



Complete Communities 2.0

An OurWinnipeg Direction Strategy



Introduction

What is the Complete Communities Direction Strategy?

The Complete Communities Direction Strategy is the City of Winnipeg's land use strategy. It guides its physical growth and development today and as envisioned in the future.

- It provides a 25 year vision for land use and development in the City of Winnipeg.
- It provides broad policy direction for all areas of the city.
- It is adopted as by-law by Council.



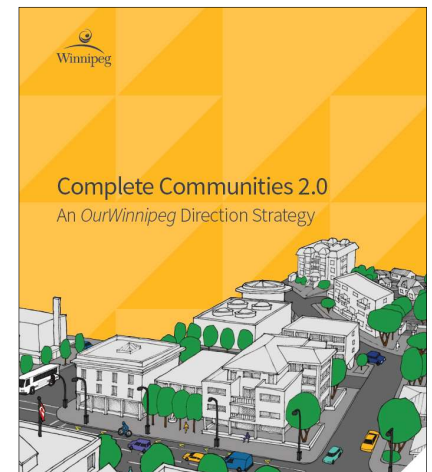
Complete Communities v2.0

HOW do we make complete communities?

Complete Communities

WHAT is a complete community?

WHY are complete communities important?



Engage.winnipeg.ca



Introduction

Alignment with OurWinnipeg



[Engage.winnipeg.ca](https://engage.winnipeg.ca)

Introduction

What we set out to do:

1. Update background information to ensure that the review process is grounded in comprehensive and up-to-date information.

- Population, Housing, and Economic Forecast commissioned from the Conference Board of Canada
- Employment and Commercial Lands Study
- Residential Growth Study
- Ongoing residential land monitoring
- Review of best practices, inter-jurisdictional analysis, stakeholder meetings.

2. Confirm the existing vision and principles with Winnipeggers and ensure that they have an opportunity to participate in the process

- Received more than 2,000 pieces of feedback in Phase 1.
- We heard that OurWinnipeg and Complete Communities provide a reasonable policy framework, but that we need to:
 - Be more strategic about how we grow; and
 - Focus energy on implementation and ‘making the plan work’

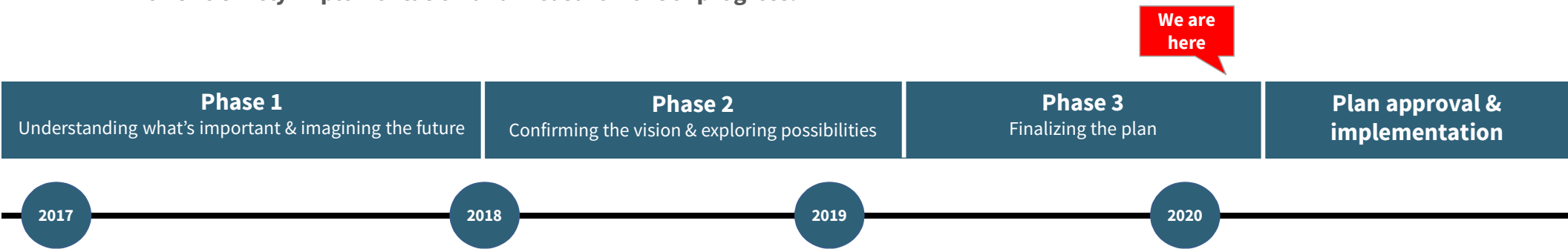
Background

What we heard – OurWinnipeg and Complete Communities consultation

- The city’s growth should be based on a clear and prioritized plan.
- Maximize existing infrastructure and services through context-sensitive infill and mixed use development.
- Increase the range of sustainable transportation options to meet daily needs.
- Maximize community benefit of all City services and programs.
- Build stronger relationships with Indigenous peoples towards reconciliation.
- Decisions should be based on evidence and community need.
- Prioritize timely implementation and measurement of progress.

Consultation summary

Pop-up consultations:	35
Idea cards submitted:	724
Workbooks submitted:	11
Online surveys submitted:	1,045
External stakeholder meetings:	67
Community Advisory Committee meetings:	8
Written submissions received:	7



Background

How have we been growing?



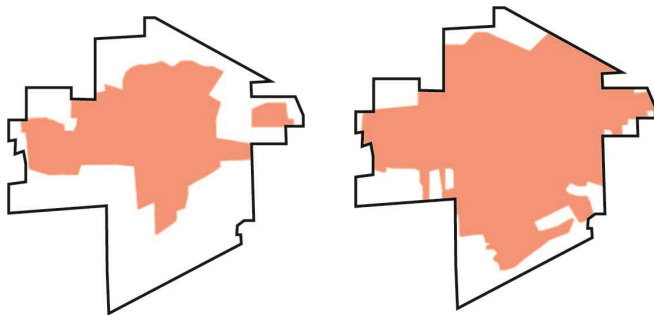
45% of new residential units were located in the existing built-up area since 2011

5% Downtown

5% along Corridors

34% in Established Neighbourhoods

2% in Major Redevelopment Sites



1971



2016

Since 1971, the City's settlement area increased by:

92%

while its population grew by only:

37%

1971



2016

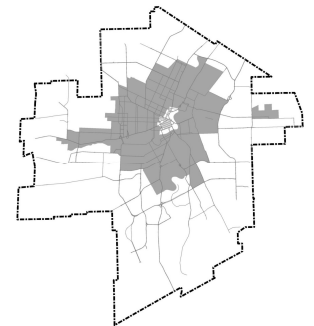


From 1971 to 2016, water pipes per person increased from 9.6 ft. to 16.9 ft.

From 1971 to 2016, Mature Communities decreased by

82,000

people



Background

How we will grow

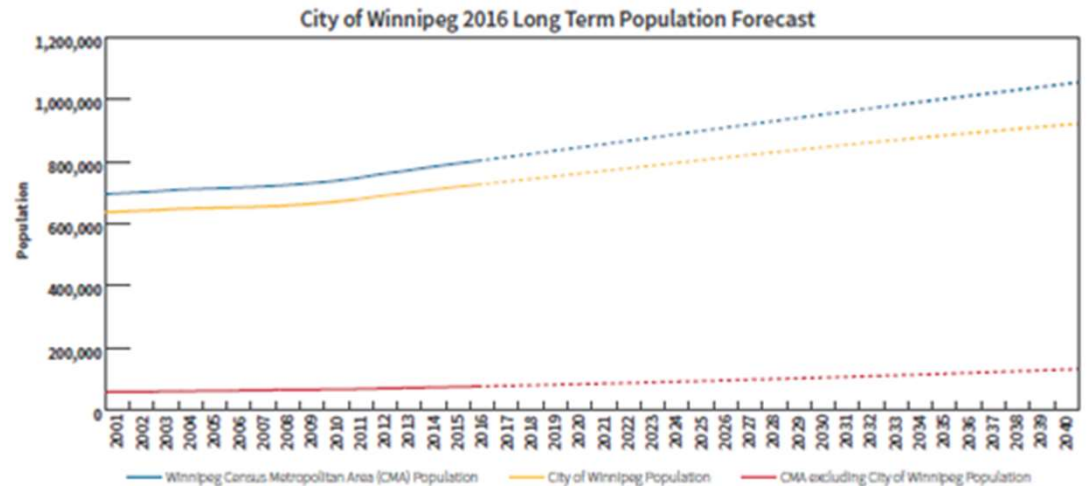
The City of Winnipeg is expected to grow by

**160,000 people over the next
20 years**

or by more than three times the size of Brandon, MB. This works out to an average of 8,200 people per year.

78% of population growth in the larger Winnipeg region will occur in the City.

This growth is being derived largely from international immigration.



Background

Residential development is changing

Forecasted population growth translates to 77,000 new dwellings over 20 years, or 1,600 single family dwellings, 1,900 apartment units, and 350 row houses annually.

Multifamily units are increasingly in demand. Single family dwellings have comprised only one third of all new units over the last five years, and this is expected to continue.

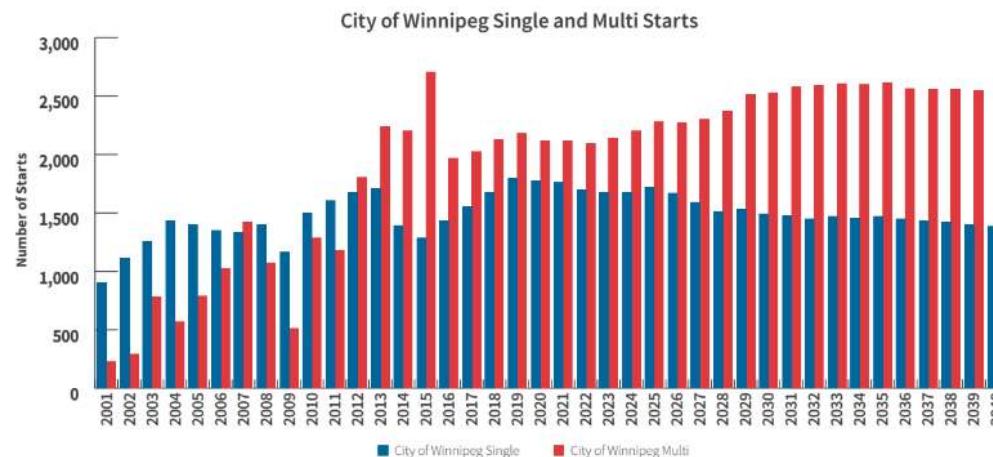
Suburban development is becoming more dense. While traditional development has seen densities of approximately 8 units per net acre or less, more recent communities are planned to densities between 12 and 15 units per net acre (equivalent to the Maples and Wolseley).

Non-residential growth will be challenging

Winnipeg is expected to gain approximately 83,000 new jobs between 2016 and 2036 across a range of industries. This job growth is tied to forecasted population growth to varying extents, dependent on the industry.

The City is facing a significant shortfall of vacant serviced industrial land to accommodate growth over the next 20 years, threatening the competitiveness of the city and region.

Conversely, the City still has more than enough commercial land to accommodate growth over the next 20 years. This surplus will limit market-related incentive for retail intensification in at least the short-to-medium term.



Source: CMHC, The Conference Board of Canada

Background

Opportunities and constraints in accommodating growth

Opportunities

- +** **Historically high rates of multifamily home construction provide a great opportunity to achieve policy objectives.**
- +** Existing neighbourhoods are highly desirable to accommodate new housing.
- +** Major Redevelopment Sites present opportunities to accommodate significant multifamily infill.
- +** Downtown continues to provide opportunities for apartment intensification.
- +** Existing commercial centres are increasingly exploring the introduction of residential uses.

Constraints

- **The City does not fully understand the extent to which infill areas can accommodate significant growth.**
- **The City is challenged to finance new infrastructure projects, as it is nearing its maximum borrowing limit.**
- There is still strong demand for single family dwellings, which are land-intensive.
- Adding housing to existing neighbourhoods can be challenging, and stands to become more difficult as easier opportunities are depleted.
- Core neighbourhoods such as Osborne Village have experienced strong development activity. But what happens when it runs out of capacity?
- Corridors may struggle to accommodate significant growth due to limited market interest, more desirable opportunities elsewhere, and the fact that existing commercial uses are thriving.

Vision and principles

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, and built forms, and urban design.

Principles

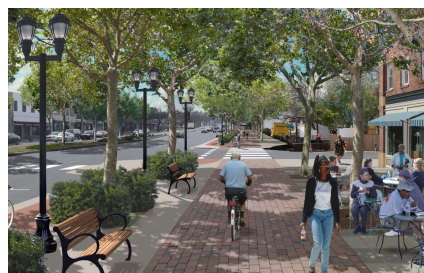
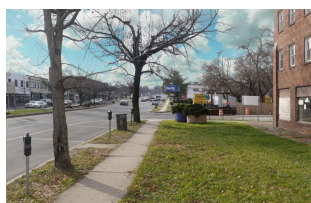
1. Creating complete communities and completing existing communities by making enhancing the accessibility of daily amenities.
2. Focus growth to areas that best respond to city building objectives.
3. Support a pedestrian and transit-friendly environment through the integration of infrastructure, land use, and built form.
4. Build on existing assets, including natural heritage, cultural heritage, built form, community focal points, and existing street patterns.
5. Build on future planned assets.
6. Ensure implementation is inclusive, transparent, accessible, and meaningful for all.
7. Promote resilience and adaptability.



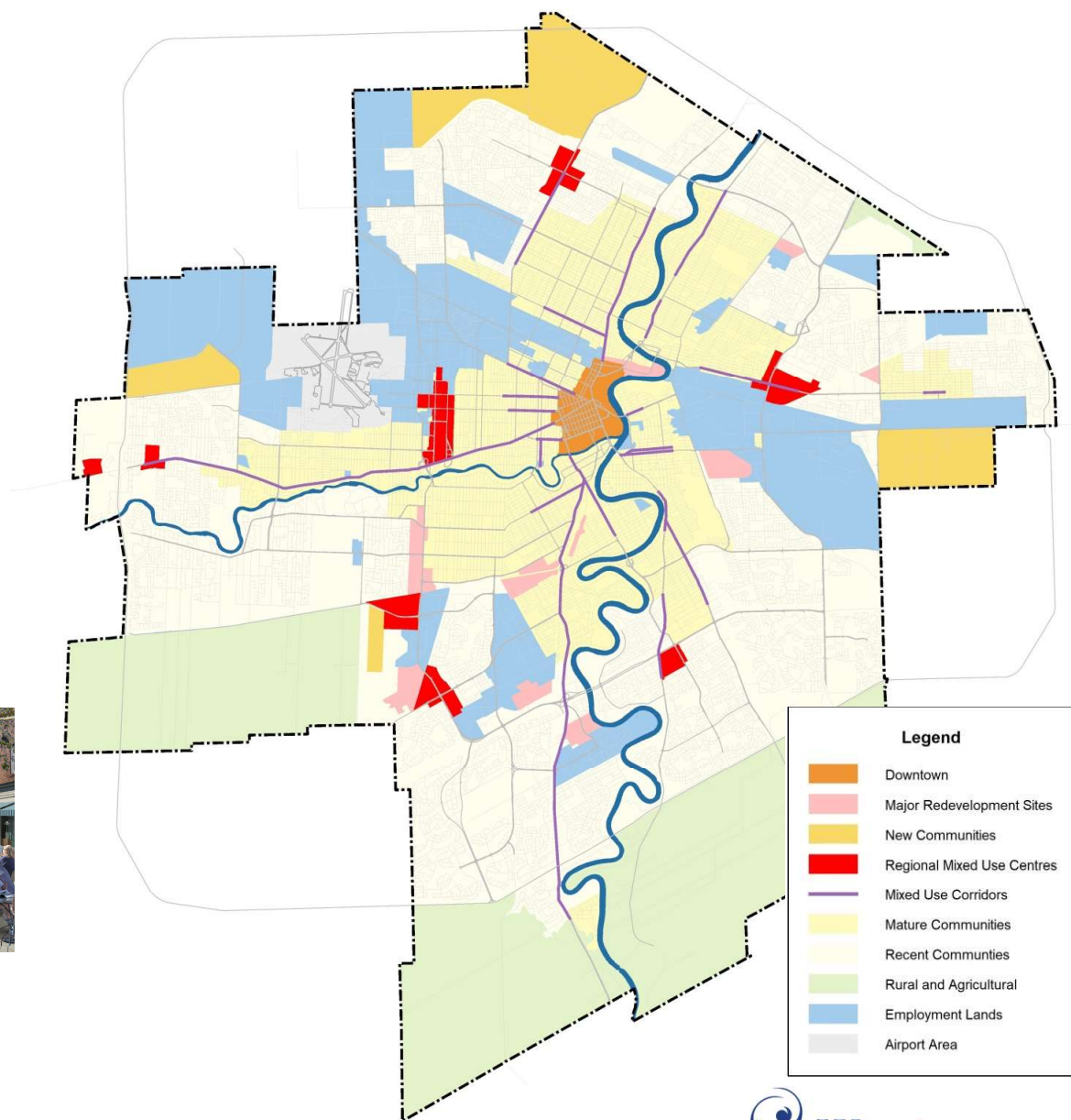
The Urban Structure

The Urban Structure outlines where future growth is planned to be accommodated.

While Transformative Areas are best suited to accommodate significant growth, Established Neighbourhoods also provide great opportunities to achieve Complete Communities principles and will also play a key part in meeting the intensification target.



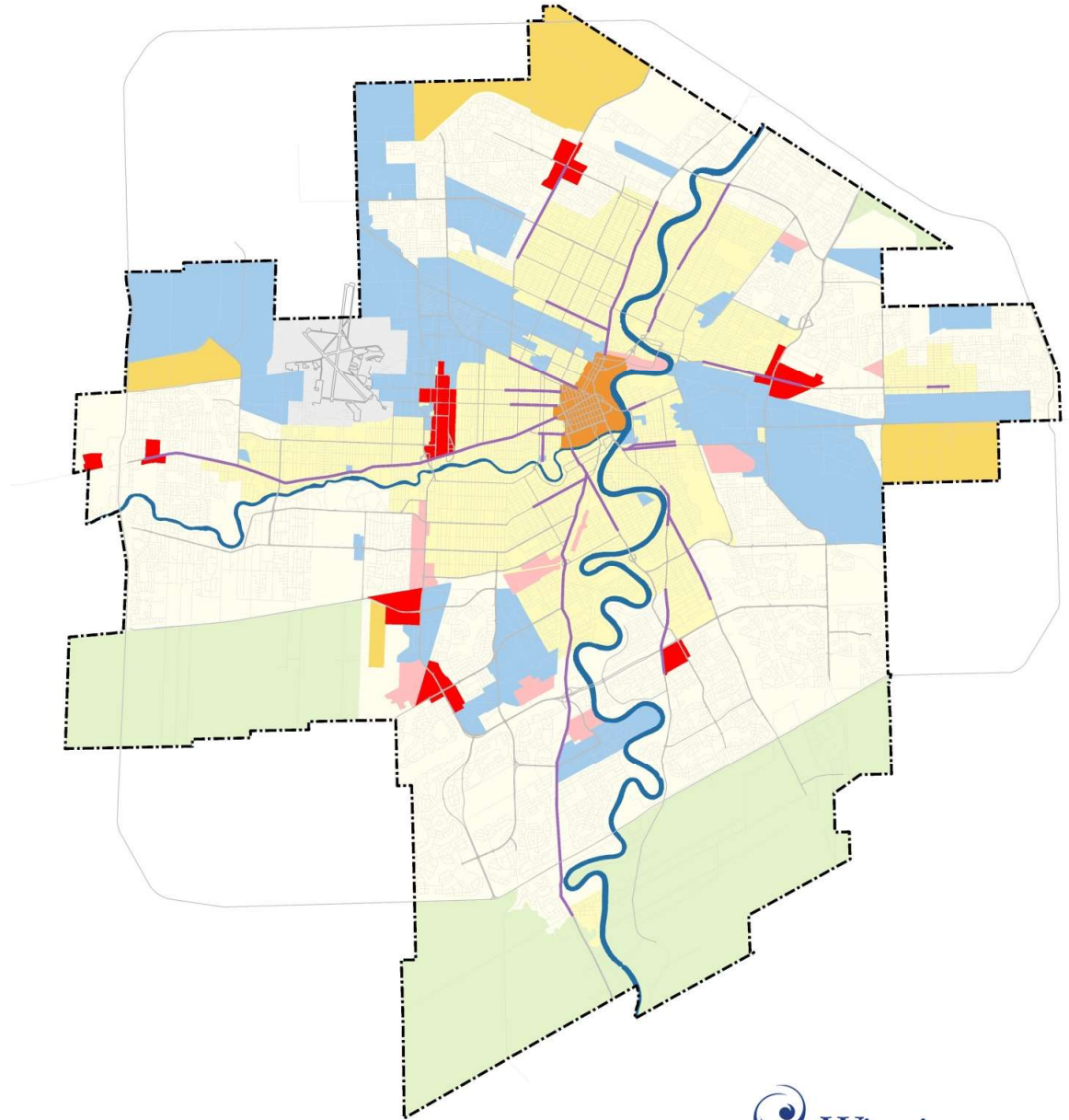
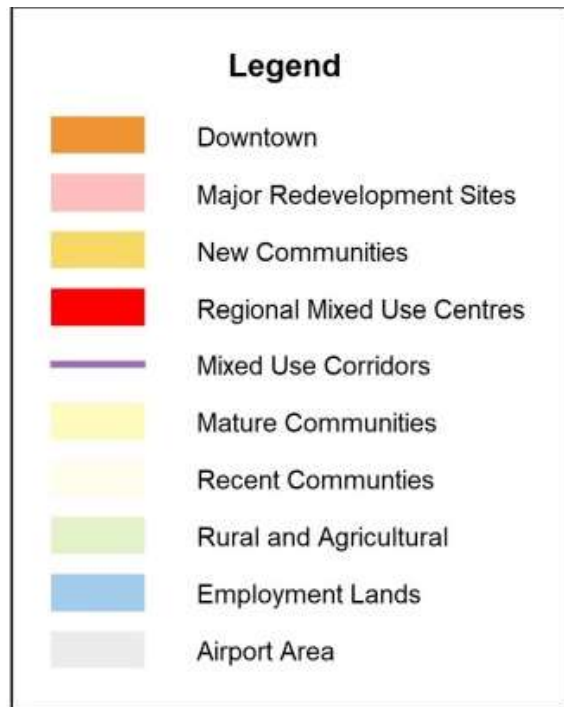
The Urban Structure defines Winnipeg's physical components, not as they are today, but as they are envisioned



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The Urban Structure



Key Directions



Intensification target

Introducing an intensification target will help promote growth in areas that best achieve Complete Communities principles.



Direct the highest densities to the best transit

Aligning the highest residential and job densities with Winnipeg Transit's proposed Primary Transit Network will enhance the range of transportation options to meet daily needs.



More effective management of greenfield land

Doing so will provide greater predictability for planning and infrastructure.

Greater direction is also being given to:

- The accommodation of infill development in Established Neighbourhoods.
- The City's financing of growth and development.
- Reinforcing Downtown as the city's destination of choice and preeminent complete community.
- Managing commercial lands to maintain and enhance the vibrancy of existing areas.
- Managing industrial lands to promote City competitiveness, protect existing businesses, and mitigate land use conflicts.
- Guiding Corridor development.
- Outlining servicing requirements.
- Protecting strategic infrastructure and mitigating land use conflicts.

Intensification target

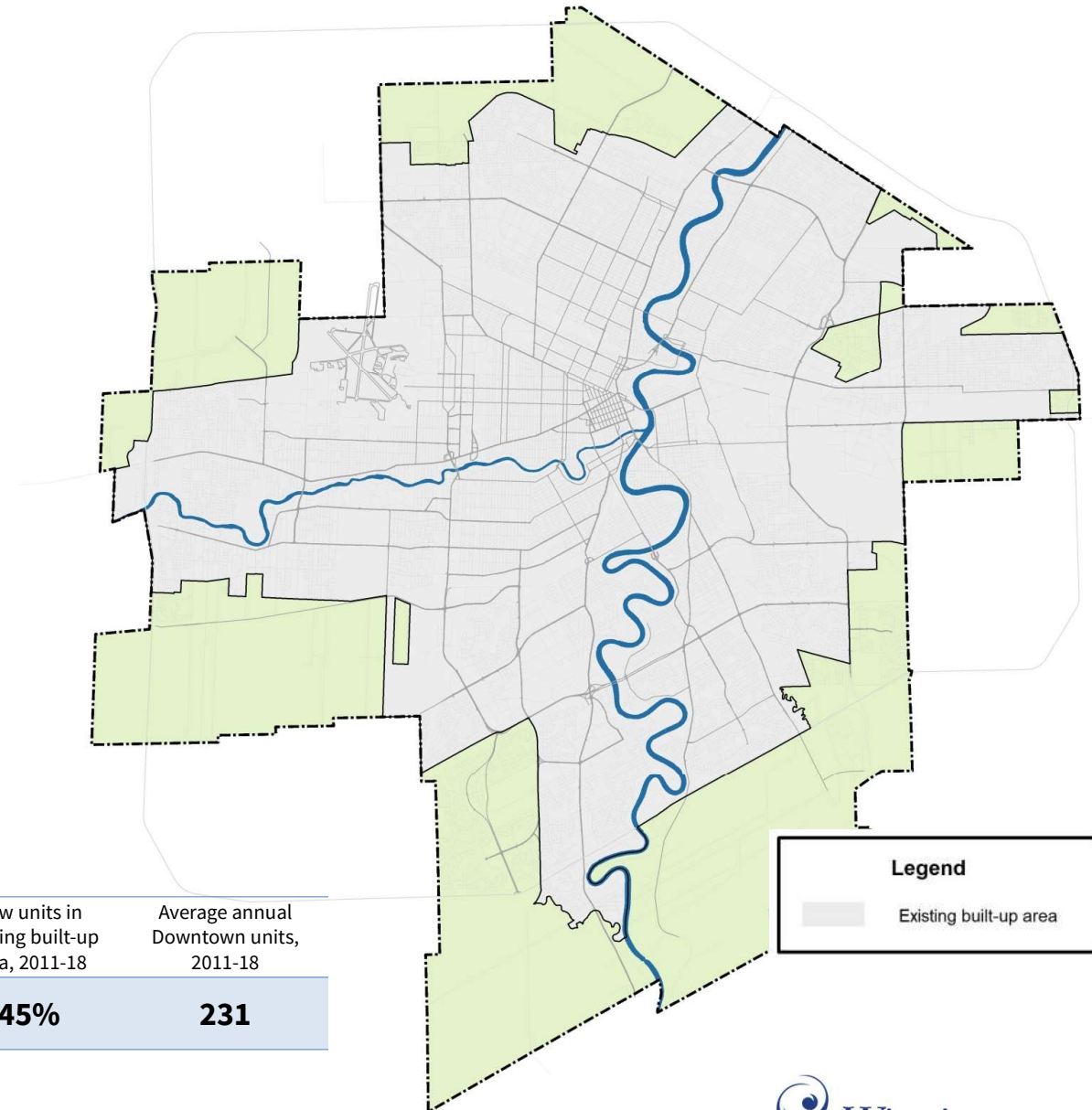
Accommodate a minimum of 50% of all new residential units in the existing built-up area by making this development easier, more desirable, and more predictable.

Accommodate a minimum of 350 new dwelling units per year Downtown until 2030, and 500 dwelling units per year after 2030.

Achieve this by:

- Enabling and encouraging compatible infill development
- Using planning, infrastructure investment, and fiscal tools to encourage development
- Ensuring lands are planned, zoned, and serviced.
- Prioritizing a review of existing water, wastewater, and land drainage infrastructure to support growth.

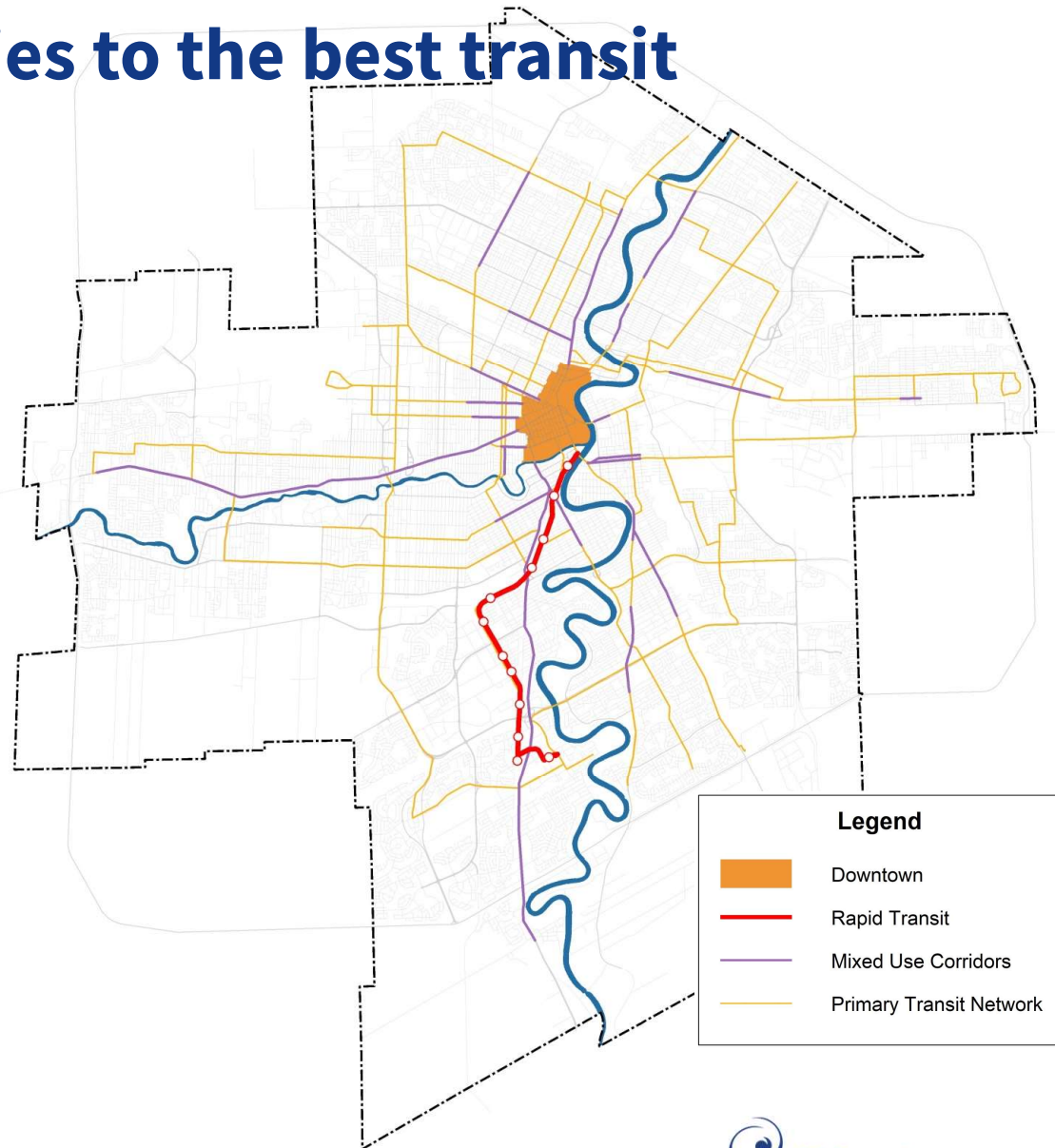
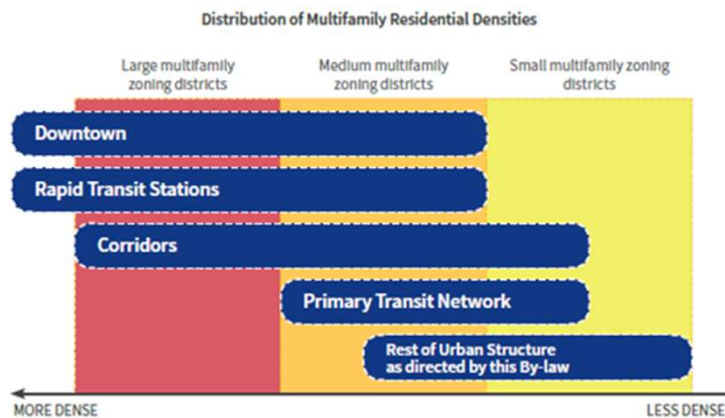
New units in existing built-up area, 2011-18	Average annual Downtown units, 2011-18
45%	231



Direct the highest densities to the best transit

Encourage high multifamily densities Downtown, at existing rapid transit stations, and along Corridors, encourage medium multifamily densities along the Primary Transit Network, and support the highest densities in this range in closest proximity to transit stations.

Encourage the largest offices to locate Downtown. Encourage medium-scale offices to locate along the Primary Transit Network.



Management of greenfield land

Provide for the responsible management of greenfield lands by:

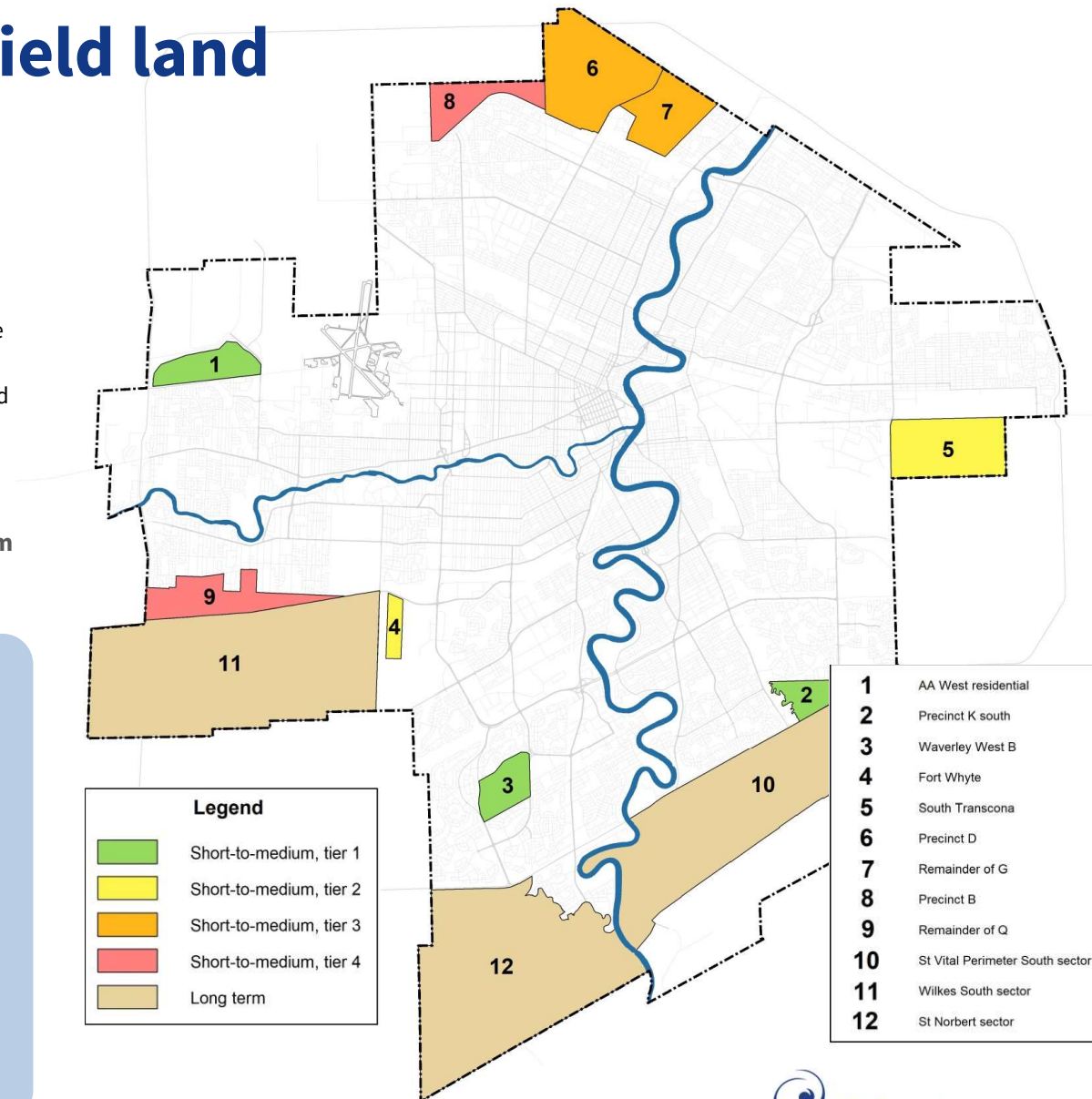
- Providing for timely capital infrastructure and local area plans to enable and support greenfield development in accordance with the greenfield phasing plan.
- Maintaining a three-to-five year supply of vacant serviced greenfield land.
- Maintaining a 10 year supply of planned land.

If the intensification target is achieved, the short-to-medium term lands should provide between 23 and 28 years' worth of land

Why do we need greenfield land?

- Because of their large size and more straightforward property ownership, greenfields can accommodate new housing in a reliable and predictable way. Infill is less reliable due to greater uncertainty in the approvals process and economics of their development, and also because individual sites can accommodate far fewer units.
- They are needed to accommodate demand for single family homes – existing neighbourhoods cannot accommodate 1,600 new single family dwellings a year over 20 years.

If single family homes were not accommodated, unmet demand would increase the cost of housing and result in increased exurban growth in the Capital Region, increasing vehicle miles traveled and limiting the City's ability to collect revenue to address increased congestion.



Downtown

Vision

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

Approach

- Intensification target of 350 dwelling units per year until 2030 and 500 dwelling units per year after 2030
- Facilitate an urban environment that contributes to a high quality of life, reflecting Downtown's importance as the City's preeminent complete community.
- Reinforce the Downtown as the primary focus for economic activity through residential, commercial, and office intensification.
- Ensure walking is a mode of preference and that pedestrian comfort and convenience continue to be a primary determinant of design decisions.
- Develop a downtown plan to refine a vision for development and transportation and that identifies unique districts.
- Enhance Downtown as Winnipeg's creative window to the world.



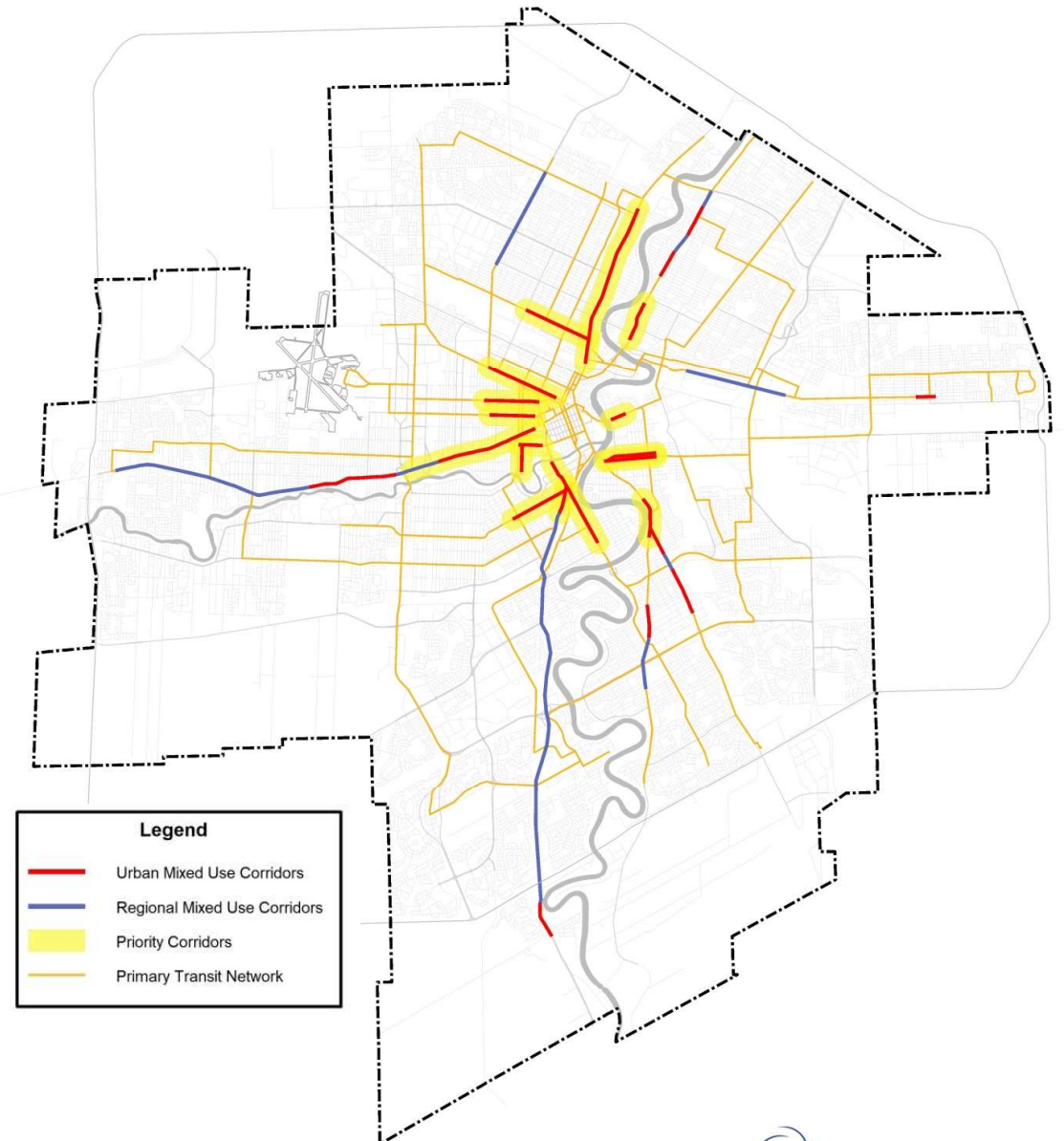
Mixed Use Corridors

Vision

Mixed Use Corridors are targeted segments of major roadways that, due to their excellent transit service via the Primary Transit Network and strong commercial opportunities, provide the best opportunities for mixed use intensification outside of the Downtown. They will be vibrant destinations and will provide a range of transportation options, a comfortable pedestrian environment, and an attractive public realm.

Approach

- Encourage high multifamily densities along Corridors at a height and scale compatible with surrounding land uses.
- Urban Mixed Use Corridors will provide a comfortable pedestrian environment and attractive public realm, while Regional Mixed Use Corridors will be encouraged to do so.
- Corridors will provide local commercial amenities.
- Recognize Priority Corridors as the Corridors that best provide opportunities to achieve Complete Communities principles.



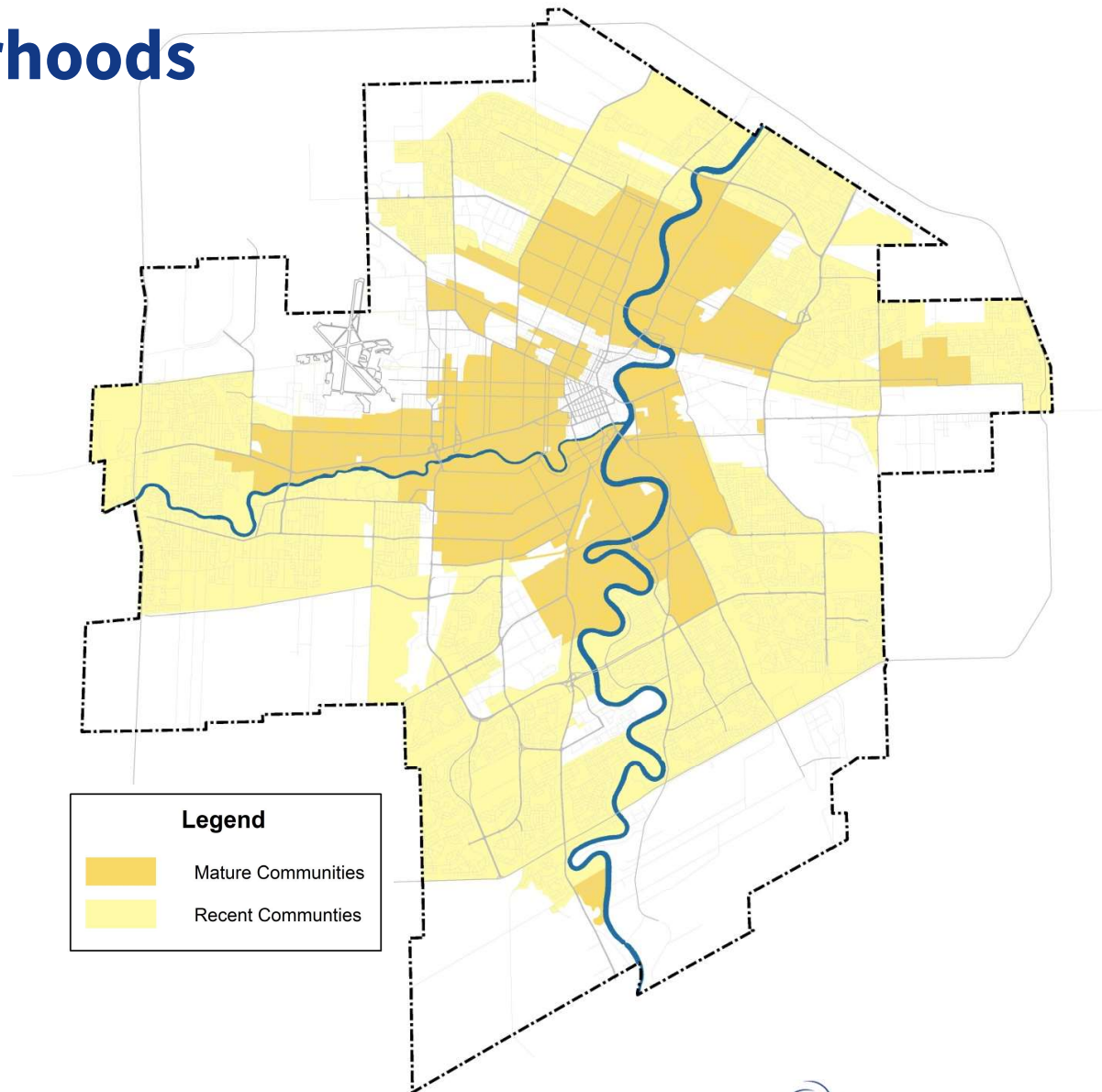
Established Neighbourhoods

Vision

Established Neighbourhoods will continue to evolve as complete communities in pursuit of further expanding housing choice, improving housing affordability, and making more efficient use of land, infrastructure, and services.

Approach

- Encourage compatible residential development that positively contributes to neighbourhood character while expanding housing options in alignment with the intensification target. Infill Design Guidelines to direct the location and design of infill development in Mature Communities.
- Encourage a variety of housing types, tenures, and unit sizes.
- Accommodate a range of commercial services and public amenities to meet daily needs.



Commercial areas and Mixed Use Centres

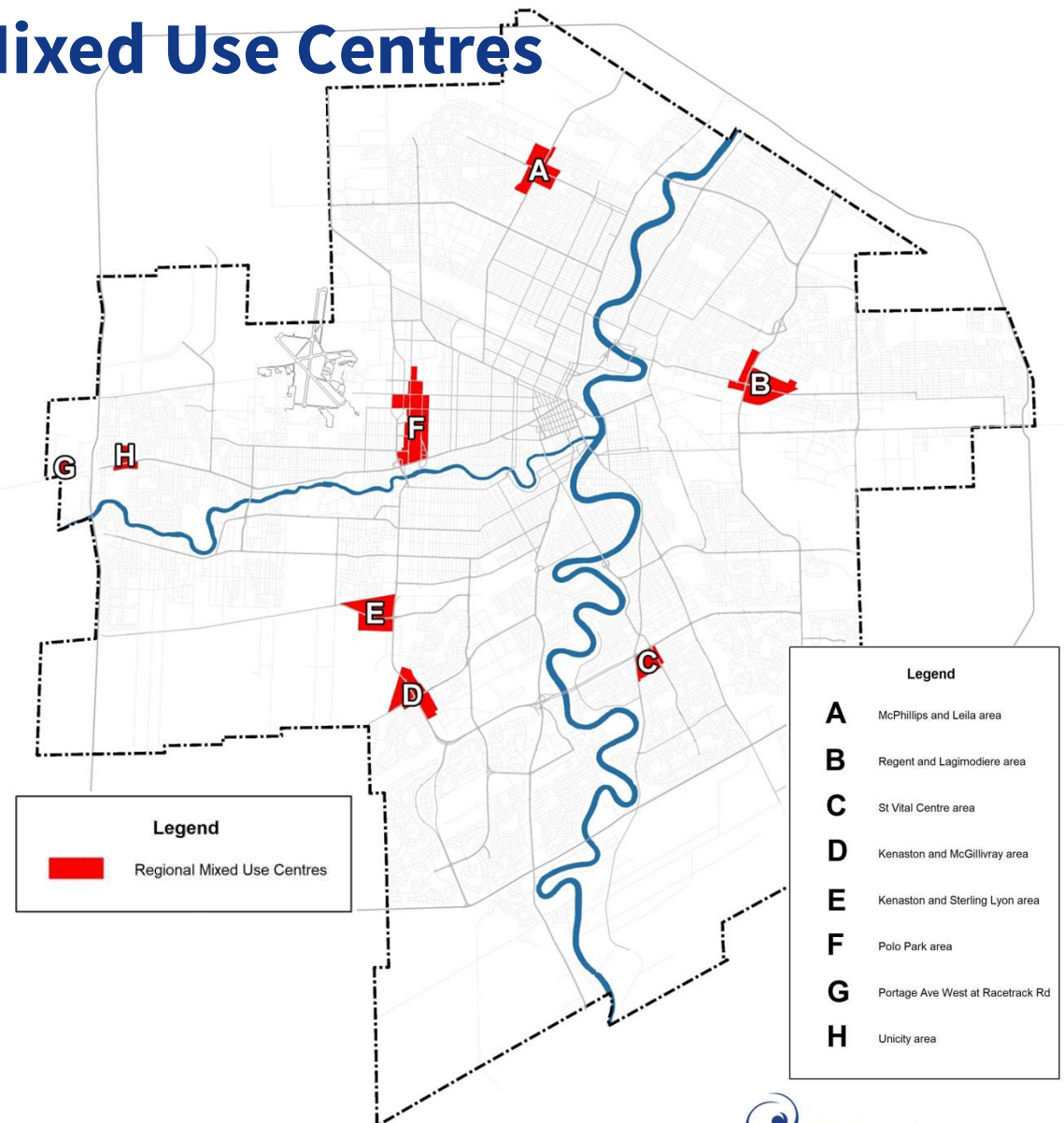
Vision

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

Approach

- Encourage the redevelopment, infill, and expansion of existing commercial areas as the preferred method of accommodating new commercial development.
- Discourage the creation of new Mixed Use Centres to encourage retail intensification and in recognition of the City's surplus of commercial lands.
- Direct major retail uses* to Mixed Use Centres.
- Plan to accommodate residential uses in Mixed Use Centres over the longer term.

* - A stand-alone retail store greater than 90,000 sq. ft. in floor area or an agglomeration of multiple retail stores on a single commercial site greater than 300,000 sq. ft. in floor area.



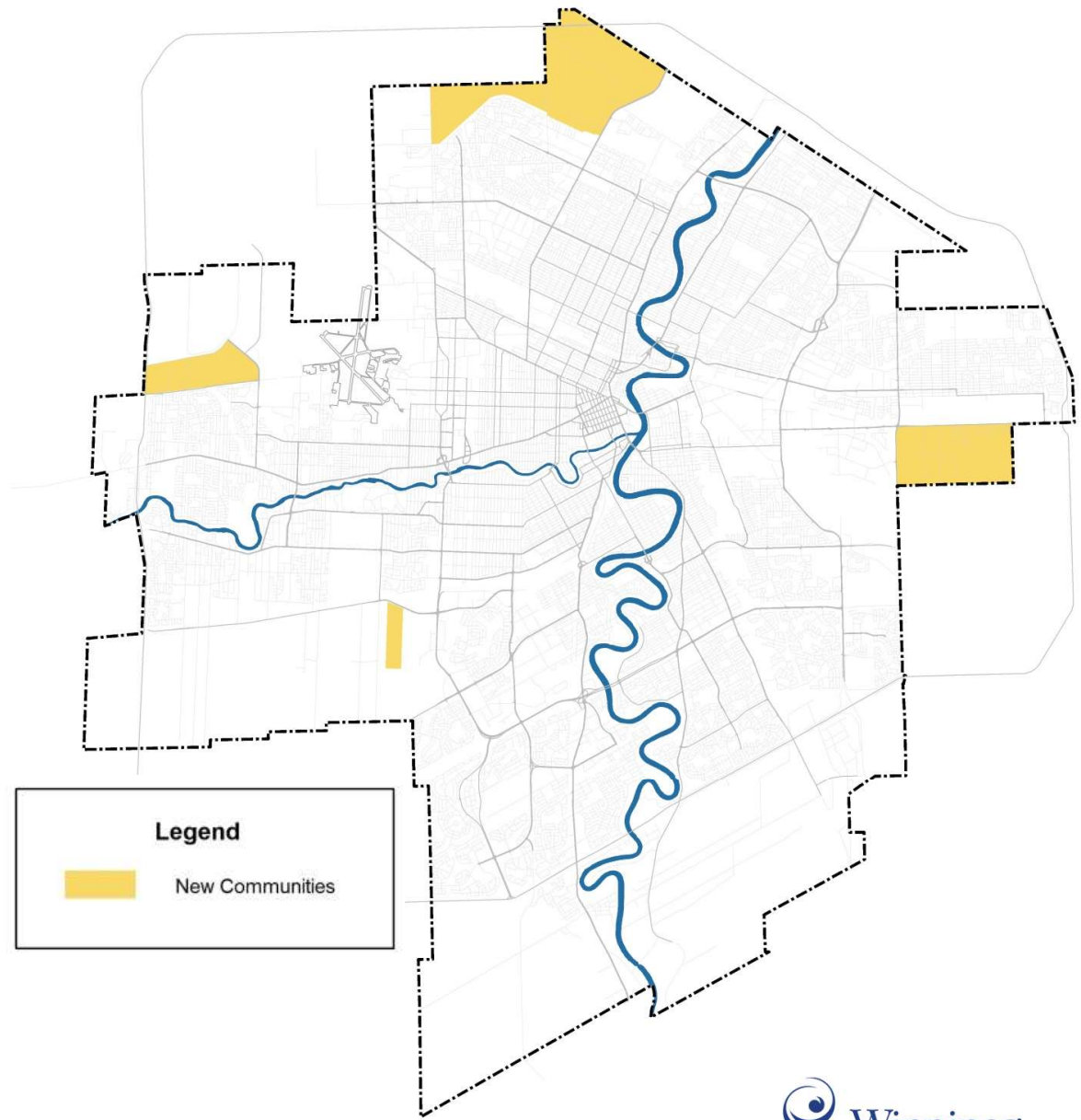
New Communities

Vision

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

Approach

- Guide site development through a Council-adopted precinct plan.
- Design New Communities to ensure they are sustainable and adaptable by encouraging a variety of housing types, a mix of different uses, higher densities, and by enabling a comfortable pedestrian environment and attractive public realm.
- Promote connections between neighbourhoods for better mobility options and efficient transit service.



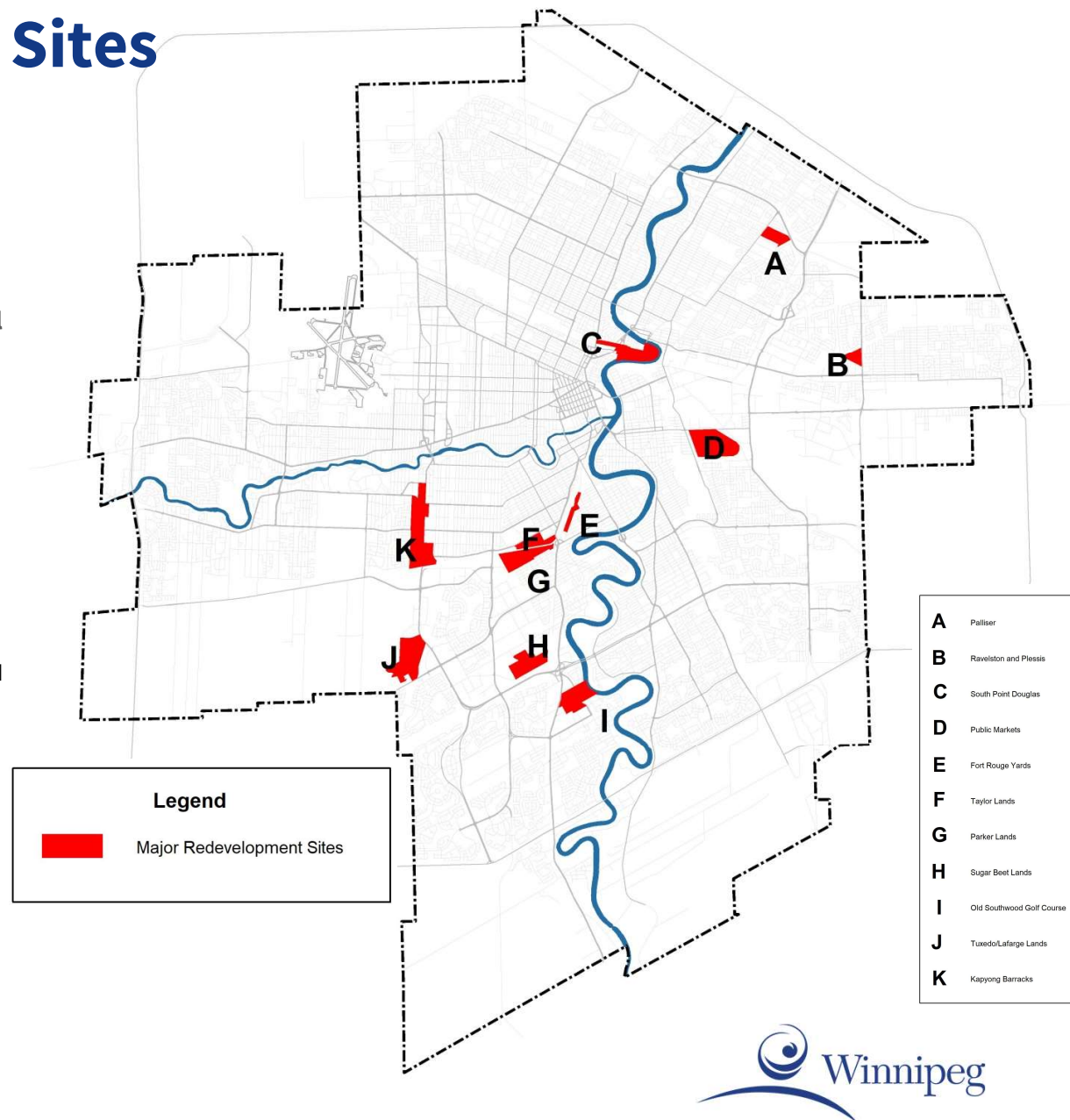
Major Redevelopment Sites

Vision

Major Redevelopment Sites will provide transformational opportunities for the redevelopment of vacant or underutilized sites within the existing built-up area. The redevelopment of these sites will embody the principles of sustainability within a well-designed, walkable environment. The development of each site will be guided by a front end, collaborative planning process that is reflective of the unique character of each area.

Approach

- Provide a mix of employment, higher density housing, retail, and service uses.
- Require development to be guided by a secondary plan.
- Promote transit oriented development, where applicable.



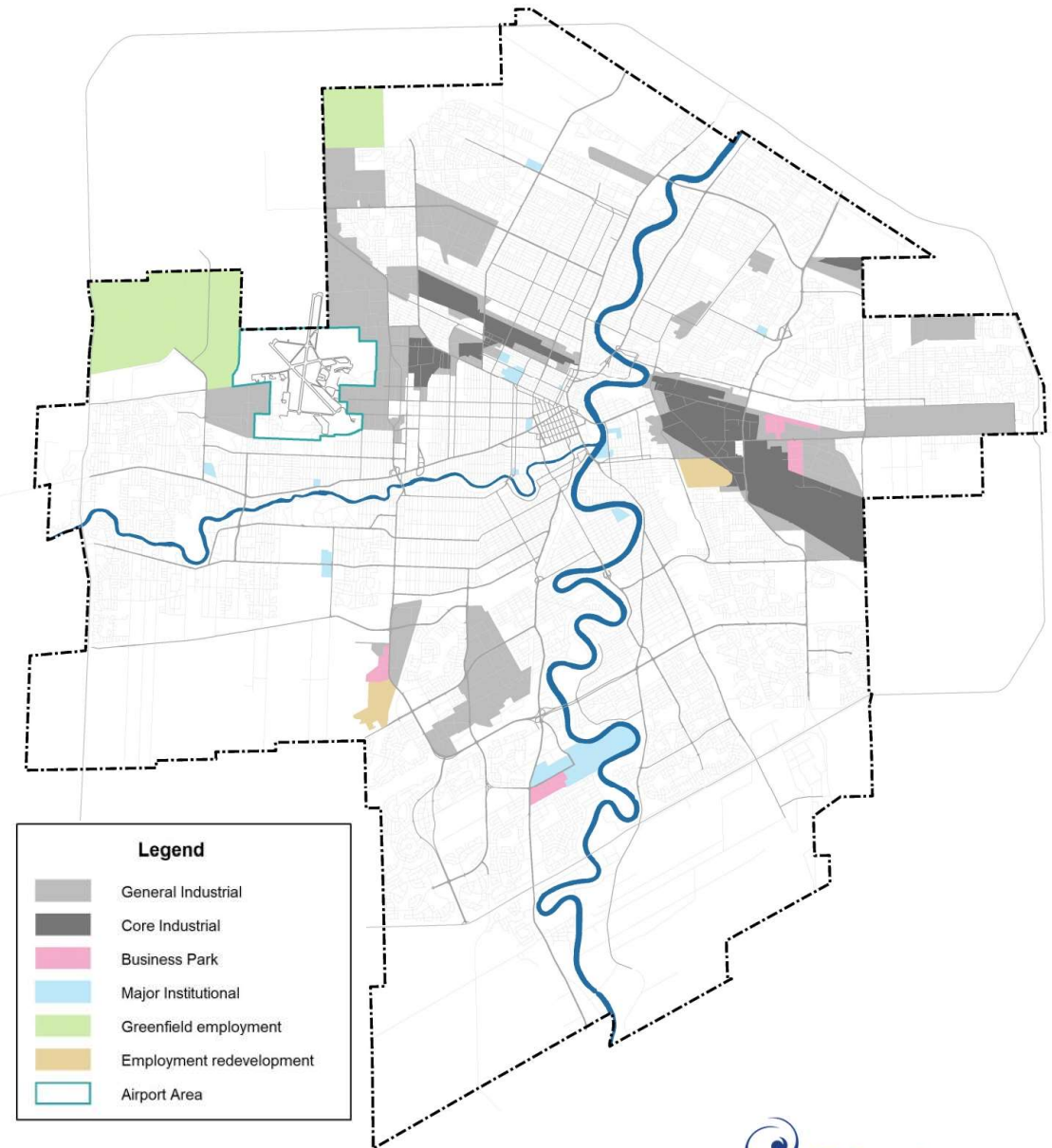
Employment Lands

Vision

Employment Lands will promote the competitiveness and economic diversity of the City of Winnipeg and surrounding region by accommodating and supporting existing and future employment, including industrial uses that cannot thrive in a mixed use setting.

Approach

- Promote regional economic diversity by maximizing the City's competitive advantages. Undertake an Employment Lands competitiveness analysis and an exploration of alternative industrial servicing standards.
- Provide a five year supply of vacant serviced Employment Lands to accommodate forecasted industrial growth and provide jobs close to existing residents, services, and amenities.
- Provide a stable operating environment for businesses by preventing the intrusion of incompatible uses and by maintaining the affordability and attractiveness of Employment Lands for employment purposes.



Complete Communities also includes sections on...

Financing Growth

Ensure that land development and infrastructure planning are aligned with capital budgeting to achieve long term financial sustainability.

Servicing

Provide clarity to servicing requirements in urban and rural areas.

Reinvestment Areas

Identify and support reinvestment areas to help them reach their full potential as vibrant, healthy, and complete communities.

Rural and Agricultural

Manage lands to accommodate food production, rural living, and supportive uses that do not require a full range of municipal services. Minimize land fragmentation in preparation for long-term urban development.

Major Open Space

Identify distinctive areas that have important natural habitat, providing options to enjoy nature and outdoor recreation activities.

Airport Area

Support the airport as a major 24-hour transportation hub for passengers and cargo.

Indigenous Economic Development Zones

Welcome and facilitate the creation of urban reserves in the spirit of reconciliation.

Capital Region

The City will continue collaboration with the Winnipeg Metropolitan Region to plan for a sustainable, vibrant, and growing region.

Mobility

Integrate transportation and land use to support the Urban Structure and the concept of complete communities.

Strategic Infrastructure and Resources

Accommodate new development in urban areas with a full range of municipal services while efficiently and sustainably managing servicing in Rural and Agricultural areas.

Parks and Recreation

Foster the well-being of individuals, communities, and natural environments by enabling all to engage in meaningful accessible indoor and outdoor experiences and activities.

Housing

Support a range of housing types, tenures, sizes, and affordability levels, while renewing Winnipeg's existing housing stock. Work with partners to provide affordable and supportive housing throughout the city, with a focus on areas that can best support a variety of transportation options.

Urban Design

Create a high quality built environment, and nurture a lasting civic identity.

Heritage Conservation

Recognize, identify, and designate a broad range of heritage resources to illustrate Winnipeg's unique sense of place, community identity, and heritage values.

Implementation

Ensure that Complete Communities is implemented through meaningful engagement, integration with other City policies and strategies, delivery of actions identified in this plan, and ongoing measurement of performance targets.

How can you participate?

Head to engage.winnipeg.ca and:

- Check out the plans and other supporting information
- Ask a question to the OurWinnipeg and Complete Communities teams
- Complete a survey
- Discuss with others in the forums

Opportunity to engage online will continue until Monday, August 10.



[Engage.winnipeg.ca](https://engage.winnipeg.ca)



