of land and the projected demand and when a full range of municipal infrastructure can be provided in an environmentally-sound, economical and timely manner.

- P** Locate employment lands within a reasonable distance to housing, retail, commercial and recreational amenities to meet the needs of the employment lands workforce.

IMPLEMENTATION TOOLS

- P** Planning
- I** Incentive
- C** Capital Budget/ Infrastructure
- L** Leadership/Partnership

EMPLOYMENT LANDS

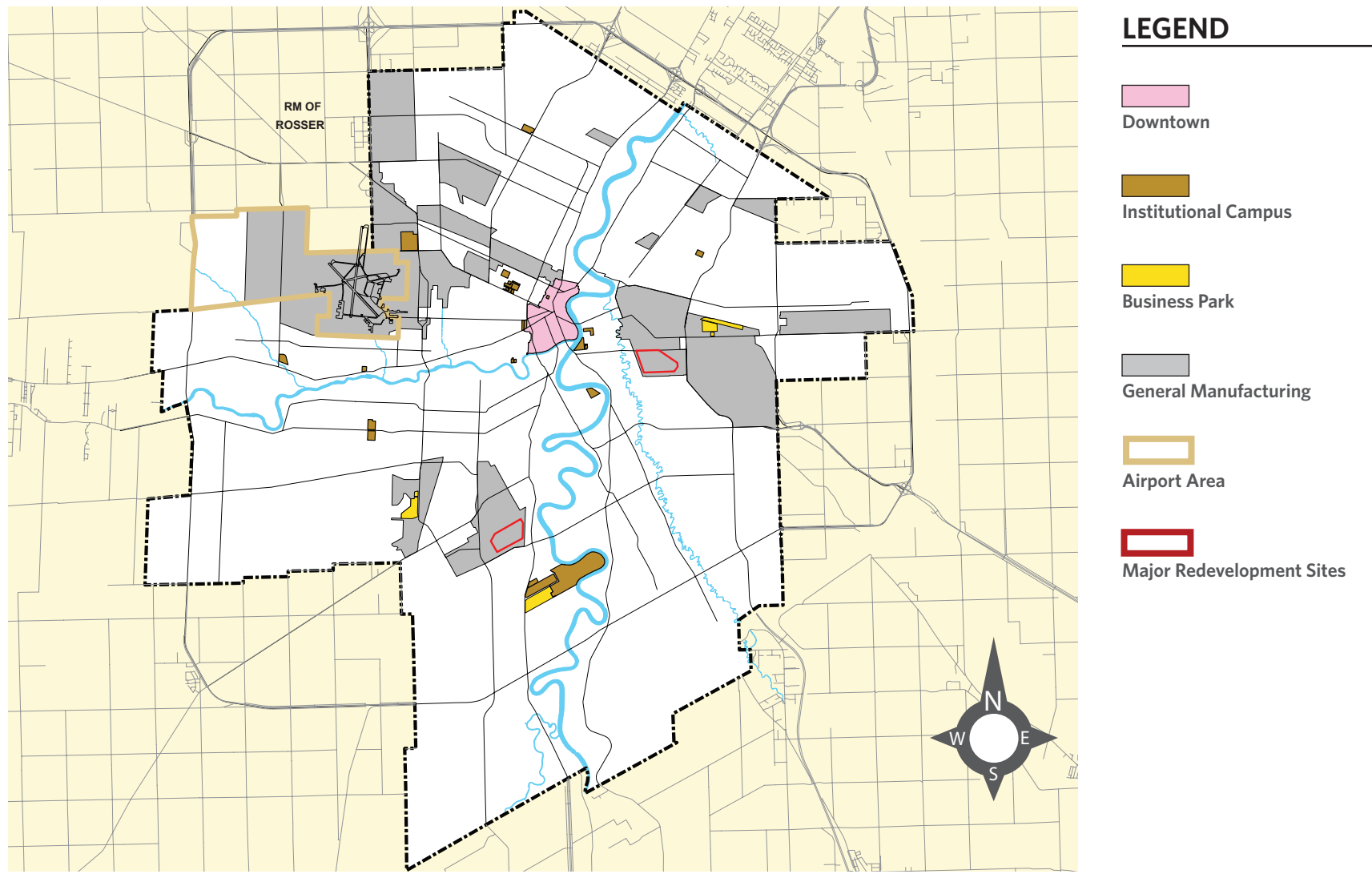
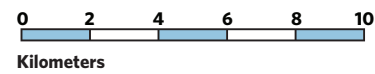


figure 05b



EMPLOYMENT LANDS > ALL EMPLOYMENT LANDS

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 3

MAXIMIZE THE ECONOMIC DEVELOPMENT POTENTIAL OF EXISTING AND FUTURE EMPLOYMENT LANDS.

P Consider the quality of lands required to support employment growth and encourage a suitable range and mix of features and uses that will best match the emerging needs of Winnipeg’s current and future employers.

P Ensure existing industrial operations in the vicinity are protected when evaluating new residential development proposals.

I Allow for the development and retention of a broad range of employment lands and a variety of employment parcel sizes.

P Encourage uses that support the industrial function of the employment cluster while catering to the day-to-day needs of area businesses and employees.

P Adapt to changing conditions in market trends by allowing for the transition, as warranted, to more suitable uses pending the submission of a comprehensive report by the proponent detailing:

- > The development’s economic impact on existing employment land and adjacent employment land users.
- > Reasons why the proposed land use needs to be located in an employment land area.
- > The impact on future economic growth caused by removing them from the employment land inventory.
- > An engineering study setting out servicing infrastructure requirements and the impacts of the proposed development.
- > A transportation study demonstrating that there is enough viable transportation options to accommodate adjusted traffic levels without undue effects on existing employment land users.

P Encourage the reuse of obsolete employment areas where the long-term viability of such areas cannot be supported, provided that potentially contaminated sites have been evaluated and met remediation standards established by the Canadian Council of Ministers of the Environment and the **Manitoba Contaminated Sites Remediation Act**.

IMPLEMENTATION TOOLS

- P** Planning
- I** Incentive
- C** Capital Budget/ Infrastructure
- L** Leadership/Partnership

DIRECTION 4

ENSURE THAT EMPLOYMENT AREAS ARE WELL-PLANNED, SUSTAINABLE OVER THE LONG TERM AND FIT THE COMMUNITY CONTEXT.

- P** Plans for the development of new employment areas will be established through a comprehensive planning process.
- P** Public transit should service any employment lands that attract large numbers of employees.
- P** Street networks should be designed to facilitate transit service and to provide sufficient coverage to support access needs for area businesses and employees.
- P** Streets that provide direct connections to primary transit services should provide facilities and amenities for pedestrians, cyclists, and transit or provide offstreet alternatives.
- P** Employment areas should have convenient connections and be accessible.
- P** Transit stops should be connected to major businesses in the surrounding employment area by sidewalks.
- P** Development or redevelopment of employment sites should provide for good walking environments within the site and adjacent to public sidewalks and transit stops.
- P** Establish open space standards for new employment lands that encourage environmental preservation, high-quality urban design and public spaces.
- P** Sufficient public open space should be provided to allow for recreational opportunities within employment areas for its employees.
- P** Provide street trees, landscaping, fencing, and architectural elements for sites that are highly visible to the public from perimeter roads in cases where employment lands interface with other types of land uses, including public rights of way.
- P** Regional or city-wide recreation and sports facilities may be provided in employment areas to meet the extensive land needs of city-wide recreation and sports programs. These facilities shall not negatively impact the existing function and character of the employment area. The recreational uses are encouraged to be located in close proximity to transit routes, cycling paths, and pedestrian walkways.

IMPLEMENTATION TOOLS

- P** Planning
- I** Incentive
- C** Capital Budget/Infrastructure
- L** Leadership/Partnership

EMPLOYMENT LANDS > MANUFACTURING SPECIFIC

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

PROVIDE ONGOING STEWARDSHIP OF MANUFACTURING AREAS.

- P** Employment activities will develop and operate in a fashion that is
 - L** compatible with other land uses, especially residential.

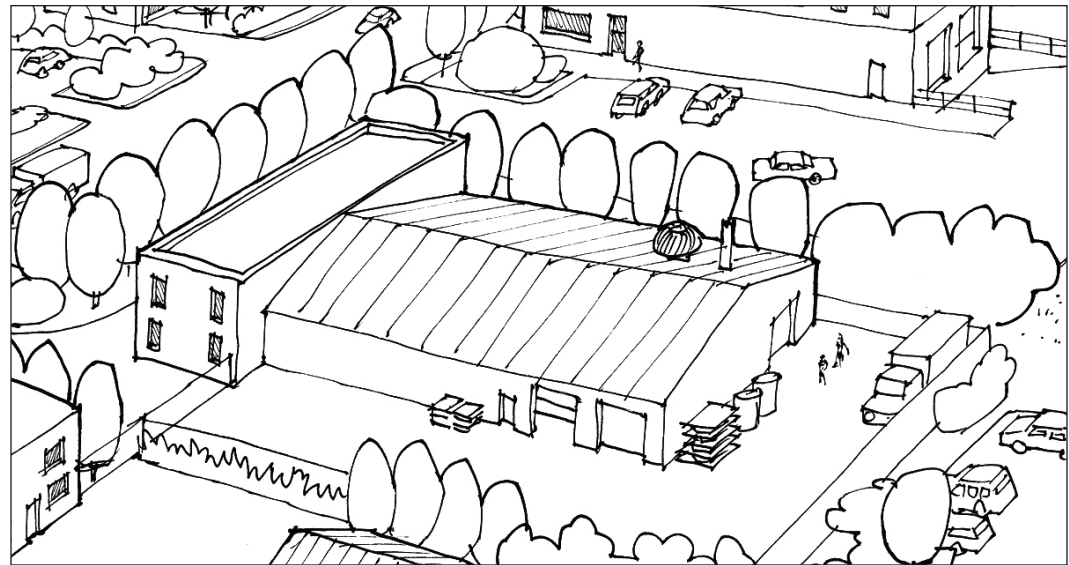
 - P** Ensure the provision of natural buffers to provide visual screening and separation of conflicting land uses where necessary.
 - L**

 - P** Support the introduction of commercial/retail and personal service development that is subordinate to, and supportive of the primary employment uses in business/institutional employment areas.
 - L**
- P** Where directed and when warranted, require the abatement of
 - L** pollution and facilitate the relocation of premises.

 - P** New employment lands should be located to provide sufficient
 - L** separation from adjacent non-employment uses and include special development conditions that reduce the potential for conflict.

IMPLEMENTATION TOOLS

- P** Planning
- I** Incentive
- C** Capital Budget/ Infrastructure
- L** Leadership/Partnership



Example of buffering of a manufacturing use

EMPLOYMENT LANDS > BUSINESS PARK AND INSTITUTIONAL CAMPUS SPECIFIC

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

INTRODUCE NEW ENABLING POLICIES TO SUPPORT INCREASED MIXED-USE OPPORTUNITIES.

- P** Support a mix of land uses within major institutions such as
- L** universities, colleges, hospitals, and bio-medical research facilities, which compliment their operations.

- P** Support current employment land development trends towards
- L** smaller, leased premises, combining an office component with warehouse, repair or assembly space in a flexible building format.

- P** Support, through planning, the introduction of commercial/retail,
- L** residential, and personal service development that is subordinate and supportive of the primary employment uses in Business Park and Institutional Employment areas.

- P** Support priority phasing of development recognizing the
- L** importance of commercial mixed-use within employment areas through increased employment generation and reduce initial servicing costs.

DIRECTION 2

ENCOURAGE THE ESTABLISHMENT OF MORE EMPLOYMENT LANDS CLOSE TO AND/OR WITHIN RESIDENTIAL AREAS.

- P** Encourage the inclusion of employment lands within centres
- L** and corridors where contextually appropriate.

- P** Consider employment uses in the planning and development of
- L** New Communities and Redevelopment Sites, especially along rapid transit corridors.

- P** Encourage the establishment, retention and expansion of
- L** businesses and institutions, including more opportunities for employment lands in closer proximity to residential areas.

IMPLEMENTATION TOOLS

- P** Planning
- I** Incentive
- C** Capital Budget/ Infrastructure
- L** Leadership/Partnership

06 COMMERCIAL AREAS

This section will be supported by the following documents:
> **Sustainable Transportation**
> **Sustainable Water & Waste**

And by the development of additional implementation documents including:
> **Active Transportation Action Plan**
> **Heritage Conservation Management Plan**
> **Local Area Planning Handbook**
> **Transit Oriented Development Handbook**

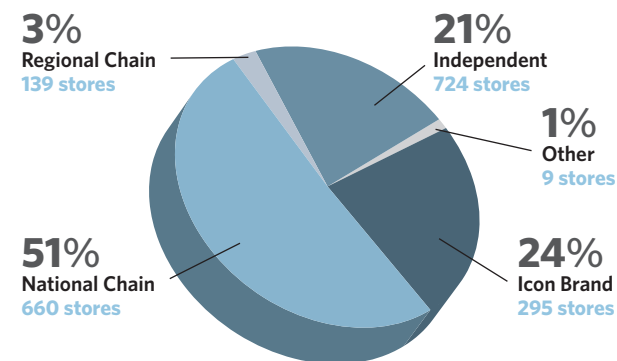
Commercial development, made up of retail and service uses, serves numerous purposes. It provides local and regional goods and services, provides employment for many Winnipeggers and contributes to the health, diversity and vitality of the local economy. It also plays a key role in both shaping the form of the city and defining public spaces. These combined factors suggest that commercial development is integral to the creation of complete communities. For that reason, there is significant public interest in optimizing the location and urban design of commercial development.

Encapsulated within commercial areas is a wide range of activities covering everything from corner stores at one end to large format shopping malls at the other. With that said, a majority of commercial space is currently accommodated in malls and power centres.

Winnipeg's commercial space requirements are expected to grow considerably in the coming years – from some 18 million sq. ft. in 2007 to over 26 million sq. ft. in 2026 - growth of some 425,000 sq. ft. each year. Providing direction for commercial lands requires an approach which aims to balance two key goals: ensuring that the forecasted commercial growth can be accommodated within the city and ensuring that future commercial developments are better aligned with the overall vision of Complete Communities, including mixed use, walkability, accommodating public transit and active transportation and emphasizing high quality urban design.

To that point, while there will likely be continued demand for large format retail development, a significant share of new commercial growth will be accommodated in existing retail developments through intensification and redevelopment, in developments focused on mixed-use and in retail developments that service the local neighbourhood. This balanced approach to future commercial growth will play a critical role in accommodating growth and change in a constrained land supply environment. This approach is necessary, given the robust levels of growth anticipated over the next two decades. Accordingly, Winnipeg will need to maximize its land supply for all land uses— residential, employment and commercial. The form that these developments take will be influenced in a large part by the characteristics of the area of the urban structure in which they are located.

DISTRIBUTION OF RETAIL SPACE BY STORE BRANDS, WINNIPEG 2008



Source: Altus Group Economic Consulting based on data from Altus InSite

figure 06a

COMMERCIAL AREAS

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

MAINTAIN AN ADEQUATE SUPPLY OF COMMERCIAL LANDS AT ALL SCALES.

- P** Ensure that a sufficient supply of developable commercial land emerges at an appropriate pace and that the supply remains
- C** well distributed both in terms of geography and scale to ensure
- L** a competitive market

DIRECTION 2

MANAGE COMMERCIAL GROWTH IN A SUSTAINABLE, ORDERLY FASHION.

- P** Encourage the redevelopment, infill and expansion of existing
 - C** commercial areas as the preferred method of accommodating new
 - L** commercial development.
-
- P** Use a variety of implementation tools to align new commercial
 - L** development with directions and enabling strategies in Transformative Areas and Areas of Stability. (see Section 14, "Implementation")
-
- P** Support a variety of commercial centres and corridors of different
 - L** sizes that vary in types of uses and intensity. (See figure O6a)
-
- P** Approve new locations for commercial development where significant
 - L** residential areas are not well served with commercial space, where existing commercial areas cannot accommodate expansion, where the long-term negative impacts on existing regional and commercial centres will be minimal, where additions to the regional street system can be demonstrated to have long-term benefits and where a full range of municipal infrastructure can be provided in an environmentally-sound, economical, and timely manner.

IMPLEMENTATION TOOLS

- P** Planning
- I** Incentive
- C** Capital Budget/
Infrastructure
- L** Leadership/Partnership

COMMERCIAL AREAS

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 3

ENSURE COMMUNITIES HAVE A RANGE OF COMMERCIAL SERVICES TO MEET THEIR LOCAL NEEDS IN ORDER TO COMPLETE THE COMMUNITIES AND TO MINIMIZE THE NEED FOR TRAVEL.

- L** Support and strengthen planning in the Business Improvement Zones (BIZs) in their efforts at enhancing the appearance and vitality of “neighbourhood main streets” and other regional streets.
- L** Recognize and support the role that commercial businesses play in local employment.
- P** Support the maintenance and development of neighbourhood mixed use corridors that provide a wide range of local commercial services that serve the daily needs of residents, enhance the character of the neighbourhood, and provide opportunities for the future expansion of commercial uses consistent with the general character of the adjacent neighbourhood (see Section 03-2b, “Corridors”).
- P** Support the maintenance and development of community mixed use centres that provide convenient local shopping opportunities and services, while minimizing the need for travel beyond the community (see Section 03-2a, “Centres”).
- P** Encourage large-scale commercial centres and commercial strips to develop into vibrant, mixed use, transit supportive and walkable urban areas (see Section 03-2a, “Centres”).
- L** Identify opportunities to improve the pedestrian orientation of commercial strips (see Section 03-2b, “Corridors”).
- P** Promote opportunities for housing in all proposed development and redevelopment projects.
- P** Integrate a mix of commercial services and amenities in the planning of new communities.
- P** Support development of commercial areas in a manner that increases the use of public transit.
- I** Encourage the introduction of residential uses and community facilities in the redevelopment of older shopping centres to achieve a mix of uses (see Section 03-2a, “Centres”).

IMPLEMENTATION TOOLS

- P** Planning
- I** Incentive
- C** Capital Budget/ Infrastructure
- L** Leadership/Partnership

DIRECTION 4

ENCOURAGE THE CREATION OF VIBRANT AND HIGH QUALITY COMMERCIAL DEVELOPMENTS.

- P** Promote principles of high quality design in commercial areas, such as building design, layout and materials, the adequacy of landscaping, parking, access, pedestrian and vehicular circulation and consideration of commercial signage in terms of its size, design and location.

- P** Encourage an animated streetscape and “eyes on the street” as determined by the characteristics of the urban structure area in which they are located. This may include placing parking at the rear of buildings with proper screening, orienting buildings and entrances the public street and blending public and private space through the use of windows.

- P** Promote conservation of traditional commercial store fronts where possible.



Photo: Brent Bellamy

IMPLEMENTATION TOOLS

- P** Planning
- I** Incentive
- C** Capital Budget/ Infrastructure
- L** Leadership/Partnership

07 PARKS, PLACES AND OPEN SPACES

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

- > **Parks, Places and Open Spaces Management Plan**

KEY DIRECTION

FOCUS THE FUTURE EFFORTS FOR ACQUISITION, DESIGN, DEVELOPMENT, OPERATION, USE AND PROMOTION OF OUR PARKS AND OPEN SPACES WITHIN THE CONTEXT OF THE CITY'S COMPLETE COMMUNITIES DIRECTION STRATEGY.

Winnipeg's Parks, Places and Open Spaces contribute to all its citizens' enjoyment and quality of life. These public spaces are valued as essential to the urban fabric, encouraging and promoting healthy lifestyles, cleaner environments, connectivity, recreation, community pride and urban beautification.

In order for Winnipeg to become a healthy, self sustaining, 'green' and vibrant city, we need strategies that will:

- > identify and address public needs and priorities.
- > balance the competing interests of development and preservation.
- > provide strategic direction to address long term open space needs.
- > ensure efficient coordinated use of the City's green infrastructure.

Parks, Places and Open Spaces contribute to healthy and active living, elevating environmental and cultural values while promoting a positive urban image.

Parks, Places and Open Spaces will be developed and redeveloped within existing and planned communities as opportunities for people to gather and celebrate, enjoy nature and engage in activities that promote health and well being. These spaces can also help to promote a sense of community and of environmental respect.

Parks, Places and Open Spaces are key reflections of civic pride— more than just aesthetics. Well designed public spaces can create destinations that attract visitors and provide spaces to facilitate running special events.

PARKS, PLACES AND OPEN SPACES

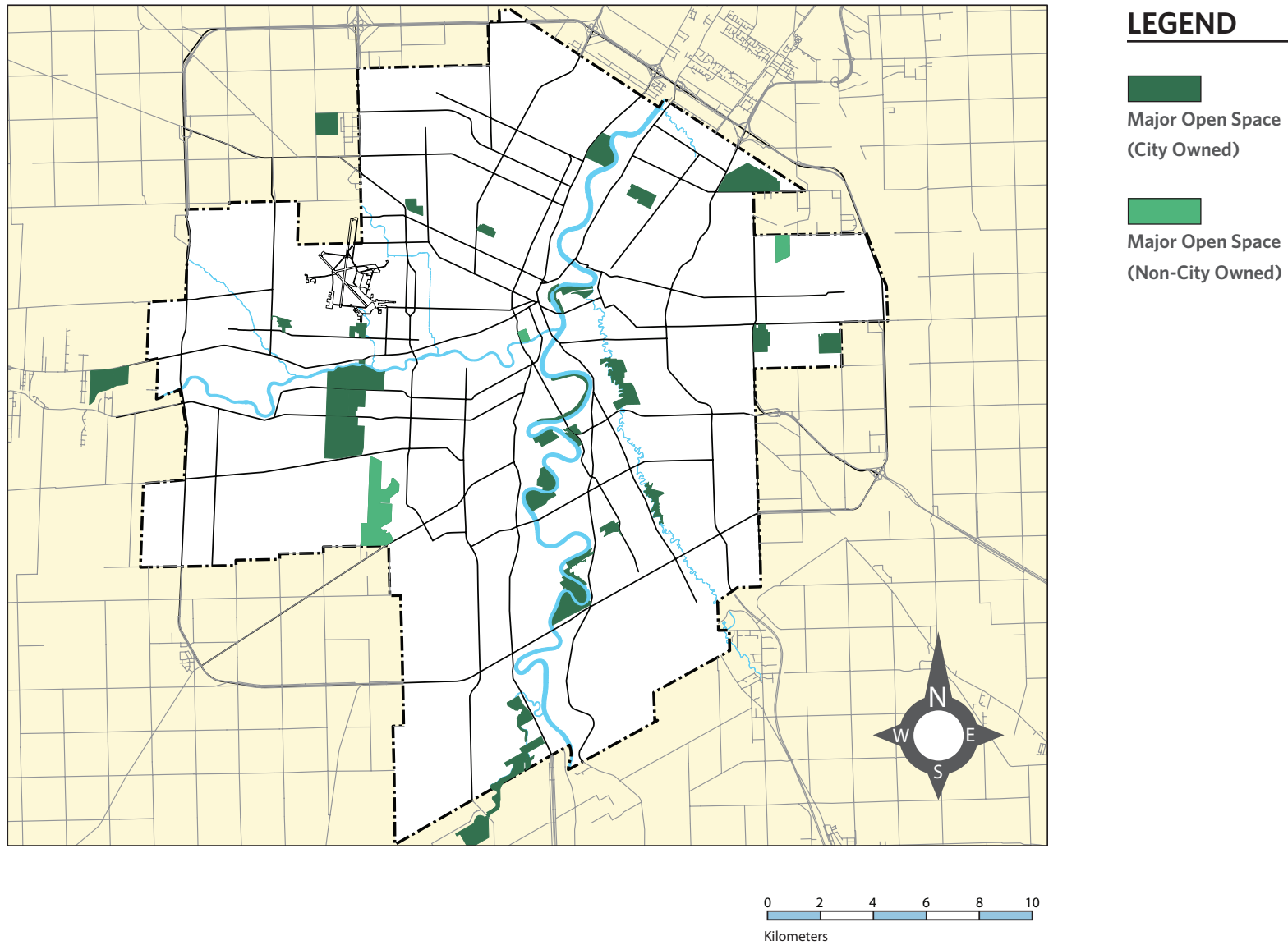


figure 07a

Public input indicates that Winnipeggers place significant value on our City's trees. This 'urban forest' extends beyond purely natural habitats to include planted environments such as street trees, trees on private properties and in parks. The tree canopy as a whole contributes to the health and wellness of the city and is one of Winnipeg's defining characteristics. The city is often promoted for its "tree-lined majestic boulevards" and the endless "ribbons of green" when seen from the air. This valued resource should be managed in such a way as to ensure its place within the City today and long into the future.

Parks often serve as the focal point for a community and a gathering place for friends and family. Parks have value from an urban image and environmental perspective, arguably the greatest value is derived from increased public use. Making parks safe, accessible and inclusive are important aspects to promoting social interaction and harmony and in building community capacity. This includes providing recreational opportunities that support active lifestyles and finding ways to integrate non-traditional recreation options for all ages and abilities into the park system.



PARKS, PLACES AND OPEN SPACES

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

ESTABLISH THE PARKS, PLACES AND OPEN SPACES

MANAGEMENT PLAN TO ENSURE PARKS CONTRIBUTE TO WELLNESS AND ACTIVE LIVING BY FOCUSING ON COMMUNITY NEEDS.

P Provide parks for city-wide recreation, sport and leisure opportunities at the neighbourhood, community and regional levels.

P Shape and support city and neighbourhood character by creating dynamic parks that attract residents and meet a diverse range of community needs.

P Support community wellness and active/healthy living by providing varied recreation spaces incorporating opportunities that are both passive and active, a broad spectrum of possible uses and degrees of social interaction and engagement.

P To best serve the population, parks must be accessible, available and inclusive, implementing the principles of Universal Design, affordability and physical proximity.

L Provide opportunities for responding to changing needs and trends in recreation.

P Promote safe parks by applying Crime Prevention Through Environmental Design (CPTED) principles in conjunction with practical Urban Design principles.

P Match communities' active and passive needs with appropriate park opportunities.



IMPLEMENTATION TOOLS

- P** Planning
- I** Incentive
- C** Capital Budget/ Infrastructure
- L** Leadership/Partnership

PARKS, PLACES AND OPEN SPACES

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 2

ENSURE THAT PARKS SUPPORT ECONOMIC DEVELOPMENT AND ARE MANAGED IN A FINANCIALLY SUSTAINABLE, INNOVATIVE MANNER.

P Promote and enhance multi-use, multi-season options within Parks, Places and Open Spaces.
C
L

P Promote the best recreational use of Parks, Places and Open Spaces to ensure maximum benefit and access while balancing interests
C
L

I Collaborate in opportunities and partnerships that have a strong commitment to the integration of City, school and community facilities in the park system.
C
L

L Coordinate and collaborate with strategic partners to determine the most effective and efficient means of providing and maintaining recreational spaces, using both direct and partnered management and delivery strategies.

L In order to manage allocation and maintenance of park sites and amenities, establish achievable service level standards and guidelines while exploring innovative approaches to quality open space provision.

P Ensure the parks network supports economic development and tourism by promoting the city's urban image, providing film opportunities, enhancing and marketing destination parks and encouraging the use of key parks for major games and festivals.
I
C
L

C Establish tools for the measured allocation of resources that align to the community's evolving recreation and open space needs.
L

C Develop and maintain an asset management strategy for reinvesting in Parks, Places and Open Spaces, green, grey and amenity infrastructure.
L

IMPLEMENTATION TOOLS

- P** Planning
- I** Incentive
- C** Capital Budget/ Infrastructure
- L** Leadership/Partnership

DIRECTION 3

DEMONSTRATE THE VALUE OF OUR ENVIRONMENTAL AND CULTURAL CAPITAL BY PROTECTING, ENHANCING AND RESTORING THOSE NATURAL AND CULTURAL PARK RESOURCES THAT ARE RECOGNIZED AS HAVING HISTORICAL, ECOLOGICAL OR AESTHETIC VALUE.

I **C** **L** Maintain our Ribbons of Green (riverbanks, urban street trees, green corridors) and provide a well managed urban forest that contributes to air, water, environmental and aesthetic quality.

P **I** **C** **L** Establishing an urban forest management plan, continue to preserve and expand our urban forest.

P **I** **C** **L** Maintain a focus on preserving and conserving habitats designated through the **Ecologically Significant Natural Lands Strategy** along the city’s riverbanks and lands.

I **L** Protect and enhance public access to our riverbanks and forest environments and expand ecological networks and linkages.

I **L** Promote and expand biodiversity consistent with the local natural ecosystem, not only within the urban forest and designated ‘natural areas’ but in all Parks, Places and Open Spaces.

I **L** Collaborate with environmental and stewardship organizations on shared best practices and implementation strategies.

P **I** **L** Enhance the sense of place and community by identifying heritage and culturally significant landscapes and conserving and celebrating them in meaningful ways. (See also Section 13, “Heritage” and **Ecologically Significant Natural Lands Strategy**)

I **L** Demonstrate the benefits of both natural and restored environments as contributors to quality of life by promoting environmental practices and public education.

IMPLEMENTATION TOOLS

- P** Planning
- I** Incentive
- C** Capital Budget/ Infrastructure
- L** Leadership/Partnership

PARKS, PLACES AND OPEN SPACES

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 4

PROMOTE ACTIVE MOBILITY AND PEDESTRIAN CONNECTIVITY.

- C** Provide safe and accessible park spaces and a continuous and
- L** integrated linear parkway network that connects neighbourhoods and communities to their parks and other major city attractions.

- I** Continue to develop and improve pedestrian and bicycle friendly
- C** environments by expanding and enhancing the citywide multi-use
- L** path network. (See: Sustainable Transportation)

- I** Complement and support the active transportation network by
- C** promoting the planning, provision and development of linear parks,
- L** along with signage and communication strategies, constantly striving for a more clearly defined and well integrated system.



IMPLEMENTATION TOOLS

- P** Planning
- I** Incentive
- C** Capital Budget/ Infrastructure
- L** Leadership/Partnership

DIRECTION 5

MAINTAIN RELEVANT STANDARDS AND GUIDELINES FOR OPEN SPACE DEVELOPMENT AND MANAGEMENT.

- C** Develop Parks, Places and Open Spaces standards and guidelines consistent with **Complete Communities** initiatives and broader city policies including sustainability, neighbourhood planning and economic development.

- I** Update the Development Agreement Parameters to reflect
- C** innovation in development practices as they pertain to parks, such as watershed management, ecologically significant natural lands, and active and passive parks spaces.

- P** Balance the provision (scale, distribution and design) of Parks,
- I** Places and Open Spaces with density, demographics and distance.

- P** Define and prioritize Parks, Places and Open Spaces services to provide consistent, effective and efficient delivery of services.

- P** Recognize and protect the lands designated as Major Open Space
- I** for recreational uses and the preservation of natural habitats.

08 RURAL AND AGRICULTURAL AREAS

This section will be supported by the following documents:

- > Sustainable Transportation
- > Sustainable Water & Waste

And by the development of additional implementation documents including:

- > Ecologically Significant Natural Lands Policy
- > Heritage Conservation Management Plan
- > Local Area Planning Handbook
- > Parks, Places and Open Spaces Management Plan

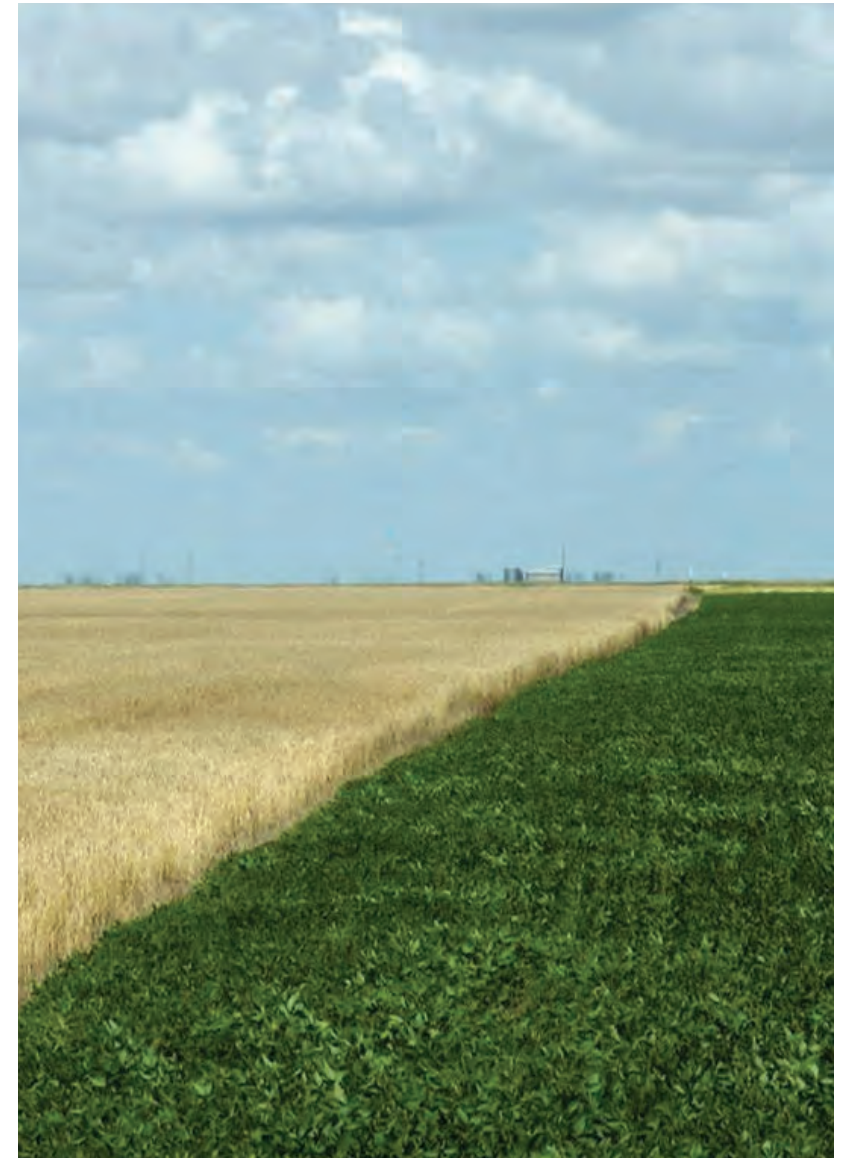
KEY DIRECTION

MANAGE RURAL AND AGRICULTURAL LANDS TO REFLECT THE LIMITATIONS OF PROVIDING A FULL RANGE OF MUNICIPAL INFRASTRUCTURE TO THESE AREAS.

Rural Agricultural Areas are large tracts of undeveloped land that currently support a mix of agricultural and rural residential uses within city limits. Currently, these lands are not viable for development to an urban standard for the following reasons:

- > Land drainage issues.
- > Fragmentated land holdings.
- > Inability to service these areas in an economically sustainable manner, with current technology and under current servicing methods.

Our Rural Agricultural lands will be maintained as large parcels for agricultural production and compatible uses. Figure 08a identifies the Rural and Agricultural designated lands within the City of Winnipeg. Preventing the fragmentation of these lands allows for a well planned, organized and efficient approach to their development for agricultural and other low intensity uses.



RURAL AND AGRICULTURAL AREAS

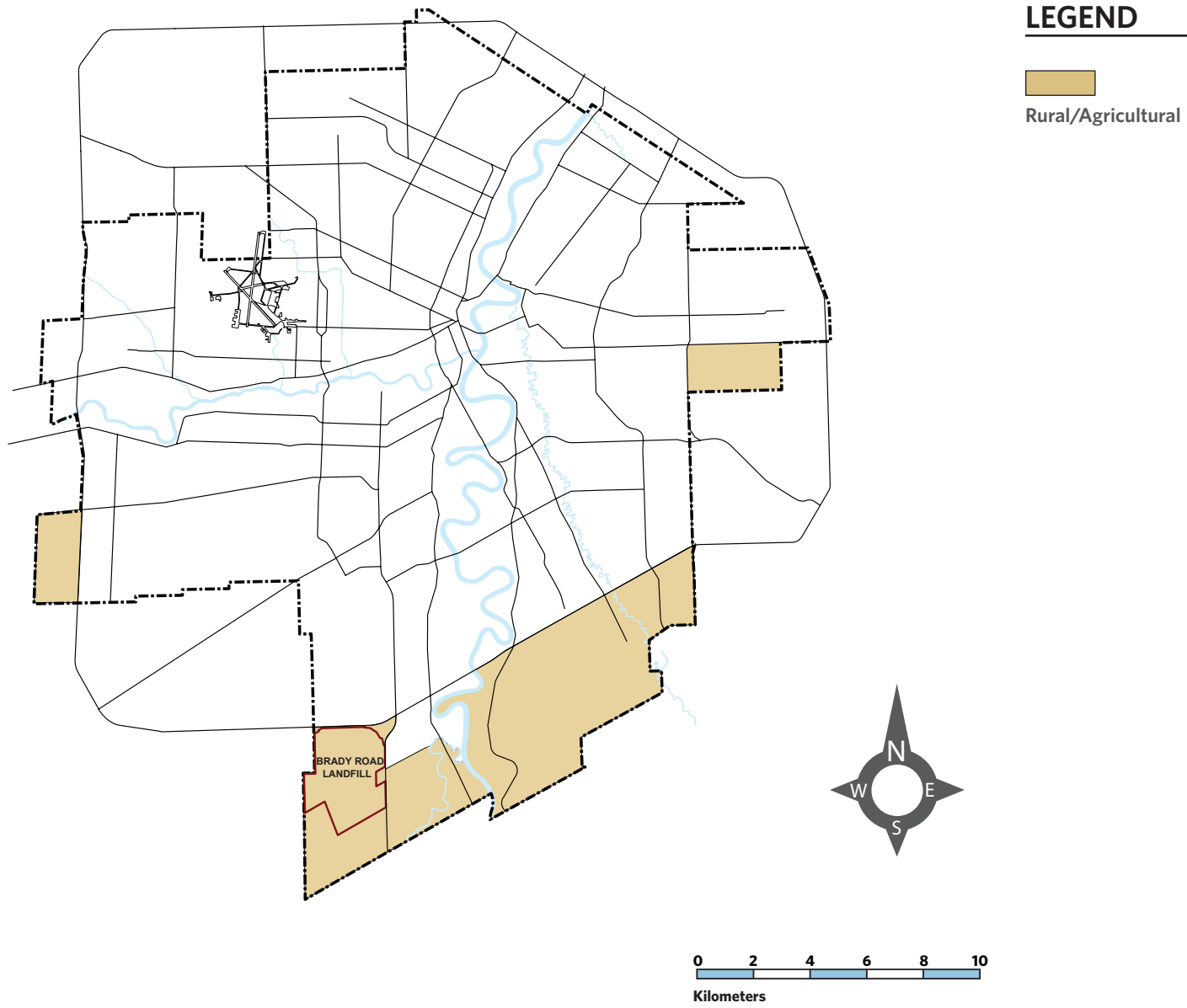


figure o8a

AGRICULTURE

These agricultural lands maintain a historic connection between Winnipeg and the surrounding agricultural lands and are interwoven with profound cultural connections. The Red River Valley has provided sustenance to Winnipeg's residents and has made significant contributions to the city's economy from the beginning. While other urban centres lack the space to support commercial agricultural operations within their boundaries, the remaining Agricultural Lands within Winnipeg's city limits continue to contribute to the city, providing the opportunity for food production on a larger scale.

Small-scale or specialized agricultural production and the production of certain types of produce, meat and dairy can greatly benefit from the ability to locate in close proximity to its market. Reducing transportation costs and delivering perishable items to consumers quickly are often essential to the success of specialized agricultural producers. Winnipeg's ability to accommodate local food production of perishable and difficult to transport items within the City limits gives the residents of Winnipeg an excellent opportunity to support local agricultural producers by enjoying fresh and unique products.

Operations could include:

- > Specialized dairy production
- > Outdoor/greenhouse vegetable or fruit production
- > Medicinal/high value crops
- > Specialized livestock

Many specialized agricultural operations do not require large parcels of land to be economically viable. Some crops can produce very high yields, while others are expensive or difficult to produce and must be done at a much smaller scale.

RESIDENTIAL

These rural areas also contribute to the diversity of housing choices available to Winnipeggers. They provide opportunities for residents to keep a small number of animals, to experience an increased level of privacy, to connect with agriculture, and to enjoy many other amenities associated with living in a rural municipality.

The establishment of new residential properties will be considered in areas covered by an applicable statutory plan that allows for their creation. Currently, St.Vital Perimeter South is designated as Rural and Agricultural and is covered by an adopted plan. In this area infill development and the subdivision or conversion of land, in conformance with the adopted plan, will be considered for properties with existing frontage on an improved right of way and that are consistent with the immediately prevailing densities. Adopted plans for unserviced residential areas will at a minimum identify the boundaries of the area, establish minimum parcel sizes, establish appropriate servicing criteria, and protect ground water quality by directing all private wastewater management systems to conform to the Province of Manitoba's Onsite Wastewater Management Regulation, or through approved new technology.

The subdivision of smaller parcels for existing residences in areas not covered by an applicable statutory plan will only be considered where the residual land is consolidated with another existing parcel to support massing of land. In this situation there must be no net gain in the number of parcels or buildable sites once the subdivision/consolidation is complete. This will allow for the maintenance of existing residences, provided that the proposed site meets the requirements for onsite waste water management, while not hindering the future development potential for the area.

OTHER USES

Uses such as camp grounds, kennels or landscape garden supply/contractors often require parcels of land larger than available in urban areas and may have to consider a Rural and Agricultural parcel to satisfy their needs. Additionally, potential negative impacts on higher density urban development may be mitigated by locating these uses in less populated areas, where they are unlikely to interfere with the regular operation of agricultural land uses.



RURAL AGRICULTURAL AREAS

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

PROTECT PRODUCTIVE FARM LAND.

- P** Encourage agricultural uses and related support functions as the principal uses for lands in Rural and Agricultural areas.

DIRECTION 2

PREVENT FRAGMENTATION OF RURAL AND AGRICULTURAL LAND.

- P** Promote the maintenance of agricultural land in large parcels.
- P** Encourage existing lots that are too small to be a viable agricultural unit to be consolidated with adjacent farm properties.
- P** Support agriculture and related support functions as the principal use in the Rural/ Agricultural designated areas through the requirement of a minimum site area of 16 ha (40 acres) except where an applicable statutory plan allows a smaller site or to facilitate the consolidation of land.

DIRECTION 3

SUPPORT LOCAL FOOD PRODUCTION.

- P** Encourage the establishment of specialized agricultural operations in the vicinity of Winnipeg in areas where urban development unlikely in the near future, particularly where the operation will benefit from the close proximity of a large market.
- P** Specialized agriculture will generally be considered as a conditional use on new small parcels where an adopted plan allows for the creation of lots smaller than 16 ha (40 acres).

DIRECTION 4

ACCOMMODATE OTHER LOW INTENSITY LAND USES.

- P** Certain low intensity land uses that are compatible with Rural and Agricultural uses and that may not be appropriate in urban areas may be accommodated in Rural and Agricultural areas.

IMPLEMENTATION TOOLS

- P** Planning
- I** Incentive
- C** Capital Budget/ Infrastructure
- L** Leadership/Partnership

DIRECTION 5

ACCOMMODATE LIMITED LIVESTOCK PRODUCTION WITHIN THE RURAL AND AGRICULTURAL DESIGNATED AREAS OF THE CITY OF WINNIPEG.

- P** Livestock operations will continue to be considered a conditional use in the City of Winnipeg Zoning By-law only in the Rural and Agricultural designated areas and will be prohibited in all other areas of the city.
- P** Within the Rural and Agricultural designated area livestock operations will not be allowed to exceed a size of 50 animal units.
- P** Livestock operations will be required to maintain separation distances as established in the City of Winnipeg Zoning By-law in order to ensure compatibility between existing land uses and new or expanded livestock operations. These separation distances will generally be set at double the provincial minimum separation requirements. Council may consider variation of these separation distances.
- P** In order to provide a measure of protection for surface water quality, livestock operations will not be allowed within a distance of 330 feet (100m) of the ordinary high water mark of any surface watercourse, sinkhole, spring and/or property boundary (in accordance with Manitoba Regulation 42/98), nor within any riparian area adjacent to a watercourse.
- P** Additional buffering is considered appropriate for the Red, LaSalle, Seine and Assiniboine Rivers and the Bunns, Turo, Omands and Sturgeon creeks. A minimum separation distance of 1,000 feet (304.8 m) shall be maintained between the ordinary high water mark of the river or creek and any proposed livestock operation. Existing facilities which are located within this distance may be expanded subject to the provisions of the zoning by-law, provided that no portion of the expanded facility will be located within 330 feet (100 m) of the ordinary high water mark.
- P** New or expanded livestock operations will not be permitted on soils determined by detailed soil survey acceptable to the province, with a scale of 1:50,000 or better, to have an agricultural capability of Class 6, 7, or unimproved organic soils as described under the Canada Land Inventory. If detailed soil survey information is not available for the area in which a new or expanded livestock operation is proposed, the applicant may be required to provide a detailed soil survey for the site, acceptable to the province at a scale of 1:50,000 or better.
- P** The establishment or expansion of livestock confinement facilities shall conform to the regulations of other levels of government, including those under the Provincial Environment Act and the Water Protection Act.

IMPLEMENTATION TOOLS

- P** Planning
- I** Incentive
- C** Capital Budget/Infrastructure
- L** Leadership/Partnership

09 AIRPORT AREA

This section will be supported by the following documents:

- > **Sustainable Transportation**
- > **Sustainable Water & Waste**

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

- > **Transit Oriented Development Handbook**

KEY DIRECTION

THE CITY OF WINNIPEG WILL SUPPORT THE ROLE OF THE JAMES ARMSTRONG RICHARDSON INTERNATIONAL AIRPORT AS A MAJOR TRANSPORTATION HUB FOR PASSENGERS AND CARGO.

Located in the north west quadrant of the city, the James Armstrong Richardson (JAR) International Airport offers a range of services, including air passenger and cargo. Through its central location, the airport serves not only all of Manitoba but also Northwestern Ontario, Saskatchewan, the Northwest Territories and Nunavut. The airport is also the location of the 17 Wing, a major Canadian Forces air force base.

The Airport is a strategic partner in ensuring the success of CentrePort as it will provide the link to air cargo for redistribution through other modes of transportation (see glossary entry on CentrePort for more information). The Airport already has direct flights to multiple US hubs such as Minneapolis-St. Paul, Chicago and Denver.

The JAR International Airport has undergone a major redevelopment, including the construction of a new passenger terminal building. The Winnipeg Airports Authority (WAA) has also developed a land use plan for the lands under their jurisdiction. This land use plan contains provisions for future runways and designates areas for future airport related industrial/commercial development.

The JAR International Airport's proximity to the city is convenient for travellers, but it also means that airport operations have some impact on the commercial, employment and residential areas nearby. While area residents want neighbourhoods with a high standard of livability with the minimal intrusion of noise and traffic, these must be balanced with the economic benefits of maintaining a well functioning airport with 24-hour operations. Over the years, policies, plans and regulations have been developed in consultation with the WAA and the community to protect airport operations while allowing minimal intrusions.

AIRPORT AREA

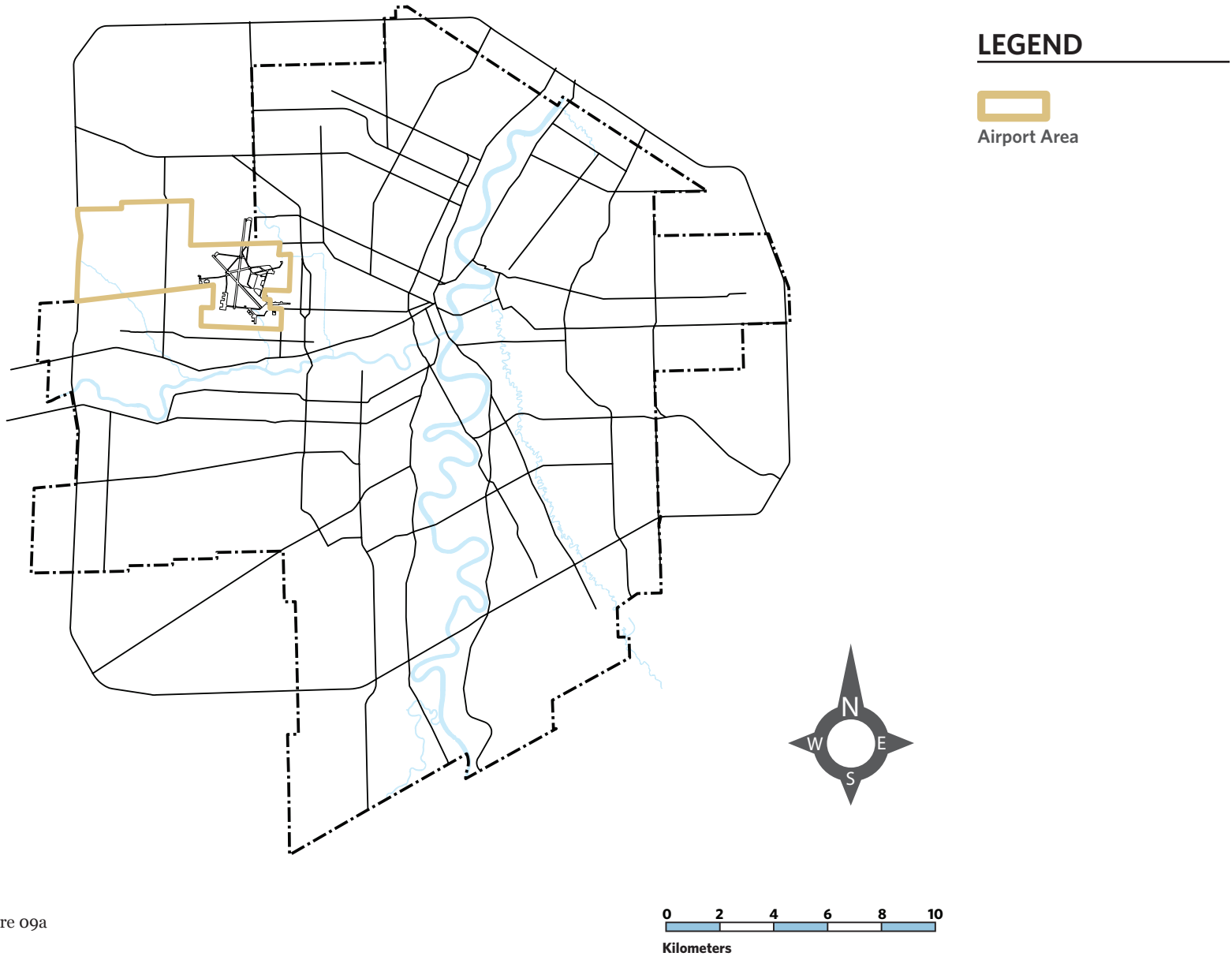


figure 09a

AIRPORT

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

SUPPORT THE 24-HOUR STATUS OF AIRPORT OPERATIONS AND AIRPORT RELATED ACTIVITIES BY WORKING WITH THE WINNIPEG AIRPORTS AUTHORITY AND ALL STAKEHOLDERS.

- P** Adhere to the Airport Vicinity Development Plan (AVDP) and periodically review the plan in cooperation with relevant stakeholders.
- P** In order to maintain compatible land use relationships, regulate land use and building regulations for all those neighbourhoods or portions thereof significantly affected by airport related noise through:
 - > The Airport Vicinity Development Plan by-law 6378/94
 - > Airport Vicinity Protection Area Planned Development Overlay

DIRECTION 2

COLLABORATE WITH THE WINNIPEG AIRPORTS AUTHORITY ON INITIATIVES THAT CAPITALIZE ON THE AIRPORT'S CAPACITY TO GENERATE STRATEGIC ECONOMIC DEVELOPMENT.

- I** Collaborate with strategic partners, transportation planning and capital investments to promote multi-modal transportation linkages to and from the airport.
- C**
- P** Identify and improve street connections, urban design and signage along designated routes between the airport and Downtown.
- C**
- L** Work with the WAA and partners in the realization of the Airport Area as a major centre for goods distribution and manufacturing and airport related commercial/employment activity, as well as the possible introduction of limited residential development, where appropriate. (see Section 05, "Employment Lands").

IMPLEMENTATION TOOLS

- P** Planning
- I** Incentive
- C** Capital Budget/ Infrastructure
- L** Leadership/Partnership



Photo: Winnipeg Airports Authority

10 ABORIGINAL ECONOMIC DEVELOPMENT ZONES

KEY DIRECTION

THE CITY OF WINNIPEG WILL FACILITATE THE NEGOTIATION OF MUNICIPAL SERVICE DEVELOPMENT AGREEMENTS (MSDA'S) WITH TREATY LAND ENTITLEMENT FIRST NATIONS

Canada entered into seven treaties with First Nations in Manitoba between 1871 and 1910. These treaties provided that Canada would set apart a certain amount of land as Reserve land based on Band populations at the time of the original Reserve surveys.

Not every First Nation that entered into a treaty received its full amount of land. For this reason, Canada continues to owe land, referred to as Treaty Land Entitlement (TLE), to specific First Nations under the terms of the original treaties.

As part of the settlement process, some First Nations that have validated their land claim with Canada (Entitlement First Nations) have an opportunity to acquire lands, including those located within urban areas such as the City of Winnipeg.

Since First Nations are not governed by municipal bylaws, mechanisms are required to ensure for arrangement of services and compatibility in by-laws and areas of mutual concern such as land use planning. The City of Winnipeg will negotiate agreements with First Nations to provide a seamless transition between jurisdictions enabling mutual economic development interests to be achieved.

ABORIGINAL ECONOMIC DEVELOPMENT ZONES

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

THE CITY OF WINNIPEG WILL NEGOTIATION MSDA'S.

- P** Negotiate with Treaty Land Entitlement First Nations, Municipal Development and Services Agreements, to include arrangements
- C** for the provision of, and payment for, services, by-law application and enforcement on the Reserve, and a joint consultative process
- L** for matters of mutual concern, such as land use planning, a dispute resolution process and any additional relevant items.



Photo: Juncatta International

IMPLEMENTATION TOOLS

- P** Planning
- I** Incentive
- C** Capital Budget/ Infrastructure
- L** Leadership/Partnership

11 CAPITAL REGION

KEY DIRECTION

ACKNOWLEDGING THAT MUTUAL SUCCESS WILL COME FROM THINKING AND ACTING AS A REGION, THE CITY OF WINNIPEG WILL COLLABORATE WITH THE MUNICIPALITIES COMPRISING THE CAPITAL REGION TO PLAN FOR A SUSTAINABLE, VIBRANT AND GROWING REGION.

The Capital Region is home to almost two thirds of Manitoba's population (see **Winnipeg Capital Region Regional Profile 2007**). The area is comprised of sixteen municipalities with the City of Winnipeg as its principal investment and business centre (figure 11a).

Steps have been taken towards strengthening cooperation among the Capital Region municipalities in recent years, including:

- > More effort on communication and establishing relationships.
- > Support towards regional service sharing.
- > The drafting of the **Regional Vision Framework** through the Partnership of the Capital Region.
- > The recent redrafting of the **Provincial Land Use Policies (PLUPs)** that now apply to the City of Winnipeg and contain a section dedicated to help Guide Capital Region land use planning and development.

Although the municipalities in the Capital Region have begun some degree of collaboration, there has not yet been significant movement towards an actual approach that can be agreed upon. Significant growth for the first time in decades, however, presents a compelling reason for moving towards a more coherent and comprehensive regional planning environment, including a Regional Plan.

The entire population of the Capital Region will grow by 227,000 people, or about 93,000 new dwellings over the next twenty years.

COLLABORATION

Collaborating regionally is a recognition that by thinking and acting regionally, rather than acting independently, common interest goals are more likely to be achieved. The City will adopt a position of collaboration. It will engage often, consistently and productively with its partners in the Region and with the Province of Manitoba.

A critical factor to successfully addressing the opportunities and challenges of collaboration will be to demonstrate that it can work. The City of Winnipeg will continue to share data, research and background studies with its partners of the Capital Region as a catalyst towards developing specific regional projects or strategies.

REGIONAL PLANNING

In order to effectively accommodate significant regional growth and change, it may be time to move beyond the vision and towards the drafting of a sustainable regional plan. This would confirm how and where growth will be accommodated on a regional level. Citing critical growth management scenarios, the City of Winnipeg will advocate for the Province of Manitoba to facilitate the development of such a plan, guided by the Province of Manitoba's Provincial Land Use Policies.

TRANSPORTATION AND INFRASTRUCTURE

The City of Winnipeg supports providing essential infrastructure and shared services to the Capital Region so long as these provisions are directed through established Council policy or through an established Authority or Utility.

In addition to water and waste infrastructure, the ability to provide a finely tuned integrated transportation system that can link employment areas to markets locally, regionally, nationally and globally is critical to the the Capital Region's success. To do so, the City of Winnipeg will apply a regional lens to its Transportation Master Plan and will seek continued collaboration on transportation priorities that are mutually agreed upon.

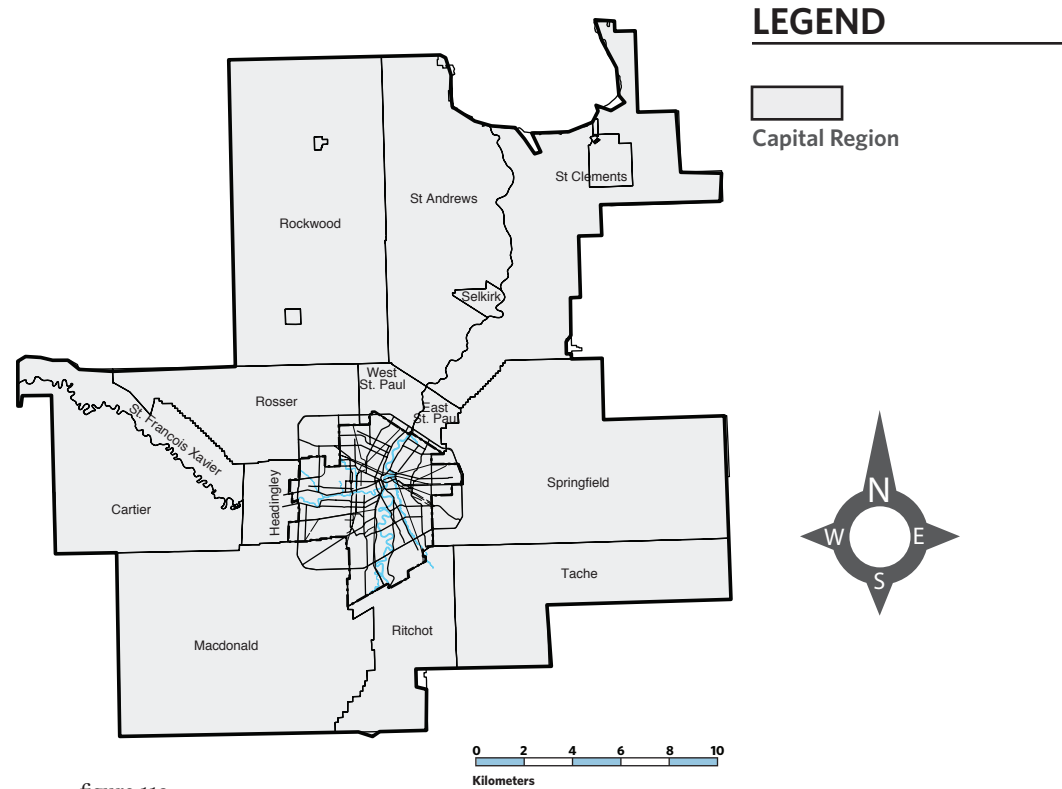


figure 11a

CAPITAL REGION

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

BUILD UPON RECENT EFFORTS TO WORK COLLABORATIVELY AS A REGION.

- L** Share information, participate in joint fact-finding and demonstrate the value of working and thinking as a region by participating in the development and implementation of specific regional projects.
- L** Clarify the respective roles of municipalities comprising the region (Regional Partners), the City of Winnipeg, and the Province of Manitoba.
- L** Continue to support the development of a safe, healthy and prosperous Capital Region by being a strong core city. Together with its partners, seek to determine how to best utilize its role as the region's principal centre.
- L** Work with regional partners to seek that the Province of Manitoba adopt a stronger leadership role, whether through providing assistance and resources as incentives for regional cooperation and collaboration or through a more active presence in coordinating regional activities.
- L** Ensure that key regional economic development advantages are protected and capitalized upon in a collaborative, rather than a competitive, manner.
- L** Participate in regional economic development opportunities determined to strengthen the region's competitiveness.

IMPLEMENTATION TOOLS

- P** Planning
- I** Incentive
- C** Capital Budget/ Infrastructure
- L** Leadership/Partnership

DIRECTION 2

ADVOCATE FOR A MORE CONCRETE REGIONAL PLANNING APPROACH, OPTIMALLY RESULTING IN A SUSTAINABLE REGION PLAN

- L** Work with our partners in the Region and the Province of Manitoba to plan for growth in the Capital Region based on principles of sustainability, as outlined in the PLUPs.
- L** Meet increased regional demands for housing and employment by participating with Regional Partners through a Sustainable Regional Plan process.
- P** Work with partners to respectively agree on a coordinated
- C** approach for land use, transportation and infrastructure planning
- L** and development through a Sustainable Regional Plan process.
- P** Ensure the integrated consideration of vital environmental, social/
- C** cultural and economic indicators by supporting the inclusion of
- L** sustainability metrics in a Sustainable Regional Plan.

DIRECTION 3

WORK WITH THOSE CAPITAL REGION MUNICIPALITIES INTERESTED IN SERVICE SHARING. (SEE SUSTAINABLE WATER AND WASTE)

- P** Ensure Service Sharing Agreements for maximizing the existing
- C** and future capacities of water and wastewater, land drainage
- L** infrastructure and solid waste collection and disposal systems are consistent with Provincial Land Use Policies and any current or future direction established by City Council.

Ensure consistency with guiding principles requiring that City of Winnipeg service sharing agreements:

- > are government to government.
- > are consistent with the City's existing and future capacity to provide the service.
- > are founded on a strong business case to ensure the efficient delivery of the service in the region.
- > incorporate a joint planning agreement to manage development and related environmental concerns.
- > include a provision for revenue sharing so that both the City and the partnering municipality share the costs and benefits associated with the delivery of services.

- C** Work with Regional Partners and the Province of Manitoba to enhance
- L** and maintain a transportation network in the Capital Region.

IMPLEMENTATION TOOLS

- P** Planning
- I** Incentive
- C** Capital Budget/ Infrastructure
- L** Leadership/Partnership

12 URBAN DESIGN

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

- > **Heritage Conservation Management Plan**
- > **Infill Development Guidelines for Multiple-Family Developments in Low Density Neighbourhoods**
- > **Local Area Planning Handbook**
- > **Parks, Places and Open Spaces Management Plan**
- > **Transit Oriented Development Handbook**
- > **Urban Design Strategy**

KEY DIRECTION

RESPOND TO WINNIPEG'S DYNAMIC URBAN CHARACTER AND CREATE A LEGACY OF HIGH QUALITY PUBLIC AND PRIVATE PLACES TO ENSURE ITS COMPETITIVE POSITION AS A FUNCTIONAL, LIVABLE AND MEMORABLE CITY.

To compete nationally and internationally, cities must increasingly project an attractive urban image. By combining their best physical characteristics with high quality public amenities, national and world class cities are actively creating memorable places where people like to be.

Memorable places are central to defining and enhancing the city's image. Winnipeg has several prominent landmarks, including natural features like its rivers, public places like The Forks, prominent structures like the Esplanade Riel and various buildings and public artworks. These landmarks not only provide reference points that contribute to wayfinding and to a sense of place, they also contribute to a sense of civic identity. Designing our built form and transportation networks in a way that enhances these landmarks can contribute towards making Winnipeg a more beautiful city.

The City recognizes that excellent urban design is important to the creation of great communities and neighbourhoods. Good urban design can add economic, social and environmental value. It can produce high returns on investment, reduce management, maintenance,

energy and security costs, create well connected, inclusive and accessible new places, enhance the sense of safety and security within and across developments and conserve urban heritage.



Photo: Dan Harper

The City will encourage a consistent, design led approach in order to build or reinforce unique neighbourhood character by promoting well designed buildings, high quality streetscapes and attractive parks and public spaces.

In order to achieve quality design on a consistent basis, the City will develop an urban design strategy which will help to

- > Foster a sense of place with unique neighbourhood character, recognizing that there is a place for everything and everything has its place.
- > Promote design solutions that contribute to high quality living environments.
- > Recognize and appreciate Winnipeg's unique physical attributes in order to respectfully integrate new development into the existing urban fabric.
- > Provide well-connected, pedestrian-friendly and transit supportive networks.
- > Conserve, protect and integrate natural, cultural and heritage resources.
- > Identify elements of the City that are valued by the community and aspects that should be preserved, enhanced or created, because they contribute to the City's image and identity.
- > Ensure that when urban design is employed, that it is practical and economically feasible



URBAN DESIGN

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

DEVELOP AN URBAN DESIGN STRATEGY THAT IS SPECIFIC TO WINNIPEG.

The City of Winnipeg will develop a framework for achieving design excellence. An urban design strategy will create this framework, building upon the urban structure. This framework will also ensure that future development creates great places that are compatible in form and appropriate to the local context.

DIRECTION 2

PROMOTE THE DESIGN OF WINNIPEG AS A DISTINCT AND UNIQUE CITY.

- P** For new development projects, the City and development community should seek community involvement and endeavour to express the values, needs and aspirations of the people for whom the place is being designed.
- P** Recognize, use, conserve and enhance heritage resources, including districts, buildings, landscapes and cultural heritage.
- P** Where appropriate, respond positively to context, especially to buildings, landscapes, cultural heritage, and heritage districts, such as the Exchange District.

IMPLEMENTATION TOOLS

- P** Planning
- I** Incentive
- C** Capital Budget/ Infrastructure
- L** Leadership/Partnership

DIRECTION 3

PROMOTE THE DESIGN OF WINNIPEG AS A CITY OF VIBRANT AND EXCITING PLACES.

- P** Strengthen vibrancy, animation and economic health through the cultivation of compact, human-scale streets, blocks and buildings.
- C** Reinforce the vitality of Transformative Areas by improving the quality of the public realm.

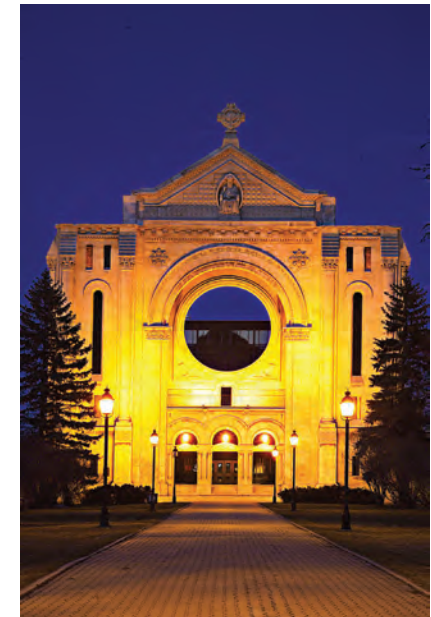


Photo: Anthony Fernando

DIRECTION 4

PROMOTE THE DESIGN OF A LIVEABLE AND BEAUTIFUL CITY.

- P** Consider the comfort, convenience, safety and visual interest of streetscapes, recognizing that streets are places where people gather.
- C** Use planning tools to establish high quality design standards for signage.
- P** Promote entranceways and gateways at major entry points to the city, Downtown and communities by using distinctive urban design features, lighting, enhanced vegetation, landscaping and public art.
- C** Facilitate the incorporation of art into existing public spaces, major public works initiatives and within new developments, where appropriate.
- P** Locate and design significant sites and public buildings to promote their civic importance.
- P** Encourage new buildings that fit compatibly into the surrounding context, improving the quality of the public realm.

DIRECTION 5

PROMOTE HIGH QUALITY URBAN DESIGN.

- L** Align city policies to deliver best practices in urban design.
- P** Collaborate on the advancement of high quality urban design Downtown.
- L** Develop a better understanding of Winnipeg's urban design and needs through shared research between the city, universities and industry.

IMPLEMENTATION TOOLS

- P** Planning
- I** Incentive
- C** Capital Budget/
Infrastructure
- L** Leadership/Partnership

13 HERITAGE CONSERVATION

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

- > **Heritage Conservation Management Plan**

KEY DIRECTION

SUPPORT THE ONGOING SUSTAINABLE DEVELOPMENT OF WINNIPEG'S URBAN STRUCTURE THROUGH HERITAGE CONSERVATION INITIATIVES THAT ASSIST IN THE DEVELOPMENT OF A COMPLETE COMMUNITY.

Winnipeg has a long, illustrious and fascinating history that has resulted in a rich legacy of heritage resources. As a place of First Nations settlement, the historic gateway to Western Canada and a transportation hub located at the centre of the nation, Winnipeg has inherited a unique, multi-layered and diverse sense of place that builds on its past and promises an exciting future.

This rich inheritance has resulted in a vibrant and diverse community. Public interest in the City of Winnipeg's heritage legacy runs deep, and passionate support has been demonstrated for the conservation, commemoration and celebration of our shared histories and collective memories. The City, in conjunction with senior governments and community partners, has developed a heritage management framework that has recognized many historic sites, structures, buildings, people and events at municipal, provincial and national levels. Heritage conservation is also recognized as an important part of sustainability and is crucial in the long-term development of a complete community.

The City of Winnipeg **Heritage Conservation Management Plan** (Underway) will provide the

framework to further recognize the potential of the city's heritage assets as a solid basis for the development of a vital and sustainable urban environment.

CHARACTERISTICS OF HERITAGE CONSERVATION MANAGEMENT

- > Celebrate the city's rich and diverse history and multi-cultural traditions.
- > Preserve, protect and commemorate significant heritage legacy resources that illustrate the broad range of Winnipeg's historical development.
- > Foster economic development and viability through long-term investment in heritage resources, cultural facilities and cultural tourism initiatives.
- > Plan for the development of healthy and vibrant neighbourhoods by building on existing land use patterns, historic infrastructure and community identity.
- > Enhance Winnipeg's unique sense of place, inseparable from its cultural topography and historical development.



HERITAGE CONSERVATION

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

CONSERVE, PROTECT AND CELEBRATE THE SIGNIFICANT HERITAGE RESOURCES THAT ILLUSTRATE THE BROAD RANGE OF WINNIPEG'S HERITAGE VALUES.

- P** Recognize the importance of a broad range of tangible and
 - C** intangible heritage resources throughout the city that illustrate
 - L** Winnipeg's unique sense of place and community pride.
-
- P** Identify, designate and protect the city's most significant
 - I** heritage resources.
 - L**
-
- L** Undertake the development of a **Historic Context Statement** and a **Thematic Framework** for the evaluation of Winnipeg's historic resources.



DIRECTION 2

PROVIDE LEADERSHIP IN HERITAGE CONSERVATION THAT LINKS TO BROADER CIVIC GOALS OF ECONOMIC DEVELOPMENT, SUSTAINABILITY AND NEIGHBOURHOOD PLANNING.

- L** Link heritage conservation to sustainable development initiatives, including economic, environmental and social initiatives.
-
- I** Work with senior levels of government, community groups and
 - L** building owners to conserve significant heritage resources.
-
- C** Support economic development and viability through support for
 - L** heritage and cultural initiatives.
-
- L** Develop Heritage Stewardship policies that will allow the City to act as a leader in heritage conservation initiatives.
-
- P** Through community engagement, set the standards for good
 - L** stewardship of heritage resources.
-
- L** Support cultural tourism by increased investment in city-owned heritage assets, including historic sites and museums.
-
- L** Work with heritage advocacy groups and other community partners in the establishment, coordination and promotion of community heritage initiatives, including public education and heritage awareness.

IMPLEMENTATION TOOLS

- P** Planning
- I** Incentive
- C** Capital Budget/Infrastructure
- L** Leadership/Partnership

HERITAGE CONSERVATION

SUPPORTING DIRECTION AND ENABLING STRATEGIES



DIRECTION 3

DEVELOP AN ENHANCED HERITAGE PLANNING PROGRAM AND POLICY FRAMEWORK.

- P** Support private and public sector conservation initiatives through
- I** the creation of a **Heritage Conservation Management Plan**.
- L**

- I** To facilitate the conservation and/or adaptive reuse of designated
- L** heritage buildings, ensure that heritage conservation incentives are available through agencies, partnerships and senior levels of government.

- P** Integrate heritage planning with planning initiatives, and eliminate
- L** disincentives to conservation, through the development of a **Heritage Conservation Management Plan**

IMPLEMENTATION TOOLS

- P** Planning
- I** Incentive
- C** Capital Budget/ Infrastructure
- L** Leadership/Partnership
- O** Other

DIRECTION 4

CONSERVE DOWNTOWN'S RICH LEGACY OF HERITAGE RESOURCES THAT PROVIDE SIGNIFICANT AND SUSTAINABLE DEVELOPMENT OPPORTUNITIES.

- P** Work with Downtown community stakeholders to identify and
- I** support key projects and heritage conservation initiatives that
- C** encourage and support Downtown living and facilitate strategic
- L** economic and cultural initiatives.

DIRECTION 5

ENHANCE THE VIABILITY OF THE EXCHANGE DISTRICT NATIONAL HISTORIC SITE.

- P** Develop a renewed vision for the Exchange District as a vibrant
- I** area of conserved heritage and an exciting place to live, work
- C** and visit.
- L**

- P** Develop and implement the **Warehouse District Neighbourhood**
- L** **Plan** to guide the ongoing evolution of this critically important heritage district.

DIRECTION 6

PLAN FOR THE SUSTAINABLE DEVELOPMENT OF HEALTHY NEIGHBOURHOODS BASED ON THEIR PARTICULAR HISTORIC IDENTITY AND CHARACTER.

- P** Work with community stakeholders to identify unique heritage

L identities and neighbourhood legacy elements.
- P** Consider heritage and historic integrity when developing plans for

L new and existing neighbourhoods.
- P** Support the sustainable reuse of existing building stock and historic

L infrastructure, through recommendations to be developed in a
Heritage Conservation Management Plan

IMPLEMENTATION TOOLS

- P** Planning
- I** Incentive
- C** Capital Budget/
Infrastructure
- L** Leadership/Partnership

14 IMPLEMENTATION

KEY DIRECTION

IMPLEMENT **OURWINNIPEG** THROUGH A SET OF ENABLING TOOLS. THESE TOOLS WILL BE RESPONSIVE, ADDRESS NEEDS IN AN EFFECTIVE, TIMELY AND COLLABORATIVE MANNER AND WILL ENSURE THAT PLANNING IS ACCOUNTABLE, TRANSPARENT, AND DIRECTED TOWARDS PRIORITIES SET BY CITY COUNCIL.

As a development plan, **OurWinnipeg** promotes a vision for sustainable growth and development that was borne from the most participatory public input process in our city's history. But plans are only as good as their implementation. To succeed, this plan will be supported by an enabling policy framework and implementation tools.

THE NEW APPROACH

Complete Communities represents a shift in direction that reflects the important partnerships and positive relationships the City of Winnipeg has with the stakeholders who will ultimately be building our communities. Defined by collaborative and transparent development planning, this approach has been used to create the vision for **Complete Communities** within **OurWinnipeg**, and will continue to be used for implementation.

DIRECTION 1

ENSURE MORE EFFECTIVE IMPLEMENTATION EFFORTS BY ESTABLISHING A COLLABORATIVE PLANNING ROLE WITHIN THE CITY OF WINNIPEG AND EXTERNALLY, AS AN INTEGRAL PART OF PLAN IMPLEMENTATION.

Planning efforts will be far more effectively implemented by integrating them with other city processes, such as infrastructure and transportation planning, economic development initiatives and the City's capital budgeting process. Implementation can become more effective still by further aligning with the priorities of partner organizations, such as local business groups, business improvement zones, non-profit groups and other levels of government, when possible.

While all planning will strive to meet the needs and aspirations of local contexts, planning shall align with the larger, city-wide goals, objectives and vision. **OurWinnipeg** creates a list of civic responsibilities, including **Complete Communities** and providing multimodal transportation, among others. All planning will address these wider civic responsibilities in order to improve the liveability of the city as a whole.

- P** Engage the City of Winnipeg public service and other organizations in a partnership-based approach to planning.
- L**

- L** Pursue meaningful and proactive participation toward the achievement of common goals for growth and change.

- L** Ensure accountability and transparency by cultivating relationships with all stakeholders on an on-going basis.

- P** Work collaboratively to address local planning issues and opportunities within the context of OurWinnipeg and Complete Communities.
- L**

DIRECTION 2

ESTABLISH AN ENABLING FRAMEWORK FOR GROWTH AND DEVELOPMENT THAT IS ALIGNED WITH THE POLICY INTENT OF COMPLETE COMMUNITIES AND THAT MEASURES PROGRESS

- P** Adopt the Urban Structure map (Complete Communities, page 11) as the new guiding framework for development planning.

- P** Use measurement results to adapt the Urban Structure map to reflect changing conditions as necessary.

- P** Align and adjust resources as required based on measured performance, to achieve intended results over the duration of the plan.
- L**

- L** Provide transparency and accountability by identifying and reporting on appropriate measures of actual plan performance.

IMPLEMENTATION TOOLS

- P** Planning
- I** Incentive
- C** Capital Budget/
Infrastructure
- L** Leadership/Partnership

DIRECTION 3

USE NEW AND INNOVATIVE TOOLS TO COMPLEMENT AND ENHANCE PLANNING EFFORTS TOWARD THE IMPLEMENTATION OF COMPLETE COMMUNITIES OBJECTIVES.

By employing a variety of tools, proposed projects that align with **Complete Communities** objectives may be approved in a more timely manner.

These tools will include some proven existing fiscal, planning and sustainability tools but also include new and innovative tools such as strategic infrastructure investment, partnerships and demonstration projects. A key and immediate priority will be the full development of an Implementation Toolbox providing details on specific implementation tools and their application. At a minimum, the toolbox should include the following components:

PLANNING

Planning is a key tool for implementing **Complete Communities**. The successful implementation of this Direction Strategy largely depends on whether its policies can effectively guide development. This will rely on a variety of planning tools, ranging from statutory plans with their own localized policies guiding an area's growth, to non-statutory concept plans also able to guide an area's growth.

Planning Handbook

The development and adoption of a common process, content and format for each planning tool is

recommended so that each may be smoothly crafted, effectively and efficiently administered and more readily implemented. To that point, Winnipeg should emulate the example of several communities by developing a **Planning Handbook**. The document would provide policy rationale for a common approach to:

- > planning tools
- > guidance on process, content and format.
- > public consultation & engagement processes
- > when and where to utilize certain planning tools
- > methodology for selecting from the spectrum of planning tools.

CAPITAL BUDGET/INFRASTRUCTURE ALIGNMENT

When anticipated growth is likely, capital forecasts can be aligned to, better budgeting for growth-related infrastructure requirements. These timely investments that are consistent with specific plan objectives can act as an incentive for private investors; establishing these priority areas for growth sends positive signals and greater certainty about the value of investment decisions over the long-term.

A budget process that is well integrated with other activities of government, such as planning and management functions, will also provide better financial and programming decisions, leading to improved governmental efficiencies. A process that effectively involves and reflects the priorities and needs of all stakeholders— elected officials, the public service, citizens,

the development community and business leaders— will serve as a positive force in delivering the services that they want, at a level they can afford.

INCENTIVE TOOLS

Innovative incentive tools will be explored on an ongoing basis to facilitate projects that contribute significantly to development objectives in targeted areas of the City.

The incentive toolbox includes primarily non-fiscal related incentives, such as a streamlined approval process, but may also include limited fiscal related incentives, such as tax increment financing.

LEADERSHIP, PARTNERSHIP AND SPONSORSHIP

Leadership/Partnership refers to the need for leadership and collaboration within the organization as well as within other levels of government, citizens, and other stakeholders

DEMONSTRATION PROJECTS

One of the most critical tools to successfully implement **Complete Communities** may be giving Winnipeggers the opportunity to see the planning possibilities through demonstration projects. The City will work proactively and supportively with the development community and other community stakeholders to demonstrate how the policies and objectives of **Complete Communities** can translate into compatible and sustainable development of the highest quality.

AWARENESS TOOLS (MARKETING)

These tools would be used for promoting the objectives of **Complete Communities**, creating interest from the broader development community and encouraging innovative best practices.

- P** Utilize a set of enabling planning tools to accommodate growth and development in accordance with the Urban Structure framework.

L
- P** Develop an Implementation toolbox that provides details on implementation tools and their application.

L
- P** As a component of the Implementation toolbox, develop a 'Planning Handbook' that refocuses and guides the selective use of the wide array of available planning tools in order to achieve the intent of the Urban Structure framework in a timely and cost-effective manner.

L
- C** Align capital budget forecasts with growth-related infrastructure requirements to further expedite planned development and provide more certainty for private investment.
- I** Provide a variety of incentives where there is an economic argument to do so.
- L** Pursue community partnerships and sponsorships in order to increase capacity toward common, mutually beneficial objectives.
- P** Identify, pursue and support development projects that demonstrate the policies and objectives of Complete Communities.

L
- L** Engage a broad development community in pursuit of best practice solutions for Winnipeg through effective and innovative marketing initiatives.

IMPLEMENTATION TOOLS

- P** Planning
- I** Incentive
- C** Capital Budget/ Infrastructure
- L** Leadership/Partnership

DIRECTION 4

DEVELOP A 'COMPLETE COMMUNITIES CHECKLIST' IN CONCERT WITH THE BROAD DEVELOPMENT COMMUNITY THAT WILL UTILIZE THE FULL RANGE OF ENABLING TOOLS TO SUPPORT PLAN IMPLEMENTATION.

To further enable collaboration and create the conditions for success, the City will develop a 'Complete Communities Checklist' and will utilize the full range of enabling tools to achieve the goals laid out by Complete Communities. The Checklist will be a non-regulatory evaluation tool providing a consistent and comprehensive guide to Complete Communities objectives. Its purpose will be to facilitate a collaborative conversation with developers at the outset of the development application and approval process.

The Checklist will assist in:

- > Assessing the extent to which a proposed development aligns with the goals of Complete Communities prior to or during the application review process
- > Possible fast-tracking of development proposals that meet the objectives reflected in the Complete Communities Checklist
- > Assisting both parties in identifying the best approach to meeting planning and development objectives
- > Providing an objective basis for supporting development incentives
- > Better informing and engaging the community by providing additional, timely details on proposed development projects
- > Forming a transparent means of informing decision-makers as part of the development approval process as shown in Figure 14a.

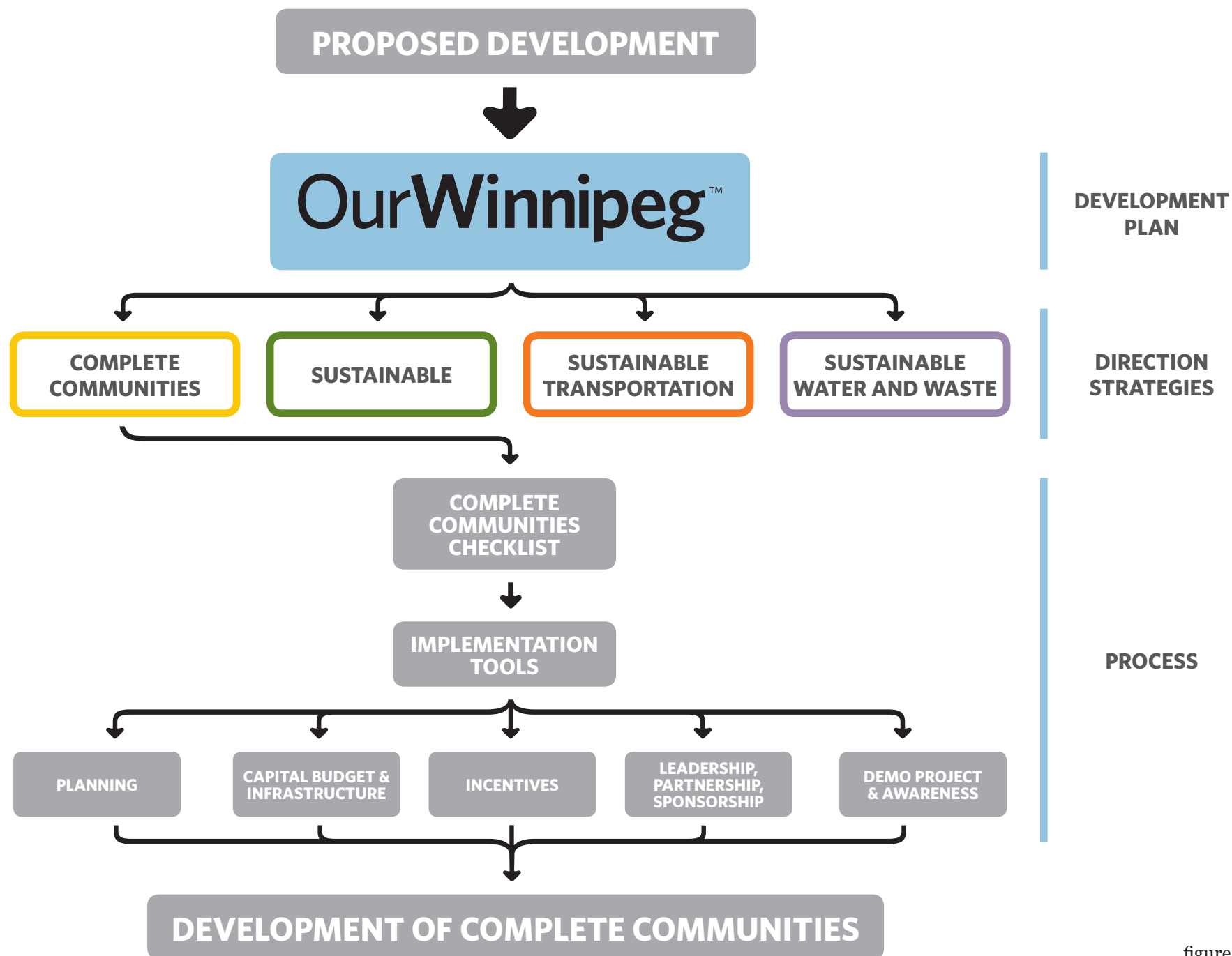


figure 14a

GLOSSARY

ACCESSIBILITY (see ‘**Universal Design**’)

ACTIVE MOBILITY (see ‘**Active Transportation**’)

ACTIVE TRANSPORTATION

Active transportation refers to any human-powered mode of transportation, such as cycling, walking, skiing or skateboarding. While the main emphasis is on travel for a specific purpose, it does not exclude recreational travel.

The City of Winnipeg’s Active Transportation Action Plan is available online at:

<http://www.winnipeg.ca/publicworks/MajorProjects/ActiveTransportation/ATAActionPlan-2008WEB.pdf>

ADAPTIVE REUSE

Adaptive Reuse is the change in use (and often structure) of a building whose original use is no longer needed. This is typically done with old industrial and warehouse buildings, but also happens with more modern buildings.

ADDITIONAL ZONE

A designated area adjacent to the boundary of the City that the City of Winnipeg had planning jurisdiction over between 1968 and 1991. The Additional Zone was regarded by some affected municipalities as unfair and has often been attributed to the lack of movement towards a regional plan.

ADOPTED PLAN

A plan adopted by a governing body that is incorporated as a by-law.

AIRPORT VICINITY DEVELOPMENT PLAN (AVDP)

The AVDP is a secondary plan by-law adopted by City Council for the Winnipeg airport area.

AIRPORT VICINITY PROTECTION AREA PLANNED DEVELOPMENT OVERLAY

A PDO that is intended to minimize exposure of residential and other sensitive land uses to aircraft and their potential impacts. In addition, the District is intended to ensure that the 24-hour operation of Winnipeg’s airport continues to contribute to the economic vitality of the city and the region by avoiding or mitigating potential land use conflicts.

ALTERNATIVE TRANSPORTATION

Modes of transportation that are alternatives to travel by a single occupancy vehicle, including riding transit, walking, cycling, and carpooling.

AMENITY INFRASTRUCTURE

Amenity Infrastructure are all the elements and structures placed or installed in parks to enhance, give character to and facilitate use and enjoyment of the site. Things like site furnishings (benches, tables, bike racks) lighting, signage, sport field components, fencing and buildings are all examples of Amenity Infrastructure.

ANIMAL UNITS

An animal unit equals the number of animals required to excrete a total of 73 kilograms of nitrogen in a 12 month period.

AREA STRUCTURE PLAN

(See also ‘**Secondary Plan**’ and ‘**Local Area Plan**’)

An Area Structure Plan is a detailed plan having the status of a by-law which includes a statement of the City’s policies and proposals for the development, redevelopment or improvement of a specific area of the city.

AUTO-ORIENTED DEVELOPMENT

Auto-oriented Development is designed to primarily accommodate automobiles.

BROWNFIELD

Abandoned, idled or underused industrial and commercial sites, where expansion or redevelopment is complicated by real or perceived environmental contamination.

More information is available online at the Canadian Brownfields Network:
<http://www.canadianbrownfieldsnetwork.ca/>

BUSINESS IMPROVEMENT ZONE (BIZ)

Business improvement zones are public-private partnerships in specific geographic areas. Businesses pay an additional tax for the purpose of funding improvements within the zone that would support bringing more users to the area and to the businesses.

CALL TO ACTION FOR OURWINNIPEG

The first report of the **OurWinnipeg** initiative, released in draft form in November 2009. The Call to Action for **OurWinnipeg** summarizes what the City of Winnipeg has heard from April 2009 to October 2009 through SpeakUpWinnipeg and proposes a series of short-term actions the City will take to get started on priorities identified through community input.

CAPITAL REGION/MANITOBA'S CAPITAL REGION

Refers to the City of Winnipeg and a number of surrounding municipalities – the City of Selkirk, the Town of Stonewall, and the Rural Municipalities of Cartier, East St. Paul, Headingley, Macdonald, Ritchot, Rockwood, Rosser, St. Andrews, St. Clements, St. Francois Xavier, Springfield, Tache, and West St. Paul.

More information is available online through Manitoba Intergovernmental Affairs:
<http://www.gov.mb.ca/ia/capreg/>

CARRIAGE HOUSE

A structure located to the rear of a residential or other building lot, adjacent to a lane. Most carriages houses are two-storey.

CENTRE / NODE

Centres are areas of concentrated activity, often located at the convergence of significant transportation routes.

CENTREPLAN

CentrePlan is the sub-set of Plan Winnipeg 2020. It builds upon the foundation of the “Downtown” section of the plan.

CENTREPORT

CentrePort is an inland port being developed around Winnipeg’s James Armstrong Richardson International Airport. It will serve as an intermodal goods handling facility that is connected by road, rail and air to the marine ports of Vancouver, Prince Rupert, Churchill and Thunder Bay. Through Winnipeg’s strategic location on the International Mid-Continent Trade and Transportation Corridor, it will function as a centre for the transshipment of cargo to other inland destinations.

CentrePort will also include provision for Foreign Trade Zones (FTZs) which will provide unique customs procedures for businesses engaged in international trade-related activities, such as duty-free treatment or deferment of duty payments. This helps to offset customs advantages available to overseas producers who compete with domestic industry. There will also be the opportunity for United States customs border pre-clearance activities, where goods undergo inspections before being sent out by aircraft, ship, train or truck. The process is intended to streamline border procedures and reduce congestion at ports of entry.

COMMERCIAL (SEE ALSO ‘RETAIL’)

Commercial and/or retail includes: grocery & food (e.g. grocery stores, restaurants), general merchandise (e.g. recreation, departments stores, financial services, personal services) and transportation (e.g. car show rooms, gas stations).

COMMUNITY

A group of people with similar or shared culture, concerns or geography.

COMPACT GROWTH / COMPACT DEVELOPMENT / COMPACTLY / COMPACT URBAN FORM

(see also “**High Density**”)

A term used to describe efficient development that minimizes the spatial use of land.

COMPLETE STREETS

Complete streets aim to provide a range of transportation options, including private automobiles, transit, cyclists and pedestrians in a safe and efficient manner. Complete streets are context sensitive and generally incorporate road treatments that address the unique issues of each corridor.

More information is available online through the National Complete Streets Coalition:
<http://www.completestreets.org/>

CONCEPT PLAN

A Concept Plan is similar to an Area Structure Plan/Secondary Plan/Local Area Plan, but is not a statutory document and may not have the same level of detail as any of these other types of plans.

CORRIDOR STUDY

A Corridor Study can be an Area Structure Plan/Secondary Plan/Local Area Plan/ or Concept Plan, for a specific length of a corridor normally set for redevelopment.

CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN (CPTED)

CPTED (pronounced “sep-ted”) is a crime prevention strategy surmising that the incidence and fear of crime can be reduced through better design. For example, windows facing the sidewalk will make the sidewalk safer than if it were a brick wall, since they provide more “eyes on the street.”

More information is available online through CPTED Ontario:
<http://www.cptedontario.ca/ptedontario.ca/>

DENSITY/DENSIFICATION

In a planning context, density usually refers to the number of dwelling units, square metres of floor space, or people per acre or hectare of land.

DENSITY BONUS

A Density Bonus is an incentive tool allowing developers to increase the density of their development, normally in exchange for building or contributing to a community based project.

DEVELOPMENT PLAN

A development plan sets out the goals, policies and guidelines intended to direct all physical, social, environmental and economic development in a city now and into the future. All other plans and council decisions must conform to it. In Manitoba, the Planning Act requires all municipalities to prepare a development plan. Development plans are also known as official plans, comprehensive plans or general plans.

DISTRICT

An area of the city defined by particular geography, character or other factors.

DOWNTOWN

The central area of the city. (See figure 2a, Urban Structure Map)

DOWNTOWN RETAIL STRATEGY

The Downtown Retail Strategy was an undertaking of the Downtown BIZ to support existing retailers and attract new ones in an effort to add to a more vibrant downtown.

EAST RAPID TRANSIT CORRIDOR (PROPOSED)

A proposed rapid transit corridor connecting the downtown to Transcona.

ENTITLEMENT FIRST NATIONS

(See ‘**Treaty Land Entitlement**’)

EXTENDED HOUR ACTIVITY

Extended hour activity refers to having activities, including shopping, entertainment and restaurants available past regular working hours, generally in the downtown area.

EYES ON THE STREET

Coined by Jane Jacobs, “Eyes on the Street” is a concept where the more you design communities and neighbourhoods to give streets as much exposure to surrounding people the more safe they will be.

FAVOURABLE ZONING/ PROACTIVE ZONING

Zoning that is clear about development objectives and requirements up front, thereby allowing developers to avoid lengthy approval processes, if their proposals align with the City’s land use, form and urban design objectives for an area. Examples include, but are not limited to, mixed-use zoning, form-based zoning and Planned Development Overlays (PDOs).

FORM-BASED ZONING

Rather than concentrating on land use, as in traditional zoning practice, form based zoning primarily regulates development based on form and scale

FRINGE AREAS

Land areas that straddle a shared border.

FULL RANGE OF MUNICIPAL SERVICES

OurWinnipeg defines a full range of municipal services as piped water, piped wastewater, piped land drainage and an urban standard roadway.

GREEN HOUSE GAS (GHG) EMISSIONS

GHG Emissions are gases (e.g. carbon dioxide, methane, nitrous oxide) that are released into the atmosphere from several man-made and natural occurrences. These gasses trap heat from the sun within the atmosphere, causing a greenhouse effect.

GREENFIELD / GREENFIELD DEVELOPMENT

Used in construction and development to reference land that has never been used (e.g. green or new), where there is no need to demolish or rebuild any existing structures.

GREEN INFRASTRUCTURE

Green Infrastructure refers to all the living matter found within parks and open space (grass, flowers, shrubs + trees) both natural and managed.

GREYFIELD/GREYFIELD DEVELOPMENT

A term used to describe declining / underutilized shopping or institutional centres that often pose significant redevelopment potential. Many of these properties are being redeveloped into mixed use transit oriented centres.

GREY INFRASTRUCTURE

Grey Infrastructure is used to describe all the 'hard' surface (gravel, asphalt, concrete, etc) areas within parks such as court surfaces, walkways, roadways, and parking lots and buildings.

GROUND ORIENTED HOUSING

Ground oriented housing includes single family homes, duplexes, townhouses and other dwellings that have direct access to the ground.

HERITAGE CONSERVATION MANAGEMENT PLAN

A City of Winnipeg plan, developed through consultation with the public, that is intended to maximize the potential of Winnipeg's community heritage assets.

IMPLEMENTATION TOOLS

Specific tools designed to assist in the implementation of **Complete Communities**. Examples are zoning, partnerships and incentives.

INFILL/INFILL DEVELOPMENT

A type of development occurring in established areas of the city. Infill can occur on long-time vacant lots, or on pieces of land with existing buildings, or can involve changing the land use of a property from one type of land use to another.

INTENSIFICATION

A term that refers to the development of a site at higher densities than what currently exists. This includes the development of a vacant/underutilized site (including greyfields and brownfields) or the expansion/conversion of an existing building.

LARGE FORMAT RETAIL

Commonly known as “big box,” large-format retail is a term applied to large floor plate, one story retail outlets that locate on individual sites or that cluster on a large site, sometimes adjacent to each other.

LEADERSHIP IN ENERGY AND ENVIRONMENTAL DESIGN (LEED)

Introduced in 1998, the LEED Green Building Rating System is a set of standards used to measure the extent of green building and development practices in environmentally sustainable construction. Certification is based on a total point score achieved and awards four different levels: LEED certified, silver, gold, and platinum.

More information is available online through the Canada Green Building Council:
<http://www.cagbc.org/leed/what/index.php>

LOCAL AREA PLANNING

A spectrum of tools that guide the development of a site or area, including issue or area-specific design guidelines, high-level policy ‘handbooks,’ Planned Development Overlays (PDOs), Local Area Plans and others.

LOCAL EMPLOYMENT

Generally refers to the City’s ability to provide local employment opportunities through a stable and sound economy. As a part of complete communities, local employment refers to the means that you are able to live, work and play all within the same neighbourhood.

LOT SPLITS

The subdivision of a parcel of land into two lots, building sites, or other divisions for the purpose of sale or building development.

MAJOR REDEVELOPMENT SITES

Large, functionally obsolete or underutilized lands, such as former industrial areas.

They are often located adjacent to existing communities along rail lines, major corridors or rapid transit corridors. Although existing infrastructure is often insufficient for immediate redevelopment, these areas present opportunities for strategic mixed use infill and intensification in existing urban areas.

MASTER PLAN

A Master Plan incorporates all the relevant and necessary strategies needed to implement a plan on many different levels.

MATURE COMMUNITIES

Winnipeg’s early suburbs, mostly developed before the 1950s. Key features are a grid road network with back lanes and sidewalks, low to moderate densities, and a fine grained mix of land uses along commercial streets. Many of these communities have a full range of municipal services.

MIXED-USE DEVELOPMENT / MIX OF USES

The development of a piece of land, building or structure that includes two or more different land uses, including residential, office, retail or light industrial.

MOBILITY

Mobility refers to the efficient movement of people and goods in the urban environment.

MULTIPLE FAMILY DEVELOPMENT

Development that includes a number of separate housing units in one residential or mixed use building.

MULTIPLE FAMILY INFILL DESIGN GUIDELINES

A document intended to guide the development of infill housing in predominantly single-family neighbourhoods and promote new development that is consistent with the form and character of existing neighbourhoods.

MULTI-MODAL

(See also ‘**Complete Streets**’)

A multi-modal street is one where more than one mode of transportation (e.g. vehicle, bicycle, transit, etc) can be accommodated at one time.

NEW COMMUNITY

New Communities are large land areas identified for future urban development. These areas are not currently served by a full range of municipal services. Many of these lands were previously designated as Rural Policy Area in Plan Winnipeg 2020.

NODE/CENTRE

Nodes are centres of activity which are often located at the convergence of significant transportation routes.

ON-STREET PARKING

Parking available on the street.

OURWINNIPEG

OurWinnipeg will replace **Plan Winnipeg** as the city’s development plan (see Development Plan) once it is adopted by council in 2010.

PLACEMAKING

The process of creating public spaces in the city that are unique, attractive and well-designed to promote social interaction and positive urban experiences.

PLANNED DEVELOPMENT OVERLAY (PDO)

The purpose of a PDO is to provide a means to alter or specify allowed uses and/or development standards in otherwise appropriate zones in unique or special circumstances to achieve local planning objectives in specially designated areas (see Winnipeg Zoning By-Law 200/2006).

PLAN WINNIPEG 2020 VISION

Plan Winnipeg 2020 Vision is the City of Winnipeg's current long-range development plan (see Development Plan). Adopted in 2001, it was intended to guide all development in the city henceforth for the next twenty years. **OurWinnipeg** (see OurWinnipeg) replaces **Plan Winnipeg** as the city's development plan.

PRECINCTS / PLANNING PRECINCTS

Planning Precincts divide New Communities into logical fractions in order to ensure that planning for New Communities is comprehensive, orderly and complete.

PROACTIVE ZONING/FAVOURABLE ZONING

Zoning that is clear about development objectives and requirements up front, thereby allowing developers to avoid lengthy approval processes, if their proposals align with the City's land use, form and urban design objectives for an area. Examples include, but are not limited to, mixed-use zoning, form-based zoning and Planned Development Overlays (PDOs).

PROVINCIAL LAND USE POLICIES

Policies enacted by the Province to guide the use of land and resources and to encourage sustainable development. The policies provide direction for a comprehensive, integrated and coordinated approach to land use planning for all local authorities.

PUBLIC ART

Artworks created for, or located in part of a public space and/or accessible to the public. Public art can be permanent or temporary and can be created in any medium.

PUBLIC REALM

The public realm is the shared component of the built environment that the public has free access to, such as sidewalks, streets, plazas, waterfronts, parks and open spaces.

RAPID TRANSIT

A form of urban public transportation with higher than normal capacity and higher than average speed, sometimes separated from other traffic in underground tunnels, above-ground bridges or separate rights-of-way. Rapid transit vehicles can include buses, light rail vehicles, and trains.

RECENT COMMUNITIES

Recent Communities are areas of the city that were planned between the 1950s and the late 1990s. They are primarily low and medium density residential with some retail. The road network is a blend of modified grid and curvilinear, often without sidewalks or back lanes. These are typically stable residential communities with limited redevelopment potential over the next 30 years.

REINVESTMENT AREA

Reinvestment Areas are parts of the city that may have a desirable character, but show signs of disinvestment and decline and would benefit from modest infill, redevelopment and/or other projects. **OurWinnipeg** does not identify specific Reinvestment Areas but supports the development of criteria to classify them.

REGIONAL PLANNING FRAMEWORK

A non-statutory action plan that develops a shared vision for the future of the region and sets realistic goals for achieving it. The framework contains principles and goals that have been developed collaboratively and through a consensus building process.

RETAIL (SEE ALSO 'COMMERCIAL')

Commercial and/or retail includes: grocery & food (e.g. grocery stores, restaurants), general merchandise (e.g. recreation, departments stores, financial services, personal services) and transportation (e.g. car show rooms, gas stations).

RIPARIAN

Riparian refers to the area or zone at the interface between land and water (rivers, creeks, lakes and wetlands). Riparian zones make a major contribution to the health of the entire ecosystem. In turn, vegetation such as grasslands, wetlands and forests play an important part in the health of these riparian zones. They are significant from ecological, environmental management, economic and civil engineering perspectives because of their importance to biodiversity, riverbank stability, erosion control, water quality and associated aquatic ecosystems

RURAL POLICY AREA

Areas primarily devoted to agricultural uses and related support functions within Winnipeg's previous development plan, Plan Winnipeg 2020 Vision.

SECONDARY PLAN

A term that has been used to describe a detailed statutory plan which includes a statement of the City's policies and proposals for the development, redevelopment or improvement of a specific area of the city. Some examples include, the Osborne Village Neighbourhood Plan and the Waverley West Area Structure Plan.

SECONDARY SUITES

A secondary dwelling unit established in conjunction with and clearly subordinate to a primary dwelling unit, whether a part of the same structure as the primary dwelling unit or a detached dwelling unit on the same lot.

SENSE OF PLACE

When a set of characteristics make an area feel special or unique

SOUTHWEST RAPID TRANSIT CORRIDOR

The Southwest Rapid Transit Corridor is the first leg of the city's rapid transit system. When complete, the Southwest Rapid Transit Corridor will connect the downtown to the University of Manitoba.

SPEAKUPWINNIPEG

The City of Winnipeg Charter requires the City, when reviewing its development plan (see Development Plan), to seek input from the public. SpeakUpWinnipeg refers to the public involvement process used for OurWinnipeg. The process encompassed varied possibilities for participation, from online discussions to focus groups and dialogue surrounding drafts and strategies.

SPECIAL DISTRICT

A special district is one where specific regulations differ exceptionally from other districts or where regulations are not governed by the City (e.g. Airport Area).

STATUTORY PLAN

A plan adopted as a by-law.

STREETSCAPING

Streetscaping is the planning and construction of various elements of a street. Lighting, plantings and sidewalk design are examples of street design elements.

SUBDIVISION

VERB. The act of dividing a tract of land into 2 or more lots

NOUN. A tract of land that has been divided into 2 or more lots.

SURFACE PARKING

Parking provided on an undeveloped/underdeveloped lot of land.

SUSTAINABLE/SUSTAINABILITY

According to the 1983 United Nations Brundtland Commission, the preeminent standard in the definition of sustainable development, it is “development that meets the needs of the present without compromising the ability of future generations to meet their own needs.” While the term is most associated with its environmental implications, it also has economic and social implications as well.

UN 1983 Report of the World Commission on Environment and Development, aka the Brundtland Commission:
<http://www.un-documents.net/wced-ocf.htm>

SUSTAINABILITY INDICATORS

Measurement tools that help the City of Winnipeg clarify progress in its attainment of social/cultural, economic and environmental sustainability. Sustainability indicators must be relevant, easy to understand, reliable and based on accessible data.

TAX ABATEMENT

Full or partial reduction in taxes granted by the city for a specific period of time to encourage certain activities, such as the development or redevelopment of a property.

TAX INCREMENT FINANCING

A form of government incentive that uses the increase in taxes anticipated from a particular development or redevelopment to help subsidize the cost of the project.

TRANSFORMATIVE AREAS

Specific areas within the city that provide the best opportunity to accommodate significant growth and change. These areas include Downtown, Mixed Use Centres, Mixed Use Corridors, Major Redevelopment Sites and New Communities.

TRANSIT ORIENTED DEVELOPMENT

Moderate to higher density compact mixed-use development, located within an easy five to ten minute (approximately 400m to 800m) walk of a major transit stop. TOD involves high quality urban development with a mix of residential, employment and shopping opportunities, designed in a pedestrian-oriented manner without excluding the automobile. TOD can be new construction or redevelopment of one or more buildings whose design and orientation facilitate the use of public transit and Active Transportation modes.

TRANSIT ORIENTED DEVELOPMENT HANDBOOK

The Transit Oriented Development Handbook is intended to facilitate development along high quality and high frequency transit routes within the City.

UNIVERSAL DESIGN

A term coined by architect Ron Mace of the University of North Carolina to encompass seven basic principles of good design: equitable use, flexible use, simple and intuitive use, perceptible information, tolerance for error, low physical effort and size and space for approach and use. It can be applied to a place, service or product. The principles are key ingredients to accessibility within a complete community and social sustainability within an urban environment. Universal Design characteristics maximize accessibility for a wide range of people from infancy to older ages with a variety of physical, sensory or cognitive abilities.

URBAN DESIGN

The complete arrangement, look and functionality of any area(s) within a town, city or village.

URBAN FORM

The three dimensional expression of buildings, landscapes and urban spaces.

URBAN STRUCTURE

A spatial articulation of city building objectives based on land use, physical layout and design.

WALKABILITY/WALKABLE

Walkability is a measurement of how conducive a place is to walking. This includes the physical nature of a place and other factors, such as safety and perceived enjoyment. Walkability is influenced by several factors including proximity to one’s destination (for example work or school), the quality of pedestrian facilities, availability of parks and public spaces, urban density, mixture of uses and the presence of a defined urban centre.

Find out how your neighbourhood ranks:
<http://www.walkscore.com/>

WAYFINDING SIGNAGE

A network of signs that help orient people to places in the city.

ZONING

Zoning classifies a city’s land into specific “zones” that regulate the use, size, height, density and location of buildings and activities permitted in them. These zones are set out in zoning by-laws, as required in Winnipeg, by the City of Winnipeg Charter Act (see City of Winnipeg Charter).

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SUSTAINABLE TRANSPORTATION



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SUSTAINABLE TRANSPORTATION

THIS IS A DRAFT

SUSTAINABLE TRANSPORTATION IS STILL IN DRAFT FORM. IT WAS CREATED THROUGH SPEAKUPWINNIPEG AND CONVERSATIONS WITH MORE THAN 40,000 WINNIPEGGERS.

Sustainable Transportation – one of four strategies forming the basis of **OurWinnipeg**, is the formalization of how transportation will be provided in Winnipeg for the next 25 years. The emphasis is on moving people, goods and services in a way that is socially, environmentally and economically sustainable.

The Planning, Property and Development Department, Winnipeg Transit and the Public Works Department, together with IBI Group and McCormick Rankin Corporation and local stakeholders have worked extensively in developing this new transportation strategy for Winnipeg.

This new strategy forms the policy framework for the **Transportation Master Plan**, the main purpose of which is to dynamically analyze the needs of the new urban structure as it changes through time.

The practices contained in this new dynamic approach will result in the ability to integrate land use and transportation in a more holistic manner. It will enable Winnipeg to move from the current static approach to one that will assess future transportation needs systematically and proactively.

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01 INTRODUCTION

Urban transportation is a complex system tied to land use planning and urban design. The provision of transportation systems has a large influence on the form of the built environment and people's quality of life.

Our world is changing at an accelerating pace. As populations increase around the world, people are looking for more housing options, job opportunities and access to services, causing urban areas to grow rapidly. More than 50% of Canadians live in a medium to large sized city, with 55% of Manitobans living in the city of Winnipeg.



Winnipeg stands to gain by rising to the challenges and seizing the opportunities of this new world. The transportation system will be central to bringing Winnipeg into the future; it plays a role in everything from neighbourhood safety and family orientation to the efficient delivery of goods and services and commercial viability.

An effective sustainable transportation strategy will help guide decisions through changing times and will ensure that Winnipeg is poised to capitalize on opportunities. The transportation strategy needs to balance an ability to be specific enough for guiding decisions in the short term while being flexible and robust enough to encourage continual progress and innovation. It also needs to be affordable and cost effective to implement in order to ensure that it is financially sustainable.

Ongoing discussions through **SpeakUpWinnipeg** have revealed a number of themes and priorities. These include an emphasis on the sustainability of urban development, including transportation, community development and increasing options for Winnipeggers.

OurWinnipeg presents a vision for a city that is environmentally, economically and socially sustainable. All policy directions, including those for transportation, are guided by these three sustainability principles, ensuring the alignment of all City actions. Meeting future demand for continued mobility requires a balanced approach, endeavouring to develop a community where transportation is easy and convenient today while not compromising the mobility needs of future generations.

The path to achieving a sustainable transportation system for the city of Winnipeg must begin with strategic goals which will be further discussed throughout this document.

As they were developed in the context of sustainability, these goals are aligned to the vision and goals of **OurWinnipeg's** other Direction Strategies. The relationship between transportation and land use is fundamental and therefore the goals of **Sustainable Transportation** have been developed in concert with **Complete Communities** in particular. **Sustainable Transportation** specifically represents an integration of the transportation system's various components, including vehicles, transit, active transportation and the movement of goods and services. The following discussion outlines the key aspects of a future sustainable transportation plan, providing an integrated transportation system which balances the private vehicle, transit, goods movement, cycling and pedestrian options that connect Winnipeg's people and communities.

The strategic direction set through **Sustainable Transportation** will be the framework for developing Winnipeg's **Transportation Master Plan**. The overarching objective of this Master Plan is to guide the planning, development and maintenance of a multi-modal transportation system that will contribute to the sustainable development of the city and region.

The development of a transportation planning computer model designed to incorporate all transportation modes together with their interaction with changes in land use will be a key component in the development of the **Transportation Master Plan**. This model will fully integrate transportation and land use planning, where alternate settlement patterns and transportation plans/services may be tested against their ability to achieve the goals of the policy.

The model will anticipate future transportation needs based on existing and projected development, guide transportation facility and service improvement decisions for budgeting purposes and provide a valuable tool to assess new development for its impact on current systems and the need for development related improvements. It will also be useful in evaluating new and alternative development patterns that may minimize impact on existing facilities/services.

As the city grows over time, this tool will allow for dynamic transportation planning that responds to changes in land use. When projections for certain land

use changes and growth are realized (or not), the tool can help re-evaluate transportation planning needs, adjusting implementation as needed.

The dynamic transportation planning process is illustrated schematically on Figure 01a. The current document is indicated on Figure 01a as one of the two key inputs into the development of the **Transportation Master Plan** along with **Complete Communities**.

Also, as illustrated in Figure 01a, ensuring that the transportation infrastructure is sustainably maintained is another key component of the **Transportation Master Plan** process. This will be critical to Winnipeg's continued economic, social and environmental viability and will require continued support for an asset management program that can ensure the infrastructure is maintained effectively and efficiently.

Additional components of the **Transportation Master Plan** are anticipated to include:

- > the analysis and evaluation of integrated land use-transportation scenarios
- > public consultation
- > document preparation
- > a staged, prioritized implementation plan, including preliminary life cycle cost estimates and financial sustainability options

DYNAMIC TRANSPORTATION PLANNING AND LAND USE MODEL

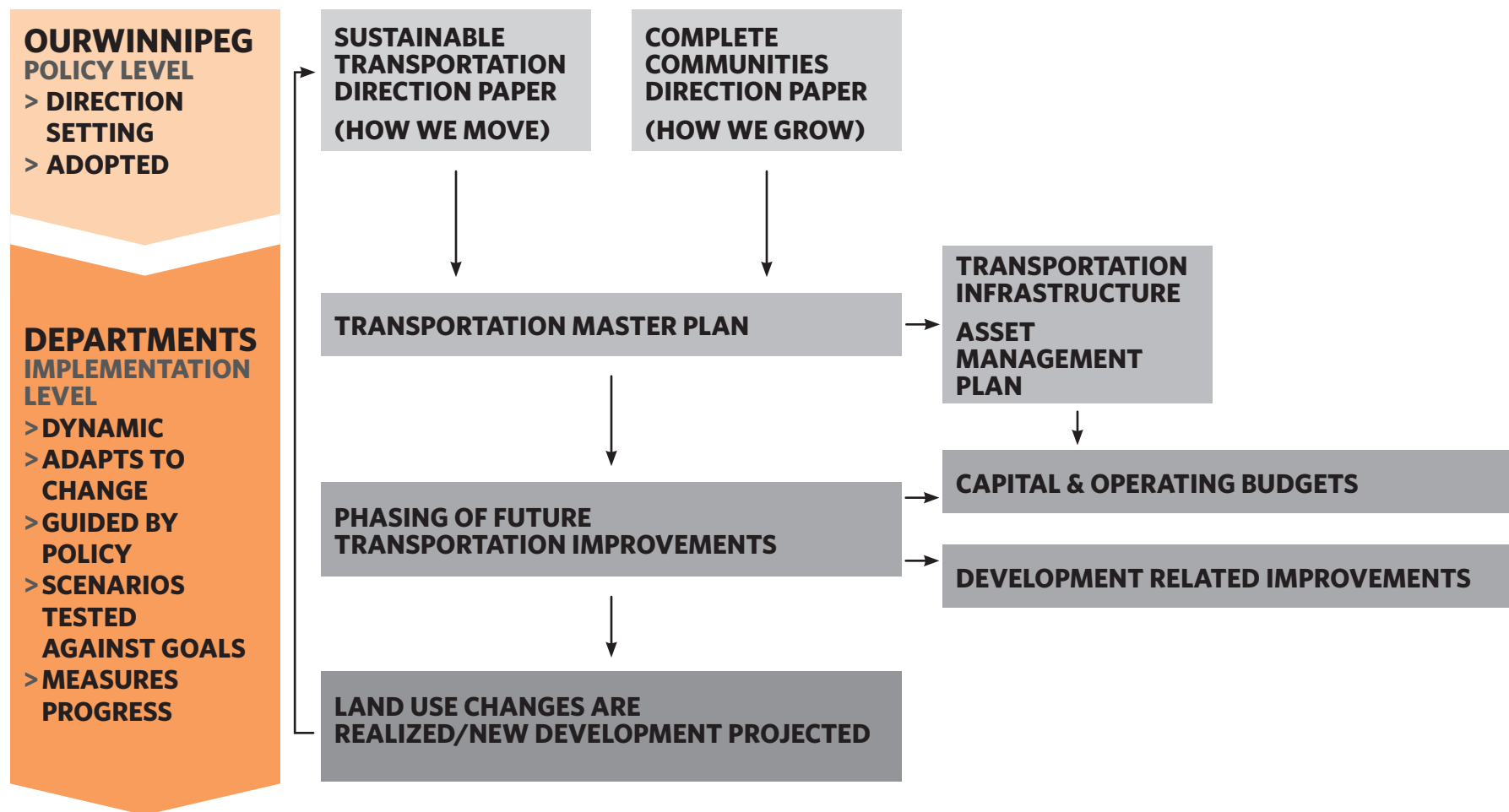


figure 01a

02 STRATEGIC GOALS

The success of **Sustainable Transportation** and the subsequent **Transportation Master Plan** will be measured by how well they support economic growth, personal mobility and accessibility .

There are several key strategic goals which are critical to achieving a balanced and sustainable transportation system for Winnipeg, including:

- > A transportation system that is dynamically integrated with land use
- > A transportation system that supports active, accessible and healthy lifestyle options
- > A safer, efficient and equitable transportation system for people, goods and services
- > Transportation infrastructure that is well-maintained
- > A transportation system that is financially sustainable

A TRANSPORTATION SYSTEM THAT IS DYNAMICALLY INTEGRATED WITH LAND USE

An integrated approach to land use and transportation maximizes the efficiency and effectiveness of its transportation infrastructure, creating an efficient, sustainable and vibrant city. An important component of integrated transportation and land use is that it minimizes both the number and length of trips people need to make.

A TRANSPORTATION SYSTEM THAT SUPPORTS ACTIVE, ACCESSIBLE AND HEALTHY LIFESTYLE OPTIONS

Provision of adequately maintained walking, cycling and other forms of active transportation facilities are all part of achieving this goal. A safe and secure transportation system in which pedestrians, cyclists and motorists co-exist is also essential. In addition, ensuring equitable access to mobility and a high quality of life for all citizens, regardless of their personal ability level, requires universal access to the transportation system.



A SAFE, EFFICIENT AND EQUITABLE TRANSPORTATION SYSTEM FOR PEOPLE, GOODS AND SERVICES

In order to ensure sustainable economic growth that supports Winnipeg as the region's economic engine, an efficient, cost effective transportation system for the timely and equitable movement of goods, services and people must be an essential element.

To achieve this goal we will need to utilize technology such as ITS (Intelligent Transportation Systems) and other transportation systems management tools, transportation demand management, strategic major street network improvements, rapid transit, and other innovative ways to move people, goods and services.

TRANSPORTATION INFRASTRUCTURE THAT IS WELL MAINTAINED

A well-maintained transportation system promotes economic vitality and a positive city image. It is an essential part of any truly sustainable transportation plan that the major assets, the transportation infrastructure and the transit system, be managed to enable future generations to continue to enjoy a high level of mobility and accessibility. Investing in a measurable approach in the maintenance of the street, transit, pedestrian and cycling infrastructure will ensure the continued economic and social viability of the City.

A TRANSPORTATION SYSTEM THAT IS FINANCIALLY SUSTAINABLE

Financial sustainability is an essential goal in the development of the **Transportation Master Plan** for the next 25 years. This requires a review of the cost and benefits of each component of the **Transportation Master Plan** as they are developed and an assessment of potential additional sources of funding and program delivery to ensure financial sustainability for future generations.

03 CURRENT CONDITIONS

In order to put the development of goals and directions for Winnipeg's transportation system in the proper context, it is important to understand the current situation.

03-1 THE CURRENT STREET SYSTEM

The network of streets in Winnipeg is structured as follows:

- > Local streets that primarily provide access to adjacent land use
- > Collector streets that primarily provide access to adjacent land use and secondarily provide for through traffic movement
- > Arterial streets that primarily provide for through traffic movement and secondarily provide access to adjacent land use

In many cities in Canada, there is a fourth level of street hierarchy with the primary function of providing for the movement of traffic with limited access to the remaining street network.

This means that all of the traffic typically handled by this fourth level of streets in the road hierarchy in other cities is handled by the arterial street system in Winnipeg. This is in addition to the arterial system accommodating access to adjacent lands, collector and local streets through the use of traffic control such as signals and stop signs.

Despite relatively modest population growth, this has resulted in ever increasing pressure on the arterial street system by both commuters and commercial development over the past 30 years.

03-2 THE CURRENT PUBLIC TRANSIT SYSTEM

Winnipeg Transit currently operates an extensive network of 89 bus routes throughout the city, with a fleet of 545 buses. Over 75% of Winnipeg Transit's bus fleet is currently comprised of low-floor accessible buses, with the remainder to be converted to low-floor buses by the end of 2013.

Winnipeg's transit route network is comprised of:

- > 54 conventional routes
- > 28 express routes
- > 3 free downtown shuttle routes (Downtown Spirit)
- > 4 demand-responsive suburban "DART" routes

In 2006, Winnipeg began a multi-year comprehensive transit improvement program that involved an accelerated program of bus replacements, the implementation of upgrades to major stops and terminals, on-street transit priority measures (such as diamond lanes, queue jump lanes and transit priority signals), a leading-edge implementation of Intelligent Transportation System (ITS) technology for transit and new park & ride facilities. Roughly 500 bus stops have been upgraded, more than 100 bus stops are now equipped with heated shelters and transit priority measures have been implemented on several Transit Quality Corridors to improve travel times and on-time performance.

CURRENT QUALITY CORRIDORS WITH TRANSIT PRIORITY IMPLEMENTATION ARE:

- > Pembina Highway
- > St. Mary's Road
- > St. Anne's Road
- > Henderson Highway
- > Regent Avenue
- > McPhillips Street
- > Main Street
- > Marion/Goulet Streets
- > Portage Avenue

Winnipeg Transit's entire bus fleet is now outfitted with a GPS-based Automatic Vehicle Location (AVL) system which has allowed Winnipeg Transit to provide all of its electronic schedule information (internet, Telebus and electronic bus departure display signs) in real-time.

Winnipeg Transit is constructing the first stage of the Southwest Transit Corridor, a bus rapid transit facility that will link downtown with major destinations in the southwest part of the city. This facility will reduce travel times along the corridor by allowing buses to travel up to 80 km/h between stations on an exclusive grade-separated transitway. The first stage of the corridor, which will eventually reach from the University of Winnipeg in the downtown area to the University of Manitoba, is expected to open by the end of 2011.

03-3 CURRENT ACTIVE TRANSPORTATION SYSTEM

In recognizing the significant environmental, economic, social and public health benefits of Active Transportation (AT), the City of Winnipeg has also made great strides towards improving facilities and programs for walking and cycling. Efforts are being guided by the **Active Transportation Study**, adopted by Council in 2006.

The City's capital budget for active transportation has risen from \$300,000 in 2006, to more than \$3 million in 2009. The City of Winnipeg has also identified approximately 450 km of active transportation infrastructure to be added to the approximately 190 kilometres that were present by the end of 2009.

These efforts, along with a rise in fuel costs during the summer of 2008, have resulted in an increase of 25% in cycling activity between 2007 and 2008. At the same time, spot surveys indicate an increase of approximately 15% in activity on the multi-use pathway system.

As part of the City's 2010 capital works program, an additional \$20 million has been allocated to implement several additions to the City of Winnipeg active transportation network.

The current active transportation network in the City of Winnipeg (including the additions as part of the 2010 capital works program) is shown on Figure 03a.



CURRENT ACTIVE TRANSPORTATION NETWORK-2010

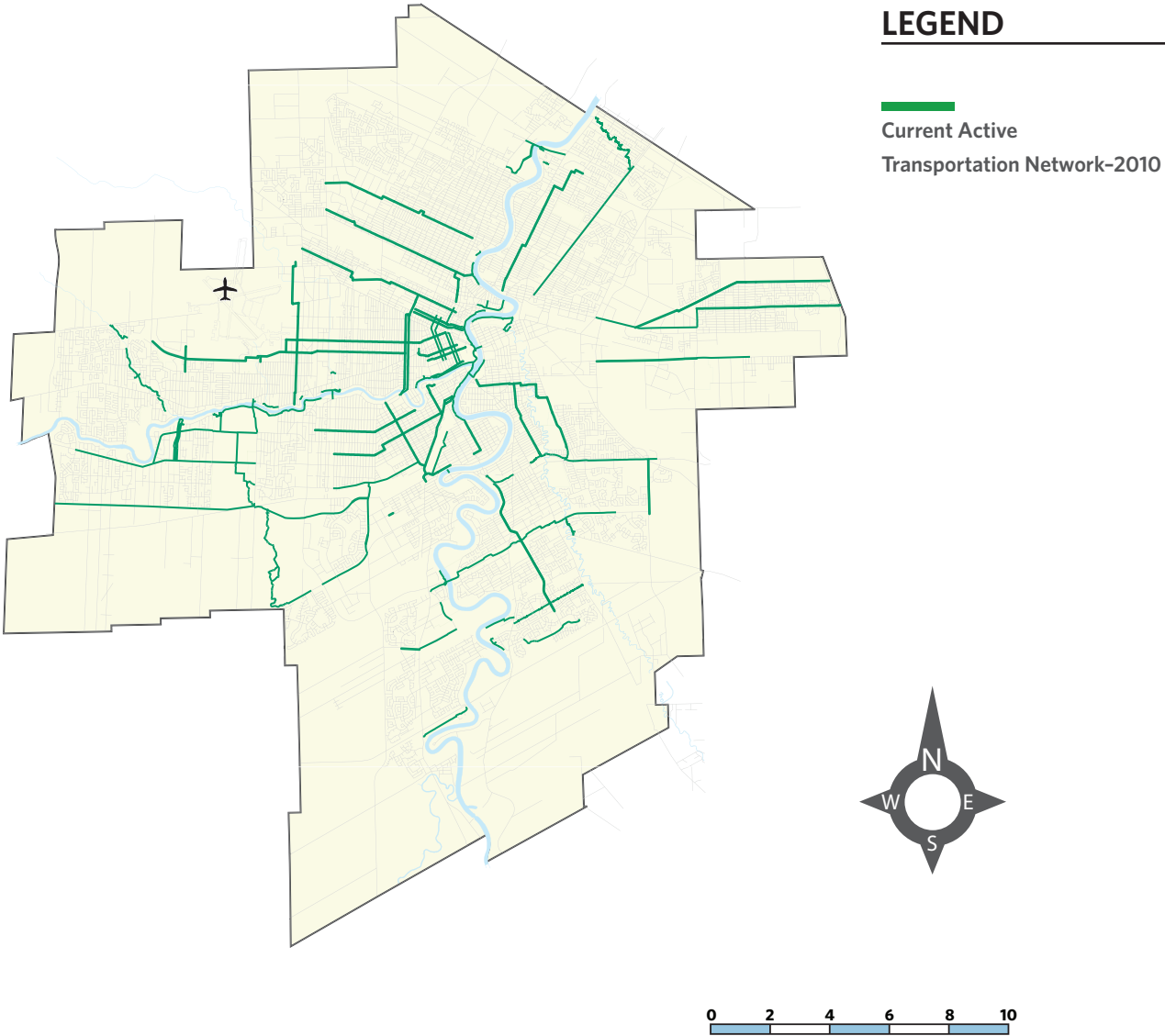


figure 03a

03-4 CURRENT TRAVEL DEMAND AND ITS ACCOMMODATION

The **2007 Winnipeg Area Travel Survey** provided valuable information about how, when and why various trips are accommodated within a typical 24-hour period on a weekday.

Among trips made by city households over the 24-hour period, the “return home” was the dominant trip purpose, accounting for 38% of all trips. The “work or related” and “school” trip purpose (trips to work or school) shares are 18% and 6% respectively, while discretionary trips, such as “shopping” and “leisure,” represented 25% (Figure 03b).

WEEKDAY TRIPS BY PURPOSE

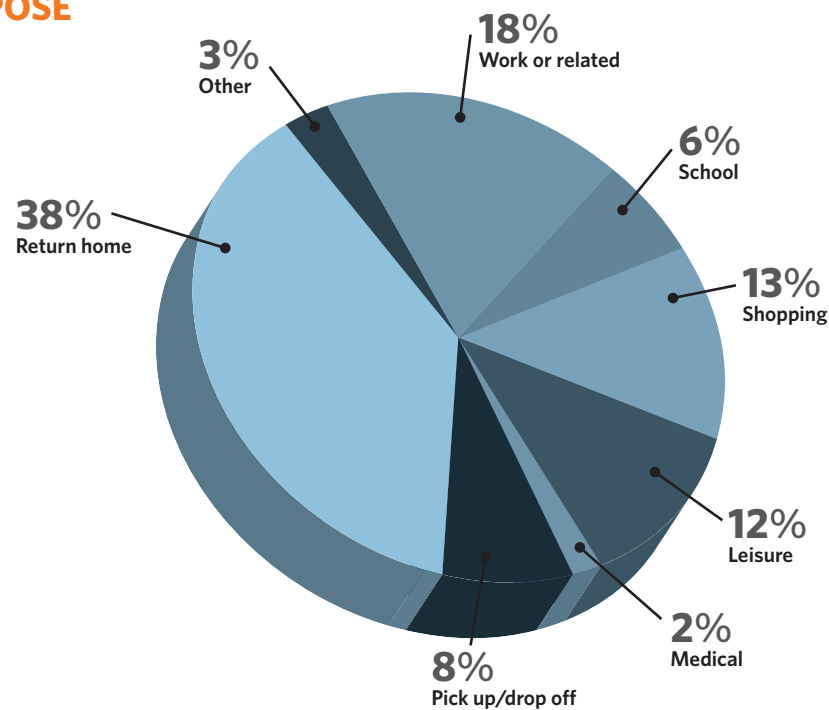


figure 03b

The dominant mode of travel was found to be auto trips (including “auto driver” and “auto passenger” trips), comprising 79.7% of trips made on a typical weekday, while Transit accounted for 8.3% of trips and non-motorized modes (“walk” and “bicycle” modes) comprised approximately 10% (Figure 03c).

WEEKDAY TRIPS BY MODE

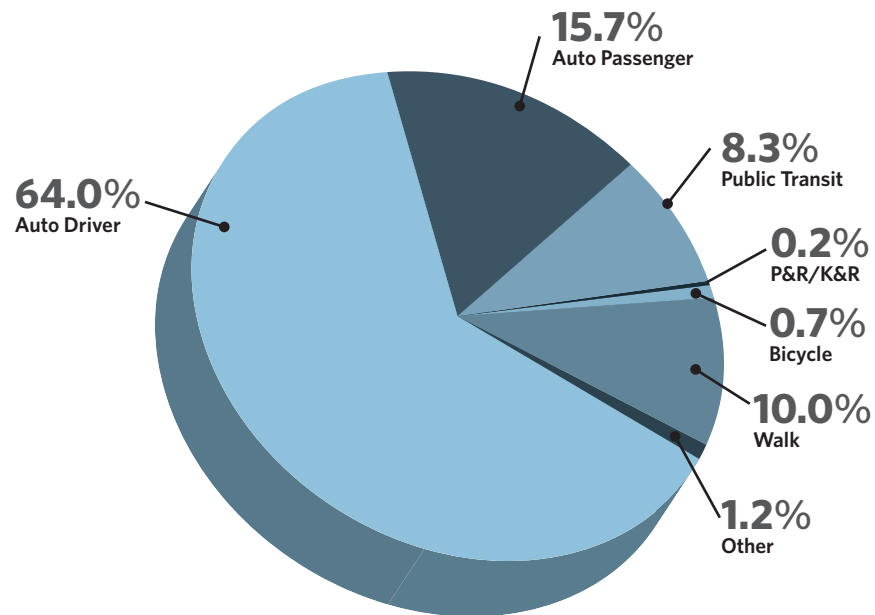


figure 03c

The highest concentration of trip making occurs in the AM and PM peak periods, primarily for work or school related travel. Trips occurring during this four hour period represent over a third of all daily trips made, with the remaining trips spread throughout the day. As a result, the greatest demand on the transportation system occurs during these time periods (Figure 03d).

24 HOUR WEEKDAY TRIPS BY TIME PERIOD WITHIN WINNIPEG

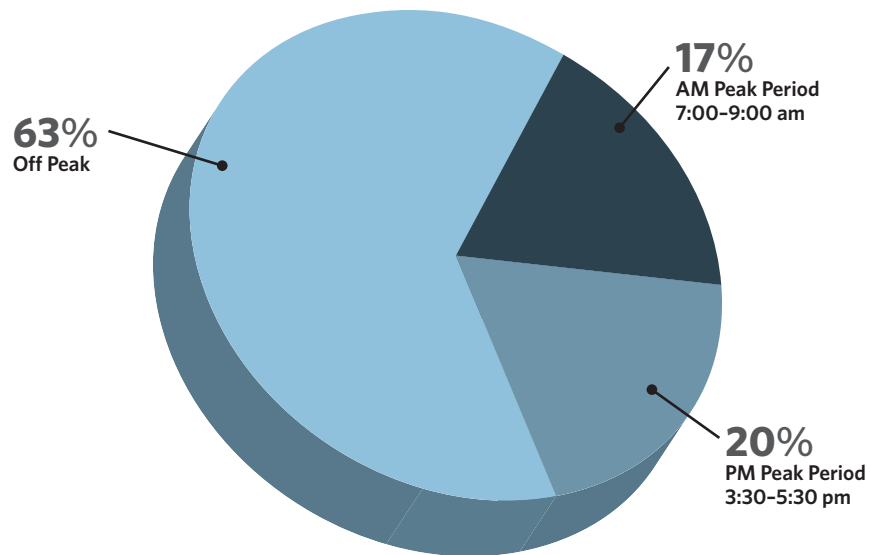


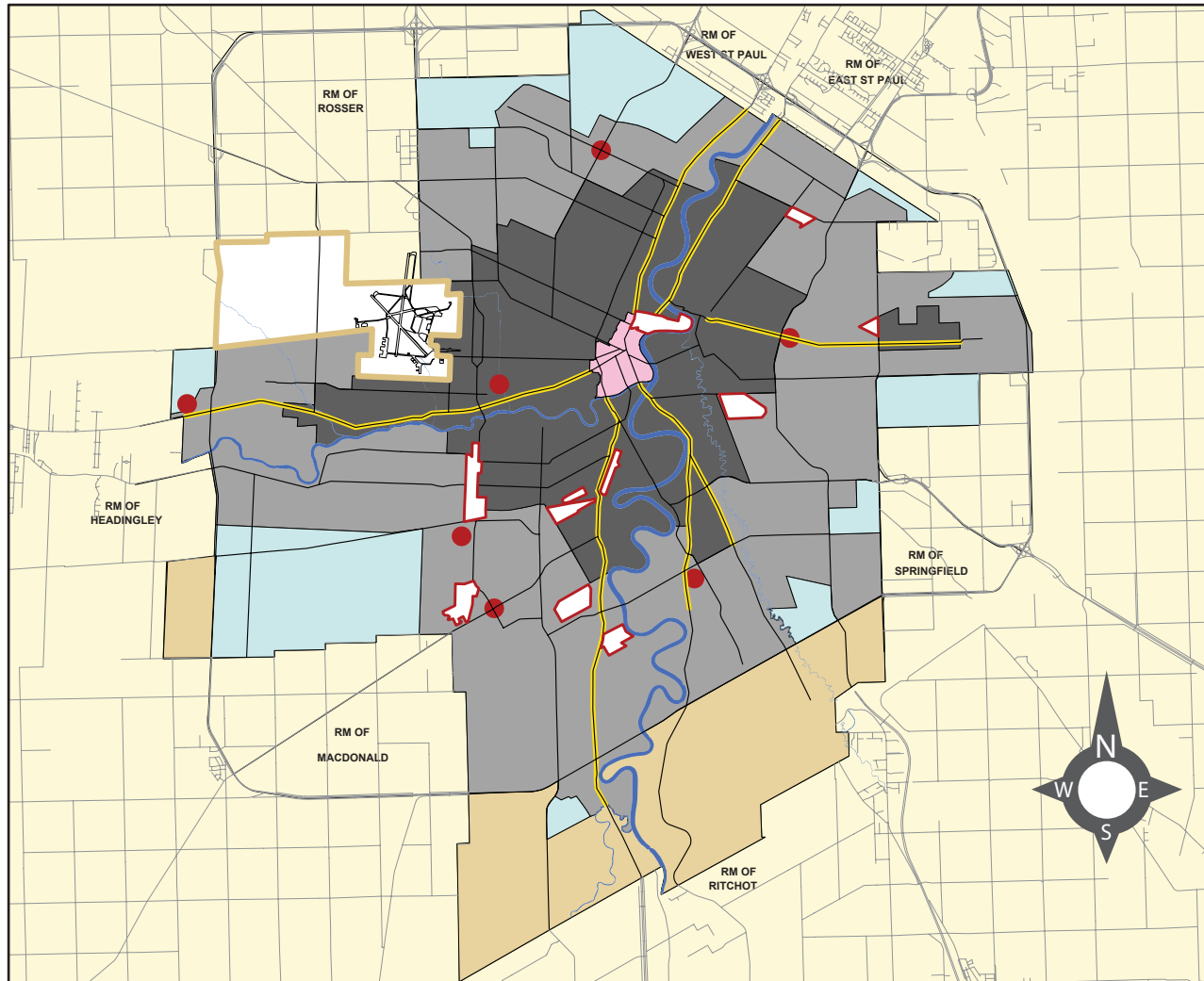
figure 03d

04 FUTURE URBAN STRUCTURE

Figure 04a illustrates the proposed urban structure plan being developed as part of **OurWinnipeg**. The development of transportation and land use are intrinsically intertwined. The transportation system should support the land use plan and the land use plan should be developed to minimize the resource consumption by transportation while reducing both the numbers of trips required and the length of trips taken. This will be discussed further in the following sections.



URBAN STRUCTURE



LEGEND










-  Downtown
-  Major Redevelopment Sites
-  New Communities
-  Regional Mixed Use Centre
-  Regional Mixed Use Corridor
-  Mature Communities
-  Recent Communities
-  Rural and Agricultural
-  Airport Area

figure 04a
Winnipeg's urban structure.

0 2 4 6 8 10
Kilometers

05 A SUSTAINABLE STRATEGIC DIRECTION FOR TRANSPORTATION

As described in Section 02, there are five key goals to achieving a balanced and sustainable transportation system for Winnipeg:

- > A transportation system that is dynamically integrated with land use.
- > A transportation system that supports active, accessible and healthy lifestyle options.
- > A safe, efficient and equitable transportation system for people, goods and services.
- > Transportation infrastructure that is well maintained.
- > A transportation system that is financially sustainable.

Several key components which will achieve these strategic goals are conceptually outlined in this section.

05-1 PUBLIC TRANSIT SYSTEM

Winnipeg has a high quality and efficient public transit system characterized by its focus on key corridors and incremental improvements to service. **Sustainable Transportation** will take these improvements to the next level, providing improved transit access across the city. We envision that public transit in Winnipeg will be structured into a hierarchy of three main categories: Rapid Transit, Transit Quality Corridors and Conventional Transit Service.



RAPID TRANSIT

The most appropriate form of rapid transit has to be selected within the context of each corridor. Light Rail Transit (LRT) and Bus Rapid Transit (BRT) are technologies that can be considered in Winnipeg's rapid transit service. The final choice for technology should be made following a detailed assessment of the actual corridors to be served, operating characteristics of the technologies, the City's financial capacity, the City's ability to implement and maintain the technology and any other determining factors.

TRANSIT QUALITY CORRIDORS

These are major transit corridors that have had a comprehensive set of coordinated transit priority measures developed and implemented along their length. Measures could include sections of bus-only lanes, queue-jump lanes approaching intersections, transit vehicle detection for active transit signal priority or pre-emption, passive transit signal priority, relocation or removal of stops and operation of express services. Priority transit services would almost always be able to operate at travel speeds equal to or better than the general traffic. Buses would be the mode used on Transit Quality Corridors.

CONVENTIONAL TRANSIT SERVICE

This describes the operation of buses in mixed traffic without the benefit of coordinated transit priority measures. Additional spot transit priority measures would always be considered at particular locations where they can benefit bus operations.

The inclusion of rapid transit in this vision is necessary, since only rapid transit, with its high levels of service

frequency and absence of congestion delays, can make public transit fast and convenient enough to compete with the private automobile. In a balanced transportation system, public transit should be an easy and convenient option for moving people.

The transit vision map (Figure 05a) shows three rapid transit facilities focused on downtown Winnipeg, with a number of quality corridors to supplement the rapid transit services, feed the rapid transit facilities and provide suburb-to-suburb transit connections. The combination of rapid transit with quality corridors would form an effective network of higher order transit. This network can enhance land use planning efforts for intensifying development in many areas, improving the scope and scale of transit-friendly design.

At this conceptual level, only general corridors for the rapid transit and quality corridors have been identified. Analysis of potential corridors using a regional demand simulation model will occur as part of the development of the **Transportation Master Plan**.

CONCEPTUAL TRANSIT SYSTEM IMPROVEMENTS

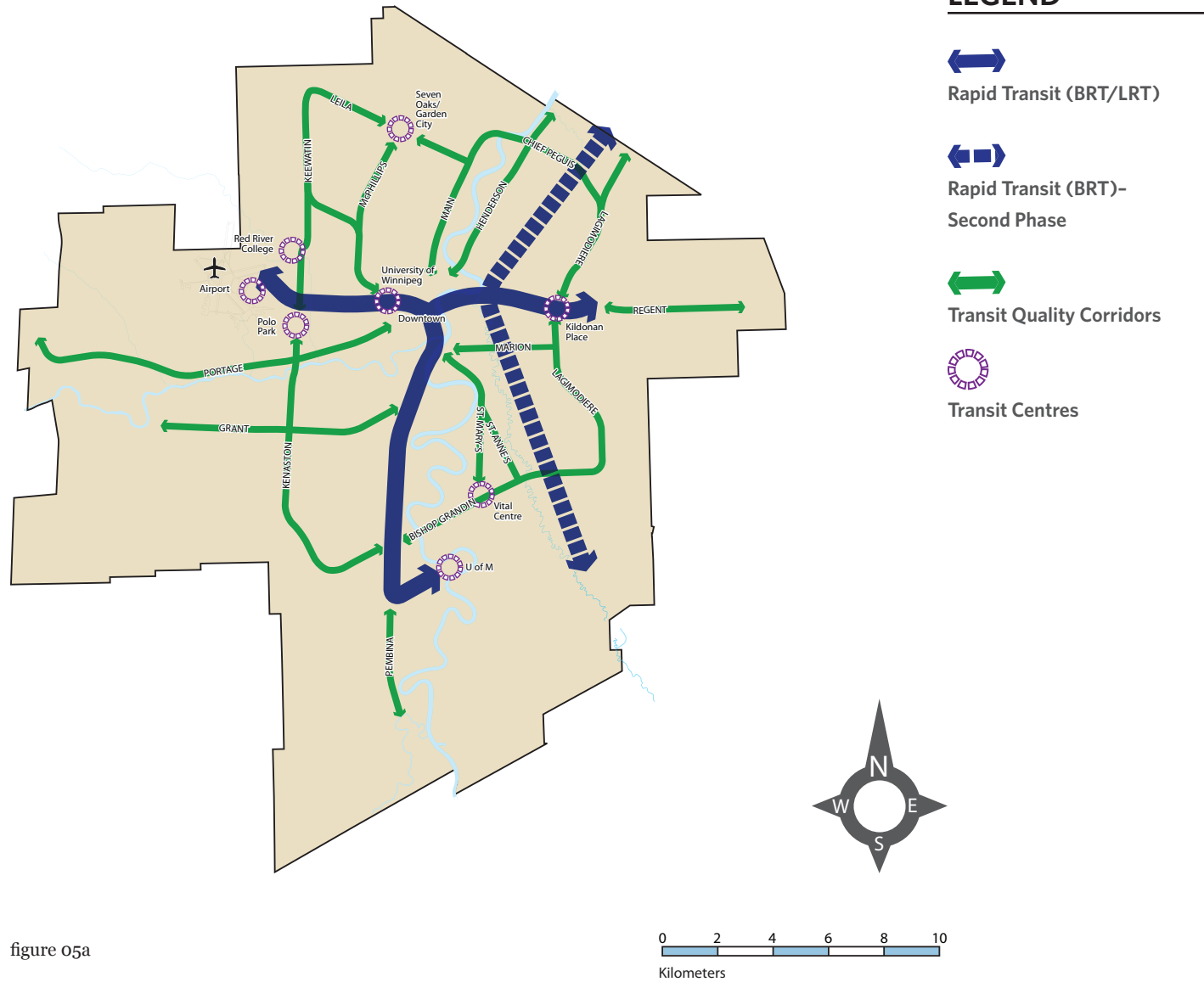


figure 05a

RAPID TRANSIT CORRIDORS

Three rapid transit corridors are proposed. One to the area east of the Red River, one to the area west of the Red and south of the Assiniboine River and one to the area west of the Red and north of the Assiniboine. All three facilities converge downtown. The most appropriate form of rapid transit has to be selected within the context of each corridor.

SOUTHWEST

The Southwest Transit Corridor will connect downtown to the southwest sector of the city, with the University of Manitoba as the anchor at the south end of the corridor (its first stage, from Queen Elizabeth Way & Stradbrook to Pembina & Jubilee, is already under construction). The facility will need to cross the Assiniboine River (though not necessarily with a new bridge) and an appropriate corridor for the second stage (from Pembina & Jubilee to the University of Manitoba) will need to be identified. The facility would be supported by transit priority facilities serving the western portion of this sector and connections to the north and east, across the Assiniboine and Red Rivers. There are major areas of undeveloped or lightly used land along this corridor which could provide for considerable mixed-use intensification.

WEST

It is proposed that this facility connect the downtown with the cluster of important land uses in the southern portion of the sector, including the Airport, Red River College and the Polo Park area. The land uses in the northern portion of the sector are more dispersed and would be served better by Transit Quality Corridors connected to downtown and adjacent suburbs or by conventional transit service. Additional Transit Quality Corridors could extend access to west of the Airport, possibly into the CentrePort lands.

EAST

This facility would travel from downtown, across the Red River and serve the area to the east. The eastern sector is large, but generally not densely developed. This makes identifying a single obvious facility location difficult. It also makes it difficult to justify multiple rapid transit corridors (as indicated in the current Plan Winnipeg 2020 Vision). Rather than maintaining a number of rapid transit corridors, the new vision would see a single corridor in the northeast, supported by a number of transit Quality Corridors. Beyond identifying the most appropriate corridor for rapid transit, the other challenge will be identifying how best to cross the Red River. These challenges can be met by building on existing planning work.

Transit Quality Corridors would extend and support the reach of rapid transit in the following manner:

ADDITIONAL DOWNTOWN ACCESS

There are some areas of the city where the land use dispersion makes justifying rapid transit difficult. In these areas it is appropriate to enhance conventional transit through the introduction of comprehensive transit priority measures in certain corridors.

FEEDING RAPID TRANSIT

It is often inappropriate to extend rapid transit facilities to the edge of an urban area. Instead, they can end at appropriate locations within the urban area, with services to the edge provided by the less expensive, but equally effective priority transit services or by conventional feeder routes. Quality corridors can also connect larger areas of dispersed development to rapid transit corridors.

SUBURB TO SUBURB CONNECTIONS

As cities grow, economic activity disperses and commuting distances lengthen, thus it becomes increasingly important to create a transit network that more than simply radiates from downtown. Priority transit services can be used to connect the different rapid transit corridors and other suburban transit hubs.

All of these types of quality corridors are represented in the conceptual transit vision map.

A final element of the conceptual transit vision is downtown itself. It is important that all of the rapid transit and priority transit services converging on downtown do so in a way that allows easy connection for customers from one service to another. Downtown Winnipeg's large size also means that accessing every location can sometimes be difficult. An enhanced pedestrian network in the core should be considered in addition to permanent downtown transit circulation infrastructure.

STRATEGIES TO ACHIEVE TRANSIT SYSTEM GOALS:

- > Identify and prioritize corridors in the rapid transit and transit priority network.
- > Develop a work plan to implement corridors in a systematic and efficient manner.
- > Work with communities and neighbourhoods to evaluate local conventional transit networks and respond to changing needs and travel patterns.
- > Create an equitable, simple and intelligent fare system with incentives to increase ridership and mode split.
- > Implement new customer service and information tools and enhance existing ones.
- > Develop transit-oriented land use plans, and encourage the intensification of key transit nodes and corridors.
- > Invest in transit operations to improve service frequency and coverage.
- > Encourage transit use through the implementation of related policies, such as land use and parking.
- > Invest in transit infrastructure maintenance and asset management.

05-2 MAJOR STREET NETWORK

While local and collector streets provide essential elements to ensure mobility and access in and around adjacent land uses, the network of major arterial streets forms the backbone of the intra-city transportation system. Without a limited access freeway system, Winnipeg's major arterial streets must accommodate all urban goods movement, cyclists, transit bus routes, access to adjacent development and private vehicle trip making (see Section 03).

This means that to ensure that all travel demands can be accommodated in all available modes, this critical network (and the collector, local and lane network which connects it) needs to be adequately maintained, operated in a safe, effective and efficient manner and selectively improved as necessary.

This plan must include provisions to ensure the sustainability of the street network in the areas of Maintenance and Asset Management, Management of Operational Improvements, Capacity Improvements and Active Transportation.



05-2a MAINTENANCE AND ASSET MANAGEMENT

Maintaining our street network means keeping roads, sidewalks and public lanes in good repair and operational in all seasons. Transit infrastructure and vehicles also need to be maintained efficiently and effectively. Winnipeg is also a “winter city” and as such has provided a high level of snow and ice control on the entire street network to ensure that accessibility by all modes is effectively maintained.

In 2009, an internal cross departmental working group of department heads, managers and specialists completed a review of the condition of the city’s infrastructure. A consistent methodology was established, significant information was shared, and the “appropriate asset management condition” was determined. This was done by examining leading practices, benchmarking against

industry standards and determining an appropriate long-term condition trend. This appropriate asset management condition is not based on pristine or “new” conditions, rather it offers the lowest long-term preservation cost for the infrastructure.

- The infrastructure deficit was calculated in two parts:
- > the additional funding (over and above the capital budget forecast) required over the next 10 years to maintain the infrastructure at its current condition
 - > the additional funding required to maintain the City’s infrastructure at an appropriate asset management condition (which, in many cases, is above the current condition)

Both components together make up the *Total Infrastructure Deficit*. Figure 05b illustrates the transportation component of this infrastructure deficit for the next 10 years.

Life cycle costing will be critical to meeting expectations for a well-maintained system. Maintaining the current inventory of infrastructure is a primary focus, enabling the future vitality and quality of life for our neighbourhoods.

The management of street network and transit assets requires continuing support for an asset management program in order to identify and prioritize key areas of short, medium and long term maintenance.

Strategically managing urban growth will also minimize the need for the addition of new infrastructure with its associated maintenance and operating costs.

EXISTING INFRASTRUCTURE DEFICIT—TRANSPORTATION COMPONENT

Unfunded projects over the next 10 Years, in 2009 \$ millions

INFRASTRUCTURE TYPE	CAPITAL BUDGET REQUIRED	OPERATING BUDGET REQUIRED	TOTAL
BRIDGES	200	15	215
ROADS-REGIONAL	925	10	935
ROADS-LOCAL & LANES	756	32	788
TRANSIT	75	25	100
TOTALS	1956	82	2038

figure 05b

05-2b MANAGEMENT OF OPERATIONAL IMPROVEMENTS

The ability of the major street network in Winnipeg to ensure a high level of service for all modes is also dependent on how effectively and efficiently the system operates. It is essential that the management of the major street network be optimized through measures such as:

- > Reducing delays and emissions through improvements to the traffic signal management system.
- > Intelligent Transportation System tools.
- > Minimizing delays and providing safe operating conditions through access management practices.
- > Innovative intersection design (such as roundabouts) to reduce delay and emissions.
- > Transportation Demand Management initiatives.



05-2c STRATEGIC STREET NETWORK IMPROVEMENTS

As Winnipeg grows by 180,000 people over the next 25 years, the city's transportation system will require selected improvements to the transportation network for accommodating the associated demand for efficient movement of people, goods and services. A conceptual major street network illustrating potential improvements is identified in figure 05c.

Moving goods and delivering services efficiently within Winnipeg and through the surrounding region is a significant factor in economic competitiveness and prosperity. Yet the movement of goods and delivery of services also requires the management of air emissions, noise, excessive land consumption, collisions, spills, pavement damage and increased road congestion. Attempting to balance these costs and benefits in a sustainable fashion is a significant challenge.

Goods movement also creates significant infrastructure needs within the city and to and from the capital region. Large volumes of goods being moved through the city create other problems such as noise and intrusion. Reducing unnecessary goods movement and channelizing movement to reduce intrusion will be critical to Winnipeg's long term health.

The conceptual major street network illustrated in figure 05c includes a component that could accommodate an improved level of urban goods movement around the city of Winnipeg that minimizes intrusion into residential neighbourhoods while providing efficient access to key areas of the city.

It also illustrates several conceptual additions to the Provincial highway network which link to or complete a major street improvement within the city.

Following acceptance of the strategic direction, the **Transportation Master Plan** process will further refine and prioritize specific major street system improvements (see Section 09).

STRATEGIES TO ACHIEVE THE MAJOR STREET NETWORK GOALS

- > Identify and prioritize major street and highway system improvements.
- > Develop a plan to implement corridor improvements in a systematic and efficient manner.
- > Continue support for an asset management program to identify and prioritize key areas of short, medium and long term maintenance.
- > Accommodate all modes and reduce both delay and emissions by investing in selected capacity improvements to existing major street network operations.
- > Recommend improvements to assist the movement of goods into and out of the city, maintaining the integrity of residential neighbourhoods.
- > Implement measures to protect and conserve a strategic goods network for roads, rail and air facilities.

CONCEPTUAL MAJOR STREET AND HIGHWAY NETWORK

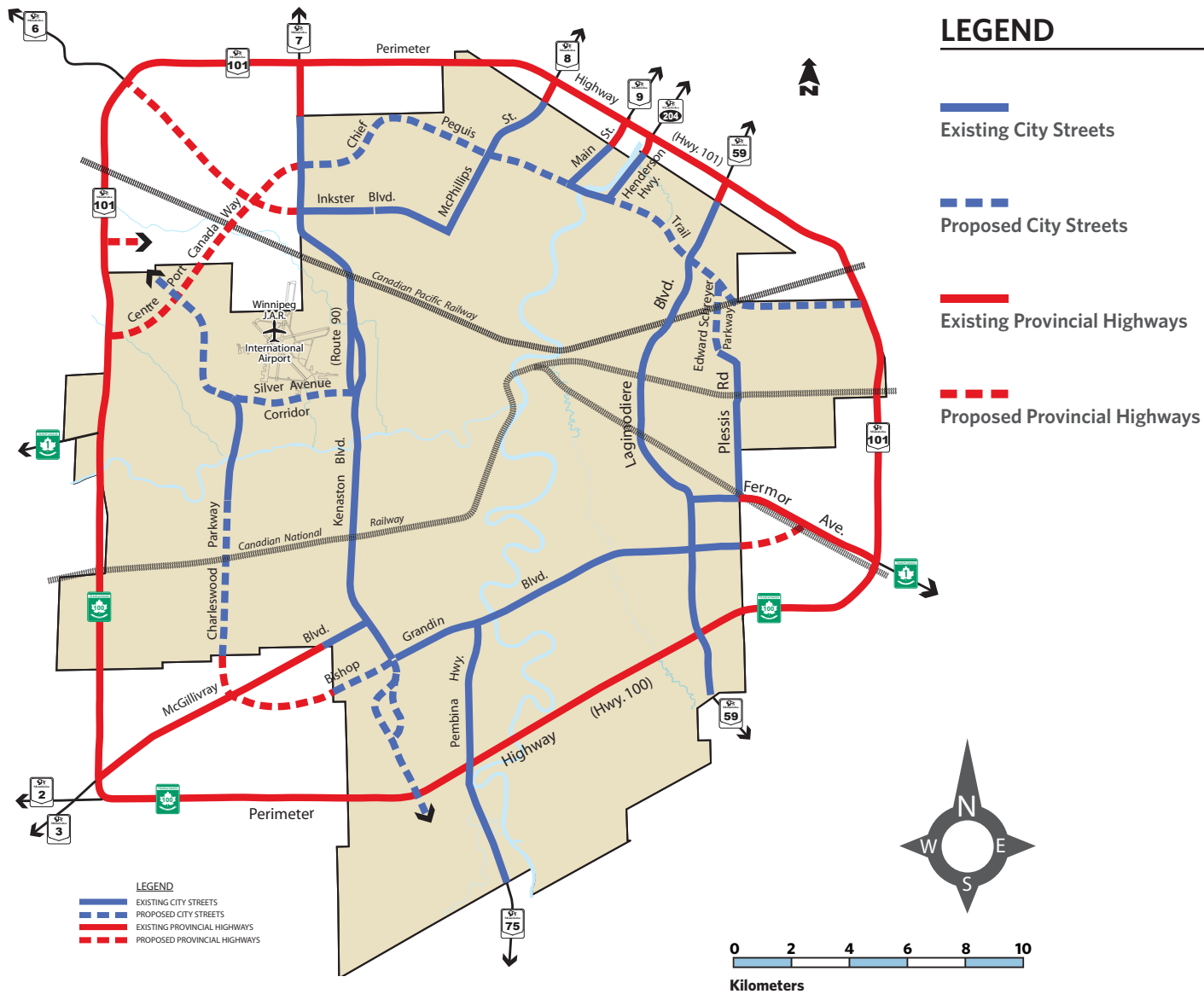


figure 05c

05-3 ACTIVE TRANSPORTATION

The proposed future active transportation network is illustrated in figure 05d and builds upon the network discussed in Section 3-3. However, as discussed in the Active Transportation Study approved by Council in 2006, increasing the role of active transportation will mean more than simply building infrastructure, even though that is certainly a key priority. A comprehensive plan needs to include policies and programs to help change behaviour. It is also critical that the need for Active Transportation becomes ingrained in all planning activities. This includes adding bicycle lanes, re-prioritizing winter maintenance operations to ensure that AT facilities are accessible throughout the year, and perhaps most importantly, ensuring any new land uses are designed to facilitate walking and cycling. The City presently has very few tools to influence the design of new developments such as large commercial uses.

The concept of “complete streets” is gaining traction (streets that include facilities for pedestrians and cyclists in addition to transit and other vehicular needs), and Winnipeg should investigate the possible implementation of such a concept on selected major transportation corridors which have sufficient right-of-way to accommodate all modes without significantly compromising safety or capacity.

STRATEGIES TO ACHIEVE ACTIVE TRANSPORTATION GOALS

- > Continue to expand on-street and off-street cycling infrastructure.
- > Investigate the implementation of a Complete Streets policy.
- > Investigate the establishment of a bike sharing program for the Downtown.
- > Develop guidelines ensuring that new development contributes to the pedestrian environment.
- > Increase bicycle parking throughout the Downtown and other commercial/employment centres.



PROPOSED FUTURE ACTIVE TRANSPORTATION NETWORK

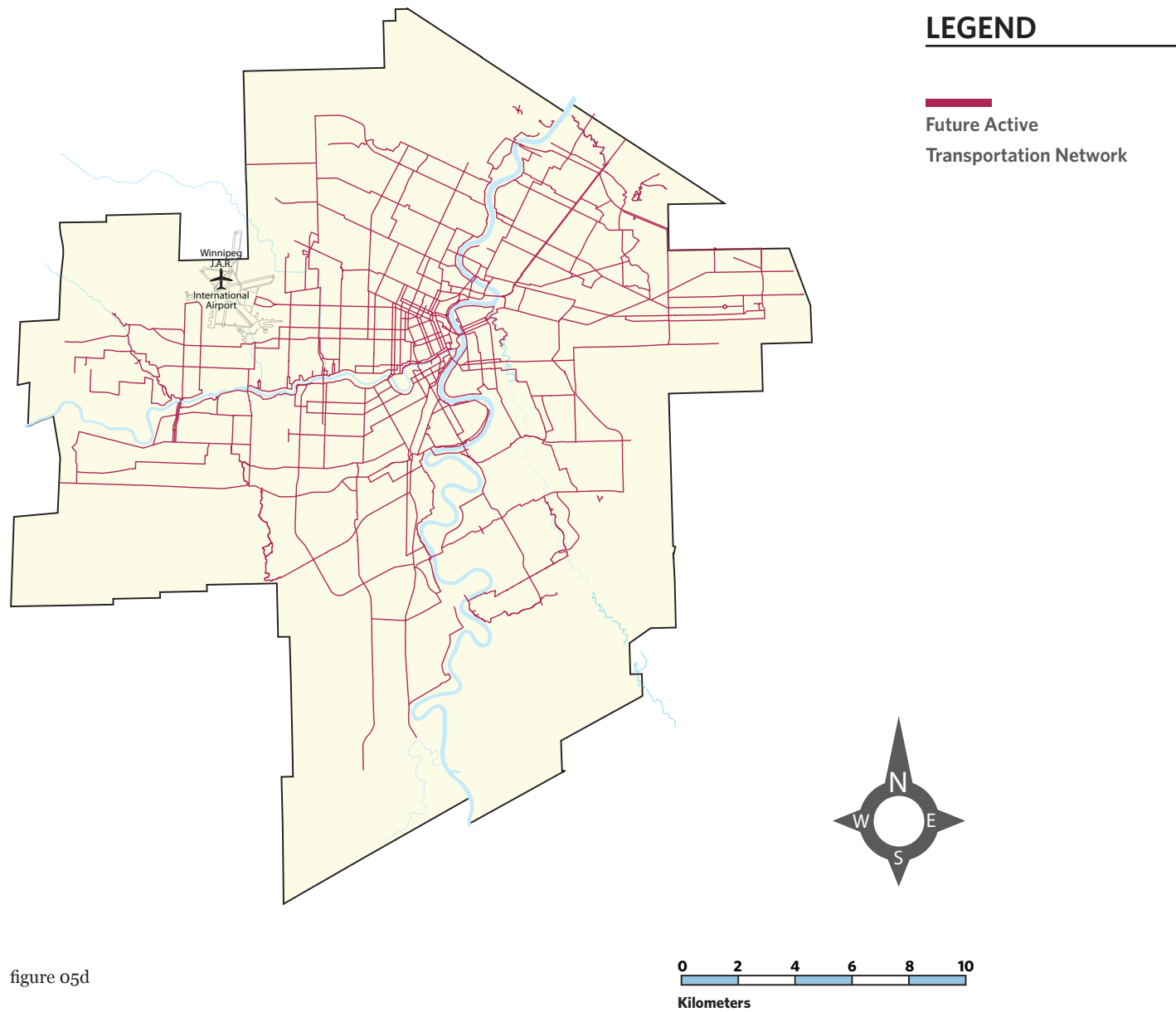


figure 05d

05-4 FUNDING TRANSPORTATION

Currently, funding for the transportation system is obtained from several sources:

- > Property taxes
- > Government of Canada (gas tax)
- > Province of Manitoba
- > Developers

In order to achieve the goal of financial sustainability, the amounts and sources of all of the above funds will need to be reviewed. In addition, other sources of funding and program delivery will have to be investigated as the level of current funding is not able to provide sufficient resources to reduce the transportation infrastructure deficit discussed in Section 5-2b, let alone add to the capacity of the transportation system.

One such alternative program delivery model is a Transportation Authority. The Winnipeg Rapid Transit Task Force (WRTTF) in its 2005 report, recommended in that the City investigate the creation of a Winnipeg Transportation Authority to plan and deliver both road and transit systems. Governments at all levels have set up special purpose agencies (often in the form of crown corporations at the federal and provincial levels) to meet a defined set of objectives in a manner somewhat removed from the day-to-day business of government yet accountable to the parent government for its performance and cost-efficiency. At the municipal level, and specifically dealing with transportation and related land use, a number of perceived deficiencies in planning and delivering transportation were motivating factors that have led to the creation of special purpose agencies in cities across North America and elsewhere.

Most Canadian cities have experienced significant financial constraints which have limited their ability to deliver truly sustainable transportation, and similar constraints exist in many US cities, even given the availability of more federal funding than has been provided in Canada. An important motivating factor leading to the establishment of transportation authorities/organizations at the metropolitan/municipal level in both countries has been the need for an effective single organization responsible for transportation and able to deal directly with the federal and provincial/state government levels to negotiate and obtain reliable streams of funding. In Canada, our three largest cities (Toronto, Montreal and Vancouver) are finding it advantageous to have a special purpose transportation agency in place that is capable of handling these financial arrangements. Another aspect of this motivating factor is the likelihood that transportation user fees (e.g., gas taxes, vehicle registration fees, parking fees, road pricing) with resulting revenues dedicated for transportation capital and operating purposes will become more pervasive in future. Such fees tend to be unpopular in some quarters (e.g., auto drivers), and it is absolutely essential that they be administered in a transparent and accountable manner with demonstrated results in applying the revenues to transportation improvements. In general, these functions can be carried out more efficiently and effectively by a special purpose agency than by a municipal or provincial government with separate departments responsible for various aspects of system financing.

STRATEGIES TO ACHIEVE SUSTAINABLE TRANSPORTATION FUNDING

- > Review the amounts currently allocated to transportation from City resources.
- > Review the amounts currently allocated to transportation from other levels of government.
- > Review the amounts for transportation currently obtained through all forms of development.
- > Investigate the implementation of a Transportation Authority for the City of Winnipeg.

06 EMERGING ECONOMIC DEVELOPMENT INITIATIVES

It is necessary to recognize the recommendations contained in recent economic development initiatives, incorporating them as appropriate into the **Transportation Master Plan** to ensure that **Sustainable Transportation** is an inclusive process.

06-1 MAYOR'S TRADE COUNCIL REPORT

In 2008, the Mayor's Trade Council provided a report entitled **Winnipeg–Canada's Centre for Global Trade** on various economic and trade initiatives that should be considered by the City.

As stated in the Chairperson's introductory covering letter in the report:

"Amongst our recommendations we strongly urge that the City and Provincial governments collaborate and harmonize their trade policies consistent with provincial priorities; that those policies reflect federal criteria to create seamless trade and transportation investment priorities; that a formal senior committee be established with public/private sector participation to coordinate investment decisions reporting directly to the Premier and Mayor on progress; that Winnipeg support Manitoba's objective of creating an inland port based at the Winnipeg

James Richardson International Airport and on lands adjoining it to the northwest; that trade routes connecting critical trade activity be established; that enterprise zones deferring, not forgiving, taxation be established to encourage investment in trade activities; and that political and business leaders champion this unique economic opportunity and jointly press the federal government for required support."

The report included recommendations for strategic prioritized investment in the portions of the Winnipeg street system that would act as "trade routes" and would "be acknowledged as the key trade and commercial arteries fuelling our trade activities."

These recommendations will be considered in developing the **Transportation Master Plan**, as outlined in Section 9.

06-2 CENTREPORT CANADA

Stemming directly from one of the key recommendations in the **Mayor's Trade Council Report**, the development of CentrePort Canada is a major initiative for both the governments of Manitoba and Canada. CentrePort is a 20,000 acre site that will be utilized for goods movement and processing. It is adjacent to the James Armstrong Richardson International Airport. CentrePort is intended to be an inland port. Containers that have landed on the Atlantic or Pacific coasts, and potentially through the port of Churchill, could be moved directly from the ship to CentrePort to be broken up or handled for ongoing processing. Similarly, outgoing shipments could be consolidated. Air cargo shipments moving through James Richardson Airport could be processed.

Recently the Provincial and Federal Governments announced funding for a new expressway to link the CentrePort and airport areas to the Perimeter Highway. This major street addition will be included as part of the capacity improvements component in the **Transportation Master Plan**.



Source: Winnipeg Airports Authority

07 REGIONAL INTERFACE

As the largest urban centre within the Manitoba Capital Region (see figure 07a), Winnipeg has become the focus of complex growth issues that demand a regional perspective. The **Transportation Master Plan** will reflect the opportunity and the need for more integrated planning, inter-municipal and Provincial co-operation.

The **Transportation Master Plan** will build on Winnipeg's strengths as a major city. It will also show Winnipeg's leadership in responding to the pressures caused by growth by accommodating that growth in a sustainable manner, basing it on integrating land use and transportation and on using infrastructure more efficiently. This approach will establish a strong urban core for Winnipeg within the Capital Region and will be the basis

for an efficient regional transportation system. Coordinated planning of the regional transportation system will ensure that major areas of regional employment and residence are well-served by a variety of travel modes.

The Province of Manitoba is responsible for major roadway facilities within the Capital Region. However, a number of Winnipeg's streets are also of regional significance, connecting to the provincial highway network and therefore serving regional populations.

CITY STREETS OF REGIONAL SIGNIFICANCE

- > **Portage Avenue**, which becomes PTH 1 West at the City Limit
- > **Roblin Boulevard**, which becomes PR 241 at the City Limit
- > **Wilkes Avenue**, which becomes PR 427 at the City Limit
- > **McGillivray Boulevard**, which becomes PTH 3 at the City Limit
- > **Pembina Highway**, which becomes PTH 75 at the City Limit
- > **St. Mary's Road**, which becomes PR 200 at the City Limit
- > **St. Anne's Road**, which becomes PTH 59 South at the City Limit
- > **Fermor Avenue**, which becomes PTH 1 East at the City Limit
- > **Dugald Road**, which becomes PTH 15 at the City Limit
- > **Lagimodiere Boulevard**, which becomes PTH 75 at the City Limit
- > **Henderson Highway**, which becomes PR 204 at the City Limit
- > **Main Street**, which becomes PTH 9 at the City Limit
- > **McPhillips Street**, which becomes PTH 8 at the City Limit
- > **Brookside Boulevard**, which becomes PTH 7 at the City Limit
- > **Inkster Boulevard**, which becomes PR 221 at the City Limit
- > **Saskatchewan Avenue**, which becomes PR 425 at the City Limit

While the urban-regional connections listed are directly available to the regional population for access to Winnipeg, all other city roads are also available for their use and will certainly be affected by regional growth. As described in Section 05-2a, one of the strategic goals for the major street system is managing the existing transportation system more effectively and efficiently. This includes working with the Capital Region to develop coordinated initiatives such as Transportation Demand Management and other appropriate measures.

Several of the linkages listed above should also be considered for strategic capacity improvements as part of any Capital Region transportation strategy. This is illustrated conceptually on figure 05b and will also require discussion with the Province on funding strategies to achieve improvements to the essential identified linkages.

Additionally, active transportation such as walking or cycling has great potential for accommodating trips between Winnipeg and adjacent communities, particularly when combined with transit. It is important to discuss the planning, funding and implementation of a network of facilities for active transportation with the Province to ensure the needs of users throughout the Capital Region are met.

The City of Winnipeg will also participate in the development of a coordinated and integrated approach to planning and funding regional transit services. The focus of regional transit will be on areas where commercial development and other, more intensive land uses are concentrated. Winnipeg will work with the regional municipal governments and the Province to identify transit corridors that can link to existing transit service, as well as corridors to be protected for future service.

MANITOBA CAPITAL REGION

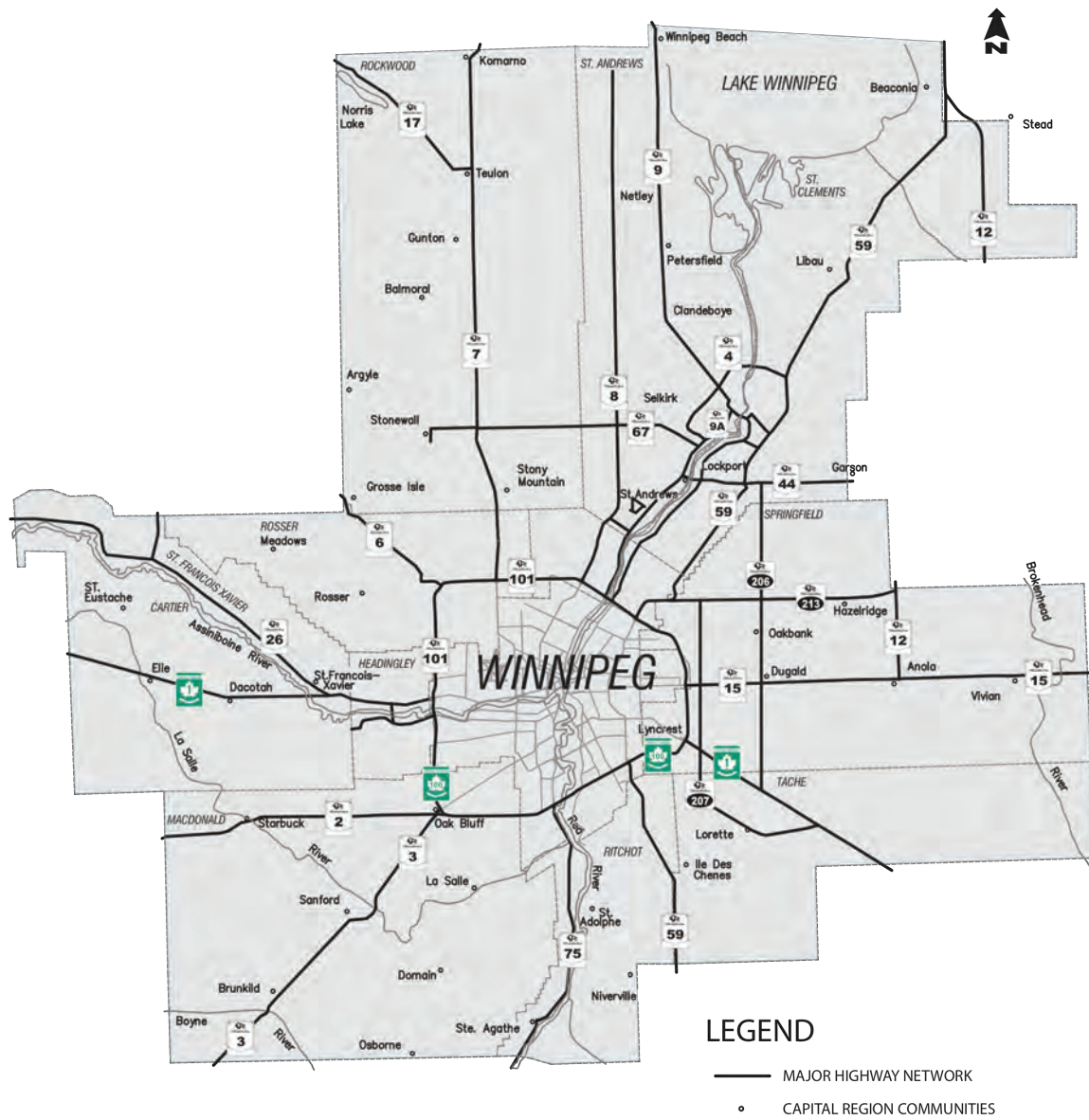


figure 07a

08 MEASURING SUCCESS

The Sustainable Transportation Direction Strategy also involves an ongoing process of performance measurement tied to its Vision and Goals that monitors the desired outcomes and any influencing factors. This information will allow the City to assess the success of actions taken and provide guidance for further implementation.

These measures should have five basic characteristics:

Diversity—should help measure social, economic, and environmental planning objectives.

Usefulness—should be applicable to planning decisions.

Easy to understand—experts as well as the general public should be able to interpret the information.

Availability—the data should be readily available or proper resources should be devoted to adequately collect the required data.

Comparability—the data should allow for comparison between various jurisdictions and institutions, as well as between time periods.

A proposed performance measurement framework is outlined in figure 08a, structured according to the five strategic goals identified in Section 03. This list represents a desirable set of indicators for monitoring the implementation of **Sustainable Transportation** and resulting transportation performance. Many of these

indicators require extensive data collection and not all may be achievable without additional data and staffing resources.

In general, comprehensive performance measurement should be conducted every 5 years in conjunction with regular updates to this Direction Strategy and **OurWinnipeg**. Some indicators may be monitored more frequently, given the nature of their data and collection methods. Moreover, corridor and area-specific monitoring may be warranted to monitor localized changes from key strategic projects such as Rapid Transit corridors.

Proper reporting is a key aspect of performance measurement, because the knowledge generated by monitoring and analysis is only useful if decision makers and stakeholders are aware of it. Reports that effectively communicate both success and ongoing challenges can capture the attention of active community groups and the media. And that attention can help raise public awareness of accomplishments and necessary next steps. A report card should be developed based on the performance measurement framework providing simple rating for progress towards each objective (e.g., very good progress, good progress, little change, negative progress, very negative progress).

GOAL: A TRANSPORTATION SYSTEM THAT IS INTEGRATED WITH LAND USE

MEASURE	PERFORMANCE INDICATOR
LAND CONSUMPTION	URBAN LAND OCCUPIED BY TRANSPORTATION INFRASTRUCTURE/TOTAL URBANIZED LAND
POPULATION DISTRIBUTION	POPULATION DENSITY (POPULATION PER HA)
EMPLOYMENT DISTRIBUTION	EMPLOYMENT DENSITY (EMPLOYMENT PER HA)
	EMPLOYMENT SELF-CONTAINMENT (% OF EMPLOYED LABOUR FORCE WORKING WITHIN 5 KM OF THEIR PLACE OF RESIDENCE)
	HOME-BASED WORKERS (NUMBER PER 1,000 CAPITA)
NEIGHBOURHOOD TRAFFIC ISSUES	NEIGHBOURHOOD TRAFFIC COMPLAINTS RECEIVED (NUMBER)
TRANSIT SUPPLY AND LEVEL OF SERVICE	TRANSIT SERVICE FREQUENCY
	AM PEAK PERIOD TRANSIT SUPPLY (AM PEAK PERIOD TRANSIT SEAT-KM PER CAPITA)
	ALL DAY TRANSIT SUPPLY (24-HR TRANSIT SEAT-KM PER CAPITA)
	COMPLETION OF RAPID TRANSIT NETWORK (%)
	AVERAGE AM PEAK PERIOD TRANSIT TRIP TRAVEL TIME (MINUTES)

figure 08a

GOAL: A TRANSPORTATION SYSTEM THAT SUPPORTS AN ACTIVE, ACCESSIBLE AND SAFE LIFESTYLE

MEASURE	PERFORMANCE INDICATOR	
AIR EMISSIONS	GREENHOUSE GAS INTENSITY OF TRAVEL (CO2E EMISSIONS/PERSON-TRIP)	
	AIR POLLUTANT INTENSITY OF TRAVEL (NOX, SO2, CO, PM10, PM2.5, TPM, VOC EMISSIONS/PERSON-TRIP)	
	GREENHOUSE GAS EMISSIONS FROM PERSONAL TRAVEL (TOTAL CO2E EMISSIONS FROM PERSONAL TRAVEL)	
	AIR POLLUTANT EMISSIONS FROM PERSONAL TRAVEL (NOX, SO2, CO, PM10, PM2.5, TPM, VOC EMISSIONS FROM PERSONAL TRAVEL)	
BICYCLE AND WALKING FACILITY SUPPLY	SIDEWALK COVERAGE (PERCENT OF COLLECTOR AND ARTERIAL ROADS WITH SIDEWALKS OR PATHWAYS ON BOTH SIDES).	
	PEDESTRIAN NETWORKS THAT ARE COMPLETE AND DIRECT.	
	BICYCLE FACILITY SUPPLY (KILOMETRES OF BICYCLE LANES, SHOULDER LANES, AND MULTI-USE PATHS)	
	COMPLETION OF BICYCLE NETWORK (%)	
BICYCLE USE	AM PEAK PERIOD & ALL DAY BICYCLE MODE SHARE	
PEDESTRIAN ACTIVITY	AM PEAK PERIOD & ALL DAY WALK MODE SHARE	
SAFETY	ROAD INJURIES (NUMBER)	REPORTED PEDESTRIAN COLLISIONS (NUMBER)
	ROAD FATALITIES (NUMBER)	REPORTED CYCLIST COLLISIONS (NUMBER)

figure o8a continued

GOAL: AN EFFICIENT AND EFFECTIVE TRANSPORTATION SYSTEM FOR PEOPLE, GOODS AND SERVICES

MEASURE	PERFORMANCE INDICATOR		
AUTO OWNERSHIP & USE	AM PEAK PERIOD & ALL DAY AUTO MODE SHARE		
	AUTOMOBILE OWNERSHIP (AUTOMOBILES PER CAPITA)		
	AM PEAK PERIOD & ALL DAY AUTO OCCUPANCY		
TRANSIT USE & ACCESSIBILITY	AM PEAK PERIOD & ALL DAY TRANSIT MODE SHARE		
	TRANSIT USE (TRANSIT TRIPS PER 1,000 CAPITA)		
	RESIDENTIAL TRANSIT ACCESSIBILITY (PROPORTION OF HOUSEHOLDS WITHIN A 400 M WALKING DISTANCE OF TRANSIT STOPS)		
	EMPLOYMENT TRANSIT ACCESSIBILITY (PROPORTION OF EMPLOYMENT WITHIN 400 M WALKING DISTANCE OF TRANSIT STOPS)		
TRANSIT LEVEL OF SERVICE	TRANSIT SERVICE FREQUENCY	TRANSIT TRAVEL TIMES	NUMBER OF TRANSFERS
ROAD LEVEL OF SERVICE	AM PEAK PERIOD & ALL DAY WALK MODE SHARE	PM PEAK PERIOD & ALL DAY WALK MODE SHARE	

figure 08a continued

GOAL: AN EFFICIENT AND EFFECTIVE TRANSPORTATION SYSTEM FOR PEOPLE, GOODS AND SERVICES

MEASURE	PERFORMANCE INDICATOR	
GOODS MOVEMENT CONDITIONS	OFF-PEAK ROAD CONGESTION	CREATING "TRUCK LANES" AND HAZ MAT ROUTES
	DIRECTNESS OF TRUCK ROUTINGS MODIFYING THE REGULATORY FRAMEWORK TO FOSTER THE USE OF MORE EFFICIENT VEHICLES	REWARDING GREENER CARRIERS THROUGH THE PERMITTING SYSTEM
BUSINESS-EMPLOYEE ACCESSIBILITY	AVERAGE AUTO COMMUTE TIME (MINUTES)	AVERAGE TRANSIT COMMUTE TIME (MINUTES)
TRANSIT NETWORK EFFICIENCY	TRANSIT VEHICLE USE (PASSENGER-KM PER VEHICLE-KM)	TRANSIT OFF-PEAK PERIOD USE (100% - % OF DAILY TRANSIT PERSON TRIPS IN AM & PM PEAK PERIODS)
ROAD NETWORK EFFICIENCY	ROAD OFF-PEAK PERIOD USE (100% - % OF DAILY AUTOMOBILE PERSON TRIPS IN AM & PM PEAK PERIODS) NUMBER AND SEVERITIES OF COLLISIONS	
TRANSIT AFFORDABILITY	INCREASE IN TRANSIT FARES (%) COMPARED WITH INCREASES IN INCOME	
TRANSPORTATION FUNDING	CAPITAL INVESTMENT IN MUNICIPAL TRANSPORTATION PROJECTS (\$/CAPITA) ROADS, TRAFFIC CONTROL SYSTEMS TRANSIT (FACILITIES AND FLEET) PEDESTRIAN FACILITIES CYCLING FACILITIES	OPERATING INVESTMENT IN MUNICIPAL TRANSPORTATION PROJECTS (\$/CAPITA) ROADS TRANSIT (FACILITIES AND FLEET) PEDESTRIAN FACILITIES CYCLING FACILITIES

figure o8a continued

GOAL: TRANSPORTATION INFRASTRUCTURE THAT IS WELL MAINTAINED

MEASURE	PERFORMANCE INDICATOR
LEVEL OF STREET INFRASTRUCTURE MAINTENANCE	FINANCIAL INVESTMENT IN MAINTENANCE
LEVEL OF TRANSIT INFRASTRUCTURE MAINTENANCE	FINANCIAL INVESTMENT IN MAINTENANCE

figure 08a *continued***GOAL: A TRANSPORTATION SYSTEM THAT IS FINANCIALLY SUSTAINABLE**

MEASURE	PERFORMANCE INDICATOR
LEVEL OF STREET INFRASTRUCTURE MAINTENANCE FUNDING	SUSTAINABLE FINANCIAL INVESTMENT IN MAINTENANCE
LEVEL OF TRANSIT INFRASTRUCTURE MAINTENANCE FUNDING	SUSTAINABLE FINANCIAL INVESTMENT IN MAINTENANCE
LEVEL OF FUNDING FOR RECOMMENDED TRANSPORTATION SYSTEM IMPROVEMENTS	SUSTAINABLE FINANCIAL INVESTMENT IN TRANSPORTATION SYSTEM IMPROVEMENTS
LEVEL OF FUNDING FOR RECOMMENDED ACTIVE TRANSPORTATION IMPROVEMENTS	SUSTAINABLE FINANCIAL INVESTMENT IN ACTIVE TRANSPORTATION IMPROVEMENTS

figure 08a *continued*

09 NEXT STEPS

Transportation is a vital component of **OurWinnipeg**. It is both a major part of the urban environment and a lever for achieving other objectives. In addition to this Direction Strategy, a comprehensive **Transportation Master Plan** (TMP) will be developed over the coming months.


The process for creating the **Transportation Master Plan** will include developing a transportation planning model for the Winnipeg area which will be used to examine transportation needs and performance into the future. The model can be used to test alternate transportation plans and settlement patterns, ensuring that the transportation and land use nexus is fully taken into account.

The basis for this planning model will be the **2007 Winnipeg Area Travel Study** in which people were asked to describe all of the trips that members of their households had taken on a particular day including travel purpose, time, choice of mode and other aspects.

While the model is being developed, the transportation planning team, along with other teams comprising **OurWinnipeg**, will further develop the concepts to be included in a sustainable transportation plan. Various alternatives will be developed and tested, and evaluations of sustainable transportation initiatives will be included.

The **Transportation Master Plan**, will describe any required transportation improvements and supporting policies needed to achieve the long-term vision. The plan will be a living document, able to adapt to changing conditions and needs. While the TMP is a long term-planning tool, the plan will also include the more immediate directions required to address the current needs of Winnipeg's transportation system. It will address the role of each mode, how this role is to be achieved and the commitments and the expenditures that will be required. It will document the following:

- > Transportation goals and objectives
- > Transportation system improvements
- > Transportation asset management
- > Supportive policies, addressing issues such as parking, land use, urban design and Travel Demand Management (TDM) and travel behaviour
- > Sustainable transportation financing options



It will take approximately one year to complete development of the comprehensive transportation plan. An important early element of the transportation strategy will be developing and modelling various integrated land use and transportation strategies to help decide on the most efficient development approach for Winnipeg.

A step-by-step action plan for implementing the public transit, active transportation, goods movement and other transportation initiatives will be prepared for the near term (5 year), mid-term (10 year) and long term (25 year) planning horizons. It will outline the specific timing, responsibilities, operational/coordination issues between agencies, costs to implement, policy/bylaw requirements and interactions with other activities.

A monitoring framework will be developed for the TMP which will allow annual tracking to measure the City's progress in moving towards longer term goals and objectives and the achievement of TMP targets. This annual "report card" would assess the performance of the plan through various criteria representing a cross section of important goals.

Public consultation will be an important part of the development of the TMP. This consultation will be integrated with other **OurWinnipeg** consultation initiatives.

GLOSSARY

ACCESSIBILITY

See Universal Design

ACTIVE TRANSPORTATION

Any human-powered mode of transportation such as cycling, walking, skiing and skateboarding. While the main emphasis is on travel for a specific purpose, it does not exclude recreational travel.

ALTERNATIVE TRANSPORTATION (or **Alternative Modes**)

Modes of transportation that are alternatives to travel by a single occupancy vehicle, including riding transit, walking, cycling, and carpooling.

ARTERIAL STREETS

Streets that primarily provide for through traffic movement and secondarily provide access to adjacent land uses.

ASSET MANAGEMENT

An integrated approach involving planning, engineering and finance to effectively manage existing and new municipal infrastructure to maximize benefits, reduce risk and provide satisfactory levels of service.

BIKE LANE

A designated roadway lane for cyclists only.

BUS RAPID TRANSIT (BRT)

Transit systems that use buses to provide a service that is of a higher speed than an ordinary bus line. Often this is achieved by making improvements to existing infrastructure, vehicles and scheduling.

CAPACITY (ROADWAY)

Maximum hourly rate at which vehicles can reasonably be expected to pass a given point given prevailing roadway, traffic, and control conditions.

CAPITAL REGION

Refers to the City of Winnipeg and a number of surrounding municipalities - the City of Selkirk, the Town of Stonewall, and the Rural Municipalities of Cartier, East St. Paul, Headingley, Macdonald, Ritchot, Rockwood, Rosser, St. Andrews, St. Clements, St. Francois Xavier, Springfield, Tache, and West St. Paul. More information is available online through Manitoba Intergovernmental Affairs: <http://www.gov.mb.ca/ia/capreg/>

CENTREPORT CANADA

Located next to Winnipeg's James Armstrong Richardson International Airport, CentrePort is a 20,000-acre inland port, as well as Canada's first Foreign Trade Zone (FTZ).

CLIMATE CHANGE

A change in the state of the climate that can be identified using statistical tests by changes in the mean and/or the variability of its properties, and that persists for an extended period, typically decades or longer.

COLLECTOR STREETS

Streets that primarily provide access to adjacent land use and secondarily provide for through traffic movement.

COMPLETE COMMUNITY

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

COMPLETE STREETS

Streets designed to enable safe and efficient access for people using a variety of transportation modes (automobile, truck, transit, walking, wheelchair, jogging, cycling) and for users with varying levels of physical and cognitive abilities. Complete streets are context sensitive and generally incorporate road treatments that address the unique issues of each corridor.

CONVENTIONAL TRANSIT SERVICE

This describes the operation of buses in mixed traffic without the benefit of coordinated transit priority measures.

DELAY (VEHICLE)

The time lost during vehicular travel due to causes beyond the driver's control. Delay may be operational (caused by congestion) and fixed (caused by traffic control devices).

DENSITY

In a planning context, density usually refers to the number of dwelling units, square metres of floor space, or people per acre or hectare of land.

ECONOMIC DEVELOPMENT

Any effort or undertaking which aids in the growth of the economy.

FREEWAYS

Streets that primarily provide for through traffic movement with limited access to the adjacent street system.

GOODS MOVEMENT

The transportation of goods (freight or commodities) by road, rail or air.

HEALTHY COMMUNITY

A community that is continuously creating and improving those physical and social environments and expanding those community resources that enable people to mutually support each other in performing all the functions of life and in developing to their maximum potential.

INFILL DEVELOPMENT

In contrast to Greenfield development (see: Greenfield), the development of vacant or underutilized parcels of land in existing, built-up areas.

INFRASTRUCTURE

The physical assets developed and used by a municipality to support its social and economic activities. The City of Winnipeg's transportation infrastructure inventory includes roads and right-of-way infrastructure, transit buses and facilities, and traffic control infrastructure.

INFRASTRUCTURE DEFICIT

The difference between the capital needs of an organization and the funding available to address the organization's infrastructure asset management requirements.

INTEGRATED PLANNING

Defined as a holistic view of strategic planning that acknowledges the interrelated and inter-dependent reality of complex urban environments.

INTELLIGENT TRANSPORTATION SYSTEMS (ITS)

The application of technology to goods and people movement to reduce delay and improve safety.

LAND USE

The various ways in which land may be used or occupied.

LEVEL OF SERVICE (LOS)

An indicator of the quality of operating conditions for the transportation system that may be applied to cycling or walking facilities (to reflect connectivity, convenience and comfort), transit service (to reflect speed, reliability, frequency and passenger comfort), or roadways (to reflect the ratio of vehicle demand to roadway capacity and resultant delay).

LIFE CYCLE COST

The sum of all recurring and one-time costs over the lifespan of a product, structure or system. These costs include the capital, operating, maintenance, and upgrades costs plus the remaining value at the end of the useful life of the product, structure or system.

LIGHT RAIL TRANSIT (LRT)

Electrically powered rail transit running on light gauge rail and operating in exclusive rights-of-way or dedicated running ways below, above, or at grade level in trains of multiple articulated cars.

LIVABLE COMMUNITY

A community in which the economic and social life of the community is intimately linked to its natural and built environment.

LOCAL STREETS

Streets that primarily provide access to adjacent land use and serve neighbourhood travel.

MAINTENANCE (OF INFRASTRUCTURE)

The set of activities required to keep a component, system, infrastructure asset or facility functioning as it was originally designed and constructed.

MAYOR'S TRADE COUNCIL (MTC)

In May 2007, Winnipeg Mayor Sam Katz appointed the Mayor's Trade Council (MTC) to develop recommendations for the City of Winnipeg concerning trade growth opportunities and supportive transportation asset investments. One of the key recommendations of the report prepared by the MTC was to establish the creation of an inland port based at the Winnipeg James A. Richardson International Airport and on lands adjoining it to the northwest. This recommendation resulted in the creation of CentrePort Canada.

MIXED USE DEVELOPMENT

The development of a tract of land, building or structure that includes two or more different land uses, including residential, office, retail or light industrial.

MOBILITY

Mobility refers to the efficient movement of people and goods in the urban environment. Increased transportation options and decreased travel times improves mobility.

MODE SHARE

The percentage of person-trips made by one travel mode, relative to the total number of person-trips made by all modes.

MODE SHIFT

The shift away from single occupant vehicle use and dependency to an increased variety of transportation mode usage for various types of trips.

PEAK PERIOD

A period of high person-trip demand, generally on weekday mornings and afternoons, which includes what are commonly referred to as "rush hours".

PEDESTRIAN ORIENTED

See Walkable.

PUBLIC TRANSPORTATION

A passenger transportation system available for shared use by the general public. In the city of Winnipeg, Winnipeg Transit is the main provider of public transportation services.

RAPID TRANSIT

Rapid transit is a form of urban public transportation with higher than normal capacity and frequency and is most often separated from other traffic in underground tunnels, above-ground bridges or separate rights-of-way. Vehicles used can range from buses to light rail vehicles, such as streetcars, to subway trains.

ROUNDAABOUT

A type of circular intersection in which traffic must travel in one direction around a central island. Traffic entering the circle must slow down and give the right-of-way to drivers already in the circle. Technically, these intersections are sometimes called modern roundabouts in order to emphasize the distinction from older circular junction types which had different design characteristics and rules of operation.

SAFETY

Freedom from the occurrence or risk of injury, danger or loss.

SUSTAINABILITY

According to the 1983 United Nations Brundtland Commission, the preeminent standard in the definition of sustainable development, it is “development that meets the needs of the present without compromising the ability of future generations to meet their own needs.” While the term is most associated with its environmental implications, it has economic and social implications as well. UN 1983 Report of the World Commission on Environment and Development, aka the Brundtland Commission: <http://www.un-documents.net/wced-ocf.htm>

SUSTAINABLE TRANSPORTATION

Transportation that allows the basic access needs of individuals and societies to be met safely and in a manner consistent with human and ecosystem health, and with equity within and between generations. Sustainable transportation is affordable, operates efficiently, offers choice of transport mode, and supports a vibrant economy.

TRANSIT

See Public Transportation.

TRANSIT ORIENTED DEVELOPMENT (TOD)

Moderate to higher density compact mixed-use development, located within an easy five to ten minute (approximately 400m to 800m) walk of a major transit station. TOD involves high quality urban development with a mix of residential, employment and shopping opportunities, designed in a pedestrian-oriented manner without excluding the automobile. TOD can entail new construction or redevelopment of one or more buildings whose design and orientation facilitate the use of public transit and Active Transportation.

TRANSIT QUALITY CORRIDORS

Major transit corridors that have had a comprehensive set of coordinated transit priority measures developed and implemented along their length.

TRANSPORTATION DEMAND MANAGEMENT (TDM)

A range of strategies that encourage individuals to reduce the number of trips they make, to travel more often by alternatives to driving alone, to travel outside peak periods and to reduce the length of their trips.

TRANSPORTATION FACILITY

A facility or infrastructure related to the city's transportation system, including roads, bridges, traffic and street lights, sidewalks, garages and maintenance buildings.

TRANSPORTATION MASTER PLAN (TMP)

The document that establishes a framework for how the City of Winnipeg will address its future transportation needs.

TRAVEL MODE

The selected method of travel, such as automobile use (driver or passenger), public transportation or active transportation.

UNIVERSAL DESIGN

A term coined by architect Ron Mace of the University of North Carolina to encompass seven basic principles of good design: equitable use, flexible use, simple and intuitive use, perceptible information, tolerance for error, low physical effort and size and space for approach and use. It can be applied to a place, service or product. The principles are key ingredients to accessibility within a complete community and social sustainability within an urban environment. Universal Design characteristics maximize accessibility for a wide range of people from

infancy to older ages with a variety of physical, sensory or cognitive abilities.

URBAN DESIGN

The design of buildings, places, spaces and networks that make up our cities and neighbourhoods and the ways people use them.

URBAN STRUCTURE

A spatial articulation of city building objectives based on land use, physical layout and design.

URBAN-REGIONAL CONNECTIONS

Connections between the transportation systems of the City of Winnipeg and the surrounding region.

WALKABLE

Walkability is a measurement of how conducive a place is to walking. This includes the physical nature of a place and other factors, such as safety and perceived enjoyment. Walkability is influenced by several factors including proximity to one's destination (for example work or school), the quality of pedestrian facilities, availability of parks and public spaces, urban density, mixture of uses and the presence of a defined urban centre. Find out how your neighbourhood ranks: <http://www.walkscore.com/>



SUSTAINABLE WATER AND WASTE





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SUSTAINABLE WATER AND WASTE

THIS IS A DRAFT

SUSTAINABLE WATER AND WASTE IS STILL IN DRAFT FORM. IT WAS CREATED THROUGH SPEAKUPWINNIPEG AND CONVERSATIONS WITH MORE THAN 40,000 WINNIPEGGERS.

Sustainable Water and Waste is one of four Direction Strategies that support the OurWinnipeg Plan. Over the past decade the Water and Waste Department has developed a number of key initiatives that enhance the sustainability of the City's water, wastewater, stormwater management, and solid waste management systems. In developing this Direction Strategy, the Water and Waste Department retained the services of nationally and internationally renowned experts in the fields of municipal engineering and urban planning to build on these initiatives by providing new and innovative recommendations on sustainable infrastructure policies and best practices. These expert recommendations resulted from research of not only other North American cities, but also included investigation for innovative ideas

from around the world. This resulted in a more holistic approach on water and waste infrastructure.

Directions for the future address how to protect and maintain the infrastructure advantages the City of Winnipeg already has and how to enhance the quality of our air, water and energy resources and our built and natural environment. These future directions address environmental, economic and social sustainability and provide a path to guide the City's infrastructure needs into the future.



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01 EXECUTIVE SUMMARY

A VISION FOR SUSTAINABLE WATER AND WASTE INFRASTRUCTURE

The City of Winnipeg Water and Waste Sustainable Infrastructure Strategy promotes actions required to protect public health and safety, ensure the purity and reliability of our water supply and maintain or enhance the quality of our built and natural environments.

The Vision addresses:

- > The challenges involved in providing sustainable infrastructure that protects the health and safety of Winnipeg's citizens and the quality of our environment
- > The initiatives required, including ongoing initiatives that will allow us to live safe, secure and fulfilling lives, with services delivered in a way that is sustainable and that protects the environment without sacrificing the City's economic well being.

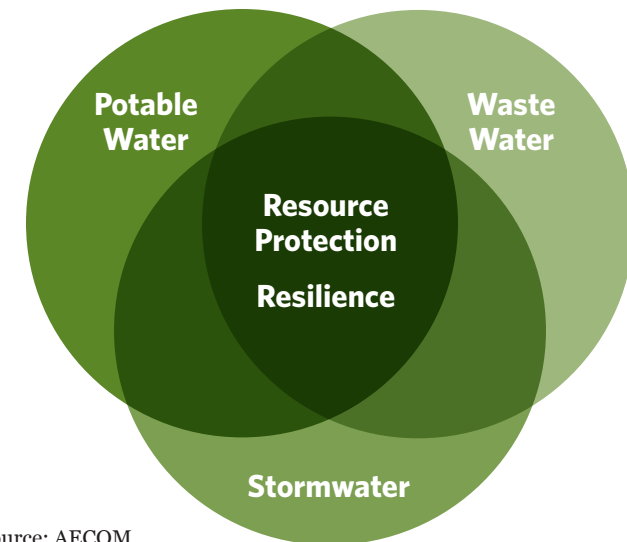


MAJOR THEMES AND ELEMENTS OF THE SUSTAINABLE INFRASTRUCTURE DIRECTION STRATEGY

The Water and Waste Sustainable Infrastructure Strategy addresses five key elements of Winnipeg's infrastructure:

- > Water Supply, Treatment and Distribution
- > Wastewater Collection and Treatment
- > Stormwater Management and Flood Protection
- > Solid Waste Management
- > Service Extensions to Winnipeg's Fringe Areas

This Direction Strategy provides a summary of the challenges and initiatives that comprise the Strategy and provides draft policies for inclusion in **OurWinnipeg**.



Source: AECOM

The major themes of the document are:

Sustainable Water and Waste Infrastructure

Protects Public Health and Safety

- > Watershed protection conserves Shoal Lake as a high quality water source for future generations
- > Water treatment provides cleaner, safer water to our citizens
- > Monitoring water quality addresses quality and regulatory compliance
- > Training and certification of operating staff improves overall reliability and safety
- > Evaluating residential fire protection sprinklers could save on future water related infrastructure costs while protecting our lives and property
- > Upgrading wastewater treatment systems supports long-term future growth and development
- > Flood protection protects citizens' lives and property
- > Drainage safety helps prevent tragic accidents

Sustainable Water and Waste Infrastructure

Preserves the Environment

- > Water conservation—"Slow the Flow" reduces our impact on natural systems and protects future water sources while reducing energy inputs and green house gases
- > Regulatory compliance reduces the amount of pollution in our rivers and streams
- > Demand management has the potential to reduce water and energy use
- > Evaluating water recycling/reuse technologies has the potential to reduce water and energy use
- > Upgrades to pollution control centres protect water quality in local rivers and in Lake Winnipeg
- > Reducing Combined Sewer Overflows also reduces pollution in local water bodies
- > Waste reduction strategies reduce resource demands and green house gases
- > Methane gas capture at landfills has the potential to reduce resource demands and green house gases
- > Examining a source separated organics (SSO) program (curb-side pick-up of organics for composting) has the potential to save land that would otherwise need to be devoted to landfill construction. This type of program also has the potential to create a useful product from household organics
- > Water sensitive urban design (WSUD) source control has the potential to create less runoff, improve water quality and reduce impacts on natural systems
- > Promoting naturalized stormwater retention systems reduces nutrient loading and improves the quality of water discharging into local water bodies

Sustainable Water and Waste Infrastructure Ensures Economic Stability

- > Sustainable Asset Management allows the City to spend the right amount of money in the right places at the right time
- > Customer Information and Services System (CISS) improves customer service and billings
- > Updated Supervisory Control and Data Acquisition improves service reliability and reduces costs
- > Cost of Service Rates Study aligns service rates with the actual costs of delivering services to a class of customer

HOW IS THIS APPROACH DIFFERENT?

Sustainability has always been a cornerstone for Water and Waste Infrastructure planning and operations. Whether it is water conservation, solid waste material recycling or state of the art wastewater treatment, the Water and Waste Department has always strived to incorporate best practices into all facets of our business. Since many of the current practices are sustainable in nature, proposed changes would be evolutionary rather than revolutionary. Of course, there is always room for improvement.

Four major initiatives stand out that will have long term implications related to water and sewer infrastructure and solid waste management within the City and Capital Region. The first three are new and can be broadly categorized as Water Sensitive Urban Design (WSUD), Water Reuse/Recycling (Greywater or Rainwater Harvesting) within the sewer and water framework and examining the potential for Source Separated Organics (SSO) within the solid waste management framework.

The fourth major initiative which is not new but will be enhanced and developed even further is Sustainable Asset Management (SAM). Sustainable Asset Management spans nearly every aspect of urban infrastructure and allows the City to properly allocate resources to efficiently maintain the current inventory and plan for future expansions while protecting public health and maintaining the quality of our environment. It is perhaps the most important and most strategic of the sustainable infrastructure strategies identified in this report.

02 INTRODUCTION

The initiatives summarized in this document specify key actions needed in our efforts to realize a more sustainable future for Winnipeg, including directives dedicated to protecting public health, ensuring the purity and reliability of our water supply and maintaining the quality of our environment.

The strategies proposed, in many cases, build on others already in place.

This Direction Strategy is organized into two major sections addressing the following major areas of infrastructure:

- > Water Supply, Treatment and Distribution
- > Wastewater Collection and Treatment
- > Solid Waste Management
- > Stormwater Management and Flood Protection and
- > Service Extensions to our Fringe Areas

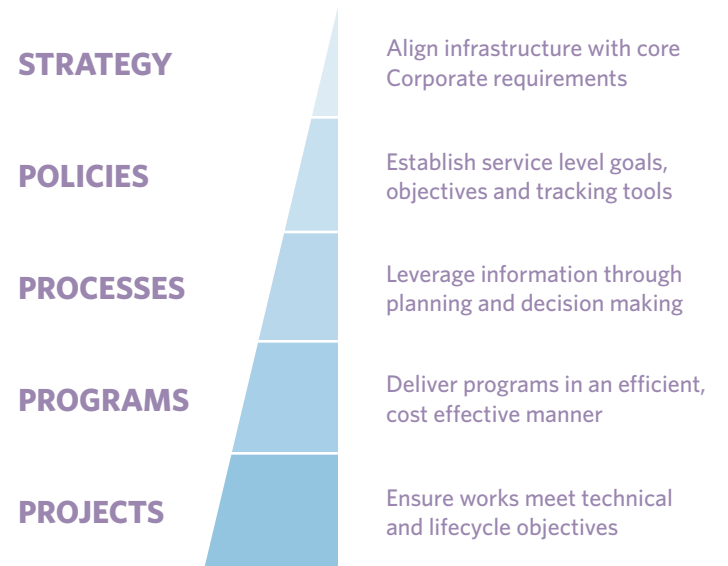
The first section describes the challenges and initiatives, both ongoing and proposed, which comprise a sustainable infrastructure strategy for the next 20 years for the City of Winnipeg. The second section provides draft policies for inclusion in OurWinnipeg; the new City of Winnipeg Sustainable Development Plan.

Sustainable Asset Management is a theme that spans nearly every aspect of urban infrastructure in the discussions that follow and is a vital component of a Sustainable Infrastructure Strategy. Properly allocating resources to efficiently maintain the current inventory

provides economic sustainability in addition to its primary role in protecting public health.

Negotiating beneficial service extensions to areas that currently experience water quality and environmental protection issues, particularly those within the Perimeter Highway, affects the entire Winnipeg Capital Region by improving levels of water and wastewater servicing and providing access to more effective stormwater management and solid waste disposal strategies.

WHAT A SUSTAINABLE ASSET MANAGEMENT STRATEGY LOOKS LIKE



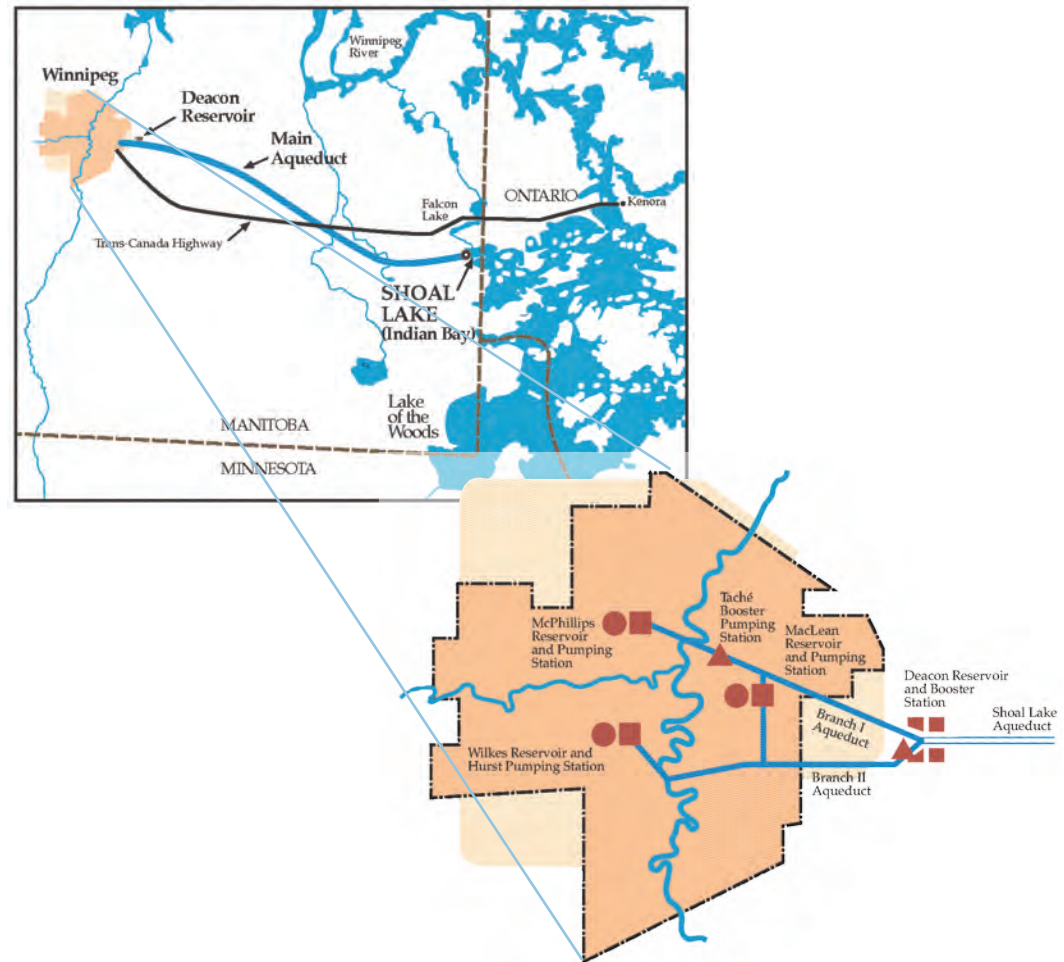
Source: AECOM

02-1 CHALLENGES

Winnipeg's access to fresh water, coupled with our sustainable and clean sources of energy are major advantages that distinguish us from many other urban centres. The quality of our air, water and soil are central to our well-being, and this value is reflected in how we choose to plan and manage our water, wastewater, solid waste, land drainage and flood protection infrastructure. The challenges we face today in Protecting Public Health, including our water supply and the natural environment around us are no less critical from those Winnipeggers faced in the past, even though they can be quite different. Our present challenges involve planning our future infrastructure investments to be sustainable in meeting needs associated with strong population growth, in improving the quality of both our natural and built environments and in establishing beneficial regional servicing partnerships.

By 2031, our City's population is projected to grow by nearly 27% to roughly 850,000 people. Realizing this level of growth while maintaining high standards for our natural, built and social environments will require significant planning and investment to upgrade the City's existing physical water and wastewater infrastructure. Much of that infrastructure is 75 to 100 years old, nearing the end of its physical design life. Responding to these challenges in a sustainable manner requires a comprehensive understanding of the City's existing infrastructure systems, as well as sensitivity to a range of local considerations, including the role of geography and climate in selecting viable infrastructure solutions, the

dynamics of the local economy in achieving sustainable funding mechanisms for infrastructure and recognition of the geopolitical context within the Capital Planning Region in evaluating opportunities for shared servicing.



Prioritizing a high quality of life within Winnipeg and throughout the Capital Region necessitates improving our performance in a number of specific areas. The Sustainable Infrastructure Strategy outlined herein details initiatives that specify the actions required to protect public health, preserve and maintain our environment and ensure the purity and reliability of our water supply. Each strategy builds on another, whether strictly related to underground infrastructure, to surface infrastructure that is immediately connected to it, to adjacent developments that rely on this infrastructure or right to the people that depend on it to protect their health and to live safe, secure and fulfilling lives. This includes examining the barriers to improving our quality of life: our aging water, wastewater and stormwater systems, including combined sewer systems located in some of our oldest and most densely populated and developed neighbourhoods;

flood protection systems, and solid waste management systems. All present challenges that, if left unaddressed will affect our environment, economy and standard of life. In addition, we examined the need for cooperation on a regional level with surrounding municipalities in the Winnipeg Capital Region to maximize overall servicing efficiencies and to reduce environmental impacts in the urban fringe.

The Challenges and Initiatives and Supporting Policies and Strategies sections that follow will discuss the following major areas of infrastructure:

- > Water Supply
- > Wastewater Collection and Treatment
- > Solid Waste Management
- > Stormwater Management and Flood Protection
- > Service Extensions to Our Fringe Areas



Source: AECOM

Melbourne Ducklands



Source: Portland Green Streets

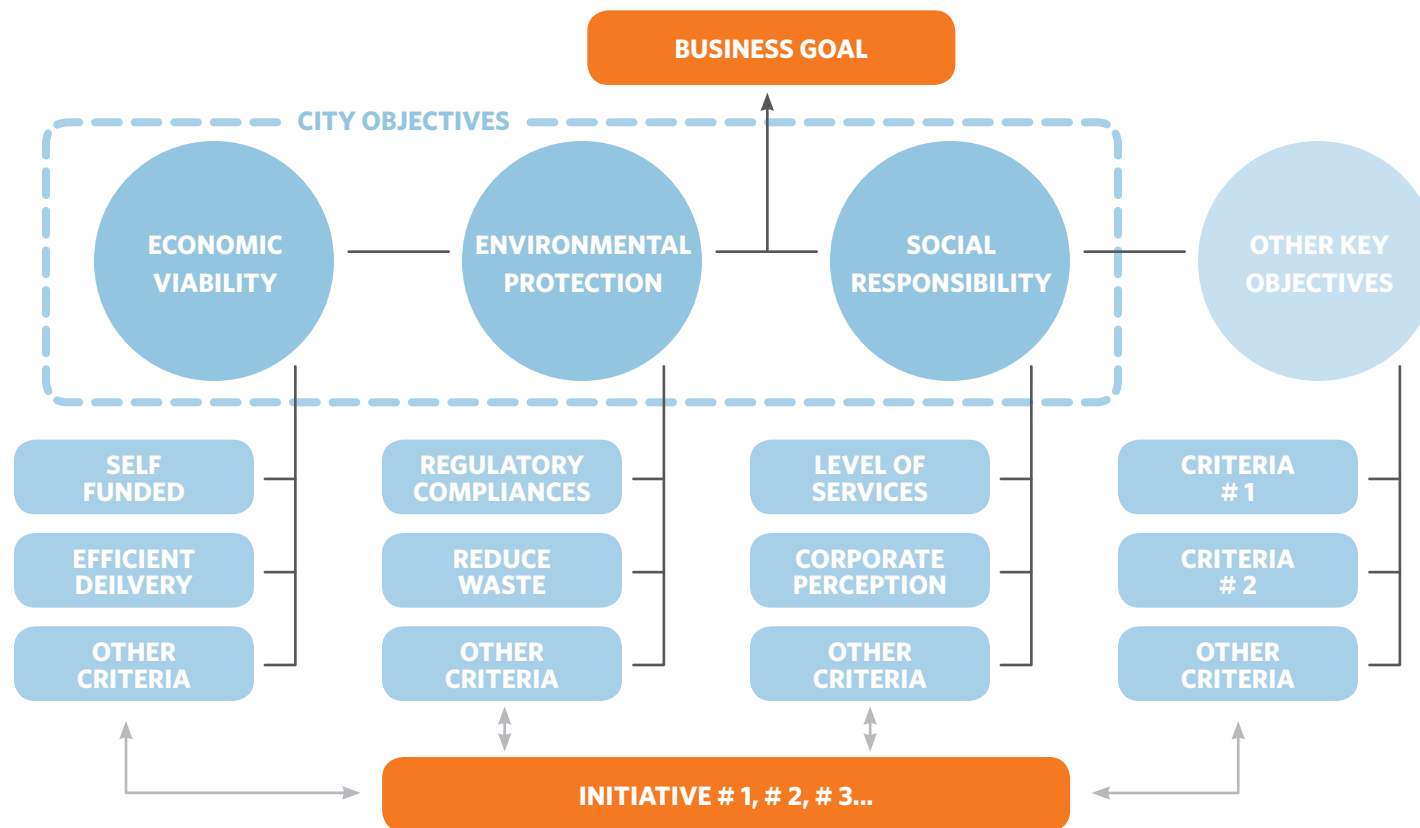


Source: Portland Green Streets

02-2 SUSTAINABLE INFRASTRUCTURE STRATEGY FOR OURWINNIPEG

In community planning terms, “Sustainability” addresses three pillars: economic, social, environmental. Cultural and governance considerations are sometimes added. The Sustainable Infrastructure Strategy for OurWinnipeg addresses key sustainability pillars, going beyond environmental issues to consider long-term economic viability and community wellness, innovative approaches

to infrastructure delivery and regional service-sharing. The Strategy builds on a number of initiatives of the Water and Waste Department currently in progress and provides policy directions that reinforce the City’s approaches to water conservation, wastewater management, stormwater management, solid waste minimization and sustainable asset management.



Source: AECOM

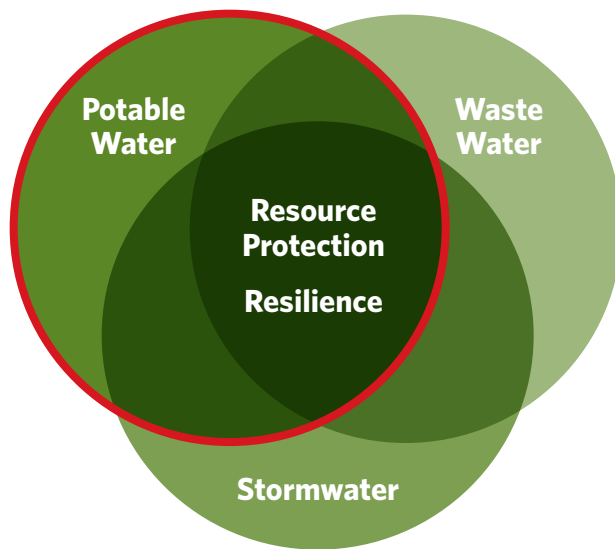
03-1 FUTURE OPPORTUNITIES

When our water system was first developed in the early 20th century it was an engineering marvel, but today, potential development around our primary water source and an aging infrastructure make it increasingly challenging to maintain the quality and reliability of our potable water supply.

This challenge—ensuring the water we drink is clean and available—will require ongoing investment. The City of Winnipeg will continue to secure our water supply and build critical upgrades to the Shoal Lake Aqueduct, water treatment plant, regional storage facilities, pumping and distribution piping systems and will continue to explore the potential for more sustainable solutions for operating

and maintaining the system and preserving what we already have.

On an average day, Winnipeggers use roughly 225 million litres (50 million Imperial gallons) but we are still far from reaching the capacity of the Shoal Lake Aqueduct. In fact, in 1990, Winnipeg’s Shoal Lake Aqueduct supplied as much as 300 million litres per day (66 million Imperial gallons per day). Current capacity of the Shoal Lake Aqueduct allows us to deliver approximately 385 million litres per day (85 million Imperial gallons per day). At current usage rates, and with successful citywide water conservation efforts, the Shoal Lake Aqueduct will have the capacity to provide water for the roughly 850,000 people expected by 2031.



Source: AECOM



Source: City of Winnipeg

Winnipeg Aqueduct

03-2 WATER SUPPLY DIRECTION DESCRIPTION

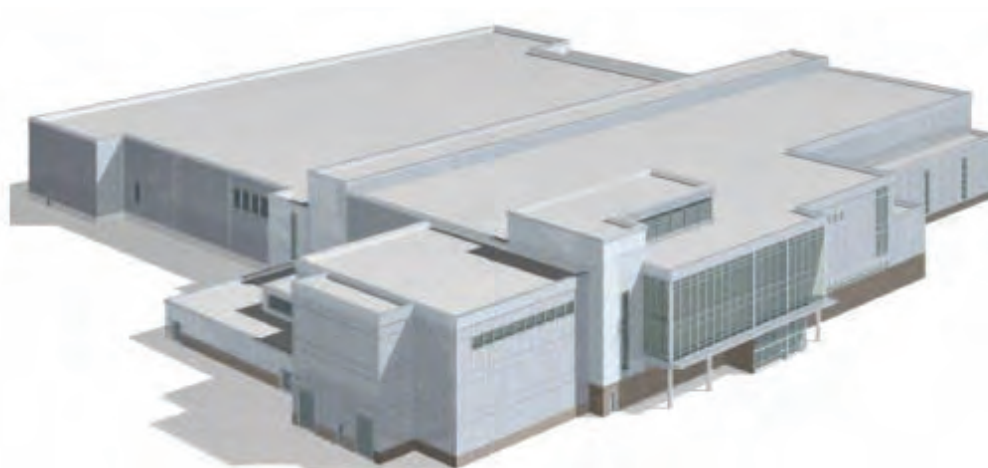
The City of Winnipeg faces three primary challenges:

- > Protecting Public Health by ensuring that the water Winnipeggers drink is pure and reliable
- > Maximizing efficient use of our existing water supply and ensuring the availability of future water supplies
- > Investing in the in-city water delivery system in order to provide a clean, safe, reliable and sustainable water supply for our citizens, now and in the long-term future

03-3 ENSURE THE QUALITY AND SAFETY OF OUR EXISTING DRINKING WATER

03-3a PROTECTING PUBLIC HEALTH-A MULTI-BARRIER APPROACH

- 01. Reliable clean water supply**
 - > Watershed protection plan
- 02. Water Treatment Plant (WTP) – multiple disinfection treatment and removal processes**
- 03. Water Distribution System Investment**
- 04. Monitoring and Protecting**
 - > Water quality sampling and reporting
 - > Regulatory reporting
 - > Regulatory compliance
 - > Certification of operating staff
 - > Cross connection control program



Source: City of Winnipeg

New Water Treatment Plant

03-3b ENHANCE THE QUALITY OF WINNIPEG'S DRINKING WATER

Safe water is an absolute requirement for protecting Public Health within our community. Residents of Winnipeg expect the City to take all necessary and reasonable steps to provide a water supply that is both reliable and safe. At the end of 2009 the City brought their new water treatment plant online. The new water treatment plant, located at the Deacon Reservoir, is a frontline means of protecting citizens from potential waterborne disease outbreaks caused by pathogens and other micro-organisms that are chlorine resistant. The new water treatment plant will also reduce the levels of disinfection by-products and will help us to conform to the Guidelines for Canadian Drinking Water Quality. Additional benefits from the water treatment plant will be the improved taste, odour and appearance of our drinking water.

03-3c NEW WATER TREATMENT PLANT

The design maximum day capacity of the treatment plant is 400 million litres per day. Future expansion could increase this capacity to as much as 600 million litres per day. At current usage rates, and with successful citywide water conservation efforts, the water treatment plant will have more than enough capacity to provide water for the roughly 850,000 people expected by 2031.

03-4 SECURE AND PROTECT WATER SUPPLY AND WATERSHEDS

The City of Winnipeg will continue to be vigilant with its policy of requesting stakeholders and other jurisdictions to conform to the Watershed Management Plans to protect the Shoal Lake catchment area, including the provision for thorough environmental assessments for any developments that encroach on the watershed. In addition the City will implement water system security upgrades to protect the system against accidental or intentional damage or destruction.

03-4a REGULATORY COMPLIANCE

Ensure that the system conforms to various legislation and regulations such as the Drinking Water Safety Act, Public Health Act, Operator Certification Regulations, Workplace Safety and Health Act, and the Environment Act. The City will also perform a Drinking Water System Infrastructure Assessment Study as required under the Provincial Drinking Water Safety Act, to identify, analyze and mitigate any potential adverse health risks and environmental impacts associated with the water system applying a “source to tap” methodology. This study is required to be submitted to the Province in 2010, with subsequent updates every five years thereafter. The study’s scope will also review projected water demands, treatment and pumping capacities and anticipated changes to water quality standards.

03-4b MONITOR WATER QUALITY

The City will continue to monitor its drinking water quality (at Shoal Lake, Deacon, the WTP, and within the water

distribution system) and publish an annual report as required under the Manitoba Drinking Water Safety Act.

Other initiatives that have been identified within the current planning horizon include improvements to the Shoal Lake Aqueduct (SLA) intake structure, asset preservation of the aqueduct itself, as well as monitoring the Red River Basin watershed for Zebra Mussels, which have been found in Pelican Lake, Minnesota, USA.

Initiatives related to the SLA intake include condition assessments and potential improvements and modifications to components at the headworks, which have existed since the facilities were first constructed in 1919, including review and assessment of alternatives to using gas chlorine at the headworks for Zebra Mussel control, and preserving the aqueduct’s hydraulic carrying capacity.

03-4c CONTINUE CROSS-CONNECTION CONTROL PROGRAM

The City will continue to protect our water system through a cross-connections control program, particularly in relation to other initiatives such as consideration of water reuse, recycling and rain water harvesting technologies. Cross-connections are potential connections between the potable water system and a non-potable water plumbing component.

03-5 MAXIMIZE OUR EXISTING WATER SUPPLY/ENSURE AVAILABILITY OF FUTURE WATER SUPPLIES

Although Winnipeg has an abundant water supply, that does not mean we can squander it. The City will continue in its efforts to maximize its existing water supply and protect future water sources that may add to our portfolio of safe, clean water for our citizens.

03-5a WATER CONSERVATION—“SLOW THE FLOW” PROGRAM

The City will continue with its successful “Slow the Flow” water conservation program. Water consumption for the entire city peaked in the early 1990s at roughly 300 million litres per day and has since reduced, despite an increased customer base, to an average consumption in 2009 of roughly 225 million litres per day. The program provides customer education on water efficient fixtures and appliances and also provides retrofit kits “at cost” that serve to reduce water demand for existing conventional toilets. The program has also recently been expanded to credit customers who install water-efficient dual flush toilets.



Source: City of Winnipeg

Slow the Flow Program

03-5b COST OF SERVICE RATE STUDY

The City will conduct an updated Cost of Service study to ensure rates are aligned with the current cost of delivering services to customer groups. The cost of service strategy will investigate demand management techniques on the water side which will help to preserve our water supply capacity. The rate study will review alternative rate structures including declining block, inclining block, uniform, seasonal rates, and winter cost averaging.

The City will also continue its involvement in the National Water and Wastewater Benchmarking Initiative to inform public utilities managers on how well they are doing and how they compare to similar organizations. The benchmarking initiative helps to answer the most challenging question: “how can the utility get better at what it does?” including investing in current technology, training and upgrading the skills of staff and investing in practical research.

03-5c EVALUATE WATER RECYCLING/REUSE TECHNOLOGIES

The City will consider water recycling/reuse technologies such as grey-water and rainwater harvesting as an efficient way to maximize, supplement and protect its existing water supply.

03-5d REDUCE SYSTEM LEAKAGE

One of the most efficient and cost effective means of increasing the available water supply is to maintain the water distribution system, keeping it in good repair and not allowing valuable treated water to leak out of the system. The City will expand its current leak detection program to adopt best management practices that reduce non-revenue water losses, such as those currently being endorsed by organizations such as the American Waterworks Association (AWWA). The City will also take advantage of some of the new technologies that have been developed over the last few years to monitor and pinpoint leaks.

03-5e CONTINUE SUSTAINABLE ASSET MANAGEMENT (SAM) INITIATIVES

The nearly 2400 kilometres of watermains in Winnipeg require constant repair and continual upgrades. We simply cannot afford to replace watermains at a rate corresponding to a reasonable life span of 75 to 100 years. Therefore, we need to be strategic in identifying critical system components and ensuring they remain functioning— using complete total life-cycle costing analysis, pro-active monitoring and maintenance, and review of evolving technologies to extend useful asset life.

03-5f WATER SOURCES

The City will continue to monitor issues related to potential water sources in order to preserve any potential water supply sources for future requirements.

03-6 WATER DISTRIBUTION SYSTEM INVESTMENT

03-6a CONTINUE WATERMAIN RENEWAL PROGRAM

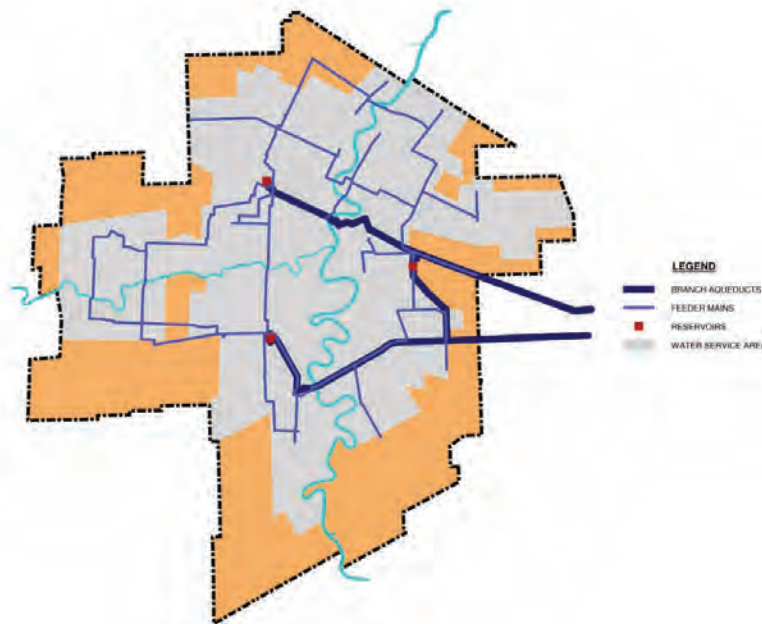
The current watermain renewal program is an ongoing program to replace and/or rehabilitate Winnipeg’s deteriorating watermain infrastructure, including watermain replacement, cathodic protection, valve and hydrant replacement or rehabilitation, correction of dead end watermains and hydraulic improvements for fire protection purposes. The program replaces roughly eight to nine kilometres of watermain annually. Keeping the

distribution system in a state of good repair is important in order to protect Public Health, minimize service disruptions, eliminate leaky watermains that result in non-revenue water losses (including the energy losses associated with such water loss) and preserve the City’s water supply.

03-6b CUSTOMER INFORMATION AND SERVICES SYSTEM (CISS)

The Water and Waste Department will implement the remaining phases of the Customer Information and Services Project, which will enhance their customer care and billing system and allow for the introduction of cost-of-service rates. This system will include web self-service, meter management and inventory control and enhanced reporting. The Automatic Reading Technologies System upgrade should be reviewed to develop the full potential of the new Customer Information System.

REGIONAL WATER SUPPLY AND FEEDERMAIN SYSTEM



Source: AECOM

03-6c SUPERVISORY CONTROL AND DATA ACQUISITION (SCADA) SYSTEM INVESTMENT

The Supervisory Control and Data Acquisition (SCADA) system controls and monitors the operation of the City of Winnipeg Drinking Water Treatment Plant and the Regional Water Supply and Distribution System. Components of the existing SCADA system are nearly two decades old and by the end of 2011 will no longer be serviced or supported by the manufacturer. Upgrading control and data acquisition components is required to optimize the operation of the system.

Related to this initiative, the City will also continue installation and replacement of valves and other watermain infrastructure required to improve service reliability and mitigate environmental risks. The program will include replacement of valve operators and SCADA control equipment at strategic pipe connections and valve chambers.

03-6d UPGRADE PUMP STATIONS AND CONTINUE STRENGTHENING OUR FEEDERMAIN SYSTEM

The City has completed the Water Pumping Station Power Reliability Study and is currently developing a program to implement the recommendations of this study which will increase the reliability of the regional pumping stations.

In addition, the City plans to continue strengthening the feedermain system to provide looped supplies for urban development occurring near the City's urban fringe.

03-6e EVALUATE THE FEASIBILITY AND COST EFFECTIVENESS OF RESIDENTIAL FIRE PROTECTION SPRINKLERS

The City will review potential savings available through requiring residential sprinkler systems for fire protection. Most watermains in residential subdivisions are sized based on fire flow demand requirements. Sprinkler systems can reduce required fire flows by a significant factor (roughly 50%), thereby potentially reducing the size and cost of domestic distribution systems within City jurisdiction.



04 WASTEWATER SYSTEM

Winnipeggers value and take pride in the abundant and natural surface water amenities both within and downstream of our city. The City of Winnipeg has actively protected these shared water resources and the public health of its citizens by implementing major capital projects and by providing for the operations and maintenance associated with our wastewater collection and treatment system. Ongoing improvements to our wastewater system will be required to maintain or upgrade the level of service our residents currently enjoy. Evolving regulatory requirements may place greater demand on the level of service and treatment required to protect the environment. It is imperative that upgrades and improvements to our wastewater system be based on long-term sustainable solutions that are cost-effective, practicable, environmentally sound and that comply with regulatory requirements.



A comprehensive review of our assets, operating practices, projected demands and regulatory trends is required to provide the most sustainable, long-term solutions related to our wastewater system. The goal is to develop a strategic framework that will effectively guide future actions and investments in our wastewater system that are publically acceptable, economically sound, foster the well-being of our community and protect the environment. Achieving this goal will require going beyond conventional approaches, identifying possible emerging and innovative/naturalized solutions, such as Water Sensitive Urban Design technologies.

Future waste reduction programs should emphasize pollution prevention at source. This will help reduce both flows and pollutant loads, which in turn reduces the need for upgrades to our sewers and wastewater treatment plants.

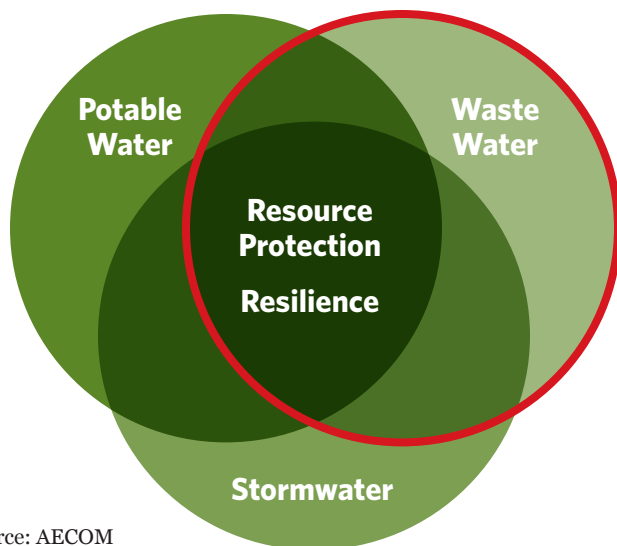


North End Water Pollution Control Centre

04-1 WASTEWATER DIRECTION

The foremost challenges facing Winnipeg's wastewater system relate to:

- > Continuing to protect public health and well-being
- > Continuing to protect water quality in our local rivers and Lake Winnipeg and complying with Federal and Provincial regulations
- > Maintaining the safe and reliable operations of our existing wastewater system
- > Improving existing wastewater systems capabilities and upgrading our wastewater systems to support future growth and development using long-term solutions that are founded on principles of sustainability
- > Investigating and strategically investing in innovative wastewater technologies that are safe, reliable, cost effective and practicable



Source: AECOM



NEWPCC Raw Sewage Pumps

04-2 PUBLIC HEALTH AND WELL-BEING

04-2a BASEMENT FLOODING PROTECTION PROGRAM

Basement flooding is associated with the potential for health effects that result from contact with untreated wastewater. The City has an ongoing public education program to encourage owners of at-risk homes to install backwater valves and sump pumps. The City will continue its Basement Flooding Protection Program to provide a standard minimum level of protection against sewage backup caused by heavy rainstorms. This program focuses on implementing this level of protection throughout the older combined sewer and separate sewer areas of the city on a priority basis, as evaluated through cost-benefit analysis.

04-2b DISINFECTION OF EFFLUENTS

Effluent disinfection has been implemented at the SEWPCC and NEWPCC in 1999 and 2006, respectively. These facilities are operated according to their respective Manitoba Environment Act Licences, which require E. coli and Fecal coliform organisms to be limited to 200 organisms/100mL based on a monthly geometric mean. The addition of a disinfection facility at the WEWPCC has been postponed indefinitely. It has been found that the existing polishing ponds receive sufficient UV light from natural sunlight to reduce microbial levels to comply with the requirements of the Environmental Act Licence issued for the WEWPCC. The implementation of cost-effective options for reducing microbial levels will be necessary for the WEWPCC in the event that current disinfection methods do not consistently and fully comply with Environmental Act Licensing requirements.



Weir Overflow, King and Logan
Source: AECOM



Akkerman Jacking System
Source: AECOM



NEWPCC Ultraviolet Disinfection System

04-2c EMERGING HEALTH REGULATIONS

The City will also encourage the reduction of pollutants at the source where possible. Potential contaminants of concern are:

- > Toxic substances under the Canadian Environmental Protection Act (CEPA)
- > Endocrine disrupting compounds (EDCs)
- > Personal care products
- > Pharmaceuticals, etc.

The Sewer By-law is being updated to be more current and restrictive. A comprehensive review of by-laws from other jurisdictions was undertaken as part of the update. Additional substances were added to the restricted list, and the requirement to prepare a pollution prevention plan was included as deemed necessary.

Regulators may impose more stringent requirements on overflows and treated effluent in the future. The City will continue to keep abreast of these trends.

04-2d BIOSOLIDS MANAGEMENT

The City is reviewing its current biosolids management practices along with existing and emerging regulations associated with nutrient management. The existing Environment Act Licence for land application of biosolids under the WinGRO program will likely require an alteration to comply with requirements associated with the new Manitoba Nutrient Management Regulation. The key factors affecting future nutrient/biosolids management plans include:

- > No winter spreading of biosolids
- > Agronomic land application rates for Nitrogen (N) and Phosphorous (P)

The City will need to implement an alternative biosolids management program as a result of the Provincial Nutrient Management Regulation.

04-3 WATER QUALITY OF OUR RIVERS AND COMPLIANCE WITH FEDERAL AND PROVINCIAL REGULATIONS

04-3a REDUCING NUTRIENTS IN OUR WASTEWATER TREATMENT PLANT'S EFFLUENT

The City will continue its current nutrient reduction upgrade program for its three wastewater pollution control centres (WPCC), to comply with Provincial Environment Act Licences issued for each facility. The biggest factor affecting the cost of the upgrades is the need to remove Nitrogen to specified limits of 15 mg/L.

The purpose of these upgrades is to protect the health of our local rivers and Lake Winnipeg by controlling ammonia toxicity and nutrient loadings into these water bodies. Reduction of Phosphorous is known to be effective in reducing eutrophication which is associated with undesirable blooms of blue-green algae in Lake Winnipeg. It is the City's position that the reduction of Nitrogen will have no benefit to Lake Winnipeg. Scientific information indicates that Nitrogen removal may worsen the blooms of blue-green algae.

The upgrades required to comply with Environment Act Licences issued for each wastewater treatment plant were estimated to be at least \$700M to remove both Nitrogen and Phosphorus to the specified limits of 15 mg/L and 1 mg/L respectively. The upgrades to the wastewater treatment plants will be reviewed in the context of sustainability to ensure that the environment, economics and public aspects are properly factored into the decision-making process and ultimately into design and operation of the plants.

04-3b RIVER CROSSING MONITORING AND REHABILITATION

Installation of leak detection equipment and rehabilitation and/or replacement of forcemain river crossings will be initiated as part of the plan to meet the Province of Manitoba Environmental Licence requirements for the city's wastewater collection system. These installations will reduce the risk of short-term and localized environmental stress resulting from a failure of these critical components of the collection system.



NEWPCC Centrate Nitrogen Treatment Facility

04-3c COMBINED SEWER OVERFLOW MANAGEMENT STRATEGY

The City will continue to create a multi-year combined sewer overflow (CSO) Master Implementation Plan to improve the water quality in our rivers in terms of microbiological pollution and solids pollution control to meet both the 2003 Clean Environment Commission Hearings recommendations and Manitoba Conservation Guidance and Priorities requirements. The Clean Environment Commission (CEC) recommended that the City of Winnipeg shorten the time to complete the CSO mitigation program by no later than 2028, and take immediate steps to instrument outfalls, adjust weirs, accelerate combined sewer replacement, advance pilot projects, and other reasonable measures to reduce overflows.

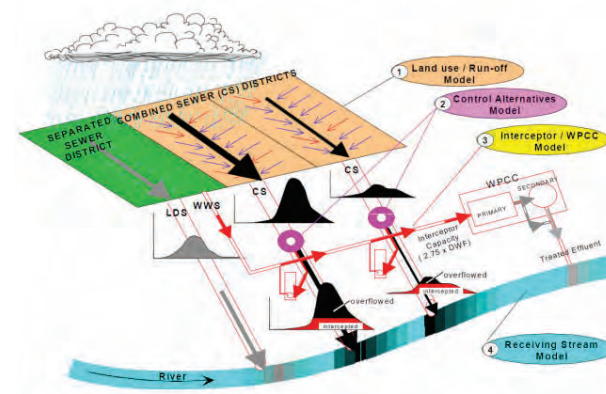
Combined sewer overflows (CSOs) relate to both:

- > microbiological water quality, i.e., E. Coli and Fecal coliforms, and
- > aesthetics, i.e., visual, odour and objectionable matter related to sewage such as Fat, Oil and Grease (FOG)

The Canada-wide Strategy for the Management of Municipal Wastewater Effluent document recommends CSO's be reduced or eliminated depending on site specific conditions, but acknowledges that Provinces can set a higher and more stringent standard. Local CSOs are fundamentally a public policy issue in terms of the level

of capture and treatment and should not be considered a significant public health issue. Combined sewer overflows represent roughly 1 to 2% of the city-wide wastewater that is lost on an annual basis. Combined sewer overflows occur at 79 overflow locations spread over a large area in the older parts of the city and represent less than 0.2% of the total Phosphorous and Nitrogen loadings into Lake Winnipeg. The City's current combined sewer overflow control plan is based on achieving a city-wide average of four overflows per year.

It is also anticipated that an Environment Act Licence will be issued in the future to limit the number and volume of wet weather induced overflows from wastewater sewers in separate or combined sewer districts. The mitigation options presented to the CEC in 2003 were estimated to cost between \$ 450M to \$1.5B. The Licence will dictate the timeframe, compliance requirements, and ultimately the overall program cost.



Source: TetrES Consultants Inc.

Separate and Combined Sewer Schematic

04-3d OTHER WATER QUALITY REGULATORY REQUIREMENTS

The City will continue to operate the Wastewater Pollution Control Centres (WPCCs) to comply with Federal Wastewater Systems Effluent Regulations and Provincial Environment Act Licences issued for each WPCC to protect aquatic life by controlling the following pollutants:

- > Carbonaceous Biological Oxygen Demand (cBOD)
- > Total Suspended Solids (TSS)
- > Ammonia (NH₃)

04-3e PROGRAM FUNDING

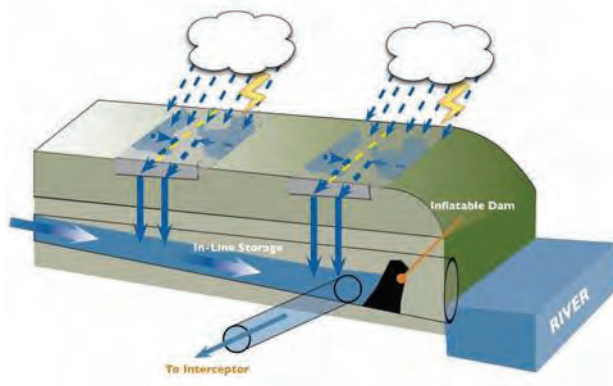
In August 2003, the Clean Environment Commission released their report on Winnipeg’s wastewater collection and treatment systems and recommended that the City be directly assisted by the Province of Manitoba to secure financial support for required upgrades. Ideally, each level of government would fund one-third of the total program cost. These regulatory driven upgrades to the wastewater collection and treatment systems can incur a significant cost burden exceeding \$2.0 B. To minimize rate impacts to customers and to maintain a competitive market to attract business to Winnipeg, it is essential that dialogue with the other levels of government be established to equitably share the burden of these costs.

04-4 MAXIMIZE OUR EXISTING WASTEWATER TREATMENT AND COLLECTION SYSTEM CAPACITY

04-4a CAPACITY MANAGEMENT OPERATIONS AND MAINTENANCE (CMOM)

The City will continue to strategically invest in the regional wastewater interceptor and local wastewater systems to ensure that they are safe, reliable, robust, cost-effective, and practicable. These investments have the potential of:

- > Reducing demands on non-renewal resources, (e.g., more efficient gas engines, chemicals for wastewater treatment process, etc.)
- > Reducing demands on electricity through the use of more energy efficient devices (e.g., pumps, lighting, temperature setbacks, gravity-based solutions for wastewater flows)
- > Lowering the green house gas (GHG) footprint of these facilities

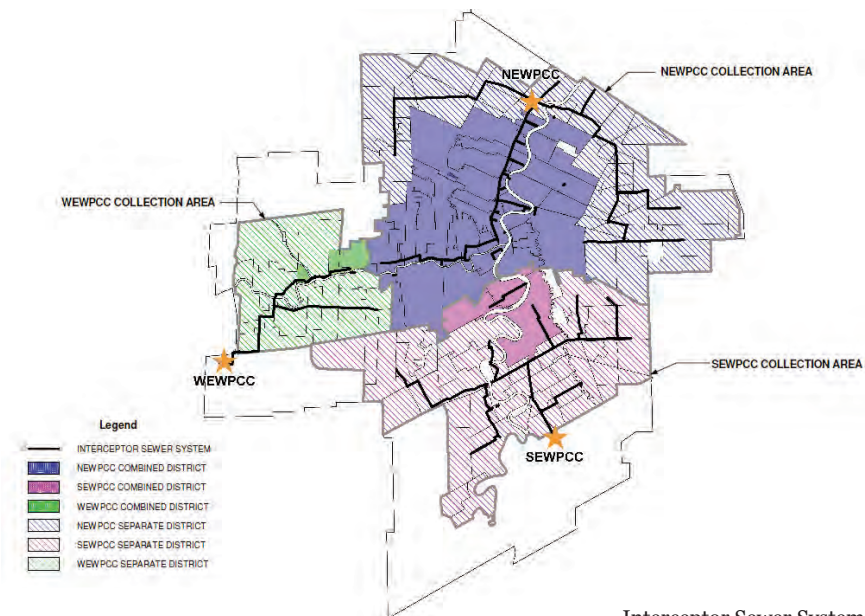


Source: TetrES/AECOM

CSO Control

The upgrades will generally include:

- > Reliability upgrades to our pumping stations
- > Expansion of regional sewers to service new developments - promoting contiguous development
- > Upgrades to existing infrastructure to support current and future developments, e.g., infill/densification of existing neighbourhoods.
- > Synchronize pumping operations with downstream sewer hydraulics and wastewater treatment unit operations and processes to maximize system capacity, especially under wet weather flow conditions
- > Investment in Supervisory Control and Data Acquisition (SCADA) technology to increase the efficiency of our operations



Interceptor Sewer System

04-4b CONTINUE OUR SEWER RENEWAL PROGRAM

It is important to keep the wastewater collection system in a “state of good repair” to minimize service disruptions and extraneous inflows which can take away capacity both in terms of hydraulic capacity within the collection system and treatment plant capacity. The current sewer renewal process is part of an ongoing program dedicated to the replacement and/or rehabilitation (i.e. relining and/or point repairs) of deteriorating sewer infrastructure.

The sewer renewal program will also continue to be integrated with the Basement Flooding Relief (BFR) and Combined Sewer Overflow (CSO) mitigation program to logically upsize system capacity where necessary in order to meet multiple needs, i.e., upgrades requirements to support growth and development, or remove bottlenecks.

04-4c INFLOW AND INFILTRATION (I&I) CROSS-CONNECTION INVESTIGATIONS

The City will continue with its Inflow and Infiltration program to improve the tightness of the wastewater sewer collection systems. The Water and Waste Department recently completed a study of the service area tributary to the SEWPCC and has identified a number of actions to reduce or eliminate extraneous inflows due to snowmelt and rainfall. The City will initiate studies in the catchment

areas tributary to the NEWPCC and WEWPCC to identify practicable site-specific source control methods to cost-effectively limit or eliminate extraneous inflows. Inflow and infiltration (I&I) control has potential to be a cost-effective method of reducing the amount of wastewater that needs to be treated. I&I control will also preserve the existing capacities effectively delaying or eliminating the need for expensive future upgrades to either the collection system or wastewater treatment facilities. The following are some initiatives that will be part of the I&I investigations:

- > Remove extraneous inflows where cost-effective and practicable:
- > Promote sump pump installations in areas developed prior to 1990. Sump pump requirements for new developments on a city-wide basis came into effect following the issuance of the 1990 sewer bylaw.
- > Enforce sump pump requirements in areas developed post 1990 to ensure that illicit discharges to wastewater sewers are curtailed
- > Reduce inflow and infiltration through cross-connections with land drainage sewers, incorrect grates on manholes and informal road or ditch drainage
- > Modify criteria for new developments relating to minimum lot size, placement of sump pump discharges, placement of manholes in pavement, ditches or grassed areas.

04-4d COST OF SERVICE RATES STUDY

The City will conduct an updated Cost of Service study to ensure rates are aligned with the current cost of delivering services to customer groups. The cost of service strategy will investigate demand management techniques on the wastewater side which will help to preserve existing capacity and/or free up new capacity. The rate study will review alternative rate structures including declining block, inclining block, uniform, seasonal rates, and winter cost averaging.

The City will also continue its involvement in the National Water and Wastewater Benchmarking Initiative to inform managers of public utilities on how well they are doing and how they compare to similar organizations. The benchmarking initiative helps to answer the most challenging question which is: “How can the utility get better at what it does?” including investing in current technology, training and upgrading the skills of staff and investing in practical research.

04-4e MISCELLANEOUS UPGRADES TO OUR WATER POLLUTION CONTROL CENTRES

Continue upgrading various components within the Water Pollution Control Centres; including raw sewer pump replacement, surgewell, discharge chamber, grit removal, upgrading external power supply, septage/ leachate receiving system, etc. at the North End Water Pollution Control Centre (NEWPPC) and reliability upgrades at the SEWPCC and WEWPCC (South and West End Water Pollution Control Centres, respectively) in order to improve the environmental and economic performance of these facilities.



NEWPPC Main Plant Dry Wells

04-5 INVESTIGATE AND STRATEGICALLY INVEST IN INNOVATIVE WASTEWATER TECHNOLOGIES

04-5a ENHANCE OUR SUSTAINABLE ASSET MANAGEMENT (SAM) INITIATIVES

Various projects in the wastewater utility utilize Sustainable Asset Management (SAM) principles and GIS technologies. Development of a comprehensive SAM strategy is required to define the goals and objectives of an effective system in order to provide a more efficient and sustainable wastewater utility. Asset management systems typically include the following:

- > System inventory - textual/numerical records, Geographical Information Systems (GIS), photos, and videos
- > Condition assessments
- > Deterioration curves
- > GAP analyses
- > Life cycles cost analyses

Restructuring of the Wastewater Utility's Geographic Information System (GIS) is required in order to more effectively take advantage of SAM technology.

04-5b WATER SENSITIVE URBAN DESIGN (WSUD)/GREEN TECHNOLOGIES

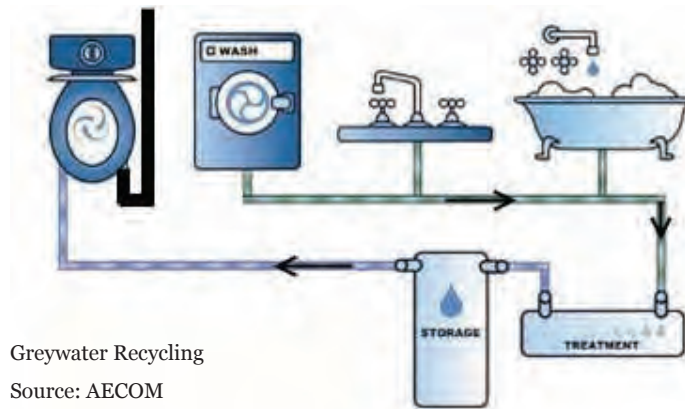
The Water and Waste Department will consider a number of naturalized solutions to supplement conventional strategies for limiting inflow into the collection system, including Water Sensitive Urban Design (WSUD)/Green Technology stormwater management techniques as described in Section 06, Stormwater Management and Flood Protection System. These solutions must be consistent with the definition of Sustainability which is a function of economics, protection of the public well-being, and protection of the environment.

04-5c EVALUATE WATER RECYCLING/REUSE TECHNOLOGIES

The City will also consider grey water recycling/reuse technologies which are also part of the water supply initiatives described previously. Water use efficiency has the potential to reduce hydraulic loads on existing infrastructure by reducing flows. This does not result in a reduction to the pollutant loads delivered to the wastewater treatment plants. Rather, it concentrates the pollutants in the wastewater stream.

The City will review the potential adaptation of home plumbing to support grey water recycling/reuse technologies with the following considerations:

- > Must be safe for public health, particularly in regards to possible cross-connection with the potable water supply
- > Comply with all building codes, regulations and by-laws
- > Be subject to inspections and enforcement.



05 SOLID WASTE MANAGEMENT

05-1 BACKGROUND

The City of Winnipeg is currently served by three major landfills: the Brady Road Landfill and two private landfill facilities located in the Rural Municipalities of Rosser and Richot. The City operates and maintains the Brady Road Landfill, a 790 hectare Class 1 waste disposal facility that opened in 1973 and currently holds approximately 8 million metric tonnes of waste. The landfill has active dumping areas for most non-hazardous residential and commercial waste, as well as stockpile areas for materials that can be recycled or reused, including scrap metal, automotive batteries, used tires, used propane tanks and used appliances. It is the only active landfill within city limits and is located south of the Perimeter Highway (PTH 100) between Brady Road and Waverley Street.

In addition to operating the Brady Road facility, the City's Solid Waste Management responsibilities include the environmental monitoring of the 34 closed landfills. The management of hazardous waste is under the jurisdiction of the Province.

The City will continue to contract out the delivery of some solid waste services to the private sector, but is ultimately responsible for ensuring that these services are delivered in a manner that is consistent with Provincial regulations. Within the current regulatory framework for managing solid waste the Province of Manitoba sets broad targets and objectives for waste reduction and/or diversion, enacts and enforces regulations, and issues approvals and licenses for waste management facilities.



Source: City of Winnipeg



Source: City of Winnipeg

05-1a THE REVENUE CHALLENGE

Current work on managing solid waste tends to focus on two key areas; setting long-range targets for waste diversion from landfill, and identifying both viable and sustainable program alternatives to achieve these goals. In the 1980's, a combination of heightened environmental awareness and diminishing landfill capacity highlighted the need to re-examine the way in which communities across North America managed their solid waste. Consequently, the process of setting waste diversion goals has become a common practice for solid waste management programs. At current disposal rates the remaining service life of the Brady Road Landfill is approximately 100 years.

Notwithstanding the projected life-span for the Brady Landfill, the City is committed to waste reduction and will explore new waste management technologies in an effort to divert as much solid waste from landfill disposal as practical; however, under existing conditions, the City managed Solid Waste system is faced with the significant challenge of generating sufficient revenue to realistically implement alternative waste management technologies.

The net cost of the City's waste diversion programs are funded by the Solid Waste Disposal Utility. Operating revenue for the City's Solid Waste Management Program is generated from a combination of municipal taxes, tipping fees, sales of recyclables, and in some cases, Provincial funding support. Tipping fees in and around

Winnipeg are among the lowest in Canada, largely due to the existing competitive market between the City's Brady Landfill and the two privately owned landfills in the Capital Region.

05-1b SUSTAINABLE WASTE MANAGEMENT PROGRAMS

As of July 1st, 2009, the Province of Manitoba has implemented a levy of \$10 per tonne of disposed waste to encourage sustainable waste management practices and to improve diversion activities such as recycling and composting. Under the Waste Reduction and Recycling Support (WRARS) levy, 80% of revenue will be returned to municipalities that have environmentally sustainable waste management programs – based on their recycling tonnage as reported to the Manitoba Product Stewardship Corporation (MPSC). The remaining 20% of the levy revenue is dedicated to programs for managing household hazardous waste and electronic waste. Based on findings from the 2007 MPSC Annual Report, the WRARS program, at current City of Winnipeg disposal and recycling rates, has a potential net benefit of more than \$2.0M to the City on an annual basis. The WRARS program is a key and timely financial incentive that may enable the City to explore alternative methods for reducing solid waste disposal to landfill.

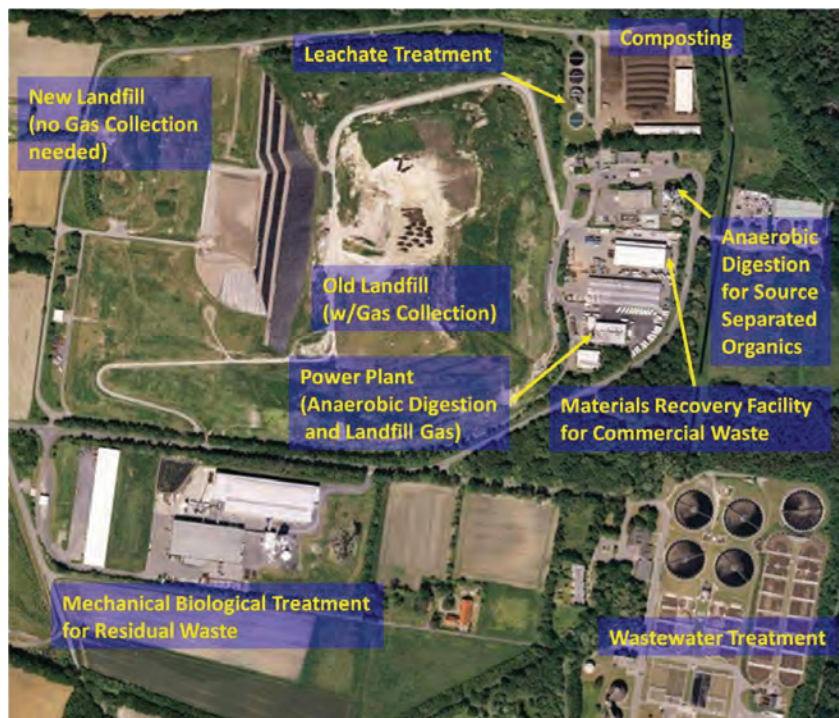
05-2 COMPREHENSIVE WASTE MANAGEMENT STRATEGY

There is a need to integrate and optimize the service level and efficiency of all facets of the solid waste management system, while minimizing environmental impacts. Carrying out a comprehensive waste management strategy would address these objectives. The beneficial outcome of this process would include for example, reduced GHG emissions and less reliance on landfilling. The elements included in such a strategy would include but not be limited to the following programs/opportunities.

05-2a RECYCLING

Consistent with Provincial regulations, the City of Winnipeg provides recycling services to residential locations with scheduled curb-side collection 50 times a year. Multi-family locations have the option of weekly cart or bin collection. City-owned public facilities such as swimming pools and community clubs are also eligible for this service. Collected recyclables are taken to a Material Recovery Facility (MRF) under contract to the City, where the recyclables are separated into the various material types and sold.

Currently, recycling at the residential level in Winnipeg has an 85% participation rate, which results in diverting approximately 45,000 tonnes of material from the waste landfill disposal stream. This tonnage is equivalent to approximately 17% of the waste stream. This rate of solid waste diversion falls short of many other Canadian municipalities who are now actively moving toward the ideal of Zero Waste by targeting 60+% diversion of solid waste, which necessarily includes the collection and processing of Source Separated Organics.



Source: AECOM

City of Munster, Germany

Recyclables collected by the City of Winnipeg include a standard list of 'blue box' material that includes:

- > plastic containers with a recycling triangle on the bottom, including all bottles, pails, tubs, and jugs
- > aluminum drink cans
- > steel (tin) food cans
- > milk and juice cartons
- > juice boxes
- > newspapers and inserts, flyers and junk mail
- > magazines, phone books, household paper, shredded paper and envelopes
- > cardboard egg cartons and paper tubes
- > flattened cardboard, no more than 1 metre in any direction, e.g., cereal, cracker, tissue, laundry,
- > shoe and packing boxes
- > glass jars and bottles (clear and coloured).

Other related waste minimization services include the Leaf-It depots, Chip-In depots, a back yard composting program (including a subsidy and education program for backyard composting units) and seven general use recycling depots around the City. Programs related to household hazardous waste and used oil recycling are provided by the Province of Manitoba.

The net cost to the City for the current recycling program is dependent on markets for recycled materials and the level of funding support received under Provincial regulation. Over the past 15 years, more than 700 million kilograms of eligible materials have been recycled through the Manitoba Product Stewardship Corporation (MPSC), which pays 80% of the net cost of the recycling service. However, the MPSC is scheduled to be replaced under the new Packaging and Printed Paper Stewardship Regulation on April 1, 2010. The operating name of the company responsible for administering the new Regulation is "Multi-Material Stewardship Manitoba (MMSM).

The introduction of MMSM marks a shift from a single regulatory body (the MPSC) to a Regulated Steward Responsibility model. Under the new Regulation the first importers, or first sellers of packaging— any part of a package or container that is comprised of glass, metal, paper, or plastic— and printed paper in Manitoba are required to register as product "stewards" who are responsible for organizing and supporting programs to recover those materials, including 80% of the net operating costs.

05-2b SOURCE SEPARATED ORGANICS

There is interest in the City to consider a solid waste system that includes a program for Source Separated Organics (SSO) as a means of diverting more solid waste from landfill which is estimated to make up to one-third to one-half of the total residential waste stream. SSO's consist of organic material (i.e. kitchen & food scraps, leaves, grass, etc.) with undesirable material removed and set out for curb-side collection as a separate residual waste stream. Key considerations for implementing a residential SSO program include the quantity and quality of available material, as well as collection, haul and processing methods.

Engineered Compost Systems (ECS)



ECS Composting



Gore System - Edmonton



Open Windrow & Bag Systems



ECS Enclosed Composting

Source: AECOM

05-2c RESOURCE RECOVERY OPPORTUNITIES

The City of Winnipeg is open to considering options for recovering energy and/or material resource value from solid waste destined for landfill disposal, including technology and processes related to thermal oxidization, carbonizing, aerobic digestion, pelletizing, and organic waste management.

05-2d METHANE GAS CAPTURE

Landfills generate methane gas as organic waste decomposes. Methane is widely recognized as a harmful greenhouse gas that contributes to global warming. National statistics indicate that 4% of total greenhouse gas emissions are generated by landfills. The City of Winnipeg has completed a feasibility study on the capture of gas generated from decomposing organics at the Brady Landfill and is considering uses for the recovered gas, for example, as an energy source to displace natural gas use or to produce electricity.

05-2e ORGANIC MATERIAL PROCESSING AND ENERGY RECOVERY

One strategy for managing organic waste is anaerobic digestion. With appropriate technology and facilities, Source Separated Organics can provide feedstock for renewable energy production and be a source of quality compost material. Related processing options include anaerobic digestion and aerobic composting. While

development near landfills is already a general concern due to odour problems, the odour concern associated with composting SSO waste, when managed properly, is mostly related to handling and storage issues as opposed to the composting process. The ultimate feasibility of implementing energy recapture via anaerobic digestion methods will require information on the relative gas yields of various materials, the cost of the related technology and markets for related outputs.

05-2f MANAGE THE DISPOSAL OF CONSTRUCTION AND DEMOLITION WASTE

Waste management industries are becoming more sensitive to disposal practices for construction and demolition (C&D) waste. Public awareness of waste reduction and recycling in many other jurisdictions has increased to a level where public policy is mandating waste diversion for both public and private construction and demolition activities. Consequently, public agencies across North America have, or are in the process of developing regulations to facilitate waste diversion at the project proposal stage. Furthermore, the U.S. Green Building Council's LEED rating system's credit structure provides incentives to reduce waste in "green building" design and construction.

With a projected minimum 100-year land supply at the Brady Landfill (at current disposal rates), the City

of Winnipeg is not anticipating a shortage of landfill space for solid waste disposal for the foreseeable future. However, the city's population is projected to increase by more than 180,000 people by 2031 and it is anticipated that more than 83,000 dwelling units will be required during this period in order to accommodate growth. Given the development requirements associated with these growth projections, there is potential for a substantial increase in C&D waste, which unless controlled will occupy more space in landfills and may result in increased emissions from haul vehicles.

Even in the absence of efforts aimed at monitoring and controlling C&D waste, other factors such as increases in tipping fees, declines in the number of available C&D landfills, and more rigorous standards for new landfill design, all suggest landfill disposal of C&D waste will be subject to more regulation in the future. Given these considerations, the City plans to encourage all local contractors to meet Green Building standards related to construction and demolition waste minimization, which includes both reusing construction materials and recycling of C&D waste.

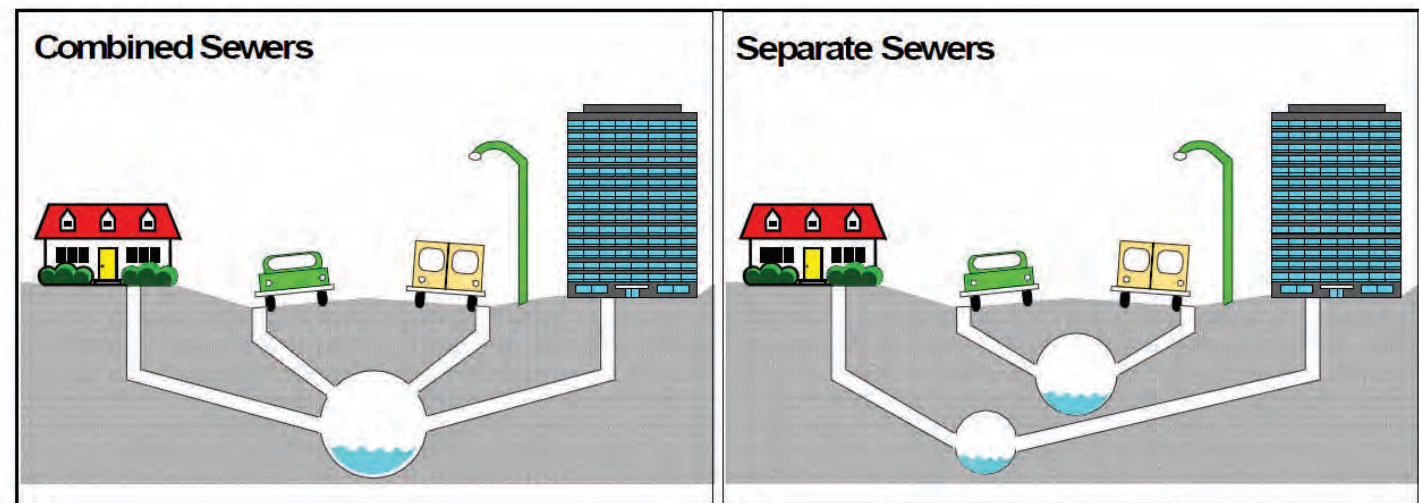
06 STORMWATER MANAGEMENT AND FLOOD PROTECTION SYSTEM

On average approximately half of rainfall that falls to the ground produces runoff within an urban setting. The remaining half is retained on or below pervious surfaces such as grass or other natural ground cover or detained on impervious surfaces such as concrete that has no connection to a drainage outlet. Runoff is typically collected and conveyed in street gutters or ditches and enters the collection system through street inlets (catchbasins), ditch inlets or manholes.

The City of Winnipeg's urban land drainage system consists of two main types:

- > Combined Sewer and
- > Separate Land Drainage Sewer.

Approximately 30% of the developed land mass is served by combined sewer systems where runoff and domestic wastewater are collected in the same underground pipe. Separate land drainage sewers, as the name implies, convey stormwater in a sewer that is separate from the wastewater sewer system, which is also located within the street right-of-way. A wastewater interceptor system in our combined sewer system conveys domestic sewage to the City's wastewater pollution control centres during dry weather periods.



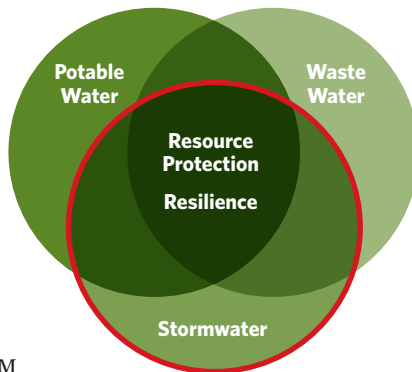
Source: City of Winnipeg

06-1 BACKGROUND

The City's flood protection system consists of a primary dike system that parallels our major rivers. During floods our flood pumping stations are used to dewater our combined sewer system following rainstorm events, while the City's separate land drainage system is isolated from the river by outfall gate structures. Major upstream flood control works such as the Red River Floodway and the Portage Diversion redirect a portion of floodwaters around or away from the City.

We have three primary challenges related to stormwater and flood protection systems:

- > Enhance our urban drainage systems to adequately protect people and property
- > Continue to improve and enhance our flood protection system to protect people and property in periods of high river levels
- > Promote strategies that reduce urban runoff in combined sewer areas to reduce the potential of basement flooding and to increase the capacity available in the pipes.



Source: AECOM



Source: PLAN NYC Rainbarrell Rainwater Harvesting



Source: Brac Systems Rainwater Harvesting



Source: Manitoba Hydro

Greenroof

06-2 ENHANCE AND MAINTAIN THE URBAN DRAINAGE AND FLOOD PROTECTION SYSTEM

06-2a MINIMIZING BASEMENT FLOODING

The City will continue to improve and enhance our flood protection system to better respond to increased frequency of high river levels.

The City will continue with its basement flooding relief program which is intended to enhance the sewer capacity in our existing combined sewer areas and our older separate sewer areas to protect homes and businesses from damage resulting from sewer backups.

There are 42 Combined Sewer Districts in the city. Approximately 28 of them have been relieved in some form or another to a five-year storm level. The City has initiated a study that will determine the next areas of priority. This initiative will also coordinate with the Combined Sewer Overflow Mitigation Strategy to reduce the number of overflows to the river.

06-2b IMPROVING REGIONAL FLOOD PROTECTION

The “Flood of the Century” in 1997 has resulted in a number of improvements in the City’s overall flood protection system. The Red River Floodway has since been expanded and bridges raised to allow the system to safely pass larger floods.

The 1997 flood, while an infrequent flood, demonstrated the need to develop an improved Flood Manual that defines what needs to be done for a wide range of floods and hydraulic conditions. In 2004, the City’s new interactive, GIS-based Flood Manual went operational. The Flood Manual is a ‘living’ document that is continually updated as our flood protection system is changed and knowledge gained from recent floods, i.e. 2005, 2006, and 2009 is incorporated into the document.

The City continues to improve the functionality of its outfall gate structures by adding flap gates to these structures. As of 2009, all outfall structures below 23.5ft James Avenue have been retrofitted.

The City continues to retrofit its flood pumping stations that were constructed following the 1950 flood. Significant improvements were made after 1993 in terms of power supply, ventilation for summer use and flood gate orientation. Additional retrofits are being made to mechanical and electrical systems.

06-2c IMPROVING FLOOD PROTECTION OUTSIDE OF PRIMARY DIKE SYSTEM

Since 1980, legislation was enacted to control development in the flood plain; however a lot of housing stock along the river predates this and the devastating 1950 flood. Historically, flood level has been 18ft James Avenue, and is the level where some homes begin to require sandbags. The recent floods have shown a need to raise our level of flood protection. City is actively assisting homeowners where economically feasible to raise their level of flood protection.

06-2d DRAINAGE SAFETY

In 1997, a young teenager was swept into an unprotected drainage inlet leading to one of the city's underground pipes and was drowned. As a result of that incident the City of Winnipeg has installed barriers on all its inlets to closed systems and monitors these inlet grates to ensure that they are functioning on an annual basis.

06-3 PROMOTE STRATEGIES TO REDUCE RUNOFF USING NATURAL AMENITIES

Stormwater Retention Basins and other retention/detention strategies such as street and parking lot storage have been used in the city over the last 40 plus years with good results. There is now a range of emerging “source control” strategies that have begun to be tested and installed across North America that reduce runoff with potential to enhance the ecological environment by reducing nutrient runoff to waterways.

06-3a WATER SENSITIVE URBAN DESIGN (WSUD)

Cities such as Toronto, Minneapolis, New York, Chicago, Seattle and Vancouver have begun integrating more natural, softer solutions on a broad scale into their planning and development, with encouraging results. A list of technologies adopted in other jurisdictions that may be applicable to Winnipeg include the following:

- > Greenroofs/Bluroofs
- > Vegetated Retention Cells
- > Vegetated Bio-retention/Infiltration Swales or Trenches
- > Modified Tree Pits with Stormwater Storage Capacity
- > Bio-retention Rain Gardens
- > Permeable Pavements

Within Winnipeg, there are a number of barriers that hinder our ability to adopt these “source control” technologies which are referred to in various forms as Water Sensitive Urban Design (WSUD)/Green Technologies, Low Impact Development (LID), or Best Management Practices (BMPs). The barriers include but

are not limited to issues resulting from our extreme winter climate, our clay soil conditions which inhibit natural infiltration into the soil, flat topography which can result in large areas being affected if these technologies fail and operational/traffic safety requirements such as the application of sand, salt and de-icing chemicals which can affect the long-term operation of these facilities.

Given these potential difficulties, the City will begin investigating opportunities used in other cold weather cities and adopt or adapt these technologies into our stormwater management framework where deemed to be cost effective and efficient. This may be done through a series of specific initiatives, which may include the establishment of a City task force charged with finding opportunities to pilot test these installations or through other means.



Source: Portland Green Streets



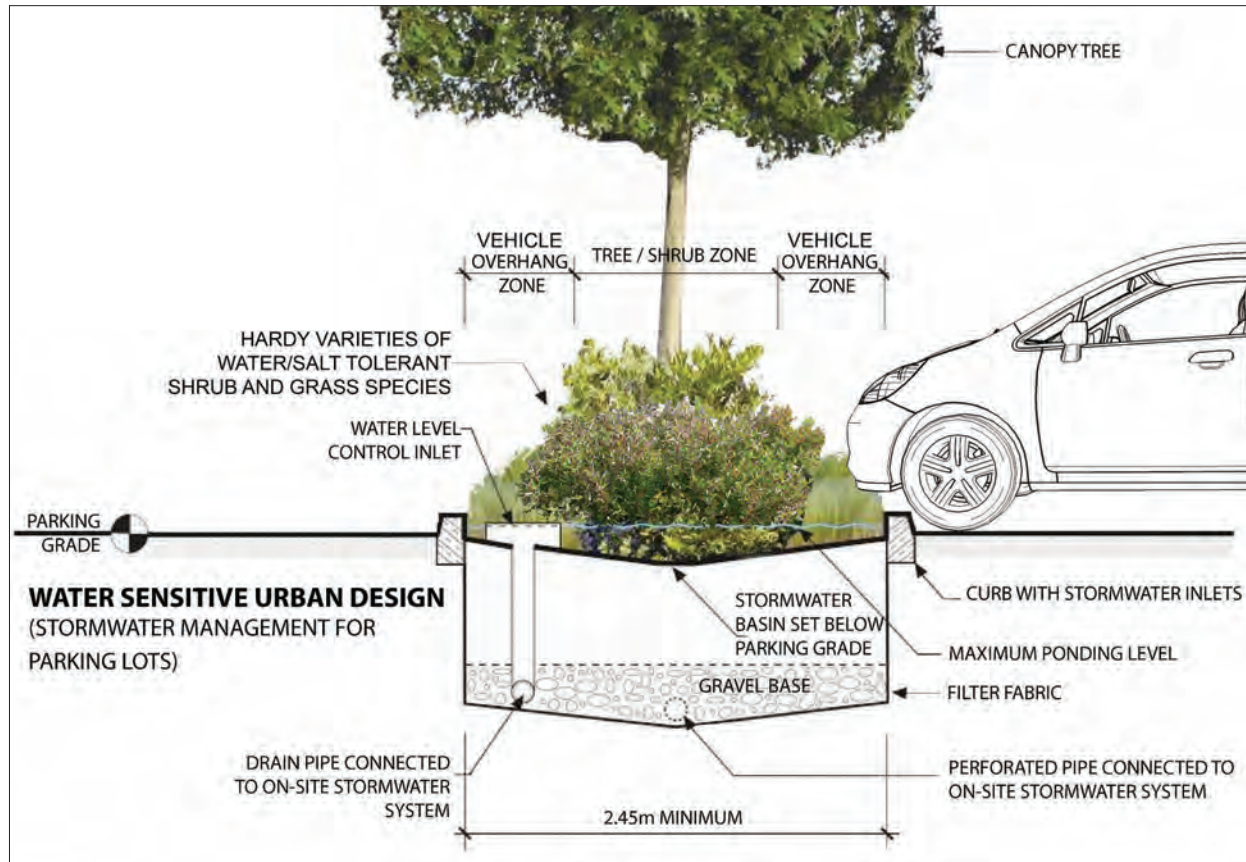
Source: Portland Green Streets



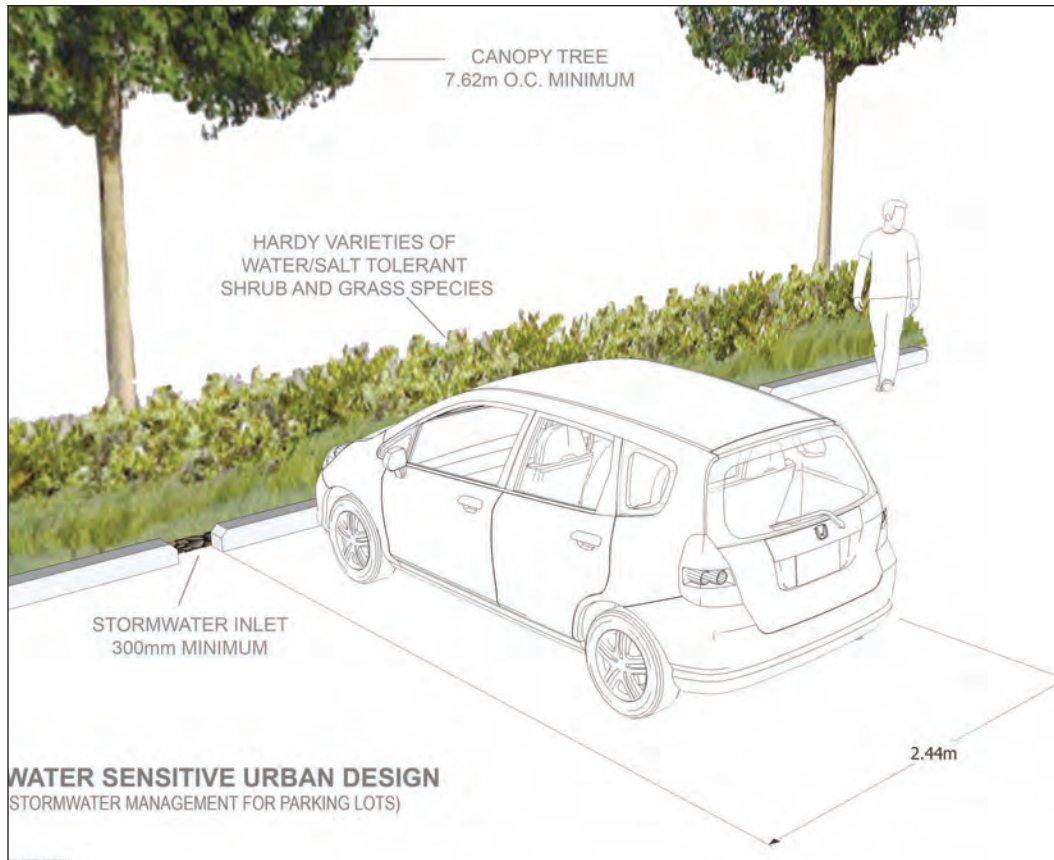
Source: AECOM



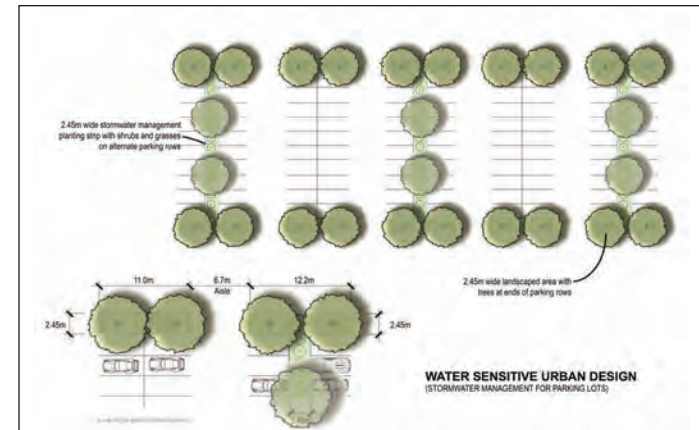
Source: PLAN NYC



Source: AECOM (adapted from PLAN NYC)



Source: AECOM (adapted from PLAN NYC)



Source: AECOM (adapted from PLAN NYC)



Source: PLAN NYC

06-3b STORMWATER RETENTION FACILITIES

The City will continue to promote the use of stormwater retention facilities as a cost effective alternative to pipe-only drainage systems. The city will also continue to consider alternative stormwater retention options such as multi-use storage elements that are incorporated into recreational facilities such as soccer fields or baseball diamonds.

06-4 WATER QUALITY AND SUSTAINABILITY

06-4a PRESERVING NATURAL STREAMS AND CONSTRUCTED DRAINAGE SYSTEMS

The City will continue to preserve its close to 200 km of primary waterways such as the Red, Assiniboine, Seine and La Salle Rivers as well as its close to 50 km of secondary waterways such as Bunn's Creek, Omand's Creek, Sturgeon Creek and Truro Creek.

06-4b ENCOURAGE THE USE OF CONSTRUCTED WETLANDS

The City will continue to support the use of more naturalized facilities. These constructed wetlands have shown to improve the water quality, reduce maintenance costs while at the same time increasing bio-diversity around these facilities. In the past five years nearly half of all stormwater basins have been built with a wetland type of shoreline environment. These naturalized basins have been shown to be less attractive to geese.



Source: LADCO

07 CAPITAL REGION SERVICE SHARING STRATEGY

07-1 INTER-JURISDICTIONAL COOPERATION

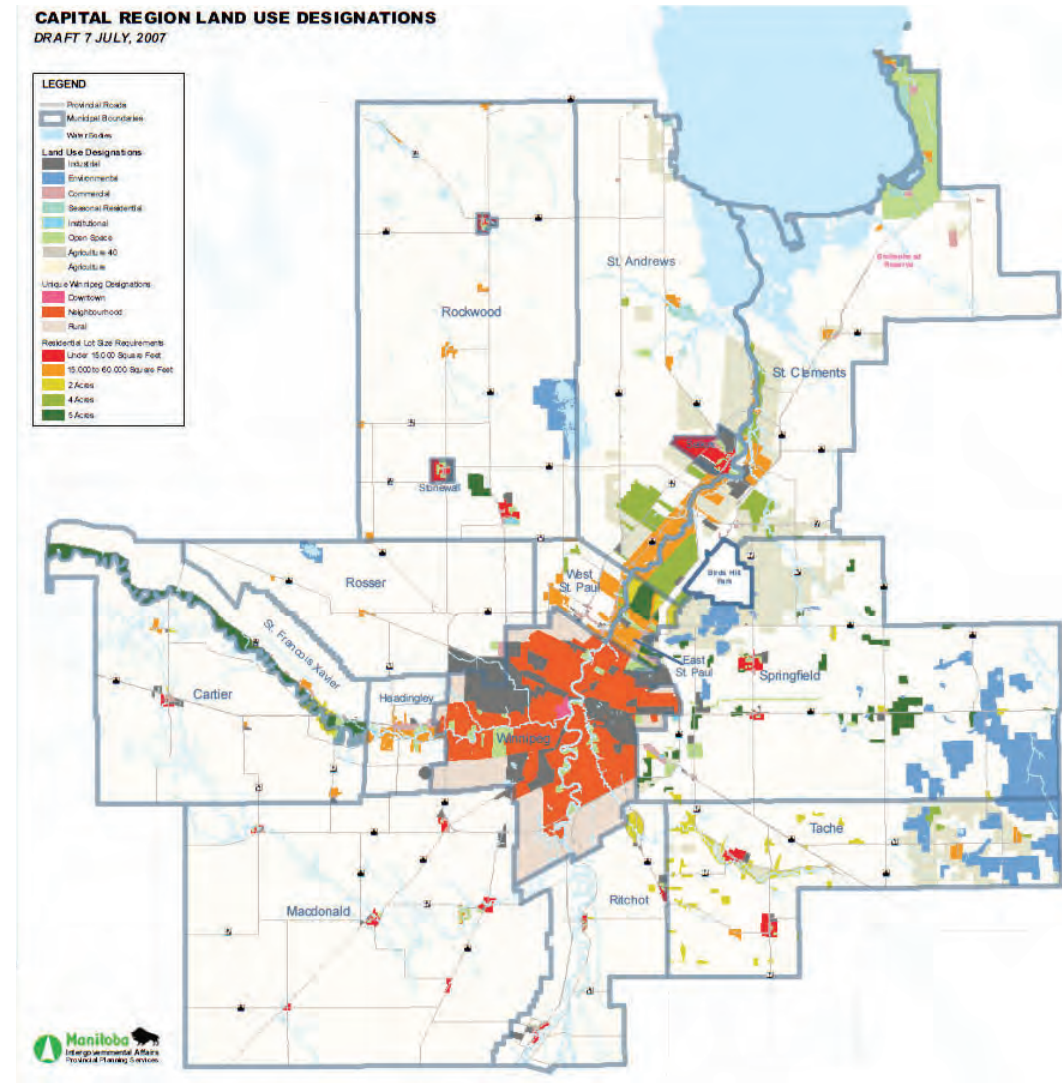
The City will collaborate with the Province, Capital Region Rural Municipalities, Towns and Cities interested in service sharing. The purpose will be to determine realistic approaches to joint planning, service sharing and revenue sharing, in the context of the application of higher level servicing standards and “Green Technologies” related to water, wastewater and stormwater infrastructure, and solid waste management. In this context, any service sharing agreements would have to be in accordance with policies adopted by City Council.

The current City policy includes the following guiding principles for service sharing agreements:

- > Are government to government.
- > Are consistent with the City’s existing and future capacity to provide the service.
- > Are founded on a strong business case to ensure the efficient delivery of the service in the region.
- > Incorporate a joint planning agreement to manage development and related environmental concerns.
- > Include a provision for revenue sharing so that both the City and the partnering municipality share the costs and benefits associated with the delivery of the service.

07-2 CAPITAL REGION SERVICE SHARING DIRECTION

Service sharing agreements to maximize the existing and future capacities of water and wastewater, and land drainage infrastructure, as well as solid waste management systems should be made consistent with new Provincial Land Use Policies and any current or future direction established by City Council.



Source: Province of Manitoba

08 SUPPORTING POLICIES AND STRATEGIES

The implementation of this plan will require action or cooperation by many people including elected officials, public authorities that serve the City, Provincial authorities that serve the Province as a whole, business leaders, and ordinary citizens. Below we have outlined the critical policies that should form part of the OurWinnipeg Plan in order to bridge the gap between realizing the long-term benefits of the proposed plan and the need for immediate progress or perceived progress by the citizenry.

08-1 WATER SUPPLY SUPPORTING POLICIES

POLICY 1

ENHANCE PUBLIC HEALTH BY PROTECTING AND MANAGING POTABLE WATER SUPPLY AND SOURCE

- > Monitoring and protecting the quality of water to ensure it meets or exceeds the Canadian Drinking Water Quality Guidelines including but not limited to, maintaining and upgrading if necessary the water treatment works
- > Maintaining and investing in the infrastructure necessary to sustain water supply, storage, pumping, and distribution with funding generated through the distribution costs to users in the rate structure
- > Requesting stakeholders and other jurisdictions to comply with the watershed management plan to protect the Shoal Lake catchment area including the provision of a thorough environmental assessment
- > Taking appropriate measures to protect desirable alternative drinking water sources including potential water and water recycling/reuse sources to add to the water supply portfolio

- > Adopting demand management and efficiency measures such as water conservation, to keep the consumption levels within the capacity of the aqueduct and to allow adequate revenue to allow ongoing maintenance and upgrading of water infrastructure
- > Collaborate with stakeholders to support the adoption and enforcement of regulations and guidelines that reduce the consumption of Winnipeg's water resources
- > Conduct ongoing energy efficiency audits consistent with the City's energy management plan in relation to energy inputs required for treating, pumping and distributing potable water

POLICY 2

GUIDE THE DEVELOPMENT OF NEW AND EXISTING RESIDENTIAL AREAS

- > Incorporate sustainable neighbourhood design principles promoting water efficiency and innovative wastewater recycling technologies such as rainwater harvesting and grey water recycling/reuse systems.

08-2 WASTEWATER SYSTEM SUPPORTING POLICIES

POLICY 1 PROVIDE WASTEWATER MANAGEMENT

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

08-3 SOLID WASTE MANAGEMENT SUPPORTING POLICIES

POLICY 1

ENSURE ENVIRONMENTALLY SOUND, EFFICIENT, COST EFFECTIVE AND SUSTAINABLE SOLID WASTE COLLECTION, DISPOSAL AND RESOURCE RECOVERY.

- > Prepare a comprehensive Waste Management Strategy
- > Evaluate alternatives for sustainable system financing

POLICY 2

INVESTIGATE PROMISING, COST EFFECTIVE, EFFICIENT ALTERNATIVE WASTE DIVERSION TECHNOLOGIES, FOLLOWED BY PILOTING AND OPTIMIZING PROGRAMS THAT HAVE BEEN SELECTED FOR IMPLEMENTATION.

- > The City will continue the residential recycling program and will examine efficiencies and improvements to service levels, collection and processing technologies.
- > The City will examine options for a Source Separated Organics collection and processing program at the residential level to increase waste diversion and reduce the amount of waste requiring landfilling at the Brady Landfill.
- > The City will support work by stakeholders (food establishments, food processors, retailers and residents) to promote and educate the public on Source Separated Organics.
- > The City will work with stakeholders to set objectives and targets for the diversion of organics from the residential solid waste stream.
- > The City requires Source Separated Organics processing facilities as part of this strategy. The desired result is to divert organic material from the solid waste stream and to enable the processing of organic waste material for resource recovery.

POLICY 3
THE CITY WILL SEEK TO EVALUATE PROGRAMS FOR CAPTURING AND/OR PRODUCING ENERGY FROM ORGANIC WASTE.

- > The City will take steps toward evaluating one or more alternative waste technologies to reuse and/or capture energy from organic waste to maximize the safe, cost-effective extraction of useful energy from its organic waste streams and minimize the methane and carbon dioxide emissions associated with organic waste. The evaluation process will consider the financial, social and environmental impacts for organics transportation and processing.

POLICY 4
WORK IN PARTNERSHIP WITH INDUSTRY STAKEHOLDERS TO CONSTRUCTION AND DEMOLITION WASTE IN A MANNER THAT WILL HELP TO PROTECT OUR ENVIRONMENT BY REDUCING OUR DEPENDENCY ON LAND BURIAL.

POLICY 5
SUPPORT WORK BY THE PROVINCE IN DEVELOPING AND IMPLEMENTING STRATEGIES TO DEAL WITH HAZARDOUS AND SPECIAL WASTES

POLICY 6:
CONTINUE MONITORING AND RESTORATION OF LANDFILL SITES

- > Monitor active and closed landfills and undertake measures necessary to mitigate harmful by-products of waste decomposition
- > Restore completed landfills for recreational or other appropriate uses

08-4 STORMWATER MANAGEMENT AND FLOOD PROTECTION SUPPORTING POLICIES

POLICY 1

URBAN DENSIFICATION

- > Prepare urban design/streetscape standards for Downtown addressing street furnishings, sustainable landscaping and other urban design elements, particularly related to Water Sensitive Urban Design (WSUD)/Green Technology Source Control stormwater management using elements such as green roofs, pocket parks, vegetated bio-retention ditches or swales, bio-retention cells, modified tree pits, rain gardens, permeable paving etc.

POLICY 2

MANAGE NEIGHBOURHOOD TRAFFIC/TRAFFIC CALMING

- > Undertake streetscape improvements to create high quality public spaces through inclusion of tree planting and landscaping, pedestrian scale lighting, good quality street furnishings and decorative paving and through design approaches that reduce the impacts of parking and public utilities on the quality of the pedestrian environment while also providing opportunities for Water Sensitive Urban Design (WSUD)/Green Technology Source Control stormwater management.

POLICY 3

GREEN STREETS/STREET DESIGN GUIDELINES REVIEW

- > Support opportunities to retrofit streets for Water Sensitive Urban Design (WSUD)/Green Technology Source Control stormwater management such as vegetated/bio-retention swales, bio-retention cells, modified tree pits, rain gardens, etc.

POLICY 4

GREENING OF PARKING LOTS

- > Support opportunities to reduce parking requirements and convert existing at-grade parking to green space that incorporates a number of Water Sensitive Urban Design (WSUD)/Green Technology Source Control stormwater management technologies. The addition of trees and landscaping in parking lots offers a feasible and perhaps cost-effective means for the private sector to work with the City in reducing stormwater runoff and decreasing combined sewer overflow (CSO) events in combined sewer areas. Stormwater retention or detention could slow down the rate at which water enters the sewer system; enabling the combined sewers or land drainage sewers to function at a much higher level of service with respect to protecting the adjacent buildings from basement or overland flooding. This also allows the City to treat more of the combined sewer flows entering the underground system by not allowing it to overflow into our rivers.

POLICY 5
GUIDE THE DEVELOPMENT OF NEW AND EXISTING RESIDENTIAL AREAS

- > Encourage the incorporation of sustainable neighbourhood design principles such as Water Sensitive Urban Design (WSUD) approaches when planning and building new neighbourhoods and redeveloping older neighbourhoods.

POLICY 6
PROVIDE LAND DRAINAGE/STORMWATER MANAGEMENT AND FLOOD PROTECTION

- > Ensure that building codes and development practices take into full account protection against major storms and regional flooding
- > Preserve natural streams and constructed drainage systems in urban areas
- > Require development of stormwater retention basin facilities such as constructed wetlands within residential communities as cost-effective alternatives to pipe-only systems with an emphasis on aesthetics and public accessibility
- > Minimize basement flooding at the one in five-year level or better if economically feasible through continued construction of relief sewers; and

- > Maximize regional flood protection for Winnipeg by cooperating and actively pursuing with other levels of government, agreements for technical, administrative and financial assistance.
- > Encourage new development to incorporate Water Sensitive Urban Design (WSUD) best-practices into the siting and design of neighbourhoods and buildings to reduce stormwater run-off and enhance water conservation
- > Design, arrange and locate new infrastructure and buildings to mitigate impacts upon the civic water system
- > Manage and integrate natural wetlands into new and existing developments as key assets in Winnipeg’s ecological network
- > Redevelop and adjust maintenance regimes for existing stormwater retention basins to incorporate native wetland vegetation

08-5 SUSTAINABLE ASSET MANAGEMENT STRATEGIES

POLICY 1

PROVIDE SOUND MUNICIPAL MANAGEMENT FOR INFRASTRUCTURE WORKS

- > Implement life-cycle full-cost-of-service funding of capital projects
- > Manage investments in physical assets including infrastructure, fleet, and facilities to ensure sustainable and effective procurement, maintenance, replacement and disposal
- > Introduce a common framework for sustainable asset management (SAM) across all City-owned infrastructure

POLICY 2

COMMIT TO THE PROACTIVE MAINTENANCE AND RENEWAL OF EXISTING INFRASTRUCTURE

- > Implement a proactive program of assessment and renewal of infrastructure in order to maintain the capacity of existing infrastructure systems
- > Minimize deferred maintenance by taking into account the impact on the infrastructure life expectancy and life cycle when making maintenance decisions
- > Apply advanced techniques, new technology, best practices, better materials, and innovative products in all infrastructure renewal, rehabilitation, construction, and preventive maintenance programs to maximize return on investment

POLICY 3

INVEST STRATEGICALLY IN NEW INFRASTRUCTURE

- > Weigh the lifecycle implications of any proposed investment in new infrastructure, recognizing the economic, environmental, and social benefits and costs to the community associated with its development, operation and disposal
- > Understand the impacts of traditional and non-traditional financing and procurement options on the long-term viability of new infrastructure

POLICY 4

BENCHMARK PERFORMANCE TO SUPPORT CONTINUOUS IMPROVEMENT

- > Introduce metrics capable of monitoring the economic, environmental and social performance of infrastructure over time
- > Ensure consistency in measurement and reporting so that performance be benchmarked across assets and over time
- > Establish operating thresholds reflecting acceptable levels of service relative to each metric
- > Develop improvement strategies targeted at resolving noted underperformance in a cost-effective sustainable manner

GLOSSARY

ANAEROBIC DIGESTION

A biological decomposition of organic material by microorganisms in the absence of oxygen resulting in the production of gas principally composed of methane and carbon dioxide.

BENCHMARKING

The search for industry best practices which lead to superior performance.

BIO-RETENTION

A storm water control and water quality practice that utilizes landscaping and soils to treat urban stormwater runoff by collecting it in shallow depressions, before filtering through a fabricated planting soil media.

BIO-RETENTION SWALES

Also known as Vegetated Swales, these are landscape elements, frequently on roadsides, designed to remove silt and pollution from surface runoff water. They consist of a swaled drainage course with gently sloping sides (less than six percent) and filled with vegetation, compost and/or riprap. The water's flow path, along the wide and shallow ditch, is designed to maximize the time that water spends in the swale. This aids in trapping pollutants and silt. Bio-retention swales may have meandering or straight-line channel alignment depending on site. Biological factors also contribute to the breakdown of certain pollutants.

BIOSOLIDS

Also referred to as treated sludge, biosolids are a by-product of domestic and commercial sewage and wastewater treatment. During treatment, bacteria and other microorganisms break down components in wastewater to simpler and more stable forms of organic matter. Non-organic matter also settles into sludge. This sludge is treated to reduce pathogens and vectors which can then be safely recycled and applied as fertilizer to sustainably improve and maintain productive soils and stimulate plant growth.

BLUEROOFS

Also known as rooftop detention, a blue roof allows temporary ponding and gradual release of stormwater falling directly onto flat roof surfaces by incorporating controlled-flow roof drains into building design.

CARBONIZING

The conversion of an organic substance into carbon or a carbon-containing residue through pyrolysis. The resulting product is used for fuel.

CATHODIC PROTECTION

A technique used with watermains to control the corrosion of metal surfaces and their corresponding metal fittings by making it work as a cathode in an electrochemical cell. This is usually achieved by placing in contact with the metal to be protected another more easily corroding metal to act as the anode. A significant percentage of Winnipeg's watermains consist of cast iron and ductile iron waterlines. Soil conditions in Winnipeg also create some of the most corrosive conditions in the world. Cathodic protection helps to extend the service life of these waterlines.

COLLECTION

The process of loading solid wastes from residences, businesses or other collection points into a vehicle and transporting them to a processing, transfer or disposal site.

COMPOST

The result of composting, it is a combination of decomposed plant and animal materials and other organic materials that are being decomposed largely through aerobic decomposition into a rich black soil. Compost, also called humus, is a soil conditioner and in some instances is used as a fertilizer.

COMPOSTING

Biological decomposition of organic materials by bacteria, fungi, and other organisms into a soil-like product.

CONDITION ASSESSMENTS

Used to determine the physical condition of the asset or plant on buried linear underground infrastructure such as sewers and watermains. Condition assessments seek to locate and characterize specific defects or inadequacies in the pipe system or structure and sets the basis for selecting and implementing specific rehabilitation measures to reduce infiltration and inflow (I&I) or system leakage.

CONSTRUCTED WETLANDS

Intentionally developed in non-wetland areas to replicate the shoreline of natural wetlands. A by-product of a constructed wetland is its nutrient uptake and improved water quality.

CSO'S - COMBINED SEWER OVERFLOWS

The discharge of wastewater and stormwater from a combined sewer system directly into a river, stream, or lake. Overflow frequency and duration varies both from system to system, and from outfall to outfall, within a single combined sewer system. Some CSO outfalls discharge infrequently, while others activate nearly every time it rains. During heavy rainfall when the stormwater exceeds the sanitary flow, the CSO is diluted.

DEMAND MANAGEMENT

The management of current and future demands for water, including reclaimed water by altering the net consumption or timing or place of use. Demand management deploys various techniques for conserving water and improving the efficient use of water by end users. Demand management or strategic load management complements supply management by reducing peak demand that affect the total capacity requirements of the treatment and distribution system.

DIVERSION

Changing the destination of waste material from landfills or incineration to recycling, composting or reuse.

DUALFLUSH TOILETS

Toilets that provide two buttons for flushing, giving you the option to use 6 litres or less per flush. These high efficiency toilets will help to conserve water.

GIS (GEOGRAPHIC INFORMATION SYSTEM)

A computerized mapping system that captures, stores, analyzes, manages and presents data.

GREENROOF

Sometimes called an eco-roof, a rooftop that is covered with vegetation. Greenroof systems can either be Extensive Gardens or Intensive Gardens. Extensive Gardens have thinner soil depths and require less management and less structural support than intensive gardens. They do not require artificial irrigation. Plants chosen for these gardens are low-maintenance, hardy species that do not have demanding habitat requirements. The goal of an extensive planting design is to have a self-sustaining plant community. Not generally appropriate for Winnipeg's climate. Intensive Gardens have thicker soil depths and generally require more management and artificial irrigation systems. The plants chosen for these gardens must thrive in the specific roof environment they inhabit. Intensive gardens are heavier than extensive gardens, requiring more structural support.

GREYWATER

Wastewater from bathing and washing facilities that does not contain concentrated human waste (i.e., flush water from toilets) or food waste (i.e., kitchen sink, food waste grinders). Examples include bath and shower water, hand wash water and laundry washwater. Greywater typically contains high concentrations of salts and minerals from detergents and soaps. If powdered laundry detergents and brine type water softeners are used, increased concentrations of sodium can be expected in the greywater.

LEED - LEADERSHIP IN ENERGY AND ENVIRONMENTAL DESIGN GREEN BUILDING RATING SYSTEM

Developed by the U.S. Green Building Council (USGBC) and introduced in 1998, the LEED Green Building Rating System is a set of standards used to measure the extent of green building and development practices in environmentally sustainable construction. Certification is based on a total point score attained, which corresponds with four different levels: LEED certified, silver, gold, and platinum. Since its inception in 1998, LEED has grown to encompass more than 14,000 projects in the United States and 30 countries.

For more info see Canada Green Building Council website at: www.cagbc.org/leed/what/index.php

LIFE-CYCLE COST ANALYSIS

A method for assessing the total cost of facility/ infrastructure ownership. It takes into account all costs of acquiring, owning and disposing of the system initial capital cost and long-term operating costs.

LOW-IMPACT DESIGN (LID)

A comprehensive stormwater management and site-design technique. Within the LID framework, the goal of any construction project is to design a hydrologically functional site that mimics predevelopment conditions. This is achieved by using design techniques that infiltrate, filter, evaporate, and store runoff close to its source. Rather than rely on costly large-scale conveyance and treatment systems, LID addresses stormwater through a variety of small, cost-effective landscape features located on-site. LID is a versatile approach that can be applied to new development, urban retrofits, and revitalization projects. This design approach incorporates strategic planning with micro-management techniques to achieve environmental protection goals while still allowing for development or infrastructure rehabilitation to occur.

MATERIALS RECOVERY FACILITY (MRF)

A facility for sorting recyclables by manual or mechanical means. Some MRFs are designed to separate recyclables from mixed municipal solid waste. MRFs then bale and ship the recovered materials to markets.

**NATIONAL WATER AND WASTEWATER
BENCHMARKING INITIATIVE**

Developed in response to a need for Canadian municipal water and wastewater utilities to measure, track and report on their utility performance. While fundamentally a high level metric benchmarking process, it has developed into a network and information base for Canada's most progressive municipal utilities.

NON-REVENUE WATER LOSS

Water that has been produced and is "lost" before it reaches the user. Losses can be real losses through leaks through the pipe walls or joints/gaskets, usually referred to as physical losses. There can also be apparent losses, such as through theft or metering inaccuracies. High levels of non-revenue water loss are detrimental to the financial viability of water utilities. It is typically measured on a percentage basis, as the volume of water lost relative to the net water produced. This is the primary driver in ensuring that the distribution system is kept in a state-of-good-repair.

NUTRIENTS

The principal nutrients are nitrogen and phosphorus in various forms. Other inorganic constituents are also nutrients. When discharged to water bodies, nutrients can stimulate the growth of undesirable aquatic plant life. Reduction of phosphorous is known to be effective in reducing eutrophication which is associated with blooms of blue-green algae in Lake Winnipeg. It is the City's position that the reduction of nitrogen will have no benefit to Lake Winnipeg.

Nutrients when applied to land in excessive amounts can lead to surface runoff into adjacent water bodies or groundwater contamination. The City's bio-solids management program will be modified to comply with Manitoba's new Nutrient Management Regulation which will require agronomic land application rates of nitrogen and phosphorous and will also preclude winter spreading of bio-solids.

PELLETIZING

The process of compressing or moulding of a product into the shape of a pellet. If used for organics, the result is a fuel product.

PERMEABLE (OR POROUS) PAVEMENT

Pavements comprised of materials which facilitate infiltration of rainwater and transfer to the underlying subsoil. Use of these pavements must use appropriate precautions in design and maintenance in cold weather climates such as Winnipeg. Winnipeg's clay subsoil conditions also require engineered subgrade and underdrain systems for these pavements to remain viable over the long-term.

RAIN GARDEN (VEGETATED INFILTRATION BASIN)

A planted depression that allows rainwater runoff from impervious urban surfaces, such as roofs, driveways, walkways and compacted lawn areas, the opportunity to be absorbed. A rain garden simply requires an area where water can collect and infiltrate, plants to maintain infiltration rates, diverse microbial communities and water holding capacity. Evapotranspiration by growing plants accelerates soil drying between storms. Rain gardens reduce runoff by allowing rainwater to soak into the ground as opposed to flowing to storm drains and surface waters. Rain gardens can reduce erosion, water pollution and flooding as well as serving to recharge groundwater, depending on the infiltration rates of the underlying subsoil.

RAINWATER HARVESTING

The collection of rainwater from building downspouts into above or below ground vessels which can be used for irrigation.

RECLAIMED (RECYCLED) WATER

Municipal wastewater that has been through various treatment processes to meet specific water quality criteria with the intent of being used in a beneficial manner (e.g., irrigation). The term recycled water is used synonymously with reclaimed water.

RECYCLABLES

Items that can be reprocessed into feedstock for new products. Common examples are paper, glass, aluminum, steel, corrugated cardboard and plastic containers.

RECYCLING

The process of transforming waste materials into raw materials for manufacturing new products, which may or may not be similar to the original product.

RESIDENTIAL FIRE PROTECTION SPRINKLERS

Automatic sprinkler systems that activate independently based on a temperature setting of approximately 74 degrees Celsius (165 degrees Fahrenheit). Usually only one sprinkler is activated to extinguish or limit a fire within a room. They release between 30-90 litres of water per minute. Residential sprinkler systems may reduce the needed fire flow capacity in a residential area by as much as 50% which may reduce the overall cost of the distribution system since much of the watermain flow capacity is governed by the needed fire flow capacity.

SHOAL LAKE WATERSHED MANAGEMENT PLAN (SLWMP)

A plan developed to help guide management of the Shoal Lake Watershed in achieving a sustainable balance among ecological, social and economic needs. It contains information that assesses the state of water and related resources, evaluates human impacts and influences and considers the needs and interests of watershed residents and resource users. It includes multiple jurisdictions including First Nation communities located on Shoal Lake, the Federal Government, the provinces of Ontario and Manitoba and the City of Winnipeg.

SOURCE SEPARATED ORGANICS

The separation of organic waste (fruit and vegetables scraps, yard waste, paper towels, coffee grinds, etc.) from the waste stream at the point of generation. The goal in many cases is to turn it into compost.

SOURCE SEPARATION

The segregation of specific materials at the point of generation for separate collection. Residents source separate recyclables from the waste stream as part of a curbside recycling program.

STORMWATER RETENTION BASIN (SRB)

A pond or man-made lake that retains stormwater after a rainfall event and then slowly releases the flow to downstream piping that eventually flows into streams, rivers and lakes.

SUMP PUMP AND SUMP PIT DRAINAGE SYSTEM

Includes a sump pit, sump pump and discharge hose. The sump pit, set into the basement floor, collects water from the weeping tiles around the basement. The pump pushes the water outside the house through the hose. The discharge from a sump pump could be a free source of water for garden plants.

THERMAL OXIDATION

Rapid oxidation or burning of combustible waste materials.

TIPPING FEE

A fee for unloading or dumping waste at a landfill, transfer station, incinerator or recycling, composting or other waste processing facility.

VEGETATED SWALES

See: Bio-retention Swales

WATER CONSERVATION

A strategy used by water utilities to optimize water supply capacity. Water conservation has been viewed historically as a standby or temporary measure that is utilized during times of drought or other emergency water shortages. This limited view is changing; utilities that have pioneered the use of water conservation have shown that it is a viable long-term supply option. Water conservation can also yield a number of benefits including reduced energy and chemical inputs for water treatment, downsized or postponed expansions of water facilities, and reduced costs and impacts on wastewater management. Common water conservation measures include customer education about water use, water efficient fixtures, water-efficient landscaping, metering, economic incentives, and water-use restriction programs.

WATER SENSITIVE URBAN DESIGN (WSUD)

A comprehensive strategy for conservation of water resources through reduction of water use, retention and treatment of wastewater and storm water.

WETLANDS

Areas that are inundated or saturated by surface or groundwater at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands include swamps, marshes, bogs and similar areas.

