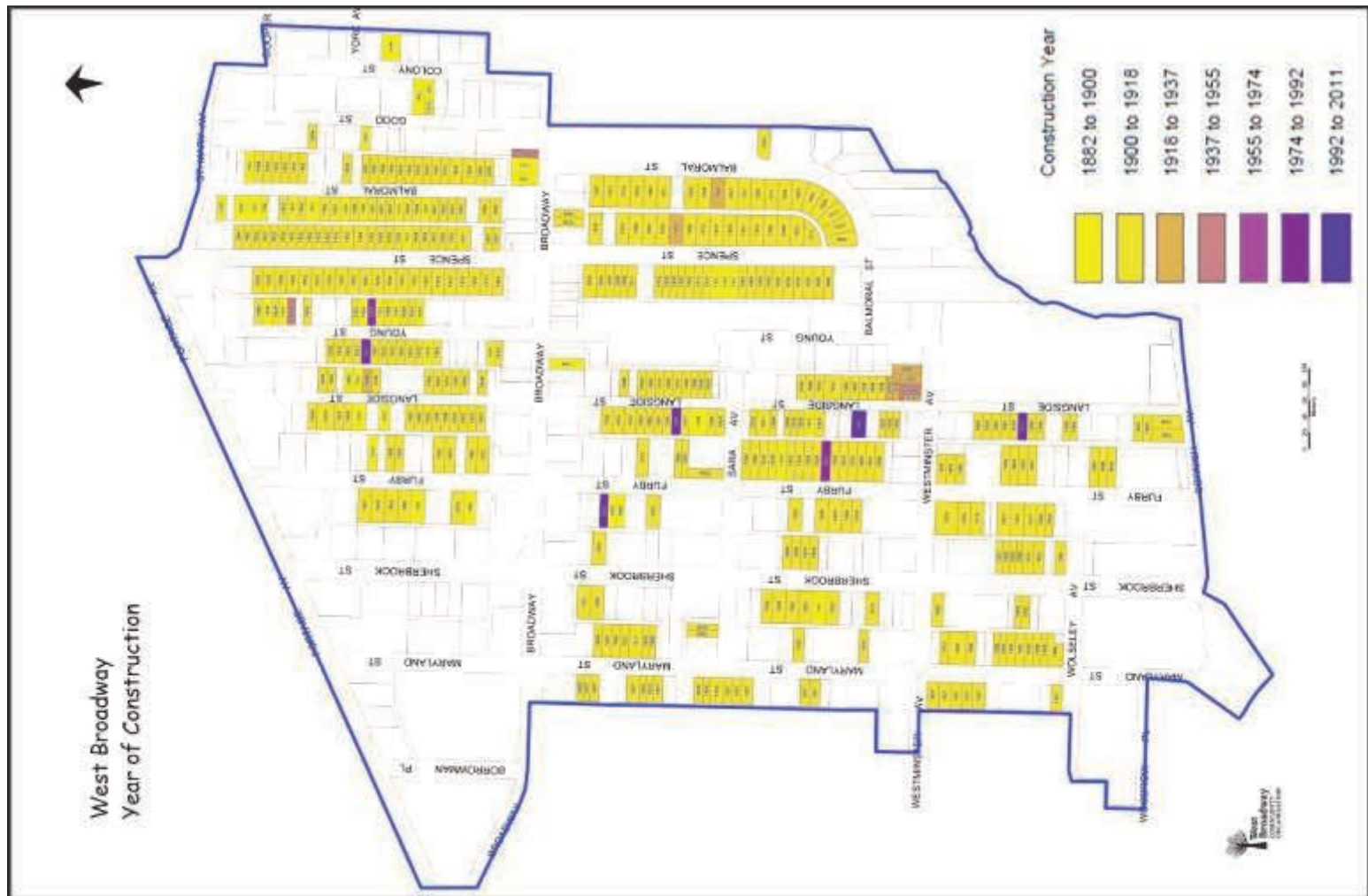


Map 7: Year of Construction



Courtesy of the City of Winnipeg

It is in the area of homes needing major repair that we find the most significant difference with West Broadway having 14.8% of its units identified as in need of major repair, while in the city at large that number was only 8.5% (City of Winnipeg 2008a).

In 2011 the percentage of properties in West Broadway needing major repairs had declined slightly to 14.2% while the rate for Winnipeg as a whole remained largely unchanged at 9.3%. See Table 13 below (Statistics Canada 2013a,c). While change shows an encouraging trend of an improving housing stock from 2006 to 2011, it still demonstrates how much more room for improvement there is.

Having a home in need of major repair puts it at significantly higher risk than being in need of minor repair. Structural problems such as bad roofing, and plumbing issues all put a building at risk of permanent or irreparable damage. This means that in the coming years the West Broadway neighbourhood is going to need more investment by its residents than most other neighbourhoods to bring up the quality of housing stock.

Additionally older houses and especially those in need of repair tend to be badly insulated and have leaky windows and doors. While these problems are not always apparent since that low insulation value cannot be seen, it does mean that they are far less energy efficient than newer or better maintained housing. The consequence of this is in a city with an extreme climate and in a neighbourhood where many residents are already paying more than they can afford for housing, the costs of heating and cooling buildings is significantly

higher than it needs to be.

One of the byproducts of high housing costs is that building new becomes more affordable in comparison, and because West Broadway had a surplus of boarded up houses there was a lot of opportunity for infill housing. 3.5% of the houses in the neighbourhood were built between 1991 and 2000 and a further 2% of the housing in the neighbourhood has been built new since 2000. While these new build numbers are low for the city at large, which includes all new developments on previously non-residential land, they are higher than average for the mature and already dense neighbourhoods in the center of the city.

Table 13: Repairs and Maintenance 2011	West Broadway	Winnipeg
Only regular maintenance or minor repairs needed	85.7%	90.7 %
Major repairs needed	14.2%	9.3%



Summary: Housing in West Broadway

Despite the overwhelming face of detached family homes, medium to high density housing, such as multiplexes, low-rise and high rise apartment blocks, make up most of the housing in West Broadway. A large majority of the households rent, and only a small minority own their homes. In addition a high proportion of households spend more than 30 percent of their income on housing, leaving them in core housing need. In part as a result of the age of the buildings, and in part as a result of the area's history of disinvestment, a significant portion of the housing in West Broadway requires repair or extra maintenance, and while this trend is beginning to turn around there is still much work to be done. Overall, housing remains relatively affordable compared with the city as a whole, but many residents face increased maintenance and other housing costs, and the increase in rents and housing prices runs the risk of displacing some of West Broadway's most vulnerable residents.



Supports for Housing

There are numerous organizations working on housing initiative in the West Broadway neighbourhood. The West Broadway Community Organization has a full time Housing Development Coordinator, as well as a Rooming House Outreach Coordinator, both of whom work to assess the community housing priorities, and then assemble resources and implement strategies to address these priorities. WBCO works with a variety of non-profit housing agencies including Westminster Housing Society, and the Winnipeg Housing Rehabilitation Corporation. WBCO also works with many private sector landlords and developers through the West Broadway Housing Stakeholders group and has a Properties Committee composed of community members. The City of Winnipeg, Province of Manitoba and Government of Canada offer a number of programs and financial resources that support housing in West Broadway.

City of Winnipeg

The City of Winnipeg is the Community Entity for managing projects funded under the Homelessness Partnering Strategy in Winnipeg, and administers the Homeowner Renovation Assistance Program and Residential Adaptations for Disabilities programs. The city delivers Heritage Grants which can be used to maintain older houses. The City also provides tax credits for home renovations for houses below a certain property valuation. In addition the City has provided funding to the West Broadway Community Organization (WBCO) to develop this housing plan. Furthermore the city passed a housing policy and an implementation plan for it.

Province of Manitoba

The Province provides funding to the WBCO through Neighbourhoods Alive! to fund some of its housing work. It also provides funding for a number of housing projects and programs for low-income households in the neighbourhood, including:

- programs to support homeownership (e.g. infill housing development; down payment assistance)
- subsidised loans and grants for secondary suites
- Manitoba Emergency Repair Program for Homeowners
- The Rental Housing Improvement Program
- Neighbourhood Housing Assistance program (which provides funding to community groups for homeownership and renovation projects)

The Province also funds the Homeowner Renovation Assistance, Rental Housing Improvement, and Residential Adaptations for Disabilities programs, through a 50/50 cost-sharing agreement with the Government of Canada.

The Manitoba government recently announced a new rental benefit called Rent Assist that will replace the EIA (Employment Income Assistance) shelter allowance and RentAid programs. EIA recipients should see increases in shelter benefits of between \$50 and \$70 per month. The Manitoba government has also signalled that it is considering raising the maximum benefit level to 75% of median market rent in the next few years (Province of Manitoba 2014).

In 2013 the Province of Manitoba developed inclusionary zoning legislation as a tool to encourage developers to build a minimum percent of affordable housing (usually 10-30%) into new development. Now it is the responsibility of municipalities to determine if they will require inclusionary zoning in future development criteria (Brandon, 2013).

Housing affordability is a hugely pressing issue for many residents of West Broadway neighbourhood. While the new changes in EIA rates and rent subsidies have the potential to go some way towards fixing this issue, it is important in such a tight rental market to make sure that those new funds don't simply drive rents higher still. In addition it is important to look at ways to stabilize prices in the neighbourhood, create more units of housing and encourage the most effective use of the existing stock. Approaching the problem of affordability from many different angles will increase the likelihood of success in stabilizing rates and increasing people's access.

Government of Canada

The Government of Canada provides funding through the Homelessness Partnering Strategy for projects identified locally as priorities through the Community Entity (the City of Winnipeg). It also funds the Homeowner Renovation Assistance, Rental Housing Improvement, and Residential Adaptations for Disabilities programs, through a 50/50 cost-sharing agreement with the Province of Manitoba.

Private investment in Housing

There has been a surge of investment in West Broadway in recent years. A number of local landlords have a strong commitment to providing quality and affordable rental housing in the neighbourhood. Numerous other organizations have also contributed to this investment. With some public funding, the Westminster Housing Society has built or refurbished over 20 houses in the West Broadway neighbourhood since the early 1990's, (Westminster Housing Society Inc, 2014). These houses are available to low income renters. Private property owners have been renovating and upgrading many of the rental apartments in the area, notably at the South end of Balmoral Street and Spence Street. Many tenants who live in the area report that renovations have been made in buildings that they know, and that this has been accompanied by increases in rents. While the Residential Tenancies Branch receives and must approve rental increases that are above the mandated increase guidelines, specific information is not readily available on the precise number of units in West Broadway that have received permission to increase rents above the guideline amount. Limited information is available in annual reports, but this data covers the entire province, and the most recent published and easily available annual report is for the 2011 year.

Some information from the Residential Tenancies Branch is available indirectly. A publication from the Canadian Centre for Policy Alternatives found that

between October 2005 and September 2008 some 882 rental units in West Broadway were granted an average rental increase of 15.1%.

Between October 2008 and March of 2012 a total of 17 apartment complexes, representing some 473 rental units applied for above rental guideline increases. The average requested increase was 19.3% and the average increase granted was 15.2% (CCPA 2012).

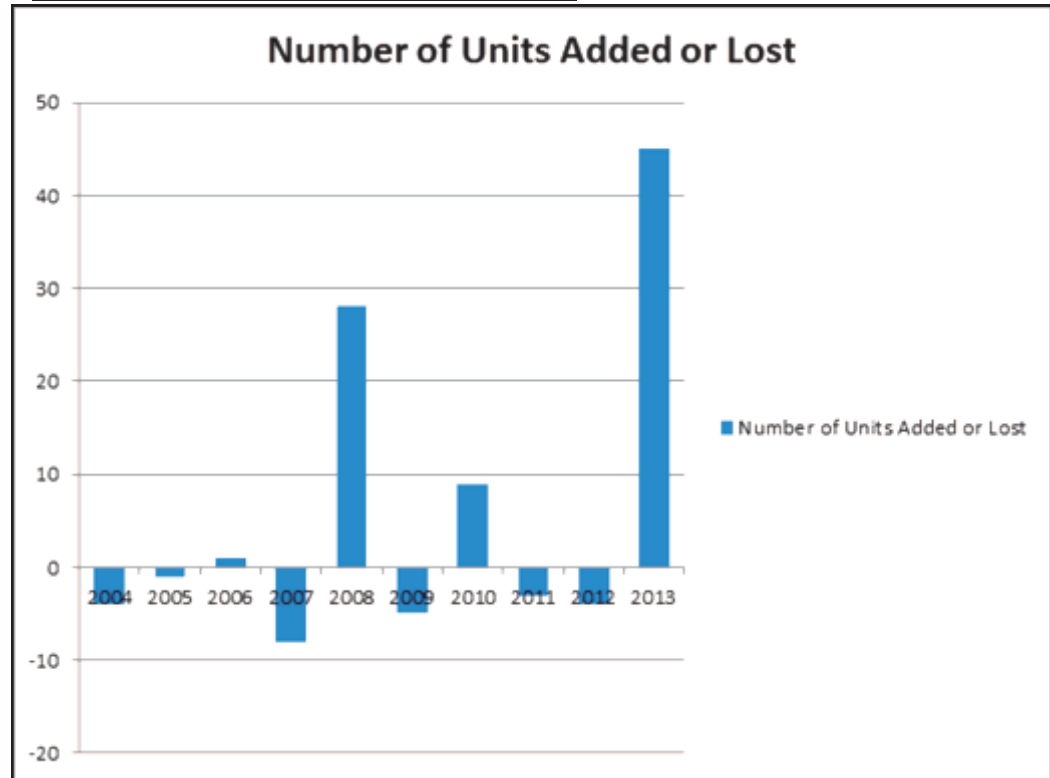
Combining these statistics tells us that between October 2005 and March 2012, some 1,355 rental units underwent significant capital investments and saw rental increases of over 15% (CCPA 2012). This represents nearly 45% of all rental stock in West Broadway (Statistics Canada 2013c) and demonstrates the magnitude of investment and change taking place. The impact of all this investment is to improve the quality of housing stock in the neighbourhood and to respond to the increased demand for housing in Winnipeg and the inner city.

Some information is also available from the City of Winnipeg on the number of construction and renovation permits issued for the West Broadway neighbourhood. See Table 14 and Chart 15 on the next page. (City of Winnipeg 2014d)



Table 14: Permits	Added	Lost	Net
2004	0	4	-4
2005	0	1	-1
2006	1	0	1
2007	4	12	-8
2008	29	1	28
2009	5	10	-5
2010	10	1	9
2011	4	7	-3
2012	5	9	-4
2013	45	0	45
2014	0	0	0
Total	103	45	58

Chart 15: Permits and Units



Over the last 10 years West Broadway has seen an overall increase in the number of dwelling units. As is evident in the Table above, West Broadway has seen an overall increase in the number of dwelling units in the last ten years. However, the majority of this increase comes from three large projects in 2008, 2010 and 2013. In most other years, there has been a steady

decline in the number of units. In many cases, the decline is a loss of rooming house units, while the increases are for single family houses or duplexes, and indicate an ongoing trend in the changing housing environment in West Broadway, where lower cost housing for single people is being replaced with market rate housing.

Housing in Winnipeg – the larger context

Although addressing Winnipeg's housing challenges is not within the scope of the West Broadway Housing Plan, it is important to include a city wide overview to strengthen understanding of the local context in the neighbourhood.

For decades, Winnipeg's population was stable, or even declining, resulting in low demand and lower prices for housing. However, the population of Winnipeg increased from 637,100 in 2001 to 704,800 in 2012 (City of Winnipeg 2012a). This increase has included new immigrants to Winnipeg from other parts of Manitoba, across Canada, and internationally. The construction of new units of housing has not kept pace with the influx of new residents resulting in a low vacancy rate and high competition for housing.

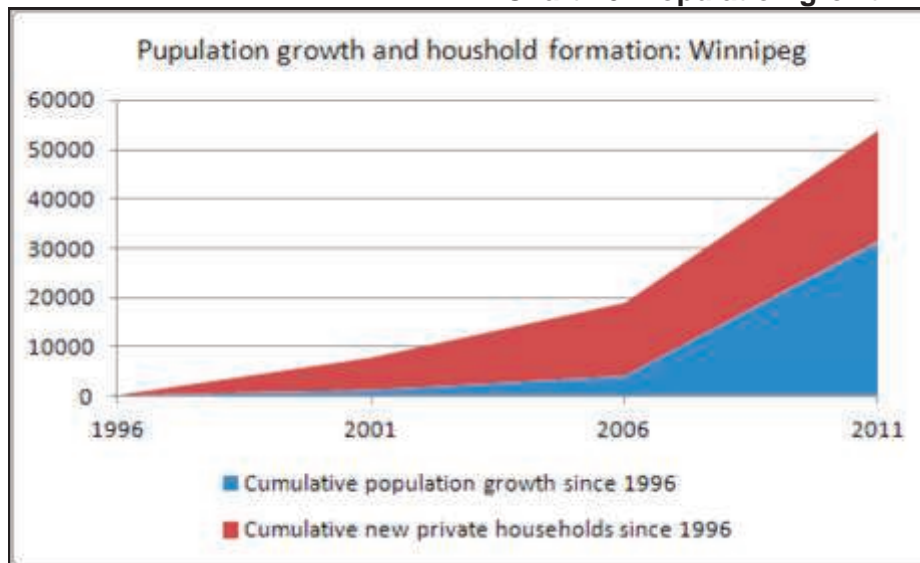
In addition to simple population growth, the number of people per household in Winnipeg has been shrinking. As generation Y moves out from home, away from their parent(s), they become new households looking for their own dwelling units. Between 1996 and 2011 Winnipeg's population grew by about 5% while the number of households grew by over 9% (City of Winnipeg 2008c, Statistics Canada 2013a). See Chart 16 .

This means that in addition to the housing pressure that normally comes from a

growing population, there has been even further demand as the existing population has been thinning out.

The average number of persons in a private household was 2.51 in 1996 and this had fallen to 2.42 in 2011 (City of Winnipeg 2008c, Statistics Canada 2013a). While this may not seem like a significant change in household size, it does mean that city has needed an additional 22,000 or more housing units to accommodate this thinning out since 1996; and this is before taking population growth into account. Young adults are leaving home to form their own households and this, along with population growth, has fueled and exceptional demand for more housing in Winnipeg in the last fifteen years.

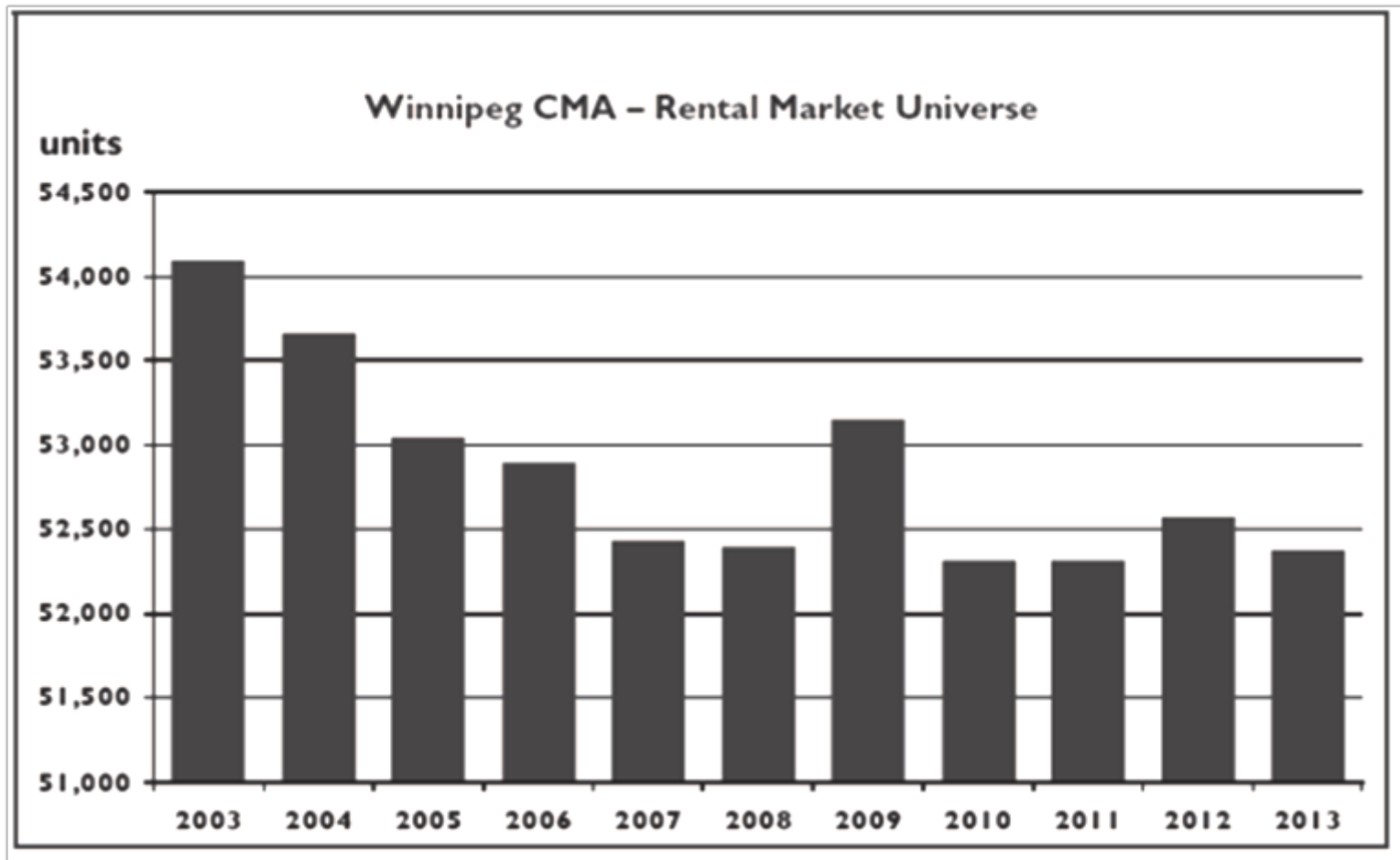
Chart 16: Population growth



This increased demand for housing in all parts of the city, including the inner city areas which were previously not seen as desirable has driven up prices for both homes and rental units across the board. Further compounding the problem the number of rental units

available in Winnipeg has actually declined. The Canadian Mortgage and Housing Corporation rental market report shows that the total rental units available declined from over 54,000 in 2003 to less than 52,500 in 2013. See Figure 2 below. (CMHC. 2013)

Figure2 : Rental market universe



This decline occurred while the population was growing resulting in far fewer rental units for higher demand, and is demonstrated rather dramatically in Figure 3 below. (CCPA. 2012) which tracks the changes in rental units by population.

Winnipeg's new trend towards population growth is expected to continue into the foreseeable future, therefore the housing crunch is going to continue until construction catches up. House prices and rents have

increased substantially over the last decade, and the majority of new rental units are not accessible to low income residents. Incomes have not risen as quickly as housing costs see Table 15 and Chart 17 , which makes it difficult for those on fixed or low incomes to find housing they can afford.

Figure 3: Rental Units

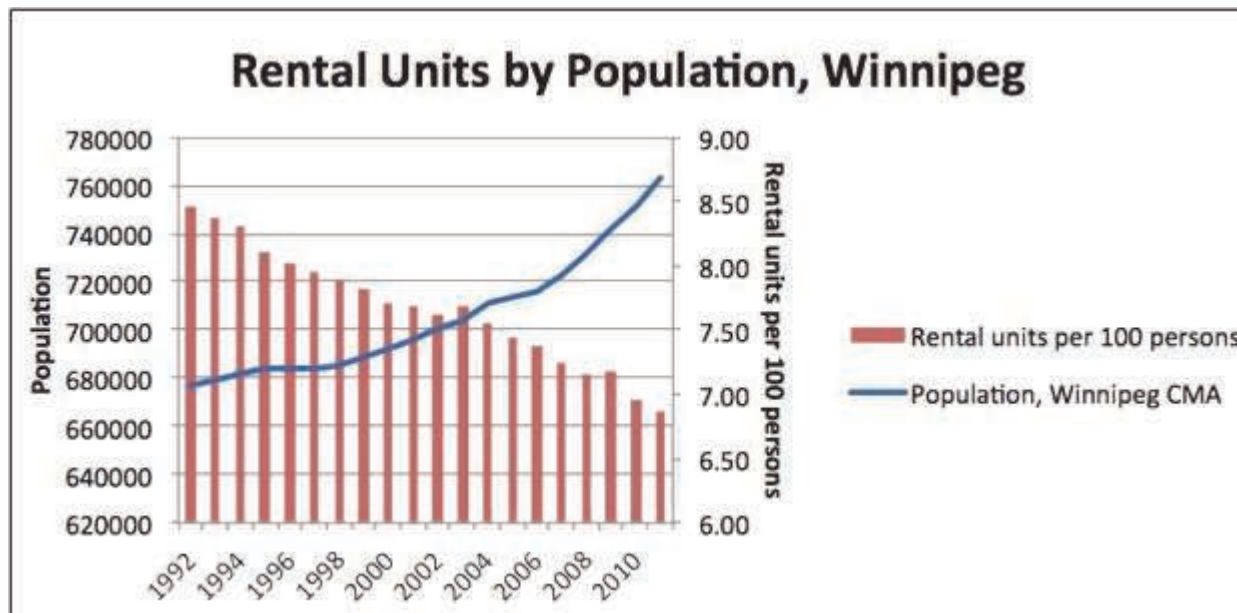
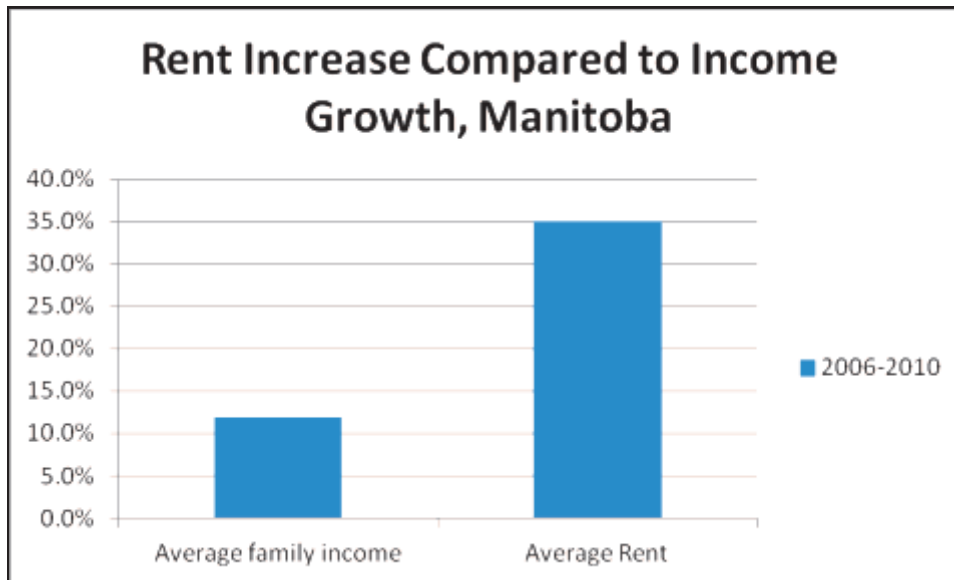


Table 15: Rent increase compared to income growth, Manitoba	2001	2006	2010	2006-2010 % Change
Average family income (1)	\$ 55,800	\$ 59,100	\$ 62,400 (2010)	11.8%
Average Rent (total) \$ (2)	\$ 521	\$ 608	\$ 767 (2012)	35%

(1) Statistics Canada 2012.

(2) CMHC. 2010, 2006, 2001

Chart 17: Income and Rent



As a result, there is a need all across Winnipeg for all of the varieties of housing. Much of this need is being met through private development, particularly houses and condominiums for owner occupancy and some higher-end rental housing.

However, there is a gap in affordable housing, especially rental housing, for lower income households. This is especially true in the inner city, where many people have less flexibility in their income and housing choices. As those with more flexibility and income move into the inner city, those who cannot afford the higher

housing costs are displaced, and must move elsewhere. Often being forced to give up advantages the inner city has to offer such as good transit, walkability and proximity to amenities.

Housing continues to be an ongoing challenge throughout Winnipeg, and all the problems reflected in the city at large are compounded in the core of the city. The housing challenges and opportunities in West Broadway are a reflection in part of the broader housing context in Winnipeg.



Neighbourhood Strengths and Weaknesses

Strengths

West Broadway has many strengths. Throughout the community engagement process, residents talked about the strong sense of community, the friendliness of the people, and that it is a great place for kids. Many people like the walkable nature of West Broadway and the easy accessibility to transit, and cycling routes. Many people mention the food, the diverse restaurants, local amenities, proximity to the downtown area and other services. There is a great love for the beauty of the housing stock, much of which is still seen to be affordable in comparison to the rest of Winnipeg. Many people also mention the green spaces, the gardens and the quietness found in much of the neighbourhood.

This strong sense of community is visible in the many community based organizations found in neighbourhood, including the West Broadway Community Organization, Wolseley Family Place, the Community Ministry at Crossways, Resource Assistance for Youth (RaY), Art City and the Broadway Neighbourhood Centre, to name a few. The sense of community is also visible in the many dedicated community members who get involved to work together on the numerous neighbourhood projects and events.

Additionally, an active community creates many opportunities for people to supplement their income through community engagement. This includes the

many sorts of mutually beneficial ways in which people share skills and resources, from work parties to babysitting to bartering skills or carpooling. Helping friends access food banks, housing advocacy, obtaining identification, sharing job leads and helping people successfully integrate into city life are supports that are often invisible or unaccounted for because they are not institutional and are hard to quantify. However, for many people and especially people who are struggling with a limited budget, these are the very supports they rely on daily to fit all the pieces together and part of what makes their location within the West Broadway community so integral to their wellbeing.

Residents also talked about the convenient access in West Broadway to shopping and services both within the community and outside of it. Portage Place mall is about a 10 minute walk from West Broadway, and there are many bus routes that run through the neighbourhood and along Portage Avenue. There are small grocery stores and corner stores, a library and a credit union in the neighbourhood, with others relatively nearby. There are also numerous small shops and businesses including a diverse array of culturally distinct restaurants, along with more traditional diners. Further to the west of the neighbourhood is the Polo Park shopping area, which includes a large mall and many 'big box' stores all relatively accessible by bus.

There are many amenities in and near the neighbourhood, which were mentioned frequently in the community forums. Primary and secondary schools are within walking distance for students living in the neighbourhood, and the University of Winnipeg is close by, making it convenient for students post secondary students who live in the area. There are several churches, community gardens, and several health facilities. The combination of businesses, social agencies and health centres also mean that there is a significant level of employment and job opportunities within the neighbourhood itself. These features all combine to make West Broadway a highly desirable neighbourhood.

Finally, although it is also sometimes mentioned as a weakness, the housing stock in West Broadway is a strength. It is one of the unique features of the neighbourhood and remains relatively affordable, despite rising costs, when compared with similar sized homes elsewhere in Winnipeg. There is a variety of housing types and tenures within the neighbourhood, and much, though not all, of the housing is in relatively good condition. There are many organizations working on housing and housing-related issues in the neighbourhood, including housing providers, non-profit and private housing developers, and organizations providing support to low income and marginalized populations.



Weaknesses

West Broadway is also contending with a number of weaknesses. These include concerns about the cost, quality and availability of housing, displacement of existing residents, a desire for more green space and gardens and poverty. Residents also express some concerns about crime, gangs, drugs and perceptions of safety. They also expressed concern over garbage in the neighbourhood, especially in back lanes. Many people are concerned about traffic speeding through the neighbourhood in an effort to bypass Broadway. More programming and social supports for teenagers and low income people who need them is desired, as well as better access to good quality yet affordable food and groceries.

Housing costs are rising throughout Winnipeg, and disproportionately more so in West Broadway. For many people, the increases are more than they can afford. These increases, and the conversions of rental housing to owner-occupied housing - as in condominium conversions or when rental houses are sold and the owners move in - may result in displacement if the tenant cannot find affordable housing options elsewhere in West Broadway. Renters have to find ever more creative ways to make ends meet.

Despite the length of time they have invested in the neighbourhood, renters who want to buy a house may have to look outside of the neighbourhood for more affordable ownership options. The quality of housing is also frequently mentioned as a concern. A significant

portion of the housing in West Broadway requires repair. The housing stock is older, and high utility costs for uninsulated and poorly maintained properties are a concern for many households (Schulz 2012). In addition housing that requires major repairs for any length of time are at a high risk of becoming unsalvageable.

Although increasing the quantity of housing in West Broadway was identified as a priority, there is little open space left to build on. Generally, the sites open for development are:

- Vacant lots, of which there are only a tiny handful left.
- A small number of sites come available each year have older houses that could be replaced with new construction
- Existing commercial or residential buildings that can be densified or rebuilt as mixed-use commercial and residential buildings

This means that most new development would involve repurposing and retrofitting existing buildings or replacing existing buildings with larger, multi unit and/or mixed use facilities. All of these options add to the cost of the development and large projects are often cost prohibitive to community members and organizations.

Although some people identified the amount of parks and green space as a neighbourhood strength, others identified a need for more green space, including community gardens. It should be noted that all residents

who apply for garden plots receive them within a year or less, and that there are wheelchair accessible garden beds at the Broadway Neighbourhood Centre.

The layout of the neighbourhood with most East/West streets being relatively low traffic and two North/South thoroughfares means that many people, including children and people with mobility issues, can fairly readily access most of the neighbourhood.

The central location of the gardens and green space at Broadway Neighbourhood Centre helps to make it widely accessible, and more programming should be encouraged there. Especially when considering increasing density through multiplexes or apartment buildings, it is important to consider families with small children, and ensure accessible green spaces that provide daily opportunities to spend time outside. Additionally a traffic assessment of the neighbourhood should be done to see if some of the car traffic on residential “cut through” streets such as Sara Avenue can be reduced.

Safety was raised as a concern in West Broadway. In some cases, this relates to people’s personal safety and their levels of comfort - or lack of comfort - around the neighbourhood. In other cases, it relates to gangs, prostitution, and crime that people see or hear about in the neighbourhood, which then contributes to their overall sense of a lack of safety. Some environmental factors, such as lighting, trash and litter on the streets or in the back lanes, also contribute to a sense of a lack of safety. Frequently coupled with concerns about crime and safety was a concern for participants. Residents

clearly articulated a desire to avoid simply pushing problems out of the neighbourhood but rather wanted to seek ways to assist struggling community members and find ways for them to address their underlying challenges.

A significant number of respondents wanted to see more police and more Neighbourhood Watch activities in their communities. However, there was a general feeling that the current model of policing in the neighbourhood was not as effective as it could be. Residents felt that the police relied heavily on a reactive model, largely involving driving through the neighbourhood and only responding to emergency calls. Residents felt that a community policing model involving a much higher percentage of foot patrols would be more effective. In addition it was felt that those assigned to foot patrols should be consistent and long term, allowing the officers to build relationships with residents and other community members and a more in depth knowledge of the community.

The WBCO Safety Plan has similar findings and includes much more detail on strategies to address neighbourhood safety concerns.

While these considerations are beyond the scope of this Housing Plan, the results and findings were shared with West Broadway Community Organization. Despite all this, most people noted that the neighbourhood was much safer than its reputation would suggest.

Impediments to Private Investment

Private investors and developers, both for profit and not-for profit, have identified a number of impediments to investment in West Broadway. These include:

- A perception in broader Winnipeg that the neighbourhood is not safe and that there is a lot of crime. This reduces interest and demand for housing in the neighbourhoods.
- A lingering negative perception of rooming houses that persists in spite of their desirability and necessity
- A lack of clarity on the processes and procedures needed to gain development permissions from the community and from the City of Winnipeg.
- Uncertainty on the future plans of the University of Winnipeg, and Great West Life - Speculators hold on to certain properties hoping that they will be able to sell them to larger institutions such as the University of Winnipeg or Great West Life for a high price.
- A sense that developers cannot make enough of a profit, due to:
 - The lack of available land. Most of the empty lots have been built on, and many of the boarded buildings have been renovated or replaced. Land costs have increased as a result; even the value of existing empty lots or boarded buildings have increased substantially enough that the potential profit margin has decreased or vanished.
 - Winnipeg's zoning regulations, which are primarily designed for new developments, do not practically address the different context of mature neighbourhoods built prior to 1950. They are particularly punishing for shared facilities dwellings - rooming houses - and make the creation of new rooming houses extremely difficult.
 - Insufficient access to grants and subsidies to develop housing for low income households. Although there are some grants and subsidies available, these generally do not go far enough, and the number of people living in core housing need continues to increase
 - Increased cost of building (labour, materials, etc) making housing for low income households unprofitable to construct.

These impediments act as barriers to housing development and redevelopment in West Broadway, especially for low income and affordable units.



Developing the West Broadway Housing Plan

This West Broadway Housing Plan was developed in 2014. The process included many different community consultations, a literature review, a look at other West Broadway housing plans and neighbourhood plans, and a review of housing plans in other inner city neighbourhoods in Winnipeg. This section outlines the community engagement processes that were used to gather feedback and input from the community, and also describes what community members and stakeholders had to say.

Community Engagement

Community engagement, input, and ownership are integral to the success of this Housing Plan. The plan will have a much greater chance of success if the community sees itself reflected in the plan and is committed to the outcomes. The consultants and the West Broadway Community Organization used a variety of tools to ensure that neighbourhood residents, community organizations, housing providers and developers were engaged in the planning process.

These tools enabled community residents, stakeholders and others to share their thoughts and concerns about the current context of housing, to hear from neighbours and other community members and to provide input about their own perspectives and ideas for housing in West Broadway.

Methods of Community Engagement and Information-gathering

The community engagement strategy was intended to hear from community members about their concerns, ideas and priorities while also sharing some information about the planning process.

Often the residents whose lives will be most directly impacted by planning processes are either not consulted or have limited ability to participate in the ongoing process of change in their neighbourhood.

This plan is intended to give voice to the goals, priorities and concerns of all of the residents of West Broadway. A number of different methods of community engagement were used to hear from as wide a variety of individuals, households and communities as possible.



Community Guidance

The West Broadway Community Organization created a community-led Steering Committee with nine participating members to guide the housing plan development process. The Committee included neighbourhood renters and homeowners, social agencies, the City of Winnipeg, and was supported by a staff person from the West Broadway Community Organization.

The Steering Committee met regularly throughout the project, and offered advice and feedback on how best to connect with community residents and organizations. In addition they helped to identify and improve the tools and strategies for gathering information to be help make them as useful as possible.

Electronic and Print Media

Information about focus groups and events was sent to hundreds of residents and others through the West Broadway's community email lists. Several hundred posters were put up throughout the neighbourhood to advertise specific focus groups and the public forums. Leaflets advertising the public forums were also delivered to houses in West Broadway. Posters were also shared with social agencies who work closely with the community in West Broadway neighbourhood to be put up at community gathering spaces or distributed to residents. Public Forum information and a link to a

digital version of the housing survey were also posted on the WBCO website and promoted through social media.

Survey

A survey was developed and shared throughout the community in both a paper form and online using Canadian based Fluid Surveys. Links to the online version of the survey were shared through email lists by the WBCO, and an invitation and link was placed on the WBCO website and shared through social media.

Paper copies of the survey were distributed through the neighbourhood in three different ways. Some social agencies were approached and asked to distribute blank surveys and to collect completed ones from their participants. Pick up and drop off boxes were also constructed and then filled with blank copies of the surveys. These boxes where then left at a variety of natural community gathering places such as Wannabees diner. Finally, surveys were taken along to the focus groups and community visits and participants were asked to complete a survey if they wanted to.

Over 100 surveys were completed between the online and print versions, and their results are integrated into this housing plan.

In-person conversations and meetings

A number of smaller in-person conversations and meetings were held with people who have a particular interest in housing in the West Broadway neighbourhood. These included focus groups, community visits, public forums and housing related meetings.

Focus Groups

Focus groups were held with a total of over 22 residents, homeowners, and organizations that serve community and housing needs in the West Broadway neighbourhood to hear about the particular challenges facing different groups of community residents. All focus groups included refreshments and childminding services were also made available. The focus groups were very useful, but some were not as well attended as we had hoped. Therefore the consultants decided to engage in several community visits to reach more residents, especially renters, visible minorities, faith communities and aboriginal people. In the focus groups we used a variety of different tools depending on the group. This included direct questions modelled after the Preserve Add Remove Keep out (PARK) process, conversations, and a mapping exercise.

Community Visits

The consultants visited Agape Table, Crossways Community Ministry, The Good Food Club mini-market and community cafe, and attended Hope United Mennonite Church and Young United Church. We visited two rooming houses in conjunction with WBCO organized cleanup and barbeque events. We also visited and participated in the Family Day picnic at Mulvey School. Through these community visits, we met and discussed housing with nearly 200 residents. Depending on the location and the nature of the group we used conversations and questions, modelled after the PARK process, surveys and a mapping exercise.

Housing Related Meetings

The consultants also attended the West Central and West Broadway Housing Stakeholders meeting, sat in on an interview process with inner city rooming house landlords being conducted by the Canadian Centre for Policy Alternatives- Mb. This was part of their rooming house focused research project released May 27, 2014.

Community Gatherings and Events

We held one public forum in April attended by 21 residents and a second as part of the WBCO Annual General meeting on June 19 which also served as a review of the draft housing plan.

Public Forum

The public forum was held on a weekday evening in the multi-purpose room at Gordon Bell High School. The forum was advertised using a combination of posters, email invitations, leaflets, social media and personal invitations. Food and refreshments were available, as were child-minding services.

Four stations were used to provide opportunities for different styles of interactions and thinking about housing in West Broadway.

The first station was a large, mounted series of information panels that included a dotmocracy exercise encouraging people to pick their priorities for the types and uses of housing. This also included a PARK process mounted on one panel encouraging participants to think more broadly about the neighbourhood, as well as its strengths and challenges.

The second station had paper copies of the survey and many participants completed them on site, with several taking copies back home to share with their neighbours. Completed copies were later returned to the WBCO office at 608 Broadway.

The third station was a large map of the neighbourhood, participants were invited to add to the map, adding in changes they would like to see and where they would like to see new housing added. The explicit assumption presented in the mapping exercise was that more housing was needed and that this would require

densification. Participants could use different coloured dots to show where they thought new high rise apartments, low rise apartments, duplexes/triplexes, secondary suites, laneway housing and new rooming houses could go. Participants were also invited to show where the existing green spaces were and to indicate where new green spaces were desired by using green dots.

The fourth station was the least formally developed. We called it “areas of focus” and here we set out four sheets of flip chart paper each with a specific title. The title and brief presentation on each sheet said that based on the initial focus groups, we believed this was a key issue for the housing plan to focus on, and then invited peoples thoughts and solutions. Flip chart paper was deliberately used to make it clear that these were emerging topics, and that there was still lots of need for discussion and feedback.

The consultants along with staff and volunteers with the WBCO were present and made sure they talked with participants throughout the evening, answering questions, clarifying issues, encouraging participation and asking follow up questions.



Draft Plan Review and Launch

This event was part of the WBCO annual general meeting on June 19th 2014. Complete copies of the draft housing plan were available for comment, along with a summary of the key areas of focus and the action plan tables. This was an opportunity for renters, owners, social agencies, landlords and other interested people to provide additional feedback and comments on the draft housing plan.



What We Heard

Although numerous different opinions, concerns and priorities were offered throughout the consultation process, the major themes - the rising cost of housing, and poor housing quality, along with transportation and infrastructure - were consistent throughout. Some important sub-themes also came up, specifically housing for people with disabilities, and family centered housing. This section summarizes what was heard in the focus groups, public forums, community gatherings and the survey, as they were where most of the discussions took place.

Focus Groups

The results of the focus groups largely reflected the general themes seen throughout all the conversations, however meeting with one specific group of people allows for an issue to be seen from a more personal angle or lens and for unique solutions to be heard. Most people interviewed had very positive feelings about the area, they like the green space, transit options, and proximity to downtown. Concerns were raised about the rising costs in the neighbourhood and the pressure it puts on the most vulnerable residents.

Service providers raised concerns about helping their clients find housing, and providing the supports that would allow them to maintain good housing. In addition issues were raised around the broader housing shortage in the city and possible solutions.

The focus group with renters raised concerns about affordability, quality, and size. Specifically the changing nature of smaller units in the neighbourhood (eg. apartments to condos; multiplex to single family), and the difficulty of finding housing for larger families.

Despite a strong affinity to the neighbourhood, renters feel vulnerable to displacement.

Owners had a ongoing concerns with traffic flow, lighting, bike lanes etc in the neighbourhood. Also, while they liked the neighbourhood a lot they felt that outside perceptions of the neighbourhood were an ongoing issue.

Landlords and developers shared concerns about being able to help vulnerable clients but needing more access to social services. The red tape involved with the city and province are an ongoing problem and there is a sense that 'higher risk' properties (rooming houses) are being discriminated against in the finance and insurance sectors. The general feeling was that there needed to be more encouragement to be a 'good' landlord, since it often felt much easier to be a 'bad' one. Landlords also raised concerns about garbage, specifically non-residents dumping in the bins and back lanes and the landlords getting billed for pickup.

Public Forum & Community Gatherings

Throughout the community engagement processes, everyone identified a strong sense of commitment to the neighbourhood and appreciated the strong sense of community, and the peaceful and quiet nature of the neighbourhood. The lack of housing options and opportunities are a major and ongoing concern. They talked about challenges they themselves, or someone they know, have experienced in looking for or remaining in their housing.

Frequently these challenges are connected to the cost of housing. For some long-time renters, buying a house in the community is impossible as prices have risen over the last few years. Others identified rising rents as a challenge, making it more difficult to stay in the area. People also identified Manitoba Housings waitlist system as problematic.

Concerns over various aspects of traffic and transportation issues was a pressing concern and will continue to grow as the density of foot, bicycle, and vehicle traffic in the neighbourhood increases. These concerns ranged from traffic calming on residential streets to snow clearing and better main artery infrastructure.

Additionally, many people have moved to the neighbourhood specifically because of the proximity to diverse health care services, resulting in a disproportionate (to the broader city) number of residents with various disabilities. This means that issues of affordability, accessibility and transportation are even more pressing to West Broadway than they are to the city as a whole.



Survey

The survey heard residents' preferences about housing and neighbourhood satisfaction. The results of the survey largely reflected what we heard in focus groups and public forums.

Locations, community, and transportation were the things people liked most about their neighbourhood. When asked about challenges in the neighbourhood most people talked about crime, specifically streets crime such as drugs, gangs and sex work. Garbage in the back a lanes and traffic issues were also mentioned frequently as areas of concern.

Overall people felt that the neighbourhood was serving single people, students and homeowners fairly well. While single parent families, large families, low income people and people with disabilities were felt to be the least well served.

When asked what kind of housing should be added to the neighbourhood people prioritized rental of all kinds, co-operatives, and seniors housing. Structurally there was strong support for the development of small apartment blocks, multiplexes and single family homes. Condos were viewed as the least important housing to focus on and high rise apartments were rated the least desirable structural form.

Major and Secondary Themes

Cost of Housing

The first is that the cost of housing is rising rapidly and there is a lack of affordable and accessible housing.

Housing Quality

Second housing quality needs to be maintained and improved, without being upgraded to the point of costing residents out. Underlying these three areas is the awareness of an important role to be played by all levels of government in addressing housing concerns.

Transportation

Third, transportation, traffic and mobility issues in the neighbourhood need to be reassessed to keep up with the growing traffic density.

Civic Infrastructure

Finally, stresses and gaps in civic infrastructure needs to be addressed, including green space, community services, and city services, especially garbage pickup and snow removal.

In addition to these more general themes there were several other areas which warrant special attention because they were pressing and came up repeatedly across various populations.

Family Housing

The first area was family centered housing. There is a sense that there is a shortage of affordable housing for families in the neighbourhood, especially large families

and single parent families. It was also stressed that housing built specifically to attract families would be beneficial to all families involved by building community and sharing resources.

Housing for People with Disabilities

The second area of special interest is housing for people with disabilities. People with physical disabilities, mental health issues and those struggling with addictions were all identified as being underserved by the existing housing stock in the neighbourhood.

Summary: What we Heard

Although community members rarely discussed complete communities specifically by name, they frequently discussed related ideas through conversations on housing and housing-related topics. In some cases, they discussed new ideas, but more often much of what they value is already in place.

In many ways West Broadway is already a complete community. Throughout the consultation process, community members talked about the benefits of living in a neighbourhood with a variety of options and choices for housing, transportation, shopping, education, employment, and other aspects of daily life; they talked about the area's diverse population and current housing stock as a strength; and they identified numerous strategies to preserve and build upon these benefits for the neighbourhood.



Priorities

The first two priorities listed below are the cost and quality of housing. However, despite not emerging as a major theme in the consultation it's important to understand the role quantity plays in impacting cost and quality. For the past ten to fifteen years Winnipeg has been experiencing a housing shortage. As new people move to the city the population increases and requires more housing. Simultaneously the existing population is thinning, meaning it needs more housing for the same number of people as more people live alone. The outcome has been a very low vacancy rate, which has driven up house prices and rent far faster than people can afford. Additionally while the housing stock is gradually being fixed up, the number of dollars invested in repairing the old housing stock is still far below the amount that houses are now being bought and sold for. Compounding these problems is the fact that both land prices and the price of the trades have gone up to such an extent that nobody is building low income housing. The private market won't build it because it's not profitable and even the not for profit market can no longer afford to build anything which can be rented at Employment Income Assistance rates without significant subsidies. The current trend of Manitoba Housing paying private landlords to make units rent geared to income suites allows for some extra affordable units to be on the market, however because they are in pre-existing buildings (as opposed to Manitoba Housing building new units) they don't actually contribute anything to the resolution of the housing shortage. Therefore in order to understand the problems of cost and quality within the West Broadway neighbourhood, it is necessary to have some understanding of the broader housing shortage in Winnipeg as a whole.

Housing Cost

The overwhelming impact of the housing shortage is to drive prices up in both the rental and homeownership markets. Neither wages nor government funding increases have come anywhere close to the increase seen in housing costs, and because housing is almost universally the largest expense people have, it's inflation is disproportionate to any other price increase.

Residents discussed the challenges they, their neighbours, family and/or friends were experiencing in finding affordable housing, and would bring up the importance of affordable housing, especially for seniors, families and people with disabilities and those who could not afford to buy a home.

Rising rents make rental housing unaffordable for many who are already struggling. Tenants are often faced with a choice of either moving out of neighbourhood (which can mean moving further from friends/family, schools, daycare and work) or taking money out of other essentials such as food budgets. It can mean that only the most 'desirable' tenants get housed, while everyone else has to make do. The low vacancy rate often means that the most vulnerable populations are the least likely to be housed since they may not have the documentation, co-signers or damage deposits that landlords require. Anything which can be perceived as a liability (unemployment, no local references, disability, children etc.) can exclude people from a housing market that simply does not have room for everyone.

For renters who have built a life in the West Broadway neighbourhood and have been working towards home ownership the price increases may force them to look elsewhere for home buying. And for those who do choose to buy a home in the neighbourhood they may be forced to spend far more on basic housing than they had anticipated.

The social norms and cultural expectations in favour of owning single family homes must be tempered with the recognition that all types of housing are needed. And in fact as housing prices go up and families are started later, these existing norms and expectations are changing. One of the ways people are dealing with the rising housing costs is by occupying smaller spaces, this can be a viable option for bringing down costs. However to be a healthy option it is important to have spaces which are designed to be small and functional.

Not only has the housing market increased dramatically in recent years but the cost of land, building and trades have as well. This means that increased building costs, combined with increased land costs creates a market where housing that is affordable and accessible can't even break even. Many not for profits have either stopped or significantly slowed their pace on developing new housing in the neighbourhood as the cost is prohibitive, resulting in few new affordable units coming on the market in either the renters or the homeowners markets.

Housing Quality

Housing quality can encompass many different things, some of those things will be relevant to everyone and others will apply differently to different people or groups of people. Regardless of this, quality of housing is intimately tied to quality of life for everyone. For people who are well housed it is often invisible, it's not something you think about on a daily basis. However, for those whose housing is not meeting their needs it becomes an urgent and pressing issue. High and low quality housing impacts nearly every aspect of daily lives, from health, to relationships to financial wellbeing; In addition being poorly housed can make it difficult to function, to shop, access day care, and education, to find and maintain employment. This is why not only is housing a critical issue but high quality housing is also important.

It should be noted that in an extremely tight rental market it becomes increasingly difficult for tenants to voice their concerns. While the majority of landlords want to do a good job and maintain their units properly, a tight rental market creates a situation where there are few 'natural consequences' for poor landlords. And a complicated regulatory system actually rewards landlords who ignore the rules. Tenants know they can be easily replaced, no matter how bad the problems, and that it will be very challenging to find new housing, especially without a good reference. The problems noted by people in the area of quality were recurring problems and many people noted that they felt too tenuously housed to complain, or that if they had raised

the issue with their landlord they were blamed or their concerns were dismissed.

Housing quality is an ongoing challenge in the West Broadway neighbourhood and even though things have improved in the last decade it is still a high priority issue since it is so integral to quality of life. West Broadway still has a higher percent of housing requiring major repairs than the rest of the city, due to a large disinvestment in the inner city stretching from the 1970's through the 1990's, as both government and owners pulled money out of the neighbourhood there is a lot of investment that needs to be put back in.



Flooring, painting and foundation work were the most commonly cited pressing repairs in the neighbourhood.

Infestations are another ongoing problem for tenants and landlords alike. This can include mice, rats and cockroaches, but most problematically bedbugs. Many tenants cited bedbugs as a problem, however because of the high price of dealing with them many tenants also spoke about being scared to report them to their landlords. In addition to this people sometimes move in order to get away from the bugs, which only results in spreading the infestation wider. This issue is a pressing one for landlords as well, clearing a two bedroom unit of bedbugs can cost upwards of \$250.00 each time, and in units with high turnover there is no guarantee there won't be a repeat infestation. Even the most pro-active of landlords we talked to are at a loss for how to effectively combat this problem on an individual scale. Additionally the costs of keeping units free of bedbugs (which can involve fumigating units between each tenant) are so high that they drive up rents, further increasing barriers to affordability.

Another dynamic to quality housing is that the housing is appropriate for the dweller in both size and use, and when it comes to homes one size most definitely does not fit all! The issues of size and use go well beyond numbers, what five rooming house tenants need might be very different from a young family of 5; Just like an elderly couple might have very different needs than a young couple; and a few student room mates would want different housing than a single parent family.

When asked about what people liked the most about their housing and what they would change if they could there were numerous things that came. People identified access to green spaces, in the forms of both private yards and public green spaces, and proximity to community resources such as Art City; Broadway Neighbourhood Center; Crossways in Common etc., as very important. Having enough bedrooms inside the home was also identified as important. Bathrooms and kitchens were also areas of the home that carried special space requirements, that there are adequate bathrooms for everyone inside the home to have reasonable access and a reasonable expectation of privacy. In addition in places where multiple adults who don't share food are living together, such as in a rooming house, it was identified that having at minimum a private mini fridge was essential to everyone's ability to function effectively.

Almost everyone cited having good neighbours and co-tenants as essential to the quality of their housing. Most people expressed how much they appreciated the good people in their neighbourhood and wanted to invest more efforts in community building where they felt there were gaps. Some people living in close quarters, such as apartments and rooming houses, expressed frustration with neighbours who were struggling with various challenges such as addictions or mental health issues. While they wanted to be good neighbours and help they also felt under equipped or incapable of meeting the pressing needs of their neighbours and didn't know who to turn to for help. People who felt threatened by unsafe activities in their vicinity (house,

building, block or neighbourhood) felt especially strongly. Unlike good interactions or even nuisance ones, safety concerns were something that people could not leave behind at their door, these concerns permeated how they felt inside their homes as well and significantly decreased their quality of life.

Finally housing should be culturally appropriate to people. This means many different things to people. However two particular cases were brought up during many of the focus groups. One was the issues around larger extended families. Some families who had extended family structures found it hard to find housing big enough to meet their needs, in particular the number of units in Manitoba Housing which are big enough to accommodate extended families is small. The second issue was that of aboriginal people and families who still had strong ties to their reserves or family in other rural communities, which meant that they were frequently away from their city homes for long stretches of time. This clashed with the expectations and understandings from landlords and social agencies about how housing was to be understood and used, and often put their access to housing in jeopardy.

Quality of housing, both it's physical realities and it's psychological makeup are profoundly important to people's quality of life. While expectations of what quality housing means differ from person to person or group to group it remains true across the board that high quality housing is essential. At a minimum this means that the housing is big enough for the people who live in it, affording them a reasonable expectation of privacy

and space, and that everything works properly and is maintained at a reasonable standard. It means that the location meets the needs of the residents for access to resources, work, school and time outside. It means that they feel safe in their homes and ideally can build a positive and supportive community with their neighbours. And finally it means that it meets their needs as families and individuals culturally. When people in a community have high quality housing the whole community benefits!



Transportation

The issue of transportation in West Broadway is a big concern for many people and for a wide variety of reasons. For this housing plan transportation refers to all modes of transportation and the infrastructure that surrounds them. It may seem contradictory that a neighbourhood which is already one of the busiest traffic hubs in the city should be wrestling with transportation issues, however one informs the other, and as the area continues to densify there will be a continual increase in all types of traffic. Good planning will alleviate the strain of that traffic on the quality of life of its residents.

It's important to note that West Broadway has very good transportation already, with four major vehicle thoroughfares, ample bus service, bike lanes, trails and many amenities which make it a very walkable neighbourhood. However, being a transit hub attracts many people precisely because they can operate without access to a private vehicle. These people span the spectrum from students, to environmentalists, young and single parent families, and people with disabilities, often falling into more than one category. In turn because they have chosen to live in a neighbourhood which allows them to be car free, having excellent transportation options becomes a high priority.

However, in a culture and a city largely built for cars, problems which can be challenging with a car can become overwhelming or impossible without one. Many people talked about the lack of snow clearing on the sidewalks in the winter, or the snow piles collapsing

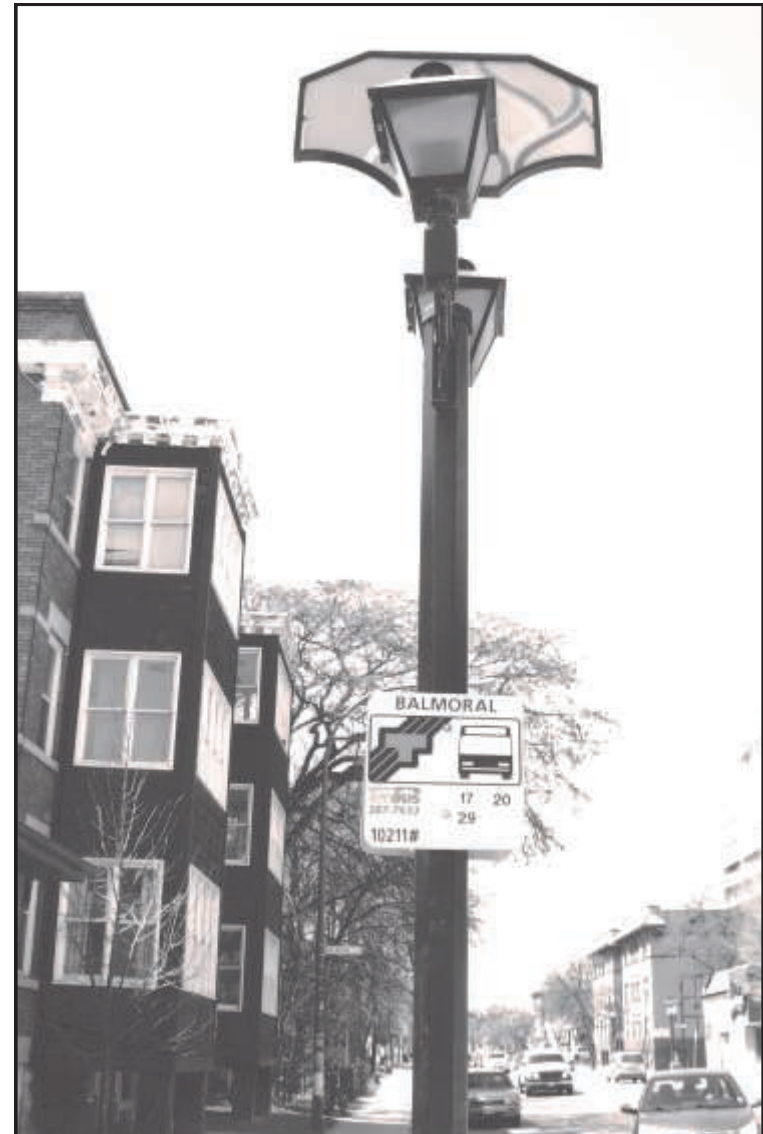
onto the sidewalks, making them impassable. While West Broadway gets the same snow clearing services as the city as a whole, the neighbourhood itself is almost four and a half times denser than the city average and the residents are almost three times as likely to use the bus, walking, or cycling as their primary mode of transportation. This means that any problems with infrastructure, from snow clearing, to heaved sidewalks, to bus and bike lanes, have an impact on the residents of the West Broadway neighbourhood far greater than in most other parts of the city.

Traffic flow was sighted as a major concern in the area. As the city expands and densifies around it, West Broadway can expect to see more and more people pass through its boundaries every day and it's important for that traffic to be properly managed so as to minimize the impact on residents. There were significant concerns raised around the changes in traffic flow since Sherbrook and Maryland became one way streets, and Broadway was extended out to Portage Avenue. Many residents felt that the residential streets between are used as a cut through to get from Sherbrook/Maryland to Osborne, creating dangerous high speed commuter traffic through a small residential pocket. The pickup and dropoff around Balmoral school and the traffic bottleneck created by it also continues to be an ongoing frustration for residents.

Finally many of the residents cited numerous locations where they felt the existing traffic control infrastructure

was outdated. This was largely around the placement of traffic lights, four way stops, and crosswalks, but additionally many people wanted traffic calming mechanisms on all the residential streets as well as better bike lanes on the major thoroughfares.

Infrastructure is designed to accommodate the neighbourhood at the point in time when it installed. As the city and communities change, the transportation needs and pressures also change over time. The fact that transportation options were such a pressing issue for a wide variety of reasons in the West Broadway neighbourhood is likely an indication that it is time for the city to look at an integrated transportation audit of the neighbourhood, with a special emphasis on improving infrastructure for active transportation options.



Civic Infrastructure

The final theme which emerged as a major concern in the neighbourhood was all the services provided by the city. This spanned a variety of issues including access to greenspace, community services such as The West Broadway Neighbourhood Center, and snow clearing and garbage pickup. While at first glance these issues appear to be somewhat removed from housing, they are so integral to quality of life and make up the physical infrastructure directly around the housing stock they have an immediate impact on how people can function in and around their homes.

Residents felt that having a wide variety of services such as green space, playgrounds, splash pads, the community center and community activities were especially important for the neighbourhood and it's ability to continue meeting everyone's needs and moving in the right directions as a community. The quantity of housing stock in West Broadway is limited and many people are co-housing as a way to make it more affordable. Given this it's easy to see how residents could feel 'cramped' in their individual spaces, a situation made worse by Winnipeg's long cold winters. This is one of the reasons residents place such a high priority and value on great public spaces, both indoor and outdoor. Having regular access to high quality public spaces relieves much of the pressure of crowded housing while at the same time building positive community relationships.

Additionally there were problems cited with services

such as garbage pickup and snow removal. When there is uncollected or overflowing garbage in the back lanes, and especially large item pickups people feel that their neighbourhood is being neglected. People also cited feeling unsafe when there was a significant amount of uncollected garbage due to the risk of fires. Likewise, when there is heavy snow people feel that the sidewalks and streets should be better maintained and that where there are narrow boulevards the city should move more snow out of the neighbourhood as the piles can make it hard to see traffic and collapse onto the sidewalks when they get to high.

There is a perception in the community that the city neglects services in the core area, that the city as a whole simply 'doesn't care' what kind of services the inner city gets. This perception leaves residents feeling angry and alienated from the civic process, but the reality is more complex than that. Residents perceptions of the practical problems are accurate, there is more back lane garbage, more potholes, more mess in the parks, and more impassable sidewalks in their neighbourhood. However this problem is not simply created by the city neglecting the core area, rather the problem is created by the city applying their services and policies equally across the city as a whole, regardless of the density of the neighbourhoods or it's specific needs.

The City of Winnipeg, through its OurWinnipeg and Complete Communities planning documents, is

encouraging more housing density in the inner city, which compared to the city as a whole is already relatively dense. And overall re-densification of the core areas is happening, the population decrease seen from the 1970's through the 1990's is slowly reversing. In 1971 West Broadway had 6745 residents, by 2001 that number had fallen to it's lowest point at 5045. However, as of the 2011 census that number has rebounded to 6125, and that is only residents and does not take into account the thousands of other people who work, shop, eat or pass through the community daily. But the reality is that the more residents and occupants a neighbourhood has, the more intensive servicing it needs. The city needs to couple it's encouragement of densification with a plan for additional services to the core areas.

The West Broadway area is almost four and a half times as dense as an average neighbourhood in the City of Winnipeg. Additionally 60% of the residents of West Broadway use either public transit, cycling or walking as their primary mode of transportation, this makes it's residents almost three times more likely to use something other than a car to get around. The result of this density and this move away from the car as a primary mode of transportation means that residents are far more heavily impacted by any problems in city services than are residents in other parts of the city. These two factors, density and active transportation, combine to make it likely that each broken curb, heaved sidewalk, collapsed snowbank, incomplete bicycle lane, or delayed bus impacts at least ten times more people in West Broadway than it would in an average city block.

Additionally, the high density of the population means that more services are needed. More people create more garbage, need more parks, use facilities more heavily, draw more water etc. This means that the maintenance services which might be adequate in many less dense parts of the city are not necessarily adequate for the denser areas. It should be noted however that even though dense areas may need more frequent servicing, they are in fact cheaper to service on a per capita basis than more sparsely populated suburbs. In analyzing economic factors related to "density, size of urban area, location and development patterns on infrastructure" such as roads, water and sewer, transit, and fire protection services, community facilities, capital costs of operating maintenance", researchers since the 1950's "consistently find that significant potential infrastructure savings result if developers move away from sprawl patterns and toward denser, contiguous development." (Blais. 2010)

All of these services have a substantial impact on the quality of life of the cities residents, and the denser the neighbourhood the more compounded those impacts are, in both positive and negative impacts. Therefore it is important that the city provide services, not just on a regular schedule, but relative to the density and specific needs of the area.



Secondary Themes

The four major themes explored above (quality, cost, transportation and infrastructure) were the major overarching themes of almost all the conversations around the housing plan. However there were several other areas that were raised often enough that it was felt that they warranted more exploration as topics in their own right. These were the areas of housing specifically for families and housing for people with disabilities.

Housing for Families

Many people talked about the shortage of decent affordable housing for families, and while the majority of homes can accommodate families to some extent there are a number of factors that make housing more or less appealing and functional for families. Of specific note were single parent families, who needed the space and amenities necessary for a multi-person household but were dependant on a single, often low, income. As well as larger or extended families who had trouble finding housing large enough to accommodate them.

Families in the West Broadway neighbourhood are particularly vulnerable, 33% of families are headed by a single parent compared, more than double the city average. Additionally over 43.3% (Statistics Canada 2014a) of the people in the neighbourhood are low income, substantially higher than the city wide average of 16.6%. Children are especially vulnerable to the impacts of poverty and can therefore benefit more from any additional housing supports that assist them and their families.

Moving, and particularly displacement are especially

hard on families, as it's hard on children to move out of familiar surroundings and to switch schools. Additionally for families who move or are displaced all the strain of travelling back to the old catchments for school, work or daycare are incrementally more difficult with children.

Many families spoke about their desire for more 'family friendly' housing. While what this means would likely vary from family to family, there are things that can be done to make housing better for all families.

To begin with the very proximity to other families was identified as hugely beneficial, it was seen as good for children to have friends nearby, to reduce conflict with neighbours if there was shared expectation of children in the units, and additionally many adults enjoyed the practical supports offered by having other families nearby.

Green space and proximity to play space was also cited as a major feature. This could be accomplished by centering family oriented housing around existing green spaces or by making sure that there was adequate green space with some children's amenities in new builds.

Proximity to other amenities such as grocery stores, bus routes, libraries, schools and daycares, community centers etc were important to all families but especially to families who relied on public transportation and walking to get around.

Finally, it is important to highlight the relationship between housing and Child and Family Services (CFS) as a problem of particular urgency. Recognizing that families are being broken up and children being put into care because of the lack of accessible housing for the family is perhaps the most pressing of family housing issues. This is extremely problematic for a number of reasons. From a purely practical perspective the cost of providing care to a child in custody is far higher than then the cost of the increased rent subsidy which would allow for housing families together. Additionally in a time when the government is claiming to be trying to keep children, and especially Aboriginal children, together with their families, it would seem a far better policy to be making every effort to provide families with the supports they need to remain stable and functional, then to be breaking them up due to a lack of supports. Finally it is extremely challenging to understand the extensive repercussions on the family unit experienced by parents and children when children are apprehended, even temporarily. Therefore as a society every effort should be made to ensure that families are getting the housing they need to parent without intervention and that families at risk of being broken up receive priority in all housing programs.



Housing for People with Disabilities

The other group of people who could benefit from extra housing supports in West Broadway are people with disabilities. While disabilities can include many different things, including physical disability, mental health issues, and addictions, all of them make it more challenging for people to find housing that meets their needs and can also make it difficult for them to keep good housing. It also makes it more likely people will be living below the poverty line.

While it is hard to find accurate statistical data to support this, through the focus groups and community meetings we found many people in West Broadway that talked about moving to the neighbourhood specifically because of its proximity to the variety of clinics, medical facilities and health supports. It is likely that this combined with housing prices, which are still more affordable than the city at large, and the various other community supports have combined to create a neighbourhood which is particularly appealing to people with disabilities.

This creates a unique opportunity for building community relationships and offering services. However, it may also mean that there is more pressure on the limited housing stock that meets people's specific needs. While addressing the shortage in some other areas of housing, such as affordable or seniors housing, could go a long way towards meeting the needs of people with disabilities it is important to consult with this

population when moving forward with housing developments to find out what specific needs are most pressing and currently not being met by the existing housing stock.

This population is also less likely to rely on cars for transportation and more likely to use transit, walking and cycling infrastructure. Further emphasizing the need to maintain and improve transit and active transportation infrastructure.

Housing Plan History

The West Broadway neighbourhood has had several housing and community plans in the past and these have helped the West Broadway Development Corporation, now the West Broadway Community Organization play an active role in fostering new housing development, rehabilitating and renovating existing housing and fostering an engaged and lively community. The past success are a reason to celebrate and reflect on how hard the community has worked and how far it has come, additionally ideas and programs which have not been completed or were unsuccessful can tell us something about where to focus resources and energies in the present. Some action items were incomplete, these should be explored further to find out if they are no longer needed, or if they are still needed, examine why they weren't completed and how they could be done better in the future.

Completed

Below is a list of items which were identified as priorities in past housing plans which are completed. These items are either actions which were launched successfully and then wrapped up when finished or no longer relevant, or items which are ongoing and running successfully.

2001

- Development of education and awareness programs and incentives to facilitate historical restoration and architecturally appropriate modifications.
- Strategies to improve access to affordable housing and development of community economic opportunities (e.g. business incubation) to alleviate the effects of poverty should be explored.
- Examination of current housing forms to determine appropriate design and adaptability to meet the range of housing needs and housing choice is required.
- New housing starts and rehabilitation should be planned to address population diversity
- Homeowner/tenant advocacy supports that are identified and developed through West Broadway Alliance networks.

- Develop alternative housing forms and tenure that match income to a range of housing choice (i.e. homeownership, rental, rent to own, co-operative and co-housing).
- Facilitate and promote new rehab and development by neighbourhood non-profit housing partners.
- Identify priority housing needs for target populations and plan with them to develop housing opportunities
- Work with West Broadway/South Sherbrook BIZ to develop an inventory of local housing products and services.
- Work with housing partners to develop sustainable housing stock
- Facilitate the re-development of existing housing stock (i.e. rehabilitation) and develop new housing initiatives (i.e. in-fill housing) which would support West Broadway's diverse population and housing needs.

2002

- Develop West Broadway Design Guidelines for City Council to encourage additions and improvements, which complement existing buildings, preserve the character of

neighbourhood, and help make streets safe.
 A diversity of housing forms and tenure that offer an economic mix will contribute to neighbourhood stability. Opportunities for homeownership should be actively promoted.
 Developing an adequate supply of good quality housing which is safe, clean and affordable will help to stabilize the community.
 Initiate co-operative and co-housing options as an alternative ownership model.
 Promote local hiring with neighbourhood housing partners.
 Ensure an adequate supply of appropriate housing for target populations.
 Work with existing agencies/housing providers to identify gaps and barriers to housing for special populations.
 Facilitate the development of new housing initiatives which support special populations
 Work with existing homeowners and apartment owners to design and develop long term sustainable rehabilitation programs to improve properties and land use.

2003

Involving absentee landlords and property managers in housing revitalization will be necessary to protect existing housing investment and ensure that residents have access to decent housing.
 Alternative forms of ownership including land trusts, rent to own, co-op housing and co-housing offer community ownership and accountability of housing assets.
 A strategy to revitalize target blocks and/or housing clusters including lands and buildings would encourage residential property and commercial reinvestment and neighbourhood revitalization.

Target blocks to maximize impact.
 Identify gaps/barriers to access existing programs and work with government to address.
 Facilitate, co-ordinate and develop an annual neighbourhood housing plan.
 Consult with housing partners, community agencies, and residents and develop a long term and sustainable neighbourhood housing plan.
 Conduct research activities on community planning and housing subjects with governments, professional housing agencies and residents.
 Liaison with housing providers to co-ordinate housing activities in the context of a neighbourhood housing plan process.
 Develop mechanics to evaluate and measure success of housing initiatives: make recommendations in housing policy.

2008

Support the development of new and rehabilitated housing that meets the needs of residents in terms of adequacy, suitability, accessibility and affordability, which is energy efficient and environmental.
 Encourage exterior house and apartment building improvements and promote property investment through the continuance of a small fix-up grants program: Property Improvement Program (PIP).
 Facilitate housing design charettes with West Broadway housing providers, green-building experts and housing development professionals.
 Work with housing providers, developers and building professionals to revitalize and sustain the housing stock.

2009

- Develop strategic partnerships to develop supported housing units, especially for those vulnerable to core housing need
- Develop a local endorsement policy and criteria for property redevelopment which reflects community tolerances (scale, mass and density of new and existing buildings), and encourages exterior finishes which reflect the historical nature of existing buildings.
- Develop alternative housing forms and tenures that match household income family size housing need and choice.
- Work with tenants, homeowners, apartment owners and businesses to research, design and develop long term sustainable infill and rehabilitation programs to improve investment properties and land use.

2010

- Encourage the provincial government to provide more rent supplements in West Broadway to respond to the increased rents due to exemptions from rent controls from RTB.
- Construct a variety of infill housing projects on available vacant land in balance with greening priorities.
- Design and develop funding proposals and co-ordinate the implementation of housing projects.

2011

- Develop a Rooming House Improvements Program for tenants and landlords (safety, living space, amenities, common areas, etc.).
- Develop an education and training programs and workshops for landlords, caretakers and tenants.

- Encourage CED principles in housing development.
- Develop a prioritized plan to improve access to green spaces in West Broadway
- Support CED principles in objectives listed above.

2012

- Collaborate with housing stakeholders to develop and promote a housing heritage educational campaign.
- Facilitate, coordinate and update the neighbourhood housing plan and facilitate housing stakeholder group meetings and oversee committees

2010-2016

- Broker private and non-profit sector housing partnerships.
- Construction of 12 new affordable, accessible, and suitable rental and homeownership units.
- 12 units of rental housing constructed on 114 Langside, 248 Langside and 279 Young
- Provide 31 grants:
 - 11 general homeowners
 - 10 rental property owners including non-profit and privately owned multi-residential rental housing
 - 10 rooming houses
- Hold 9 annual meetings of the Stakeholder Committee.
- Review local housing project proposals for endorsement, as required.
- Produce an annual summary report describing the local housing planning priorities.

2010 - 2016 . . . continued

Targeted 3-5 rooming house operators to participate in a pilot: building upgrades (based on higher than 1986 building code standards) and provide safer and quality living accommodations for tenants.

Work with rooming house operators to improve communications between tenants and landlords: emphasis on tenant safety and housing concerns, installation of deadbolts and peepholes where applicable.

Provide support and information for tenants attending Residential Tenancy Branch and Residential Tenancy Commission hearings.

Six rooming house landlords and four non-rooming house landlords involved in support program Stabilization of West Broadway's rental population.

Residents Offering Assistance to Residents (ROAR) project (145/165 Maryland) launched: Phase One (Research): Residents identify priority areas for action, children's activities provided. Phase Two: Resident association formed with action plan.

Education on tenant's rights and responsibilities.

Other tenant associations that emerge are supported.

Increase the number of affordable rental housing units that are rent geared to income (RGI) or lower than median market rents (MMR).

Support private housing providers to access Residential Rehabilitation Assistance Program (RRAP) or Provincial housing funds.

Work with advocacy organizations and neighbourhood renewal corporations to bring attention to the housing crisis in Winnipeg and Nationally.

Items from previous Housing Plans that are no longer relevant have not been included in this list of accomplishments.

Ongoing – Not Finished yet!

The following list contains items which were identified by prior housing plans as issues needing attention, but which were never completed. Some of them were raised as priorities during the current consultations and some weren't. They are included here for information, and further consideration.

2003

Develop education and training programs/ workshops for landlords, caretakers and tenants on basic home maintenance, landlord/tenant rights and responsibilities, tenant associations, etc.

2010-2016

60 renters in first year involved in the support program

Larger Scale Initiatives

West Broadway Community Land Trust

In 1999, the West Broadway Development Corporation (WBDC), the non-profit precursor to the West Broadway Community Organization, created a community land trust (CLT). This was an attempt to revitalize the neighbourhood through the development and rehabilitation of affordable housing. The idea being that the land would be a long term community asset and be held in trust by WBDC to ensure affordability for 99 years. Residents could then rent to own the homes on the land. By 2005, 17 houses were rehabilitated into 12 single family units and 5 duplexes. Challenges were becoming apparent with the process including “high energy and repair costs, weak partnerships and funding problems” (Beaubien & Ring, 2006). Other lessons learned included developing more equitable power relationships between stakeholders, listening to community needs around a mix of affordable housing options, not just home ownership and gaining expertise in community organizing, finances and legal implications for the community.

Although the WBCLT disbanded sometime after 2006, the idea to take housing off the market is still a valuable one. Housing development and community building are long-term processes that require education and engagement, skills (community building, housing development, organizing and management) investment, and commitment (Blake, 2001). Principles ingrained in this concept of non-profit housing, democratic control of housing, permanent affordability and building supportive and connected communities can be applied to prioritize housing in the future.

The West Broadway Housing Plan and Complete Communities

A complete community is one that meets the needs of all of its residents. In many ways, West Broadway models a complete community: it includes a variety of types of housing, and is close to many services and amenities, it has local schools, financial institutions, easy access to different modes of transportation and places for employment. West Broadway is close to being a complete community because a person living in West Broadway can meet most of their needs for living within the community. West Broadway residents identified specific aspects of complete communities that they would like to maintain and enhance in West Broadway, including:

Balance of residential and commercial space

The current balance of commercial and residential will be maintained. Commercial spaces will continue to be located primarily on the main streets in the neighbourhood, including intensification of these streets with more commercial spaces developed and used for locally-appropriate businesses. The preferred model for new commercial development is to have buildings with commercial uses on the ground floor and mixed-use commercial and

Balance of residential and commercial spaces	<ul style="list-style-type: none"> • Maintain the current balance of commercial and residential spaces in the neighbourhood • Locate additional commercial spaces primarily on the main East - West thoroughfare street – Broadway, as well as the two main North South thoroughfares – Maryland Street and Sherbrook Street. • New commercial development could include mixed-use commercial and residential above the ground floor • Continue to support and encourage smaller, locally-owned businesses
Balance and location of housing types	<ul style="list-style-type: none"> • There is a need for more housing of all kinds but especially for people with disabilities and and single parent families • Low-rise apartment blocks as well as duplexes/multiplexes will address this need • Create more subsidized, affordable and market housing • Create more good quality rooming houses or other accommodation for single individuals • Create more housing with that is Universally Accessible
Targeting of specific areas for improvement	<ul style="list-style-type: none"> • Improve housing interiors and exteriors through financially-accessible supports • Target geographic areas, and application processes, to be determined by the WBCO Housing Committee.

residential above, with a strong preference for smaller and more locally-owned businesses. The one exception to this is a desire for a for a lower cost grocery store with fresh produce.

Balance of location and housing types

As was noted earlier the West Broadway neighbourhood is already significantly more densely populated than Winnipeg as a whole. There is a pressing need for more housing of all types in West Broadway, as there is in the rest of Winnipeg. More housing in the West Broadway is a priority, and increased densification is a way of

achieving this goal. At the same time, West Broadway is a mature neighbourhood. There are no large swaths of land upon which detached family homes can be constructed. More housing means densification. Such as building high-rise and Low-rise apartment buildings with mixed commercial and residential use. There is some support for more rooming houses, secondary suites and laneway housing as well. See Map 8 and Map 9. Adding these to the neighbourhood becomes a way to achieve increased density on limited available land while maintaining the current feel of the neighbourhood.



Map 8: Where can the density go



Where do you think these changes should take place?

Taller apartments



Duplexes, triplexes or small apartments could go.



Existing or more park space, gardens or green space



Secondary suites (basement units) or lane housing (back yard units)



Where rooming houses could go



General comments and notes that people made are included in this map.

Many participant added detailed information about specific addresses comments such as: "has bedbugs," "used to be rent controlled," "former community garden," "kicked me out," and many others.

These address specific comments are not included in this map.

Other additions include:

Protected Bike Lanes



Add 4 way stop signs



Traffic calming or speed bumps



Lights or crosswalk



Map 9: Where can the density go?

West Broadway Housing Density

The following areas are suggestions of where different kinds of housing densification can be added.



Valuing Community

While a walk through the West Broadway neighbourhood can suggest that certain streets need more attention than others it would be a mistake to focus solely on the exterior appearance of the buildings. There is certainly physical work to be done to improve the housing infrastructure and quality of interiors and exteriors, and WBCO should continue in its current efforts to do this.

However, in many cases the most effective strategy for improving a residents life situation and housing is through indirect efforts. One of the strengths of the West Broadway neighbourhood is the tremendous sense of community and the intricate web of relationships and interpersonal supports that make a real community. When residents were asked what they value and want to preserve in West Broadway, a great many of them said “the people”, “the community” and other similar answers.

Middle and upper income people usually have both spare income and wealth assets to draw upon when an emergency or crisis hits them. Lower income people do not have this luxury and must instead rely upon their network of friends, community relations, social agencies and supports when dealing with the same emergencies or crisis. Because of this, it is important to recognize that fostering and growing good community relations is not just good for the neighbourhood, it is also an important and practical way to help many people in West Broadway with their lives and their housing.

We believe that this sense of community is an important ‘area for improvement’ that is just as important as the specific blocks that can be targeted for property improvement grants and other financial supports.

The West Broadway Housing Plan and the City of Winnipeg

The West Broadway Community organization was among the first neighbourhood renewal corporations (NRC) in Winnipeg. Many of the key issues that are the focus of the City of Winnipeg Housing Policy Implementation Plan are already part of past and current neighbourhood and housing plans in West Broadway. This current housing plan includes the following:

- Encourages development or retention of more affordable housing
- Addresses needs of the population in core housing need
- Enables infill development, revitalization, community capacity
- Supports for revitalization in areas of most need
- Increased options to fund / support desired housing activity