



DRAFT Point Douglas Neighbourhood Plan

May 2025

Land and Water Acknowledgement

Winnipeg is located in Treaty One Territory, the home and traditional lands of the Anishinaabe (Ojibwe), Ininew (Cree), and Dakota peoples, and in the National Homeland of the Red River Métis. Our drinking water comes from Shoal Lake 40 First Nation, in Treaty Three Territory.

Table of Contents

Land and Water Acknowledgement	i
1. Introduction	1
1.1 Background	1
1.2 Purpose of the Plan	1
1.3 Authority of the Plan	1
1.4 Timeframe	2
1.5 Interpretation	2
1.6 Monitoring, Review and Evaluation	4
1.7 Amending the Plan	4
1.8 Background and Supporting Studies	5
2. Planning Vision and Objectives	6
2.1 Vision	6
2.2 Overall Objectives	6
3. Land Use	9
3.1 Land Use Objectives	9
3.2 Neighbourhood Design Policies	10
3.3 Sustainable Design Policies	11
3.4 Infill Area Policies	11
3.5 Mid-Rise Mixed-Use Area Policies	13
3.6 Higher-Rise Mixed-Use Area Policies	15
3.7 Vacant Lots and Buildings Policies	19
3.8 Brownfield Redevelopment Policies	20
4. Public Realm	21
4.1 Public Realm Objectives	21
4.2 General Public Realm Policies	22
4.3 Street Design Policies	24
4.4 River Connection Policies	24
5. Mobility	26
5.1 Mobility Objectives	26

5.2	General Mobility Policies	26
5.3	Vehicular Parking, Access, and Curbside Management Policies	28
5.4	Railway Policies	28
6.	Building Community.....	30
6.1	Building Community Objectives	30
6.2	Arts and Culture Policies	30
6.3	Inclusive Economic Development Policies	30
6.4	Community Facilities Policies	31
6.5	Safety Policies	31
7.	Housing	33
7.1	Housing Objectives	33
7.2	Housing Policies	34
8.	Heritage	36
8.1	Heritage Objectives	36
8.2	Heritage Policies	36
9.	Municipal Servicing and Utilities	37
9.2	Municipal Servicing and Utilities Objectives	37
9.3	General Servicing Policies	37
9.4	Water and Wastewater Policies	38
9.5	Land Drainage Policies	38
9.6	Utility Policies	38
9.7	Flood Protection Policies	39
10.	Implementation	40
10.1	Implementation Objectives	40
10.2	General Implementation Policies	40
10.3	Cost Sharing Policies	41
Appendix A		42

1. Introduction

1.1 Background

The Point Douglas neighbourhoods of the City of Winnipeg are divided into North Point Douglas and South Point Douglas by the Canadian Pacific Railway (CPR). The Point Douglas Neighbourhood Plan (the Plan) identifies future land uses, key areas for development, appropriate densities, design elements, strategies to promote neighbourhood revitalization and strategies to transition from industrial land uses to more suitable commercial and residential uses within the Plan Area (see **Figure 1 – Plan Area**).

The overall content of the Plan is informed by the direction provided in *OurWinnipeg 2045* (OurWinnipeg) and the *Complete Communities Direction Strategy 2.0* (Complete Communities). OurWinnipeg establishes an urban structure which applies two designations within the Plan Area. The portion north of Sutherland Avenue is identified as part of the ‘Mature Communities’ designation, while the area south of Sutherland Avenue (including lands east of Higgins Avenue) is identified as a ‘Major Redevelopment Site’. Policy direction regarding these designations is provided in Complete Communities. Notably, development of Major Redevelopment Sites must be guided by a secondary plan. As such, this Plan is a pre-requisite for future development in Point Douglas.

To respond to local community issues and opportunities, the policies and maps within this Plan are developed based on a comprehensive background study and a robust public engagement process. The Plan is practical, yet innovative, building on previous planning efforts and relevant background research.

1.2 Purpose of the Plan

The purpose of the Plan is to ensure that growth and (re)development within the Plan Area occurs in a manner that reflects local expectations and is both compatible and complementary to existing uses. The Plan aims to ensure that development occurs in a logical and integrated manner.

1.3 Authority of the Plan

The *City of Winnipeg Charter Act* (Charter), section 234 provides The City of Winnipeg (City) the authority to adopt secondary plan by-laws “to provide such objectives or actions as council considers necessary or advisable to address, in a neighbourhood, district or area of the city, any matter within a sphere of authority of the city”.

The Plan is a secondary plan by-law adopted by the City pursuant to this section of the Charter. Under the Charter, all development applications submitted with respect to any lands within the Plan Area, as shown on **Figure 1 – Plan Area** must conform with the policies of the Plan. In addition, under section 275 of the Charter, applications to rezone and/or subdivide properties must be refused without a hearing unless they conform to the policies of the Plan.

1.4.1 The Plan is future-oriented, and guides development over a 25-year time horizon. However, the timing and eventual form of development depends on a variety of factors including market supply and demand, infrastructure investment, local and national economics, and landowner interest.

1.5.1 The policies of the Plan apply to the Plan Area shown on **Figure 1 – Plan Area**, which includes all areas of North and South Point Douglas except properties along Main Street or those included in the Downtown Planning Area.



Figure 1 – Plan Area

- 1.5.2 Paragraphs that are listed by number contain the policies of the Plan. Other paragraphs, including the Planning Vision and Goals (**Chapter 2**) and objectives listed by letter, provide the context and intent of the policies.

Mapping and Figures

- 1.5.3 The **Land Use and Transportation Concept Plan** in **Appendix A** identifies the extent of where the policy areas outlined in **Chapter 3** apply throughout the Plan Area.
- 1.5.4 Figures and Reference Maps are conceptual and for illustrative purposes only, meant to assist in interpretation of the objectives and policies of this Plan.
- 1.5.5 The boundaries and locations of any symbols or areas shown on the maps and attached to and forming part of the Plan are approximate only and are not intended to define exact locations and shall be interpreted as such, except where such symbol coincides with a known physical feature or a fixed boundary such as existing property lines or existing right-of-way.

Policies

- 1.5.6 Where a statement of intent accompanies a policy or policies, it is provided for information purposes only to enhance the understanding of the policy or policies that follow.
- 1.5.7 Where the term “shall” is used in a policy, development must conform to that policy.
- 1.5.8 Where the term “should” is used in a policy, development should conform to that policy in most circumstances; however, development may deviate from the policy where this is necessary to address unique circumstances or to allow an alternate means of satisfying the original intent of the policy.
- 1.5.9 Where the term “may” is used in a policy, the policy be used as a guideline or suggestion toward implementing the original intent of the policy.
- 1.5.10 Where a policy requires compliance at the development application stage, that requirement may be deferred to the Subdivision Approval (Plan Registration) or Development Permit or Building Permit stage, without requiring an amendment to the Plan.
- 1.5.11 Where a policy requires that studies, analysis or information be submitted, the exact requirements and timing of the studies, analyses or information, shall be determined at the development application stage.
- 1.5.12 In this Plan, the following words or phrases have the following meanings, unless the context requires otherwise:
1. “abut” or “abutting” means immediately contiguous to or touching and, when used with respect to a lot or site, means that lot touches upon another lot, site, right-of-way, or piece of land and shares property line or boundary with it;

2. “adjacent” means properties or uses that would otherwise abut but are separated by a road or other publicly-dedicated right-of-way or pathway;
3. “Community service facilities” include community recreation centres, libraries, childcare, public schools and community agency space for the provision of a range of social services such as public health services, human services, cultural services and employment services.
4. “Council” means the municipal council of the City;
5. “designated employee” means the Director of Planning, Property and Development, any other City employee who has been authorized by the Director to exercise any of the powers given to the Director or the designated employee under this By-law;
6. “multi-unit dwelling” refers to a building containing three or more dwelling units, in accordance with the Zoning By-law;
7. “privately-operated publicly-accessible spaces” are spaces that the public is invited to use but remain privately owned and maintained. They are an important part of the city’s public realm network that supplement, but do not replace, the need for parkland. POPS are not left-over spaces on a site. They will be located and designed to be accessible and visible while serving the local population as part of a larger network;
8. “row dwelling” refers to a multi-unit dwelling where dwelling units are located side by side and where no dwelling unit is located entirely or partially above another dwelling unit, in accordance with the Zoning By-law;
9. “single-unit dwelling” refers to a building containing one dwelling unit, in accordance with the Zoning By-law;
10. “shared streets” are reduced-speed pedestrian priority streets that commingle pedestrians, cyclists, and motor vehicles. Typically, Shared Streets are designed without curbs and have minimal, if any signage, signals, or other traffic control devices;
11. “two-unit dwelling” refers to a building containing two dwelling units, in accordance with the Zoning By-law;
12. “Zoning By-law” means the City of Winnipeg Zoning By-law No. 200/2006, as amended.

1.6 Monitoring, Review and Evaluation

- 1.6.1 The vision, objectives, and policies of the Plan will be subject to periodic review and update to ensure they remain current and relevant over time.

1.7 Amending the Plan

- 1.7.1 As a secondary plan by-law, application to amend the Plan must be submitted to the Planning, Property and Development Department for review and approval by Council.

The applicant shall submit any and all supporting information that a designated employee determines to be necessary to justify and/or evaluate the proposed amendment.

1.8 Background and Supporting Studies

Several background studies were undertaken to support the development of the Plan, including an overall background study, a transportation study, an infrastructure and servicing study and public engagement.

DRAFT

2. Planning Vision and Objectives

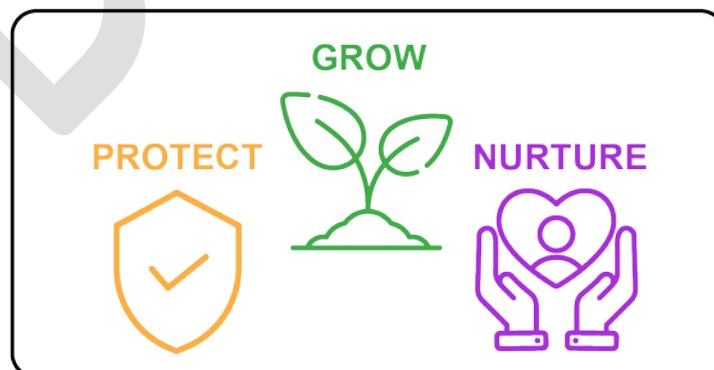
Growth in the Plan Area will be guided by a future vision and a series of objectives. The vision and objectives for Point Douglas were developed through engagement with residents, businesses, and local groups – and built on the area’s strengths.

2.1 Vision

Point Douglas is a safe, unique, and inclusive neighbourhood that welcomes and accommodates people of all incomes, ages, backgrounds, and physical abilities. New development will expand the range of housing and amenities available, creating a complete community, with the aim of preserving affordability, as the neighbourhood changes. Point Douglas is an area where ecological health and climate resilience are supported. Parks, open spaces, and community facilities will continue to be places to gather, play, learn, exercise, meet diverse groups and celebrate the neighbourhood’s history, arts, Indigenous and other cultural identities. The neighbourhood will continue to have safe, accessible and welcoming parks and open spaces, including a linear parkway system along the Red River which provides access both throughout the neighbourhood and beyond. Walking and cycling throughout the neighbourhood will remain convenient in all seasons. Reliable, frequent and accessible Transit will provide access to and from other locations in City. Development in proximity to Transit Stations will provide appropriate and compatible employment, amenities and residential densities to ensure that Point Douglas continues to capitalize on the development of transit facilities into the future.

2.2 Overall Objectives

To support the vision for Point Douglas as an inclusive, active and public transportation-oriented, climate-resilient, *complete community*, growth in the Plan Area will be guided by the following objectives, to protect, to grow, to nurture:



2.2.1 PROTECT



- a. Protect and enhance the quality of Point Douglas' residential areas, particularly north of Sutherland Avenue.
- b. Minimize displacement by supporting opportunities for existing residents and businesses to grow in place.
- c. Protect existing and encourage the creation of new neighbourhood meeting spaces.
- d. Conserve buildings and landscapes with natural and cultural heritage value, including riparian areas adjacent the Red River, and honour and celebrate the history of community organization and activism.
- e. Discourage or prohibit new heavy industrial uses from establishing along Sutherland Avenue.
- f. Protect and support existing employment opportunities in South Point Douglas while ensuring compatibility with new residential and commercial development.
- g. Support and encourage the growth and development of local institutions.

2.2.2 GROW



- a. Continue to move forward in partnership with Indigenous communities in a spirit of truth, reconciliation, and collaborations.
- b. Ensure that new housing provides a range of tenure types, with a priority on affordable housing.
- c. Accompany growth with new or improved amenities that meet residents' needs.
- d. Manage the transition of industrial uses to other uses.
- e. Accommodate the expansion or establishment of industrial uses only in appropriate locations.

- f. Guide the provision of new parks and improvements to existing parks, coordinated with enhancements to other elements of the public realm, to create a connected and cohesive public realm network serving Point Douglas.
- g. Create a connected and cohesive network of park spaces.
- h. Enhance the public realm by creating new parks and improving existing parks.
- i. Encourage the continuation of residential and commercial development along Waterfront Drive into South Point Douglas.
- j. Build complete streets – particularly on Austin Street, Euclid Avenue, and Sutherland Avenue - that support community gathering spaces, economic activities and opportunities, and people walking, cycling, and using transit.
- k. Leverage planned rapid transit infrastructure along Sutherland Avenue to facilitate development along the Rapid Transit Line in North Point Douglas and of the South Point Douglas Major Redevelopment Site as a complete community.
- l. Encourage Transit Oriented Development along Sutherland Avenue that includes places for people to live, work and play.
- m. Identify infrastructure improvements necessary to accommodate future development as envisioned in the Plan.

2.2.3 NURTURE



- a. Plan for people of all ages, with a focus on children and youth and the next seven generations.
- b. Recognize, celebrate and commemorate Indigenous cultures and histories in public spaces.
- c. Shape neighbourhood change through engagement and partnerships with residents, businesses and local groups.
- d. Scale, mass, locate, and orient new buildings to support liveability in the public realm and reinforce community identity.
- e. Encourage building and design practices that reduce greenhouse gas emissions, promote climate resilience, enhance biodiversity and expand the tree canopy.

3. Land Use

The **Land Use and Transportation Concept Plan** in **Appendix A** illustrates the land use designations and road network of the Plan Area. There are three land use designations: Infill Area, Mid-Rise Mixed-Use Area, and Higher-Rise Mixed-Use Area. Additionally, there are three sub-areas within the Higher-Rise Mixed-Use Area, described further in **Section 3.6**. Context for each of the land use designations can be found in the applicable sections.

The following sections outline policy related to land use. Neighbourhood Design, Sustainable Design, Vacant Lots and Buildings, and Brownfield Redevelopment policies apply throughout the Plan Area. Additionally, each land use designation has its own set of unique policies.

Policies of this chapter should be read in conjunction with subsequent chapters of the Plan which contain policy direction applicable to the entire Plan Area related to Public Realm, Mobility, Building Community, Housing, Heritage, Municipal Servicing and Utilities, and Implementation.

3.1 Land Use Objectives

The Land Use policy objectives are as follows:

- a. Establish a set of land use policy areas (designations) to guide development of the Plan Area.
- b. Provide for a range of housing options with a focus on meeting affordable housing needs.
- c. Encourage development that reinforces and contributes to a pedestrian-oriented environment.
- d. Encourage the development of vacant lots and the redevelopment of vacant and derelict buildings.
- e. Support the predominantly residential nature of many streets north of Sutherland Avenue and focus development on residential infill and redevelopment opportunities in these areas as appropriate.
- f. Encourage the development of Euclid Avenue and Sutherland Avenue as mixed-use, pedestrian-focused, neighbourhood main streets with increased street trees, landscaping, private/public gathering space, public art, and pedestrian amenities.
- g. Encourage mixed-use development on Higgins Avenue that emphasizes connections to the Red River.
- h. Encourage intensification of development in proximity to rapid transit stations.

- i. Leverage existing assets, such as Waterfront Drive redevelopment and proximity to the Red River, to promote the development of a livable and walkable urban neighbourhood that celebrates its unique history and sense of place.
- j. Encourage the development of gathering places and active areas, such as pedestrian plazas, outdoor seating areas, and patios at prominent, highly visible locations.

3.2 Neighbourhood Design Policies

- 3.2.1 Consistent with **Chapter 7** (Housing) of this Plan, new developments will contribute to the range of dwelling types, with an emphasis on the relationship of buildings to the street.
- 3.2.2 The street level design of buildings will foster human-scaled spaces that promote and provide opportunities for social interaction.
- 3.2.3 Development located within proximity to existing and planned parks and open spaces as generally illustrated on the **Parks and Open Space Concept Plan** in **Appendix A** will:
 - 1. Be oriented to maximize public access and views to parks and open spaces;
 - 2. Provide for casual overlook, increasing the safety of parks and open spaces;
 - 3. Be located and designed with consideration for impacts to wind conditions and sunlight on adjacent parks and open spaces; and
 - 4. Avoid locating loading and servicing areas and minimize vehicular parking abutting parks. Where surface parking is deemed necessary, landscaping shall be included.
- 3.2.4 Height limits are prescribed for each land use designation. The maximum scale of development permitted in each designation may not be appropriate for all sites or locations in that designation. Decisions regarding scale shall be made with consideration to all relevant objectives and policies of this Plan.
- 3.2.5 An urban design review should be required for new construction, redevelopment, or expansion of principal buildings in the Plan Area. Specific requirements should be outlined in the City of Winnipeg Zoning By-law. The review should ensure compliance with the policies of this Plan and other applicable by-laws.
- 3.2.6 An audit of existing public and institutional buildings should be conducted, identifying necessary accessibility upgrades to comply with current accessibility code requirements.
- 3.2.7 New development and infrastructure shall mitigate negative effects on ecologically significant natural lands, particularly along riverbanks.
- 3.2.8 New development in proximity to the Red River should be designed to ensure a connection with the river.

- 3.2.9 Except for low-density residential uses, development within the same block should share open space, parking facilities, and servicing areas.

3.3 Sustainable Design Policies

- 3.3.1 Site design and the design of new buildings should include adequate space and conditions to incorporate trees, landscaping, and green infrastructure to contribute to improved urban biodiversity, reduce stormwater run-off, and reduce urban heat island effect.
- 3.3.2 All development in the Plan Area should be designed to reduce energy consumption; such as through the use of material reuse and recycling, building orientation to the south or north, local power generation, and encouraging LEED™ Gold or higher rating, or an equivalent standard.
- 3.3.3 New developments and infrastructure should manage the risks of climate change impacts by integrating design solutions that address flood protection, extreme heat, emergency management, and micro-climates.
- 3.3.4 New developments are required to address drainage issues through innovative design solutions (e.g. Low Impact Development (LID), permeable surfaces, natural stormwater management systems, and green infrastructure). Developers must demonstrate how their designs will manage on-site stormwater through these innovations.
- 3.3.5 The City should identify locations to install public water faucets that can be adapted for the use of emergency cooling systems like misting stations.
- 3.3.6 Where feasible, adaptive reuse strategies should be implemented to extend the life of buildings and reduce the need for new construction. Therefore, existing building typologies should be assessed for their structural integrity and potential for renovation and the rationale for adaptive reuse or demolition be included as part of development applications.
- 3.3.7 The City should consider the implementation of incentives to support developers in the integration of sustainable design into their developments within the Plan Area. This could include expedited permitted processes, financial incentives, or technical assistance on projects that meet or exceed the standards.

3.4 Infill Area Policies

Policies within this section apply to the area shown as Infill Area on the **Land Use and Transportation Concept Plan** in **Appendix A**.

The Infill Area land use designation will undergo gentle intensification primarily through residential infill with the addition of new low-rise residential building types

such as single-unit dwellings, two-unit dwellings and lower density multi-unit dwellings, compatible with the existing character.

- 3.4.1 Single-unit dwellings, two-unit dwellings, row dwellings, and other multi-unit dwellings with up to 4 units shall be permitted, subject to Zoning By-law requirements.
- 3.4.2 Other than row dwellings, multi-unit dwellings with up to 4 units may only be considered on lots a minimum of 15.2 m (50 ft) wide, subject to Zoning By-law requirements.
- 3.4.3 Other than row dwellings, multi-unit dwellings with more than 4 units shall be directed to the Mid-Rise Mixed-Use Area or Higher-Rise Mixed-Use Area, as appropriate.
- 3.4.4 Public, institutional, and recreational uses may be supported within the Infill Area where they are determined to be compatible with adjacent uses.
- 3.4.5 Commercial and industrial uses shall not be permitted as primary uses.
- 3.4.6 New construction in the Infill Area shall have a maximum building height of four storeys (or 11.9 m (39 ft), whichever is less). A lesser maximum building height may be imposed depending on the size of the lot and the height of structures on adjacent lots.
- 3.4.7 Principal building entrances shall be oriented to the street.
- 3.4.8 Development shall be subject to the maximum lot coverage for principal and accessory buildings specified in the Zoning By-law.
- 3.4.9 The mass and scale of surrounding properties (including setbacks from property lines and height) and potential impacts of development on light, view and privacy of adjacent buildings and land shall be considered in the design and review of proposed development.
- 3.4.10 Development shall be subject to the minimum requirements for soft landscaping and the planting of trees and shrubs specified in the Zoning By-law, with consideration for the preservation of existing healthy mature trees.
- 3.4.11 Low-density residential development may be exempt from the requirement for urban design review established under policy [3.2.5](#). Additionally, consideration should be given to removing or adapting requirements related to façade materials, architectural features, and front yard setbacks for low-density residential development in the Infill Area.
- 3.4.12 For lots that abut and can be provided with access to a public lane, driveways and/or parking in the front yard shall be prohibited. This policy does not apply to common circulation areas servicing bareland condominium developments.
- 3.4.13 Intensification and infill projects should respect the existing patterns of streets, lanes, blocks, and public open spaces.

3.5 Mid-Rise Mixed-Use Area Policies

Policies within this section apply to the area shown as Mid-Rise Mixed-Use Area on the **Land Use and Transportation Concept Plan** in **Appendix A**.

The Mid-Rise Mixed-Use Area will develop as the social heart of the community, accommodating a mix of low and medium density residential and complementary commercial, public, institutional, and recreational uses. The public realm will be designed to support social activity and alternative forms of transportation, with strong connections to the rapid transit network along Sutherland Avenue.

- 3.5.1 Two-unit and multi-unit residential dwellings shall be the predominant land use in the Mid-Rise Mixed-Use Area.
- 3.5.2 Mixed-use buildings combining residential with compatible commercial uses on the ground floor shall be permitted.
- 3.5.3 Neighbourhood-oriented commercial uses shall be permitted.
- 3.5.4 Commercial uses that support the broader community may be considered on Euclid Avenue and Sutherland Avenue.
- 3.5.5 Commercial uses shall not be automobile-oriented or result in a substantial increase in vehicular traffic.
- 3.5.6 Auto accessed drive through facilities shall not be permitted.
- 3.5.7 Notwithstanding policy [3.5.3](#), new commercial uses fronting on the west side of Austin Street north of Euclid Avenue will only be permitted as part of a residential-commercial mixed-use building.
- 3.5.8 Public, institutional, and recreational uses (including parks and open spaces) may be supported within the Mid-Rise Mixed-Use Area where they are determined to be compatible with adjacent uses.
- 3.5.9 New industrial uses and/or the expansion of existing industrial uses shall not be permitted.
- 3.5.10 New buildings shall have a minimum of two storeys and a maximum of four storeys, except as outlined in policy [3.5.11](#).
- 3.5.11 New building with five or six storeys shall be permitted if:
 - 1. The lot has frontage on Sutherland Avenue, Aberdeen Avenue, or Austin Street North; and
 - 2. The lot is a minimum of 836.1 sq m (9,000 sq ft) in area.
- 3.5.12 Notwithstanding policies [3.5.10](#) and [3.5.11](#), the maximum height for development on sites adjacent to or abutting the Infill Area shall be determined by projecting a 45-degree angular plane towards the site from 12 feet above grade at the rear lot line of any lot in the Infill Area, as illustrated in **Figure 2 – 45-Degree Analysis**.

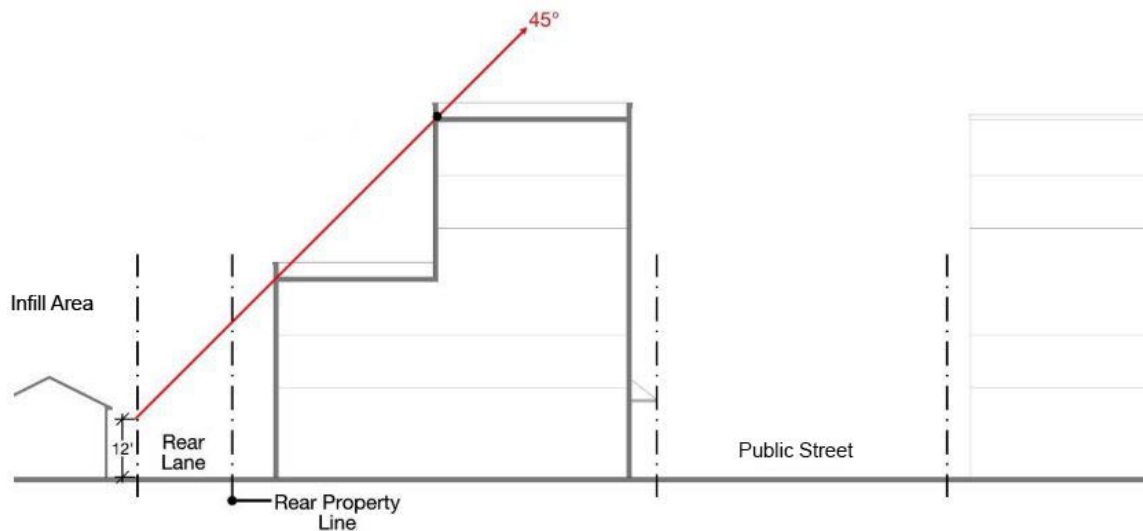


Figure 2 – 45-Degree Analysis

- 3.5.13 Development shall be subject to maximum setback requirements for new development established in the Zoning By-law, with exemptions for accommodating public open spaces, plazas, outdoor seating and dining areas, and other amenities.
- 3.5.14 Buildings should be designed in a manner that orients the front façade to the public street. In the case of corner lots, the front façade should be oriented to the higher order street (e.g. the collector street, as opposed to local street).
- 3.5.15 The principal entrances to buildings shall be visible from the public street.
- 3.5.16 Buildings shall not contain continuous blank walls facing a public street.
- 3.5.17 All sides of a building that face a public street shall contain transparent glass windows on the ground floor.
- 3.5.18 Architectural elements of buildings shall create interest at street level to reinforce activity and vitality.
- 3.5.19 Building design elements; including materials, finishing, signage, placement of windows and doors, and height and massing of buildings; shall complement development in the surrounding area.
- 3.5.20 Parking, loading and service entrances shall be located at the rear of the building when possible and as appropriate.
- 3.5.21 Parking areas shall not be established along Sutherland Avenue or in the front yard of multi-unit residential or mixed-use buildings.
- 3.5.22 No more than 0.5 off-street parking spaces per dwelling unit shall be required.
- 3.5.23 Notwithstanding policy [3.5.22](#), there shall be no minimum parking requirements for development on lots abutting Sutherland Avenue.

- 3.5.24 Facilities for both person and service loading, and delivery loading shall be required and provided where necessary.
- 3.5.25 Development applications that seek a reduction in minimum requirements for off-street parking shall provide an analysis of how the impact to on-street parking capacity within the immediate area will be minimized.
- 3.5.26 Innovative and flexible solutions for parking management are encouraged, including but not limited to the following:
1. Shared parking agreements;
 2. Dedicated spaces for car-share vehicles; and
 3. Provision of lockable bicycle parking spaces.
- 3.5.27 Developments will be encouraged to include or support gathering places and active areas, such as pedestrian plazas, outdoor seating areas, and patios at prominent, highly visible locations in both the public and private realms.

3.6 Higher-Rise Mixed-Use Area Policies

Policies within this section apply to the area shown as Higher-Rise Mixed-Use Area on the **Land Use and Transportation Concept Plan in Appendix A**. Furthermore, there are policies specific to each sub-area of this designation, the boundaries of which are illustrated on the **Higher-Rise Mixed-Use Area Sub-Areas** map in **Appendix A**. The boundaries of this designation include all of the South Point Douglas Major Redevelopment Site as identified in OurWinnipeg/Complete Communities. The former Brown and Rutherford site is also included in the Higher-Rise Mixed-Use Area due to its redevelopment potential and proximity to the proposed rapid transit station at Higgins Avenue and Sutherland Avenue.

The Higher-Rise Mixed-Use Area land use designation will develop as a mixed-income, mixed-use community with significant affordable housing in mid-rise and higher-rise buildings. The transformation of this primarily industrial area to a thriving mixed-use neighbourhood will build off successes from the nearby redevelopment along Waterfront Drive. Redevelopment will be supported by municipal investments in the public realm, including a network of walkable streets, community service facilities, and expanded parkland. The planned routing of bus rapid transit along Sutherland Avenue provides a significant opportunity to align land use and transportation planning. While Higgins Avenue will continue to function as an arterial road and truck route, increased density will heighten the importance of providing safe and attractive pedestrian crossings. Existing non-residential land uses will largely be incorporated into the Higher-Rise Mixed-Use Area.

- 3.6.1 Multi-unit residential dwellings and mixed-use buildings shall be the predominant land use.
- 3.6.2 Residential density in the Higher-Rise Mixed-Use Area shall be a minimum of 35 units per acre (86 units per hectare) with preference for greater density where feasible, particularly in proximity to rapid transit stations.
- 3.6.3 New single-unit and two-unit residential uses shall not be permitted except:
1. As infill adjacent existing low density residential uses; or
 2. As live/work units or artist studios integrated into larger developments.
- 3.6.4 Retention, renovation, and additions to existing single-unit and two-unit residential uses shall be permitted.
- 3.6.5 Uses that contribute to the creation of a vibrant, pedestrian-oriented neighbourhood with a dynamic street life are encouraged.
- 3.6.6 Neighbourhood-oriented commercial uses and commercial uses that support the broader community shall be permitted.
- 3.6.7 Notwithstanding policy [3.6.6](#), automobile-oriented uses are discouraged throughout the Higher-Rise Mixed-Use Area and auto accessed drive through facilities shall not be permitted.
- 3.6.8 Public, institutional, and recreational uses (including parks and open spaces) may be supported within the Higher-Rise Mixed-Use Area where they are determined to be compatible with adjacent uses.
- 3.6.9 New heavy industrial uses and/or the expansion of existing heavy industrial uses shall not be permitted.
- 3.6.10 New construction in the Higher-Rise Mixed-Use Area shall have a minimum building height of two storeys and a maximum building height of six storeys, except as outlined in policy [3.6.11](#).
- 3.6.11 New buildings between seven and sixteen storeys may be permitted if:
1. The lot is a minimum of 1,858.1 sq m (20,000 sq ft) in area;
 2. The seventh and higher storeys are setback further from the public street than the first storey, where deemed necessary; and
 3. A sun/shadow study is submitted in support of the development, where deemed necessary.
- 3.6.12 Notwithstanding policies [3.6.10](#) and [3.6.11](#), the maximum height for development on sites adjacent to or abutting the Infill Area shall be determined by projecting a 45-degree angular plane towards the site from 12 feet above grade at the rear lot line of any lot in the Infill Area, as illustrated in **Figure 2 – 45-Degree Analysis**.

- 3.6.13 Consideration should be given to the creation of additional public streets in the redevelopment of large blocks to increase walkability and enhance the pedestrian-oriented public realm.
- 3.6.14 There shall be no minimum parking requirements in the Higher-Rise Mixed-Use Area. Loading facilities for both person and service loading and delivery loading shall be required and provided where necessary.
- 3.6.15 Innovative and flexible solutions for parking management, including shared parking agreements and providing dedicated spaces for car share vehicles, are encouraged.
- 3.6.16 Shared parking agreements should be pursued with owners of existing large parking lots.
- 3.6.17 The development of gathering places and active areas, such as pedestrian plazas, outdoor seating areas, and patios at prominent, highly visible locations is encouraged in both the public and private realms.

Sub-Area A (Higgins Avenue and Riverfront)

- 3.6.18 New industrial uses and/or the expansion of existing industrial uses shall not be permitted. Existing industrial uses shall be considered non-conforming.
- 3.6.19 Retention and expansion of arts and culture uses in this sub-area will be supported, with particular attention to **Section 6.2**.
- 3.6.20 Businesses that leverage proximity to the Red River, including ecotourism and recreational activities, are encouraged.
- 3.6.21 Consideration should be given to the creation of additional public streets in the redevelopment of large blocks to increase walkability. Examples include:
 - 1. Potential extension of Macdonald Street and/or the creation of a new north-south street through the existing industrial site to the east of Macdonald Street; and
 - 2. Additional public streets to facilitate development on the former industrial lands east of Higgins Avenue.
- 3.6.22 Lands adjacent to the Red River shall be primarily reserved for the use and enjoyment of the public.
- 3.6.23 New development between Higgins Avenue and the Red River will contribute to and/or enhance the pedestrian-oriented public realm whenever possible, and as appropriate.
- 3.6.24 Uses supportive of and accessory to a continuous linear parkway and public gathering nodes are encouraged.
- 3.6.25 Privately-operated publicly accessible spaces may be used to supplement a continuous pedestrian network between Higgins Avenue and the Red River.
- 3.6.26 The design of development should maintain or create views to the Red River from the public realm and proposed buildings.

- 3.6.27 Buildings should be designed in a manner that orients the front façade towards either a public street, or public park space adjacent the Red River.
- 3.6.28 Buildings shall not contain continuous blank walls facing public streets or public park space.
- 3.6.29 All sides of a building that face a public street or public park space shall contain transparent glass windows on the ground floor.
- 3.6.30 Architectural elements of buildings shall create interest at the ground level to reinforce activity and vitality.
- 3.6.31 Building design elements; including materials, finishing, signage, placement of windows and doors, and height and massing of buildings; shall complement development in the surrounding area.
- 3.6.32 Parking, loading, and service entrances shall be located away from public streets and public park space whenever possible, and as appropriate.
- 3.6.33 Parking areas should not be established in the front yard of multi-unit residential or mixed-use buildings, except along Higgins Avenue and provided that
1. Proposed building(s) are oriented towards the river; and
 2. The design includes features (e.g. vegetation, fencing) that buffer the parking area from Higgins Avenue.
- 3.6.34 The following should be considered in any future redevelopment of the Buchanan Boat Launch site east of Higgins Avenue adjacent to the Red River.
1. Expansion and/or redevelopment of the existing boat launch to include a marina with public access and other types of water recreation and programming;
 2. Establishment of an interpretive centre to facilitate land-based education programming and recreation;
 3. Private mixed-use development may be included as part of the redevelopment, provided that public access to the Red River is maintained and that the development contributes to the overall vision established for the area.

Sub-Area B (Sutherland Avenue)

- 3.6.35 Development on Sutherland Avenue should include street-oriented commercial uses such as retail, restaurant, entertainment, or personal services on the ground floor with residential or office uses above.
- 3.6.36 Buildings shall be designed so that at least 70 percent of the ground floor of any façade facing Sutherland Avenue features active interior space (portions of a building that are in regular use by people such as lobbies, retail interiors, dining areas, classrooms, offices, meeting rooms, and living spaces).
- 3.6.37 Automobile-oriented uses are not permitted on Sutherland Avenue. Existing automobile-oriented uses on Sutherland Avenue shall be considered non-conforming.

- 3.6.38 New industrial uses and/or the expansion of existing industrial uses shall not be permitted. Existing industrial uses shall be considered non-conforming.
- 3.6.39 Development shall be subject to maximum setback requirements for new development established in the Zoning By-law, with exemptions for accommodating public open spaces, plazas, outdoor seating and dining areas, and other amenities.
- 3.6.40 Development on lots with frontage on Sutherland Avenue shall be oriented to and include principal building entrance(s) on that street.
- 3.6.41 All sides of a building that face a public street shall contain transparent glass windows on the ground floor.
- 3.6.42 Architectural elements of buildings shall create interest at street level to reinforce activity and vitality.
- 3.6.43 Parking areas shall not be established in front or corner side yards adjacent to Sutherland Avenue. Where provided, parking areas should not be visible from Sutherland Avenue and enclosed parking should be separated from Sutherland Avenue by other land uses.

Sub-Area C (Higgins Avenue Mixed-Use Industrial)

- 3.6.44 The establishment of new or the expansion of existing light industrial uses may be considered subject to the following:
 - 1. The proposed uses do not significantly impact the use and enjoyment of nearby residential properties;
 - 2. The physical appearance of proposed or expanded buildings and properties is improved where necessary to ensure compatibility with mixed-use and residential development. This could include the addition of trees and vegetation or other forms of buffering; and
 - 3. New or expanded outdoor storage or waste and salvage uses shall not be permitted.

3.7 Vacant Lots and Buildings Policies

- 3.7.1 The City shall encourage the development of vacant lots and those used for surface parking and/or storage, as well as the redevelopment of vacant or derelict buildings. Strategies may include the use of regulatory tools, financial incentives and/or the introduction of new taxes.
- 3.7.2 Support the proactive identification of vacant buildings and encourage Bylaw Enforcement Officers to engage and educate the community on issues related to vacant buildings, including identification and the City's enforcement processes.

3.8 Brownfield Redevelopment Policies

- 3.8.1 Contaminated sites shall be remediated as necessary prior to development.
- 3.8.2 Strategies and incentive programs that encourage government collaboration to facilitate brownfield redevelopment will be encouraged.
- 3.8.3 In assessing any applications to re-use industrial lands for non-industrial uses, uses that provide employment opportunities will be encouraged.
- 3.8.4 A Phase 1 Environmental Site Assessment (ESA) shall be required prior to development of properties with a history of potential environmental concern, including those with a record on the Manitoba Environment and Climate Change Contaminated Sites Registry. A Phase 1 ESA is also recommended prior to development of any properties within 50 metres of sites with a record on the Contaminated Sites Registry.
- 3.8.5 In addition to policy [3.8.4](#), development of sites designated as impacted or contaminated in the Manitoba Environment and Climate Change Contaminated Sites Registry shall be subject to a review of historical environmental reports to ensure that all contaminants have been fully delineated on-site, and that a Remedial Action Plan has been prepared and approved by Manitoba Environment and Climate Change.
- 3.8.6 Any ground disturbance activities within the Plan Area should proceed with a Health and Safety Plan and a Dust and Air Quality Control Plan in place by the prime contractor to limit airborne dust and soil particles dispersal into the atmosphere, thereby minimizing the risk of inhalation of lead particles by workers and the public.
- 3.8.7 Excess soil generated as a result of property development in the Plan Area should be analytically tested for total lead concentrations in soil before it can be relocated off-site and re-used as clean backfill material. Should total lead concentrations exceed Canadian Council of Ministers of the Environment (CCME) Canadian Soil Quality Guidelines (CSQG), it is recommended that they be disposed of at an accepting landfill facility. It is recognized that partnerships with government agencies may be necessary to make this financially viable.

4. Public Realm

This chapter provides general policy direction related to the public realm, including parks and open spaces and streetscapes, within the Plan Area. Objectives and policies guide the provision of new parks and improvements to existing parks, coordinated with enhancements to other elements of the public realm, to create a connected and cohesive public realm network serving Point Douglas. This includes connecting the North Winnipeg Parkway, an active transportation corridor intended to connect The Forks to the Chief Peguis Trail along the Red River, through Point Douglas. Policies also address open space provision and design in private development.

The **Parks and Open Space Concept Plan** in **Appendix A** identifies the location of existing and potential future parks and open spaces in the Plan Area. This map is intended to serve as a guide only and, provided that the intent of this Plan is maintained, deviation from the map to take advantage of emerging opportunities will not require an amendment to this Plan.

4.1 Public Realm Objectives

The Public Realm policy objectives are as follows:

- a. Enhance existing parks and open spaces in the area to meet the needs of residents who live and work in Point Douglas.
- b. To ensure residents of Point Douglas have nearby and easy access to a park or natural space close to their home.
- c. Ensure the amount, quality, and programming of parks and open space can support the increased density facilitated by this Plan.
- d. To implement the *Winnipeg Recreation and Parks Strategy*.
- e. Consider public access, environmental sustainability, and recreational opportunities in the design, location, and management of parks and open spaces.
- f. Foster and support greater community use of public spaces (e.g. parks and streets).
- g. Establish and/or improve off-street connections between parks containing a variety of unique facilities.
- h. Ensure parks are accessible throughout the year, including during the winter.
- i. Protect, restore and enhance existing natural areas and riparian zones to support aquatic health, riverbank stability, flood protection and habitat biodiversity.
- j. Extend the linear parkway system along the Red River throughout the Plan Area.
- k. Develop an attractive and safe riverfront easily accessible by the public.

- l. Create new natural areas through the remediation of lands not suitable for development.
- m. Recognize and celebrate Indigenous cultures and places.

4.2 General Public Realm Policies

- 4.2.1 Locations for new public realm elements including new parks and open spaces are conceptually shown on the **Parks and Open Space Concept Plan** in **Appendix A**. The precise size, location and configuration of new public realm elements will be identified and secured through the development process, and as other opportunities arise. Refinements to new public realm elements including new parkland and open spaces will not require an amendment to this Plan provided refinements are consistent with the objectives and policies of this Plan.
- 4.2.2 Investment in public realm development and improvements at existing parks and open spaces such as Michaëlle Jean Park and Joe Zuken Park is encouraged.
- 4.2.3 Where sites adjacent to existing parks and open spaces are redeveloped, opportunities to expand or improve connections to existing parks and open spaces should be considered.
- 4.2.4 Safe and accessible transportation connections to adjacent neighbourhoods, parks and recreational opportunities will be established and/or enhanced.
- 4.2.5 Nothing in this Plan shall prevent areas south and/or east of Higgins Avenue being developed as regional park space.
- 4.2.6 Parks and recreational amenity needs should be re-evaluated as growth occurs to account for recent development, residential growth targets, higher levels of poverty, and desired amenities (such as dog parks).
- 4.2.7 Opportunities (including existing rights of way, surface parking lots, derelict properties, environmental remediation, and land acquisition) to develop new parks and off-street connections will be encouraged.
- 4.2.8 Provision of park and open space will be in accordance with the *Winnipeg Recreation and Parks Strategy*.
- 4.2.9 Consolidation of parkland dedication from more than one development to create a larger park is encouraged.
- 4.2.10 Fees collected through land dedication should be directed to providing and enhancing park space in the Plan Area.
- 4.2.11 In addition to land dedication, the City may require easements and/or consider purchasing land to designate areas for environmental conservation and/or ensure compliance with the objectives and policies of this Plan.

- 4.2.12 Provision of *privately-operated publicly accessible spaces* may be considered to augment, not substitute for, public parks and open spaces.
- 4.2.13 Programming options for parks and open spaces should be increased through partnerships, including partnerships with community organizations.
- 4.2.14 The City should consider implementing strategies to increase community use of public spaces (e.g. parks and streets) for gardens, markets, and other community activities. This could include eliminating street closure permit fees for non-profits and assisting with the application process and allowing for a range of programming opportunities.
- 4.2.15 Temporary or semi-permanent commercial amenities in public spaces that increase use, expand recreational opportunities, and complement existing park amenities may be considered as appropriate.
- 4.2.16 Indigenous cultures and histories will be recognized, celebrated and commemorated in parks and the public realm network through:
1. Placekeeping, placemaking, public art, naming (as outlined in the Welcoming Winnipeg: Reconciling our History Policy) and other initiatives in partnership with Indigenous communities;
 2. Protecting and creating safe spaces for Indigenous cultural and ceremonial practices; and
 3. Planting and identification of Indigenous foods and medicines.
- 4.2.17 The design and programming of parks, open spaces, and the public realm will support food security, including community gardening, urban farming and edible plantings where feasible, and provided any concerns regarding contaminated soil have been adequately addressed.
- 4.2.18 Planting of drought-resistant and native plant species, and the provision of shade structures, is encouraged throughout the public realm and in private development to mitigate urban heat island effects and provide shelter from extreme heat.
- 4.2.19 New developments shall incorporate landscaping, including the planting of trees and shrubs, as specified in the zoning by-law and/or development agreements.
- 4.2.20 Micro forests (or pocket forests) should be planted to augment green spaces, reduce urban heat island effect, provide opportunities to connect people with nature, and improve public access to green spaces.
- 4.2.21 Encourage and support innovative, low-maintenance planting on boulevards and other public open spaces. This may include community groups or private individuals adopting a portion of boulevard for the purposes of gardening and maintenance, provided access to city services and infrastructure is maintained.

4.3 Street Design Policies

- 4.3.1 Trees will be provided and maintained in accordance with the *Winnipeg Comprehensive Urban Forest Strategy*.
- 4.3.2 During street design and development, furnishing and planting zones that dedicate spaces for trees should be identified in accordance with tree planting specifications outlined in the *Winnipeg Comprehensive Urban Forest Strategy* and the *Tree Planting Standards for Regional Streets and Downtown*.
- 4.3.3 The City should upgrade public infrastructure on street reconstruction projects to incorporate green infrastructure, including components such as rain gardens, bioswales, reduced street widths, and soil cell suspended pavement systems with necessary soil volume (e.g. silva cells) to support a healthy tree canopy and enhance stormwater management.
- 4.3.4 Inclusion of wayfinding; microclimate features; traffic calming measures; and community planters should be considered in new street designs.
- 4.3.5 Local community and Indigenous groups may be engaged in the design of new streets, as appropriate.

4.4 River Connection Policies

- 4.4.1 The retention, acquisition and improvement of riverbank lands shall be prioritized to:
 - 1. Restore riparian habitat;
 - 2. Increase public access to waterways; and
 - 3. Connect the North Winnipeg Parkway multi-use trail from Annabella Street south of Higgins Avenue to Michaëlle Jean Park by establishing a continuous linear parkway system along the Red River throughout the Plan Area.
- 4.4.2 Establishing a continuous linear parkway system along the Red River throughout the Plan Area is a priority of this Plan. The City shall assemble and enhance riverbank properties, or portions of properties, when suitable sites become available, whether through acquisitions or as part of the development application process.
- 4.4.3 The impacts of public access in or near riparian habitats shall be minimized by defining and developing trails which maximize public safety while minimizing human impact on the most sensitive and vulnerable areas.
- 4.4.4 Enhancements along the Rover Avenue right-of-way should be considered, including:
 - 1. Development and maintenance of small park areas and other amenities of interest;
 - 2. Provision and enhancement of the active transportation environment; and
 - 3. Adjustments to vehicular traffic movement and speed as appropriate.
- 4.4.5 Expanded use of the Red River should be promoted by:

1. Encouraging the establishment of one or more accessible water taxi stops in Point Douglas;
2. Establishing stronger connections to the river from Michaëlle Jean Park, including construction of a canoe launch with associated storage lockers;
3. Providing additional facilities for winter use of the river, such as ski and skating trails, open ice skating areas, warming huts, and benches;
4. Protecting and expanding safe seasonal access to the river, including through the property development process; and
5. Working with the Forks Renewal Corporation to support extension and maintenance of the Nestaweya River Trail north along the Red River to Point Douglas.

5. Mobility

This chapter provides policy direction on mobility and guides investment in new and improved pedestrian, cycling, and transit infrastructure throughout the Plan Area as well as connections to large city-wide networks as identified on the **Transportation Network** map in **Appendix A**.

The planned routing of bus rapid transit along Sutherland Avenue provides a significant opportunity to re-imagine mobility in the Plan Area. The proposed bus rapid transit design includes a transit boulevard and pedestrian and cycling infrastructure on Sutherland Avenue, a new signalized intersection at Main Street and Sutherland Avenue, a new pedestrian underpass of the CP railway tracks near the Disraeli Freeway, and two rapid transit stations along Sutherland Avenue.

5.1 Mobility Objectives

The Mobility policy objectives are as follows:

- a. Provide an efficient and accessible transportation network that considers all users and modes of transportation, prioritizing infrastructure that focuses on the accessibility, comfort, and safety of cyclists, pedestrians, and transit users.
- b. Leverage private sector development and public infrastructure investments to make active and public transit attractive, efficient and easy to use with the aim of moving 50 percent of people by sustainable modes by 2050, as outlined in the City of Winnipeg Transportation Master Plan, Transportation 2050.
- c. Improve personal mobility, promote healthy living, and reduce greenhouse gas emissions.
- d. Ensure that the active transportation network is planned, designed, implemented and maintained to address year-round pedestrian needs.
- e. Incorporate complete streets wherever possible and promote innovative design, such as shared streets, where appropriate;
- f. Protect Higgins Avenue as a primary truck route.

5.2 General Mobility Policies

- 5.2.1 Proposed changes to cycling and pedestrian networks in the Plan Area should align with the vision and direction strategies of the City of Winnipeg Pedestrian and Cycling Strategies and should accommodate both recreational and commuter travel.
- 5.2.2 Improvements to the active transportation network should prioritize the following:

1. Streetscaping improvements within the pedestrian realm in conjunction with the design and implementation of the Bus Rapid Transit Network along Sutherland Avenue, to support new developments and businesses, and create a positive pedestrian environment. This shall include introduction of a sidewalk on the south side of Sutherland Avenue;
 2. Providing links between unconnected portions of off-street pathway systems, sidewalks, and cycling routes;
 3. Providing wider sidewalks in existing and emerging activity areas to accommodate pedestrian traffic and amenities, particularly where outdoor seating and retail activities are to occur.
- 5.2.3 Street renewals shall adhere to the *Winnipeg Streetscape Design Standards Manual* and reflect the character of the neighbourhood.
- 5.2.4 Consider development of *shared streets*, including Rover Avenue, that prioritize pedestrian movement and safety and that minimize segregation between different modes of transportation. Shared streets are to be compatible with the Provincial Shared Street Regulation.
- 5.2.5 Except for permanent shared streets, new streets should include sidewalks on both sides of the street to ensure a positive pedestrian environment.
- 5.2.6 Consideration may be given to constructing an active transportation bridge connecting South Point Douglas to Whittier Park to enhance the local economy, improve accessibility and stimulate greater value and use of critical public recreational and cultural assets.
- 5.2.7 Streetscaping improvements are encouraged, particularly along Sutherland Avenue, Higgins Avenue, and Euclid Avenue, including:
1. Increasing the number of street trees and other pedestrian amenities including street furniture, pedestrian-level lighting, green infrastructure, and placemaking;
 2. Integration of cycling and active transportation facilities such as bike racks and lockers;
 3. Maintenance and/or construction of wide sidewalks that meet accessibility standards;
 4. Improvements to pedestrian crossings.
- 5.2.8 Road rights-of-way should provide space for green infrastructure including trees, other plants, and stormwater management features that will support climate change adaptation.
- 5.2.9 Decisions regarding development and infrastructure should consider the *Winnipeg Transit Master Plan* including the primary transit network (launching in 2025), the short-term and long-term network plans.

- 5.2.10 Dedicated space for amenities should be provided at all bus stops and stations, either as standalone elements (e.g. trees) and structures (e.g. benches) or integrated with adjacent developments or streetscape elements.
- 5.2.11 Identify opportunities to co-locate bus stops and amenities with adjacent developments to improve safety, convenience and comfort of transit riders.
- 5.2.12 New development shall not impede the ability to provide effective transit service within the Plan Area.
- 5.2.13 New development shall not impede Higgins Avenue as a primary truck route.
- 5.2.14 Road safety improvements shall be informed by the *Winnipeg Road Safety Strategic Action Plan*, with a particular focus on improving pedestrian and cyclist safety and reducing collisions on arterial streets within the Plan Area.

5.3 Vehicular Parking, Access, and Curbside Management Policies

- 5.3.1 Innovative approaches to vehicle parking and access are encouraged. This may include the introduction of dedicated parking spaces for car share vehicles and public electric vehicle charging stations.
- 5.3.2 Surface parking is generally discouraged. Where deemed necessary, surface parking should be located to the rear of buildings (except adjacent to Higgins Avenue pursuant to policy [3.6.33](#)), screened from view of sidewalks, and subject to landscaping requirements outlined in the Zoning By-law.
- 5.3.3 Existing parking and loading regulations and usage in the Plan Area should be reviewed to ensure they support future development plans.
- 5.3.4 On- and off-street parking, both public and private, should include electric vehicle charging spaces (or be electric vehicle ready), car share spaces, and adequate loading and delivery areas.
- 5.3.5 On-street parking is encouraged as a traffic calming measure.
- 5.3.6 Private front approaches should not be permitted for properties that abut and can be provided with access to a public lane.
- 5.3.7 Loading areas on Sutherland Avenue shall be accommodated on the property they service or within existing curb-to-curb road widths. Loading areas shall not be permitted to remove space from the pedestrian right-of-way or sidewalk amenity zone.

5.4 Railway Policies

- 5.4.1 *The Guidelines for New Development in Proximity to Railway Operations*, prepared for the Federation of Canadian Municipalities and the Railway Association of Canada, shall be considered in the review of all residential development applications.

- 5.4.2 Proposals for development adjacent to a rail corridor are required to include both a noise and vibration impact study, and an air quality assessment as appropriate.
- 5.4.3 Setbacks and buffer zones shall be applied in accordance with the *Guidelines for New Development in Proximity to Railway Operations*, as appropriate.

DRAFT

6. Building Community

This Plan outlines a vision for the physical development of Point Douglas, including buildings, urban design, and infrastructure services. However, equally important are the ‘soft’ services and features of the neighbourhood; those that do not necessarily have a physical manifestation. Point Douglas should be clean and well-maintained to foster a sense of place and pride, increase health and safety, and provide inclusive community facilities.

6.1 Building Community Objectives

The Building Community policy objectives are as follows:

- a. Advance social equity and economic inclusion for current and future residents;
- b. Ensure a safe, clean, and inclusive neighbourhood;
- c. Improve access to community spaces and facilities; and
- d. Promote the continued presence of arts and culture.

6.2 Arts and Culture Policies

- 6.2.1 Development is encouraged to include, retain, and expand arts and culture uses through the inclusion of dedicated spaces for such uses.
- 6.2.2 Public art should be diverse and reflect the history and vibrancy of Point Douglas, contributing to a sense of place.
- 6.2.3 Opportunities for the local arts community and local artists to participate in the provision of public art will be encouraged.
- 6.2.4 To support and promote a thriving art and culture scene in Point Douglas, cultural events, street festivals, cultural attractions, and spaces for culture sector employment are encouraged.

6.3 Inclusive Economic Development Policies

- 6.3.1 Coordinate public infrastructure projects with new private development projects to encourage economic growth and ensure alignment in placemaking efforts.
- 6.3.2 Support initiatives that promote Indigenous-led economic development, including partnerships for consultation and collaboration in planning and development projects.
- 6.3.3 Opportunities for commercial *community land trusts* and cooperative models to secure new commercial space are encouraged.
- 6.3.4 Development is encouraged to provide flexible spaces that can be used as business incubators.

6.4 Community Facilities Policies

- 6.4.1 The City should consider strategies for increasing use of community recreation centres, including partnerships with community organizations. A wide range of inclusive programming should be provided, with opportunities for people of all ages and abilities.
- 6.4.2 New community service facilities, to support population growth and complete communities, are encouraged to be:
1. Supported by a well-designed public realm and located in highly visible and accessible locations with strong pedestrian, cycling, and transit connections;
 2. Designed to provide flexible, multi-purpose space that can be used throughout the year to deliver diverse programming and adapt over time to meet varied needs;
 3. Incorporated at grade or within the lower storeys of mixed-use buildings containing other uses;
 4. Designed with an equity lens and through consultation with local community to create spaces that are safe, accessible and inviting for all, including by identifying and removing barriers for the most marginalized and vulnerable community members.
- 6.4.3 Community service facilities are encouraged to provide free, publicly accessible Wi-Fi, including within adjacent outdoor open spaces, to provide equitable access to the internet and technology.
- 6.4.4 Community service facilities are encouraged to include:
1. Landscaping and outdoor spaces that support community food production;
 2. Food preparation spaces including community kitchens and spaces for food processing and distribution;
 3. Spaces to support educational programming and entrepreneurship; and
 4. Spaces for large community gatherings.

6.5 Safety Policies

- 6.5.1 A culture of safety and crime prevention may be promoted by building trusting relationships with residents and organizations to enable collaborative action.
- 6.5.2 Development and infrastructure investments in both the private and public realms should be informed by Crime Prevention through Environmental Design (CPTED) Principles, including:
1. Providing clear paths of visibility and natural surveillance through design;
 2. Controlling access through well-demarcated entrances and exits;
 3. Clearly defining public, semi-private, and private space to increase a sense of ownership;

- 4. Designing space to be easily maintained.
- 6.5.3 Adequate lighting will be provided in new private developments and in the public realm, with the developers and the City coordinating with Manitoba Hydro as necessary. Pedestrian-scale lighting is encouraged.
- 6.5.4 Provide funding and work with community organizations and other levels of government to develop innovative ways to efficiently address litter and waste in the public realm. This could include supporting people through income generation opportunities.

DRAFT

7. Housing

Point Douglas is a diverse community with a range of affordable housing types and tenures. The planned construction of a rapid transit corridor along Sutherland Avenue represents a significant opportunity to stimulate additional residential development, which this Plan facilitates. However, in planning for change, the City recognizes the importance of protecting and preserving the existing housing stock, including its affordability and character. As such, this Plan focuses on maintaining a neighbourhood that is accessible to all and preventing displacement of existing residents.

The City recognizes the important work already being done related to housing by non-profit groups and community organizations in Point Douglas. The City will continue to support this impactful work through policy direction, advocacy, financial grants, and incentives, where possible.

Point Douglas is and should continue to be a community for all, a place where residents can live and grow safely and affordably for generations to come.

7.1 Housing Objectives

The Housing policy objectives are as follows:

- a. Support the revitalization and maintenance of the existing housing stock while promoting adequate, safe living conditions for homeowners and tenants.
- b. Encourage new housing development that provides for a diversity of sizes, forms, and tenures to accommodate a range of incomes, ages, and household types.
- c. Protect the existing rental housing stock and encourage the increase in rental housing development to more effectively address demand.
- d. Encourage housing development that ties in with the existing neighbourhood character and plans for a pedestrian and transit-friendly community, including higher residential densities near services and along the rapid transit corridor.
- e. Increase the overall housing supply, with a specific focus on increasing the supply of social and affordable housing.
- f. Ensure that future housing development supports social, economic, and environmental sustainability in Point Douglas.
- g. Collaborate with non-profit groups, community organizations, private developers, and other levels of government to align complementary programs, tools, resources, and expertise that can provide housing that meets the needs of Point Douglas residents.

7.2 Housing Policies

- 7.2.1 Prioritize the stabilization, preservation, and rehabilitation of existing affordable housing to maintain Point Douglas's character and prevent displacement of existing residents.
- 7.2.2 New development should include both market and non-market housing to support a mix of housing opportunities in the neighbourhood.
- 7.2.3 The establishment of new or expansion of existing *single-room occupancies* shall be prohibited except for medical receiving homes, housing with onsite wraparound support services, or as outlined in policy [7.2.4](#).
- 7.2.4 New single-room occupancies may be considered when incorporated into developments with four or more storeys in the Mid-Rise Mixed-Use and Higher-Rise Mixed-Use Policy Areas, and where they occupy no more than 25 percent of the gross floor area.
- 7.2.5 Support the provision of affordable and social housing through collaboration with non-profit groups and community organizations, private developers, and other levels of government.
- 7.2.6 Opportunities for community land trusts and cooperative models to secure new affordable housing are encouraged.
- 7.2.7 The development and maintenance of a Neighbourhood Housing Plan to help guide future housing development in Point Douglas will be encouraged, as facilitated by the City of Winnipeg Housing Policy.
- 7.2.8 Consider the establishment of one or more Residential Development Investment Zones in the Plan Area, including the Gomez-MacDonald Residential Development Investment Zone outlined in the Exchange District Community Investment Strategy, to create targeted incentive programs and provide greater certainty to potential investors.
- 7.2.9 Explore opportunities to expand the boundaries of CentreVenture to include parts of South Point Douglas in the Plan Area.
- 7.2.10 Federal and provincial funding will be invested directly through grants to housing projects and indirectly through public infrastructure improvements to support the creation of market and non-market housing.
- 7.2.11 Applicants may be required to demonstrate how their proposed development responds to the City of Winnipeg Housing Policy and other Council-adopted plans and policies related to affordable housing.
- 7.2.12 Residential or mixed-use development on any site 836.1 sq m (9,000 sq ft) or greater in size, or that contains more than 20 new dwelling units on a site, must provide a minimum of 20 percent of the total number of new units as affordable housing, as

defined by the Zoning By-law. These shall be maintained as affordable for a minimum of twenty years, with documentation provided to the satisfaction of the city.

7.2.13 Additional affordable housing will be encouraged through programs and policies that may include:

1. Selling city-owned lands to non-profit organizations for the development of affordable housing;
2. Density bonusing that permits an increase in allowable density in exchange for the provision of affordable housing;
3. Prioritizing the processing of applications and assisting applicants with development processes related to affordable housing (such as the City's Affordable Housing Concierge Service);
4. Providing financial support through capital grants and/or tax-increment financing (such as the City's Affordable Housing Now program and Housing Accelerator Fund).

7.2.14 Prioritize the use of policies and programs to encourage the retention of existing rental housing.

7.2.15 Development in the Mid-Rise and Higher-Rise Mixed-Use Policy Areas shall not result in a net loss of rental housing in the Plan Area.

7.2.16 Support programs and initiatives aimed at ensuring tenant and landlord rights and responsibilities are protected, such as the Tenant-Landlord Cooperation Advocates program administered by the North End Community Renewal Corporation (NECRC).

7.2.17 Support programs and initiatives aimed at the repair and maintenance of existing housing stock, such as Manitoba Hydro grants and the Exterior Home Improvement Program (EHIP) administered by the North End Community Renewal Corporation (NECRC).

7.2.18 A mix of unit sizes, including units containing two or more bedrooms, is encouraged in new developments.

8. Heritage

The history of Winnipeg's Point Douglas neighbourhood is rich and complex and constantly evolving. First populated by Indigenous communities, Point Douglas eventually became the first residential district established in Winnipeg. An influx of workers and industrial development followed the Canadian Pacific Railway routing through the neighbourhood in 1881.

The North Point Douglas neighbourhood holds great historical and cultural significance, with sites that reflect its industrial past including the J.R. Watkins Company Factory & Warehouse and the Canadian Pacific Railway Post Office. Additionally, there are numerous residential structures and churches tracking the transformations of the area such as Barber House, the Ross House Museum, the Charles Ellis Boarding House, St. Michael's Greek Orthodox Church, and All People's Sutherland Mission (now the Manitoba Indigenous Cultural Education Centre).

8.1 Heritage Objectives

The Heritage policy objectives are as follows:

- a. Recognize the rich and complex and constantly evolving history of the Plan Area and identify enhancement opportunities.
- b. Recognize designated historical resources, numerous monuments/ panels, and pre-1900 residential structures that contribute to the cultural landscape of the Plan Area and protect those resources appropriately.
- c. Honour Indigenous history and culture.

8.2 Heritage Policies

- 8.2.1 The voluntary designation of buildings of architectural or heritage value, as per the Historical Resources By-law No. 55/2014, is encouraged.
- 8.2.2 The re-purposing and restoration of existing structures is encouraged. Opportunities to incorporate existing structures into redevelopment proposals should be explored where feasible.
- 8.2.3 Development incentives (e.g. tax increment financing) should be created that focus on projects that redevelop heritage resources.
- 8.2.4 A condition assessment grant program should be created to help the City and owners of heritage resources procure engineering assessments of the structural viability, and viability of remediation of the historical resource.
- 8.2.5 Indigenous art, history, and culture should be featured prominently and in a meaningful way throughout the Plan Area.

9. Municipal Servicing and Utilities

This chapter provides general policy direction for the provision of municipal services and utilities and policy direction specific to Water and Wastewater, Land Drainage, Utilities, and Flood Protection.

To implement the policies of this Plan, and in particular to facilitate the scale of development envisioned in **Chapter 3**, improvements to municipal servicing capacity will be required. The current combined sewer system in the Plan Area has limitations on accommodating new development. While some of the combined sewer has been either partially or fully separated in recent decades, sixty percent of the developed land still relies on a combined sewer system for runoff from rainfall events. To comply with Clause 8 of the Environment Act License #3042, upgrades are necessary to ensure the sum of wastewater flows and increased land drainage discharge from redeveloped properties does not increase as land use intensifies relative to the existing development.

Some examples of infrastructure upgrades (e.g. to pipe size and materials) expected to be required to accommodate additional development include:

1. The area bounded by Granville Street, Rover Avenue, Barber Street and Euclid Avenue;
2. The watermain running along Austin Street North and adjacent streets; and
3. The watermains on Syndicate Street, Stephens Street, and Angus Street.

9.2 Municipal Servicing and Utilities Objectives

The Municipal Servicing and Utilities policy objectives are as follows:

- a. Ensure the provision of municipal services are adequate to meet the objectives of the policy areas within this Plan.
- b. Align land use and infrastructure planning.
- c. Pursue the replacement and upgrading of municipal services in the Plan Area.
- d. Identify current infrastructure limitations.
- e. Transition from the use of overhead distribution of hydro/telephone services to underground distribution services.

9.3 General Servicing Policies

- 9.3.1 The creation and implementation of a program for the replacement and upgrading of municipal services is encouraged.
- 9.3.2 Development will not exceed the capacity of existing or planned piped servicing infrastructure in the Plan Area.

- 9.3.3 Timing and/or phasing of development will be required to coordinate with any planned infrastructure improvements.
- 9.3.4 The City should assess climate risks for all critical municipal infrastructure project and consider the development of municipal infrastructure adaptation strategies.
- 9.3.5 Infrastructure required for curbside recycling and future composting, particularly for commercial and multi-unit residential buildings, shall be considered in the design and review of proposed development.

9.4 Water and Wastewater Policies

- 9.4.1 Development will not exceed the capacity of water infrastructure in the Plan Area.
- 9.4.2 Key upgrades and/or installations should be identified and prioritized to provide adequate fire flows and servicing for the anticipated increase in development.
- 9.4.3 Encourage and support coordination between landowners in the creation of engineering studies of mutual benefit to all parties.

9.5 Land Drainage Policies

- 9.5.1 Areas for development of naturalized wetlands and stormwater retention ponds should be identified, where required.
- 9.5.2 New developments should explore opportunities to prioritize nature-based solutions (bioswales, green walls, green roofs, rain gardens, etc.).
- 9.5.3 On lots subject to proposed development, the amount of impermeable surfaces should be limited, and the amount of greenspace and permeable surfaces increased.
- 9.5.4 Water retention measures to ensure post-development stormwater run-off is equal or less than pre-development levels shall be enforced when appropriate or deemed necessary by the Director of the Water and Waste Department.

9.6 Utility Policies

- 9.6.1 Developers will be required to replace overhead hydro/telephone distribution with underground services where possible.
- 9.6.2 The existing capacity of the wireless network should be identified, as well as gaps that may arise with anticipated population growth and digitization.
- 9.6.3 The availability of high-speed internet infrastructure throughout the Plan Area is encouraged.
- 9.6.4 A dedicated broadband fibre optic conduit, including appropriately sized wiring, shall be installed from the municipal right-of-way to each development block or building(s) as well as distributed internally to each unit within the building(s) in order to ensure access to advanced communication technology, when available.

9.7 Flood Protection Policies

- 9.7.1 Development shall be restricted on areas prone to fluvial or pluvial flooding, with open space and recreational uses generally more appropriate than commercial or residential.
- 9.7.2 The location of the Primary Line of Defence and the potential for flooding shall be considered for all proposed development.
- 9.7.3 The inclusion of lot-level flood prevention measures such as retention ponds, back-flow valves, monitoring systems, restrictions on basements, etc. to reduce pluvial flooding are supported.
- 9.7.4 Applications for development along the river will be required to identify flood prone areas (including flood fringe and new flood areas influenced by erosion and climate change). Solutions to reduce the flood risk to the proposed development are required.

10. Implementation

This Plan is future-oriented and depicts how the Plan Area is to be developed over time through a series of private and public-sector initiatives. This will be accomplished through the development application process which will include more detailed and site-specific studies dealing with matters such as servicing, park dedication, land ownership, zoning, subdivision, and development timing. Applications shall be based on and evaluated against the policies outlined in the Plan. This chapter provides direction on strategies to implement this plan, including phasing of development and alignment with municipal infrastructure investments.

Cost sharing policies provide direction on the nature of agreements that may be pursued by the City to ensure the costs of providing infrastructure to the Plan Area are equitably shared amongst benefitting landowners.

10.1 Implementation Objectives

The Implementation policy objectives are as follows:

- a. Improve processes related to development in the Plan Area;
- b. Enable the equitable sharing of infrastructure, park dedication and related costs between benefitting landowners of the Plan Area.
- c. Make landowners and prospective developers aware of the range of items that may be subject to cost sharing agreements.
- d. Encourage proceeds acquired from cash-in-lieu of land dedication or agreements related to provision of parks-related infrastructure to be directed to parks and related-infrastructure in the Plan Area.

10.2 General Implementation Policies

- 10.2.1 Create and augment development incentives (e.g. tax increment financing), focused on projects that implement the policies of this Plan, and in particular the policies of **Chapter 7**.
- 10.2.2 Consider incentives to expedite development and minimize the disruption to the public realm including waiving fees associated with on-street staging costs for a limited time.
- 10.2.3 Development applications may be required to demonstrate a record of community consultation conducted prior to the submission of a formal planning application.
- 10.2.4 Create a forum to engage Point Douglas stakeholders on Plan implementation and provide a venue for on-going dialog to discuss and coordinate development in Point Douglas.

- 10.2.5 Work with non-profit groups and community organizations, private developers, and other levels of government to implement this Plan.

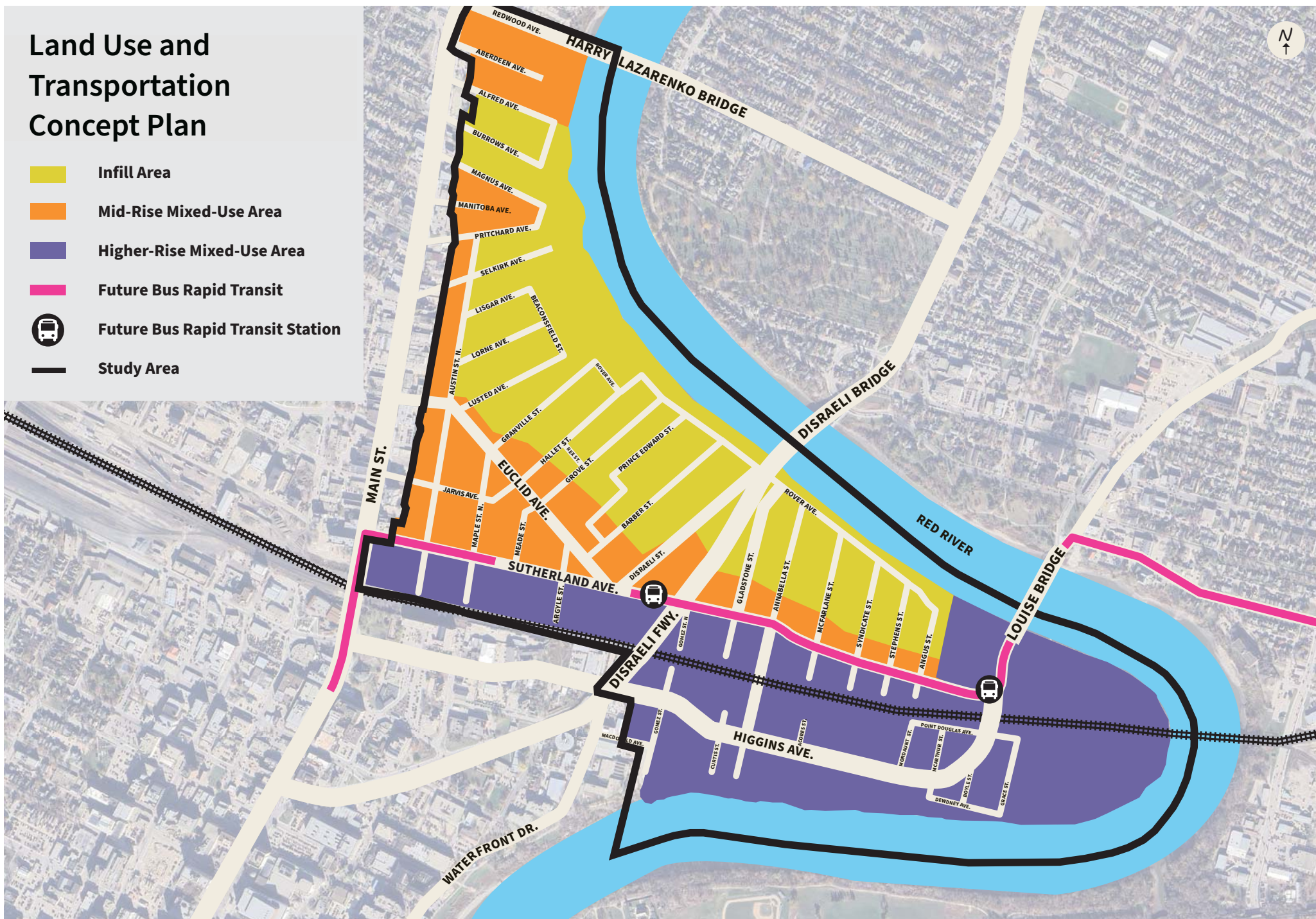
10.3 Cost Sharing Policies

- 10.3.1 The City may enter into agreements with landowners to cost share the provision of infrastructure within the Plan Area.
- 10.3.2 Cost sharing arrangements and/or area charges are subject to periodic review and update as appropriate.
- 10.3.3 Improvements to collector roads and related infrastructure, generally identified on the **Transportation Network** map in **Appendix A** may be cost shared within the Plan Area. Any additional road infrastructure constructed to a collector road standard within the Plan Area that is not generally identified on **Transportation Network** map in **Appendix A** may not be subject to an area wide charge.
- 10.3.4 Land drainage systems, including impoundment areas, are a developer/landowner responsibility, with the total cost of the systems charged to the benefitting area at a uniform Trunk Service Rate (TSR) charge on a per hectare/acre basis. Land required for impoundment and/or retention pond may be included as a cost of the TSR.
- 10.3.5 Consideration should be given to direct proceeds collected from cash-in-lieu dedication in the Plan Area exclusively to parks within the Plan Area.
- 10.3.6 Professional fees related to the preparation of this plan may be cost recovered through an area charge.
- 10.3.7 Offsite infrastructure improvements of mutual benefit to landowners within the Plan Area, such as water, wastewater and drainage infrastructure, may be cost recovered through an area charge.

Appendix A

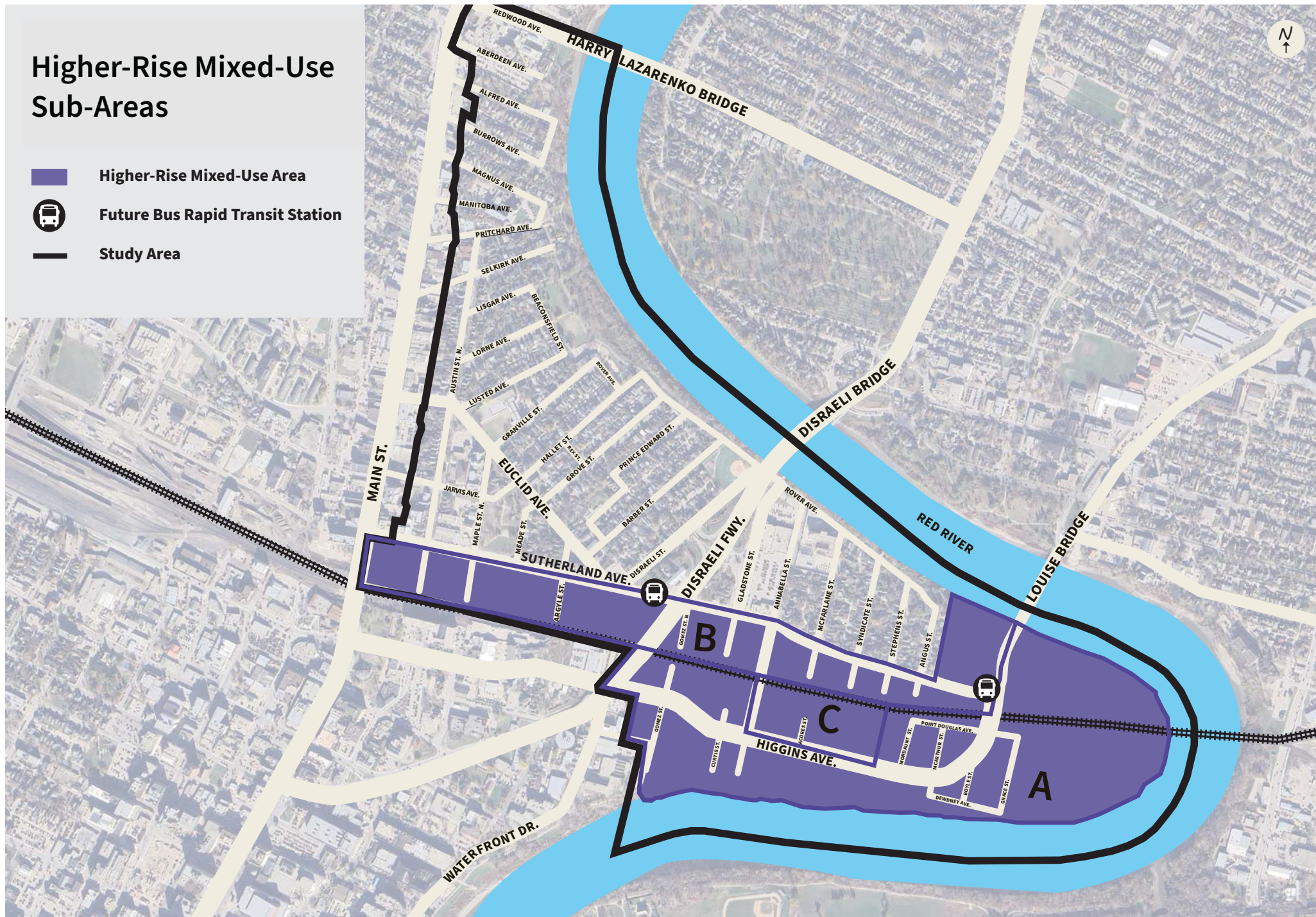
Land Use and Transportation Concept Plan

-  Infill Area
-  Mid-Rise Mixed-Use Area
-  Higher-Rise Mixed-Use Area
-  Future Bus Rapid Transit
-  Future Bus Rapid Transit Station
-  Study Area



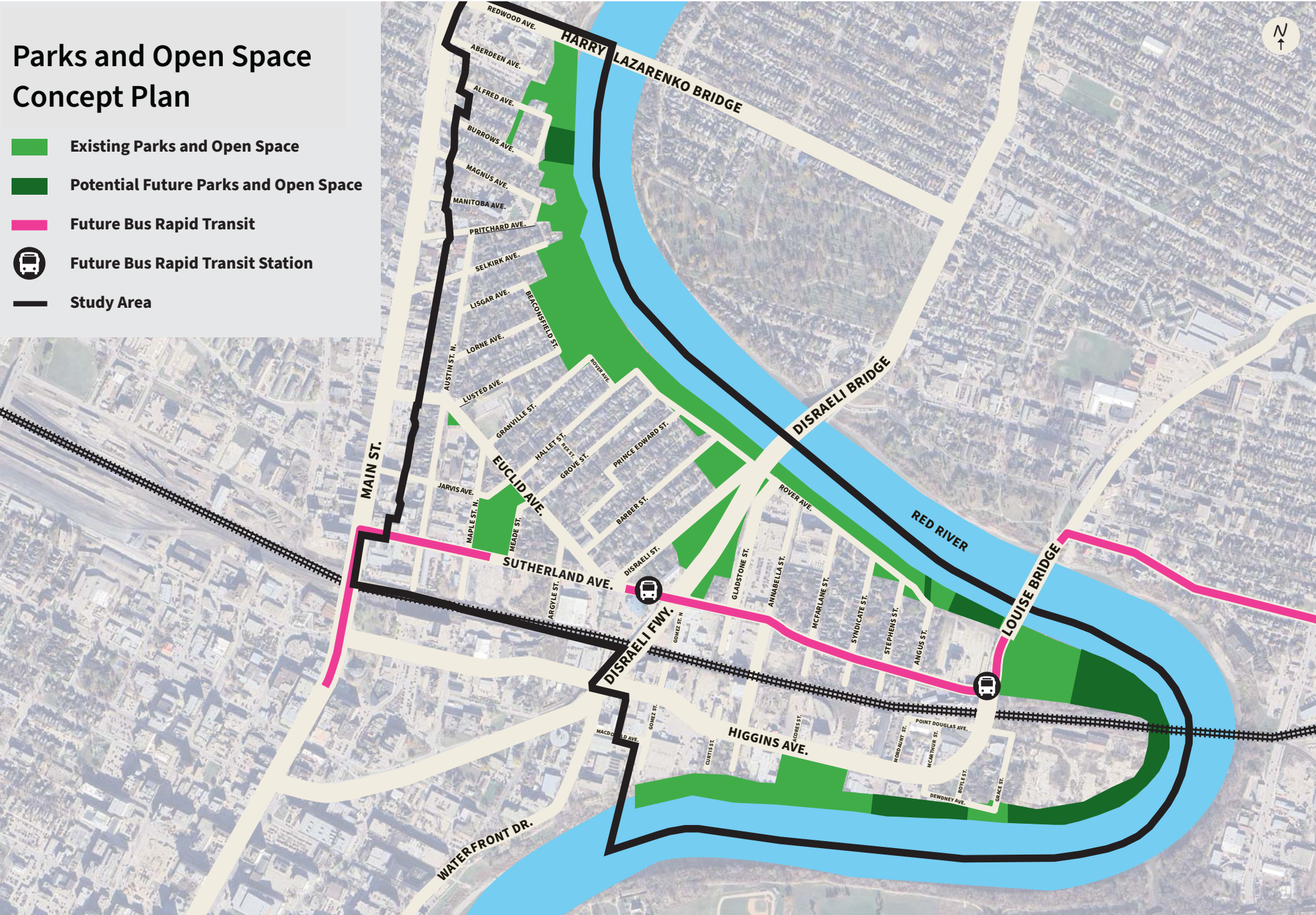
Higher-Rise Mixed-Use Sub-Areas

-  Higher-Rise Mixed-Use Area
-  Future Bus Rapid Transit Station
-  Study Area



Parks and Open Space Concept Plan

- Existing Parks and Open Space
- Potential Future Parks and Open Space
- Future Bus Rapid Transit
- Future Bus Rapid Transit Station
- Study Area



Transportation Network

- Arterial Streets
- Collector Street
- Local Street
- Existing Active Transportation Paths
- Potential Active Transportation Paths
- Future Bus Rapid Transit
- Future Bus Rapid Transit Station
- Proposed Pedestrian Underpass
- Study Area

