

# West Broadway Housing Plan 2021-2026



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<b>2021-2026</b>	<b>6</b>
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# West Broadway Housing Plan

2021-2026

## Introduction

A housing plan is a comprehensive document that helps a neighbourhood meet residents' housing vision and goals by merging the neighbourhood's varying interests in housing and providing clear actions and steps to meet the vision and goals. The plan uses community and public input, as well as research to identify the neighbourhood vision and the subsequent steps to reach that vision. The plan is intended to generate improvements that will benefit the neighbourhood as a whole.

This housing plan (2021-2026) has been created by the West Broadway community and is funded by the City of Winnipeg. Although developed in the middle of a pandemic, the plan has been created through a series of consultations with neighbourhood residents, service agencies and stakeholders. This plan, as represented in **Image 1** below, seeks to merge the input gathered, along with research and data, to clearly identify different ideas and perspectives regarding housing in the neighbourhood. Consultation is important to ensure the plan is representative of the community. The plan uses all the information gathered to identify how West Broadway can build on neighbourhood strengths in order to address neighbourhood challenges. By using community priorities, as indicated by the residents and stakeholders, along with clear action steps for meeting each priority, the plan provides direction for residents and housing advocates, including the West Broadway Community Organization (WBCO) and others, to advocate with a strong mandate for all community members short- and long-term priorities for housing development and rehabilitation. At the same time, this plan provides developers and the city with a reference point against which to compare their own development plans.



**Image 1: Creating Housing plan**



## **How to Use This Plan**

This plan will guide growth, development and reinvestment in West Broadway by aligning with the City's development plan. This document will be used as a benchmark for new building developments and program proposals to be evaluated against. Thus, ensuring that new programs, developments and investment appropriately meet the needs of the stakeholders.

The plan is broken into 10 sections. The goals and actions are in Section 10.

Section 1: Compliance with City of Winnipeg Policies

Section 2: Housing History

Section 3: Community Context

Section 4: Housing in West Broadway

Section 5: Public and Private Housing Supports

Section 6: Developing the West Broadway Housing Plan

Section 7: Past Plans

Section 8: Housing Plan History

Section 9: The West Broadway Housing Plan Goals and Vision

Section 10: The Housing Plan



## **Section 1: Compliance with City of Winnipeg Policies**

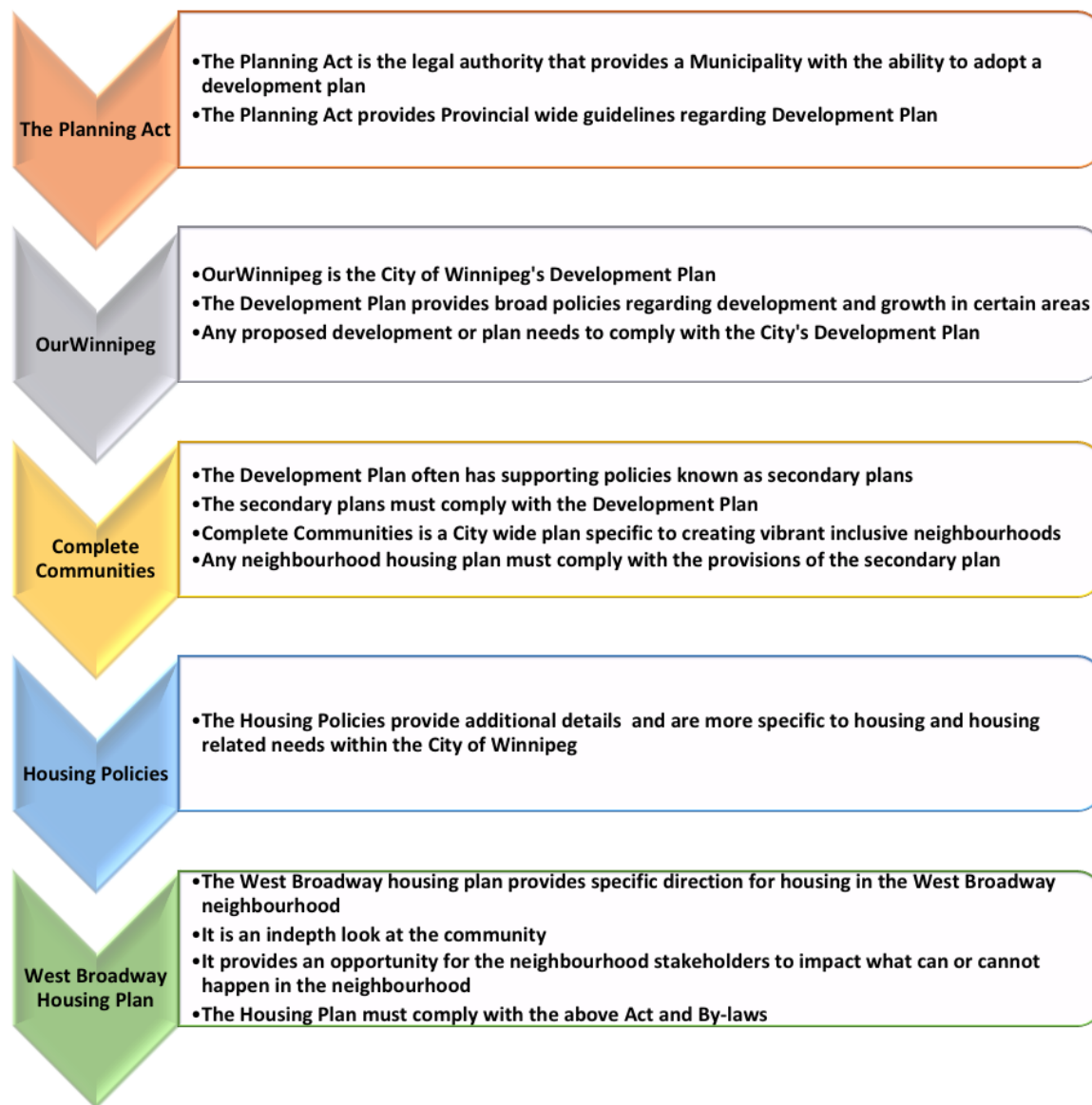
Housing and development in the City of Winnipeg are regulated by a series of by-laws and policies. These policies and by-laws ensure that development is done in a manner that aligns with the overall vision of the City. In order to ensure that the actions and steps identified in this plan are feasible, they must comply with the City of Winnipeg policies and by-laws. This section explains the City of Winnipeg policies and by-laws to ensure that any actions or steps identified in the housing plan will comply.

### **1.1 OurWinnipeg and Complete Communities**

A development plan is a land use planning document that guides development and growth within a Municipality. The City of Winnipeg's development plan, Our Winnipeg, provides an overarching view of the City as a whole. As the City is constantly changing and evolving, development plans are regularly updated and revised. As of 2021, the City is currently in the process of developing *OurWinnipeg 2045*, as well as the complementary citywide secondary plan *Complete Communities 2.0*. As these are still in draft form, this housing plan relies on the existing *OurWinnipeg* and *Complete Communities*.

Complete Communities is a secondary plan which applies to the whole of the City of Winnipeg, along with OurWinnipeg, the City's development plan. The City of Winnipeg defines complete communities as, "*places that both offer and support a variety of lifestyle choices, providing opportunities for people of all ages and abilities to live, work, shop, learn and play in close proximity to one another*" (City of Winnipeg 2011a, p.04). Neighbourhoods that are considered complete communities will be; accessible, have a variety of amenities, a range of transportation systems, are diverse, accommodate a range of individuals and families and demographics, and provide local employment. This is a vision of an inclusive city, which welcomes many different kinds of individuals, families and communities. In its Complete Communities plan, the City of Winnipeg says, "*Complete communities should provide a range of housing options to accommodate various incomes, household types, abilities and stages of life,*" (City of Winnipeg 2011a, p.25).

**Image 2: Policy and By-law Hierarchy**



Complete Communities identifies West Broadway as an 'Area of Stability', one of the mature, primarily residential neighbourhoods surrounding the downtown. See **Figure 1** below. It directs that housing in these areas be maintained and upgraded, and, where appropriate, that infill housing be built in order to, "*enhance housing choice and affordability*," (City of Winnipeg 2011a, p.78). To this end, the City of Winnipeg will support the rehabilitation and development of housing in these neighbourhoods, and will maintain and improve neighbourhood infrastructure to complement housing (City of Winnipeg 2011a, p.85).

OurWinnipeg also identifies housing as a priority, and notes that:

*The City of Winnipeg has an important role to play in planning for a diversity of*

*housing types, tenures and costs in each neighbourhood. It has an important role to play in supporting housing renewal and in both enforcing building codes and property by-laws and educating relevant parties about them. (City of Winnipeg 2011b, p.54).*

It also describes the importance of:

- including affordable housing in all neighbourhoods of the city,
- renewing and improving the housing stock,
- including a diversity of housing types, including specialty housing, in all neighbourhoods,
- working with the private sector, non-profit organizations and governments to support and develop mixed-income neighbourhoods and affordable housing.

**Figure 1: Areas of Stability**

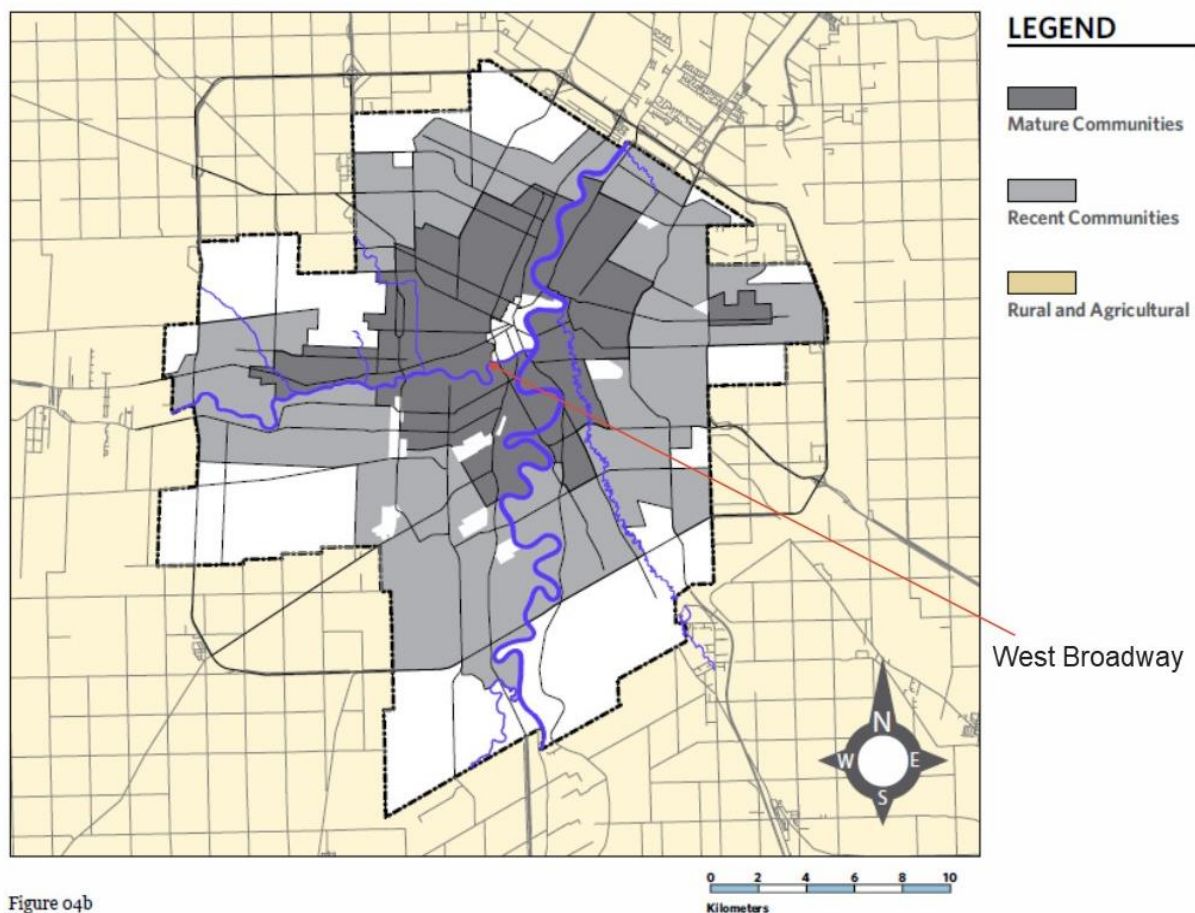


Figure o4b

## 1.2 City of Winnipeg Housing Policy

The West Broadway Housing Plan must also comply with the City of Winnipeg Housing Policy. The City of Winnipeg Housing Policy and Implementation was drafted in 2013 and has four main priorities:

- Targeted Housing Development - The objective is to encourage new housing development that promotes and supports City of Winnipeg policy goals, including affordable housing, diverse housing options, universal design, and appropriate density to support infrastructure and create complete communities.
- Neighbourhood Revitalization - Support for revitalization and maintenance of existing housing that promotes adequate, safe living conditions for homeowners and tenants, and supports safe, orderly, viable and sustainable communities which brings new life back to Mature Communities.
- Building Community Capacity - Enable communities to develop and implement locally planned, community-supported housing renewal initiatives that are consistent with OurWinnipeg and Complete Communities.
- Building Partnerships - Establish the framework for complementary programs, tools, resources, and partnerships, including collaboration with other levels of government to meet the housing needs of the population of Winnipeg. (City of Winnipeg 2013, p.3)

The 2013 housing policy replaced the older, core area renewal policy, and focused significant attention on six key issues related to housing:

- Support implementation of OurWinnipeg and Complete Communities,
- Encourage development or retention of more affordable housing,
- Address the needs of the population in core housing need,
- Neighbourhood Revitalization,
- Support for revitalization in areas of most need,
- Increase options to fund / support desired housing activity (City of Winnipeg 2013, p.4).

The City of Winnipeg Housing Policy Implementation Plan further develops each of the six key issues and proposes a framework of activities, partners, leaders and a time frame to guide the implementation of the housing policy. These three documents, Complete Communities, Our Winnipeg and the City of Winnipeg Housing Policy Implementation Plan provide strong guidance for the City, developers and West Broadway residents as they contemplate housing development and maintenance. See **Table 1** below.

In order to work towards the goals of these plans, West Broadway must include a variety of amenities and resources for neighbourhood residents. In particular, West Broadway must continue to include many different kinds of housing to meet the needs of the community's diverse residents. This means taking stock of what already exists and then prioritizing what is missing. West Broadway already reflects many of the characteristics of complete communities. This housing plan is intended to reinforce and enhance what is already strong in the

neighbourhood.

**Table 1: Housing Plan and the City of Winnipeg**

	Direction	Housing Plan
Complete Communities (Section 04, Areas of Stability)	<i>Enhance the quality, diversity, completeness and sustainability of stable neighbourhoods and expand housing options for Winnipeg's changing population.</i>	✓
	<i>Support the completion of areas of stability.</i>	✓
(Section 04-1, Mature Communities)	<i>Encourage conservation and upgrading of existing housing in mature areas and expand housing opportunities through infill development.</i>	✓
OurWinnipeg (Section 01-4, Housing)	<i>Support diverse housing options in each neighbourhood or neighbourhood cluster throughout the city.</i>	✓
	<i>Collaborate with other levels of government and other partners to renew and regenerate Winnipeg's housing stock.</i>	✓
	<i>Establish partnerships with the private, not-for-profit and government sectors to provide affordable housing throughout the city, with a particular focus on locations near a variety of transportation options.</i>	✓
	<i>Provide leadership in encouraging and enforcing property-related housing standards that create and promote safe living conditions for homeowners, tenants and for communities as a whole.</i>	✓
	<i>Support the integration of specialty housing within residential neighbourhoods, with a particular focus on locations near a variety of transportation options.</i>	✓
Housing Policy Implementation Plan	<i>Support objectives in OurWinnipeg and Complete Communities</i>	✓
	<i>Encourage development or retention of more affordable housing</i>	✓
	<i>Recognize the growing segment of the population with core housing need</i>	✓
	<i>Enable infill development, revitalization, community capacity</i>	✓
	<i>Support for revitalization in areas of most need</i>	✓
	<i>Increase options to fund/support desired housing activity</i>	✓

(Based on City of Winnipeg 2011a, b, City of Winnipeg 2013, 2014)

## 1.2 West Broadway Community Plan

The most recent comprehensive plan is the 2016-2021 West Broadway Community Plan. Through community consultations residents contributed their visions and priorities to shape their neighbourhood. The theme areas highlighted in the plan include: community social development, housing and accommodation, increasing income and power for well-being, community spaces and environment and safety. The Community Plan is also in the process of being updated but has not yet been adopted. Preliminary consultations for the updated Community Plan identify similar housing goals as were identified as in the 2016-20201 Community Plan. See **Table 2** below.

**Table 2: Neighbourhood Plan Goal Area**

Neighbourhood Plan Goal Area	Housing Plan
<b>6: Housing and Accommodation</b> Continue to implement WBCO Housing Plan including local planning and networking capacity, development of innovative and diverse housing options and implementing initiatives that seek to minimize vacant, abandoned or poor-quality housing in the neighbourhood.	✓
6.1 Infill Housing Plan implemented	✓
6.2 Property Improvement Program (PIP) exterior fix up grant	✓
6.3 Property Improvement Program for Efficiency (PIPE)	✓
6.4 Homeownership Initiative	✓
6.5 Housing Coordination and West Broadway Housing Stakeholders	✓
6.6 Rooming House Improvements Program	✓
<b>7. Support resources, education, advocacy and funding for renters and landlords</b>	✓
7.1 Development of a renter support program	✓
7.2 Tenants' Associations support	✓
<b>8. Advocate for increased funding to address affordable housing issues</b>	✓
8.1 Address rising rents and increase affordable and rent-geared-to-income housing	✓



## Section 2.0 Housing History

Understanding a community's history is important in understanding the community today. As neighbourhoods are like ever growing and changing organisms while they evolve and change, they still carry components of their past into the future.

### 2.1 West Broadway History

West Broadway is a neighbourhood rich in history. It is one of the City's oldest neighbourhoods. Its proximity to downtown and the scenic river made it a desirable neighbourhood. The area was developed as an upper to middle class neighbourhood. The housing stock was an eclectic mixture of architecturally significant houses and spacious 3 storey apartments in Victorian, Neo Georgian and Queen Anne styles, often designed by prominent local architects. As Winnipeg's population boomed in the early 1900's, so did the West Broadway neighbourhood.

In 1903 a 63-lot subdivision was developed on farmland owned by James Spence who once worked for the Hudson Bay Company. Expensive, well-built single-family homes emerged between 1904-1912 catering to a middle to upper class clientele.

***Image 2: Sherbrooke Street Postcard 1907-1909.***



*Image Courtesy of "Divided Prairie Neighbourhoods" (Distasio, Maunder, Zell and Quanbury 2018).*

Quality construction and a variety of architectural styles drove the price of new housing in West



Broadway, anywhere from \$3,000 to \$5,000 compared to neighbourhoods north of Portage Avenue, where homes were built for between \$150 and \$3,000 (Basham, 2000). The area was diverse, with a mixture of housing types and styles emerging, as more modest single-family homes were built for businessmen and their families. By 1915, the majority of empty lots were filled.

***Image 3: A Postcard showing Spence from Portage to Broadway.***



SPENCE ST.. FROM PORTAGE AVE. TO BROADWAY

A marsh 14 months ago, turned into one of the finest residential streets in the City, by Messrs. Victor Bouche & Wm. Irish, Contractors, in that time

*Image from "Divided Prairie Neighbourhoods" Distasio, Maunder, Zell, and Quanbury (2018).*

The area remained vibrant until the 1940s and 50's boasting a diverse population, rich in culture and amenities. In the 1950s growth and development began to slow, as the private automobile, aging housing stock and relocation of the University of Manitoba encouraged the exodus of established families from inner-city neighbourhoods to the suburbs. The out migration continued at a steady rate throughout the 1960s and 1970s as people flocked to the suburbs.

This exodus created huge changes in the West Broadway neighbourhood. Many families that had resided in West Broadway began to flock to the suburbs. This was encouraged by the growing dominance of the private car, the twinning on the Maryland Street bridge and infrastructure development which made commuting from the suburbs easier. Residents found that the large homes were costly to maintain and were starting to age. The combination of the aging housing and dominance of the private automobile placed huge pressures on West Broadway as many began to move and were replaced by a new population. As a result, West Broadway's housing stock began to deteriorate. During this period homeownership declined, larger houses were converted into multi-family dwellings, rental rates increased and little investment was made to upkeeping the aging housing stock.

The out migration continued in the 1980s and 90s exacerbating the situation as people

continued to flock to the suburbs leaving behind a rapidly deteriorating housing stock. By the mid to late 1990s the West Broadway neighbourhood had reached the bottom of its decline. The once-prominent neighbourhood saw a wave of arson, accidental fires and escalating crime rates. The housing stock had reached a breaking point, major repairs were needed, vacancy rates were double the Citywide rate, and crime levels had risen so dramatically that the Winnipeg Free Press labelled West Broadway as, “murders half-acre” (Silver, 2006).

“Three quarters of West Broadway’s household incomes averaged about one-third of household incomes for the city average. More than three-quarters of West Broadway households had incomes below the Statistics Canada Low-Income Cut-Off (LICO). Almost one-third of West Broadway residents were unemployed; and nearly two-thirds of households were in core housing need, spending 30 percent or more of household income on shelter “(Silver, 2006).

The housing situation had reached a crisis and serious efforts were needed to curb the downward spiral of the housing stock.

***Image 4: West Broadways period of decline and disinvestment.***



*Image courtesy of Distasio, Maunder, Zell and Quanbury. (2018)*

## **2.2 Community Responds**

The period of disinvestment in West Broadway was the focus of significant community concern

and action. In efforts to curb this process of decline, strategic planning began in late 1995 through the West Broadway Alliance. Through these sessions, the West Broadway Development Corporation (now called the West Broadway Community Organization) was established in 1997 to coordinate opportunities to revitalize the neighbourhood. Their first task was to provide affordable homeownership, support community economic development and develop a strategy for land use and management.

The community's location, affordable housing prices, neighbourhood character, and older housing stock ready for renovations became a key focal point for community-based reinvestment. Over time these efforts multiplied, and continue to this day. Concerns over deteriorating housing stock have given way to concerns about gentrification and displacement. In the past many single-family houses had been converted to multi-unit dwellings. Today many of these buildings are being changed back into single family homes or duplexes, while others remain as multi-family units with increased rental prices. This evolution makes the community less accessible to low income residents and leads to displacement. Charron and Canfield (2020) describe the change as "Slow gentrification artfully {meeting} dilapidation somewhere in the middle."

Over the last several decades property values have increased in the West Broadway neighbourhood. New apartment buildings have been built and considerable renovations and upgrades have been made to existing housing. Since the last housing plan, a report by WBCO estimated that over 600 new units of housing have been added to the neighbourhood. While some of these units are affordable the majority of the units created are not, resulting in potential displacement of the current population. Housing sale prices, land prices and property values have all continued to rise due to reinvestment and a long-term City-wide housing shortage.

***Image 5: West Broadway Revitalization Westminster Housing Co-op renovation project.***



*Images of Image courtesy of Westminster housing co-op*

In 1996, the average owner-occupied dwelling in West Broadway was valued at \$74,840, compared to a Winnipeg average of \$95,345. By 2016 the average owner-occupied dwelling in West Broadway was valued at \$256,987 compared to a City of Winnipeg average of \$317,516



(City of Winnipeg 2020a). Owners and landlords continue to see value in investing in their properties and many are doing so. There is a ripple effect to the increased investment in housing stock:

- This improvement has tended to increase housing prices - about 350% over 15 years - and the rental rates have followed, with average rents rising from \$493 in 2001 (City of Winnipeg 2020d) to \$702 in 2016 (City of Winnipeg 2020a).
- This has also sparked more investment and increased developers' interest in the community which then continues this trend.
- There have been a number of initiatives in the West Broadway neighbourhood that contribute to affordable, accessible and quality housing and a safe and supportive community environment. They include:
  - 1999 West Broadway Community Land Trust
  - 2001-2003 Neighbourhood Housing Plan
  - 2008-2012 West Broadway Housing Plan
  - 2009 Green Space Planning Process and Plan
  - 2010 West Broadway Safety Plan
  - 2011-2016 West Broadway Community Plan
  - 2013 West End Property Development / Property Management Social Enterprise Feasibility Study
  - 2014-2019 Housing Plan
  - 2016-2021 West Broadway Community Plan
  - 2020 West Broadway Community Methamphetamine Strategy

The collective work has successfully reversed the decline. Visual inspections of the neighbourhood reveal many modest housing investments from upgrades to new builds. Small niche shops and restaurants have established themselves along many of the major thoroughfares, bringing in some additional amenities and economic spinoffs. However, statistically the area still remains low income, with 46.6% of the population living below the Statistics Canada Low Income Cut Off (LICO) measure. (City of Winnipeg 2020a).

Struggles remain for West Broadway's housing quality and affordability. The housing stock remains older and requires major repairs at a rate that is almost double that of the City as a whole. The vast majority of housing in the neighbourhood, some 95%, is rental dwellings which leaves residents vulnerable to arbitrary rental increases. Canada Mortgage and Housing Corporation (CMHC) notes that twenty one percent of Winnipeg households are living in unaffordable housing (CMHC, 2021). The incidences of unaffordability rise to 39.5 % for renters. As a neighbourhood that primarily consists of renters, this increase in unaffordable housing has huge ramifications on West Broadway and its residents. Rising rents coupled with increasing home purchase prices impact the neighbourhood by making more residents vulnerable to housing insecurity and displacement. Input from residents indicated a need to address a lack of services, affordable housing and housing options for homeless people, as well as rising incidents of petty crime.

## Section 3: Community Context

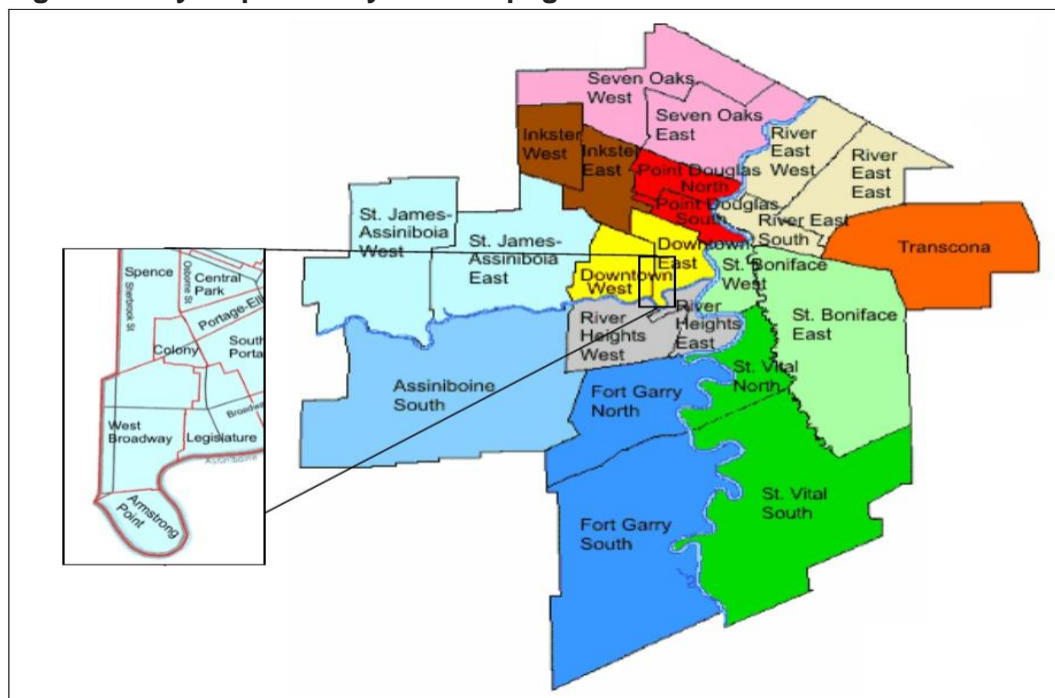
This section outlines the current context of West Broadway. It includes a brief geographical overview, a look at the demographics, and the housing context in both Winnipeg and the West Broadway neighbourhood. Understanding the neighbourhood is key to ensuring that the strategies and actions appropriately reflect West Broadway. It is also a means for ensuring that the input gathered reflects the population.

### 3.1 Geography

The West Broadway neighbourhood is located in the centre of Winnipeg, Manitoba, a city of approximately 705,244 people (City of Winnipeg 2020a)

West Broadway is located about a five-minute drive or a 20-minute walk to the west of the downtown, See **Figure 2** below. The neighbourhood is adjacent to the beautiful Manitoba Legislature. It is partly bounded by the Assiniboine River. The 2016 census shows approximately 2950 private dwellings, of which some 2720 (92%) are apartments and duplexes (City of Winnipeg 2020a). While West Broadway is primarily a residential neighbourhood that boasts a wide variety of amenities. Two main commercial streets, Broadway and Sherbrook Street, run within its boundaries, along with a sprinkling of other commercial properties and service agencies. West Broadway's proximity to the downtown and the Assiniboine River has always made it a neighbourhood with broad appeal.

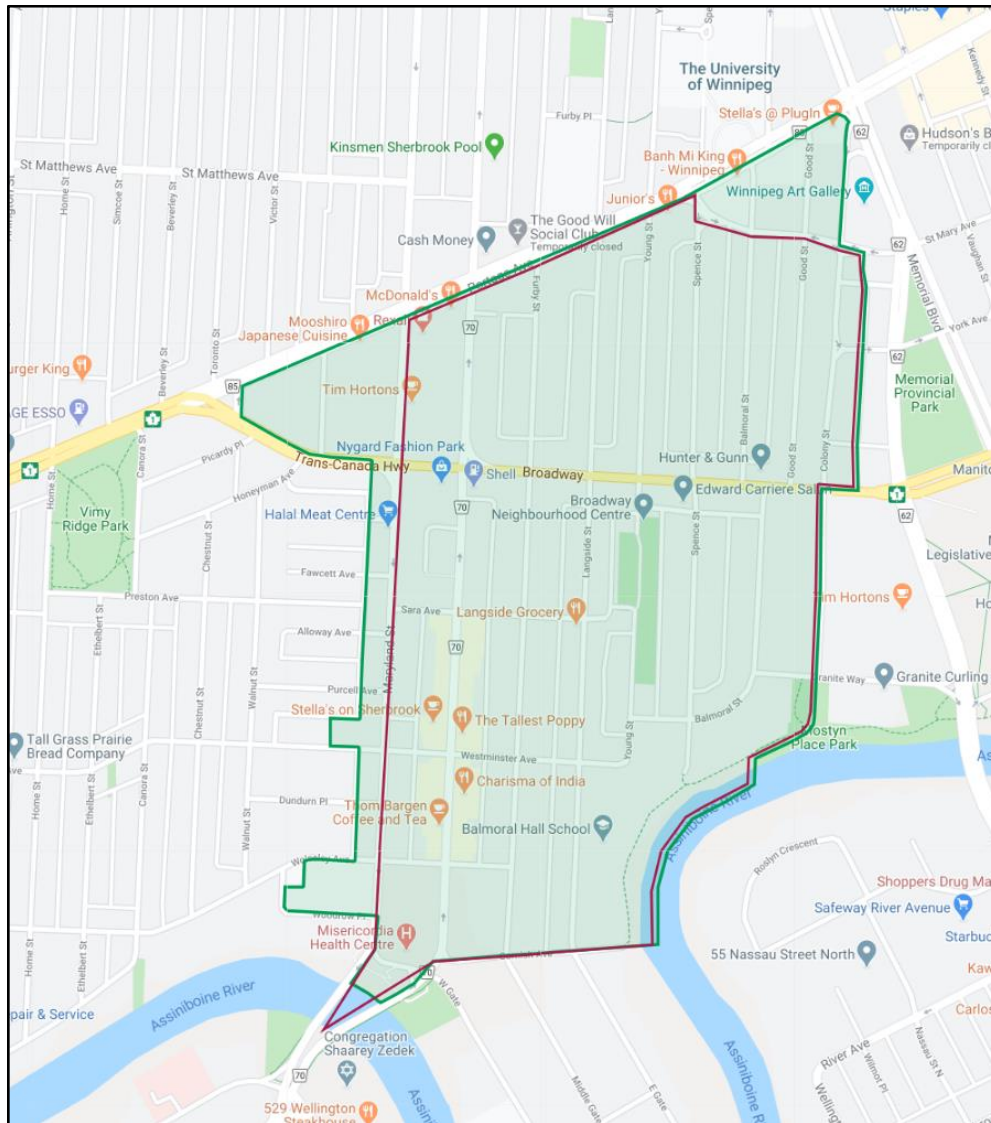
**Figure 2: Key Map and City of Winnipeg defined boundaries**



The housing stock is older but overwhelmingly well-built and maintains much of the original character. As of 2016 only 4% of the housing was built since 2001. However, based on The West Broadway Residential Development Sites Study prepared by WBCO, more than 600 new units of housing have been added to the West Broadway neighbourhood. The City of Winnipeg permits indicate a more conservative number of 472 units. This means that between 12% and 17% of the housing have been constructed between 2016-2020. This significantly changes the housing stock in the neighbourhood.

## 3.2 Neighbourhood Boundaries

**Figure 3: West Broadway Community Organization neighbourhood boundaries**



The boundaries of West Broadway differ depending on the organization, group, or census. As seen in **Figure 3, outlined in green** above, the West Broadway Community Organization draws its boundaries along the center of Portage Avenue in the North and the Assiniboine River and Cornish Avenue in the South. However, much of the statistical data available does not follow these boundaries, and sometimes includes Armstrong Point, an upper-class neighbourhood immediately south of West Broadway.

### A caution on neighbourhood census information

As noted above, the West Broadway Community Organization boundaries do not perfectly



match the City of Winnipeg neighbourhood boundaries, and neither of these match the census tracts used by Statistics Canada. While the boundaries for the data do not entirely align with the statistics the information gathered is still useful in demonstrating trends and overarching themes. This plan impacts the West Broadway neighbourhood as defined by the Community Organization. The maps are included to provide context for the data and the plan.

Another caution is that some of the data may seem slightly skewed as it will compare the most recent census data (2016) with the 2011 Census Data. The 2011 National Household survey used a significantly different methodology than either the 2006 census or the 2016 Census. The 2011 census replaced the mandatory long forms with voluntary forms, and despite increasing the number of survey requests, the data collected is, in our opinion, of lower quality, less useful and less accurate than previous census data sets. We continue to use the data from the 2011 National Household survey as it will help identify long term trends - however, due to its inferior information we often look at long term trends by comparing the 2006 Census with the 2016 Census.

### 3.3 Neighbourhood Character

West Broadway is primarily a high-density residential neighbourhood. A walk down several streets reveals that much of the area is occupied by older, beautiful Victorian and Georgian style detached family homes and duplexes. The residential streets are bounded by higher density main thoroughfares, identified as either **regional mixed use corridors** or **community mixed use corridors** according to the City of Winnipeg. Many businesses and mixed-use developments are found along these corridors. The City defines these corridors as follows:

*Regional Mixed Use Corridors are specifically designated, major regional arterial roads intended to serve as a link between Downtown and one or more Regional Mixed Use Centres or major activity areas. (City of Winnipeg 2011a)*

*Community Mixed Use Corridors act as “main streets” for one or more neighbourhoods, providing a strong social function. They often have strong historical connections to their communities, have assumed significant transportation functions over time, are served by frequent and direct transit and typically support a mix of uses within a pedestrian-friendly environment. (City of Winnipeg 2011a)*

West Broadway's side streets still appear to be dominated by larger detached family homes. However, this appearance is somewhat deceptive, as many homes which appear from the outside to be single family homes are in fact converted to multiple units on the inside. Further to that, while the detached houses have a larger footprint, the vast majority of the dwellings are actually found inside the many apartment buildings scattered throughout the neighbourhood. Within the last 5 years, there has been a surge of new buildings within the neighbourhood, resulting in between 472 and 600 new units of housing. These new buildings include many

multi-family buildings and mixed-use buildings along the community mixed use corridors.

Portage Avenue defines the northern boundary, and it is a **regional mixed-use corridor** connecting downtown Winnipeg to much of the western arm of the city. Portage Avenue is home to many regional and city-wide businesses serving much more than just the local community. This is in contrast to Sherbrook Street and Broadway, which are both **community mixed use corridors** with many mixed-use buildings and many small businesses that serve the local community.

While there are some businesses on these streets that serve a larger area, such as Parsons Plumbing and Thompson Funeral Chapel, they tend to be the exception, with most businesses and services being smaller and serving the immediate neighbourhood. There has been a surge of new smaller businesses opening up along Sherbrook such as Thom Bargin and Decadence Chocolates. The majority of the remaining streets are residential with a sprinkling of commercial properties located on them, often at street corners, and increasingly along Maryland Street.

Many of the residents describe the neighbourhood as a quiet place, especially once a person is a short distance away from one of the commercial strips. The heavier traffic on Portage avenue is buffered by its commercial buildings. The same is true of Osborne Street, where the noise of this primary North South traffic artery is buffered by the Canada Life building and its multi-block sized parking lot.

The commercial strips, in addition to buffering residences from the noise that they themselves generate, offer a wonderful variety of amenities to the local community. There is a library, a community centre, two public schools and one private school, Misericordia Health Centre, Four Rivers Medical Clinic and Nine Circles Community Health Centre. West Broadway is home to a branch of Assiniboine Credit Union, at least two pawn shops, and a variety of insurance brokers. Maryland Street is home to Food Fare - a mid-sized grocery chain and the Halal Meat Centre, while Broadway has Pal's Supermarket. The neighbourhood contains a good variety of corner stores, small grocery stores, coffee shops, pharmacies, restaurants, clothing shops, a thrift store, hair salons, and other neighbourhood-oriented businesses. There are a number of service and social agencies that work in the West Broadway area, including, Klinik, RaY, Wolseley Family Place, Crossways Community Ministry, the Broadway Neighbourhood Centre, Art City, and the many different programs offered through the West Broadway Community Organization.

Larger regional services and businesses are also found in or near West Broadway. To the North is the Spence neighbourhood and the University of Winnipeg, which has been building a substantial amount of new student and community housing within the West Broadway boundaries as well as mixed income housing. To the South is Armstrong Point, a small, relatively affluent residential neighbourhood bordered on three sides by a meander in the Assiniboine river. To the East is Canada Life, a national insurance company, and just beyond that is the Winnipeg Art Gallery, Memorial park and the provincial legislature. Further East is the downtown core of the City of Winnipeg. To the West lies the Wolseley neighbourhood, which shares some characteristics with West Broadway. Further West is the Polo Park regional

shopping area.

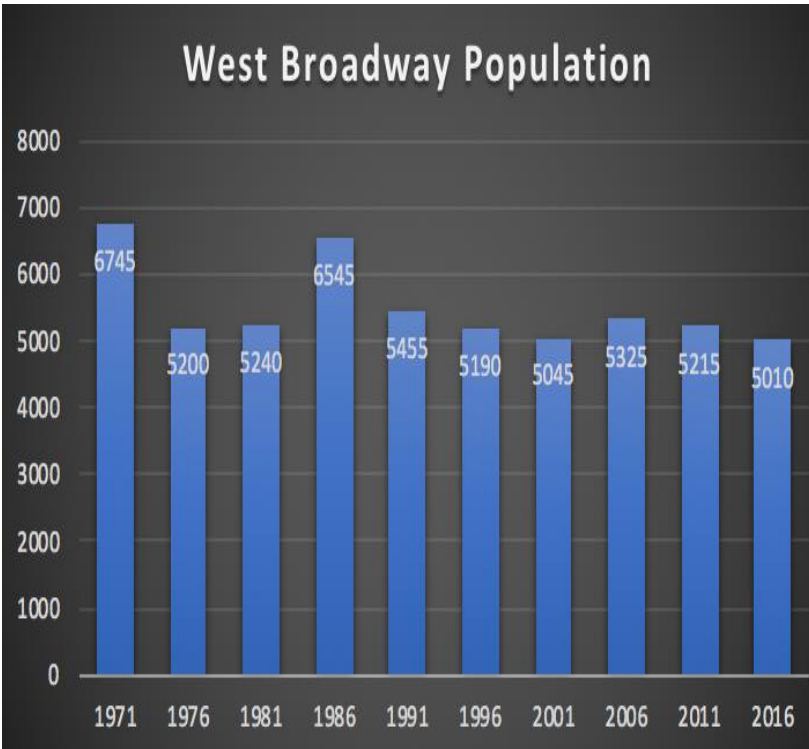
The West Broadway neighbourhood is, for the most part, well suited to pedestrians and cyclists with many local services and amenities. There is a recently constructed protected bike lane that runs north along Sherbrook Avenue and a painted bike lane that runs south down Maryland Street. It is also well served by the transit system, with many different bus routes travelling through, or very near the neighbourhood. The proximity to downtown and ready access to a variety of transportation options make West Broadway a desirable neighbourhood for many different people.

Most of the housing in West Broadway is found in the many apartment buildings throughout the neighbourhood, and in keeping with this built form, most residents are renters. West Broadway is one of the more densely populated neighbourhoods in Winnipeg, with over 7,429 people per square kilometre (City of Winnipeg, 2011 a). This population density has helped to sustain the diverse businesses and services that help to make West Broadway a unique neighbourhood.

### 3.4 Population and Density

West Broadway is a densely populated neighbourhood, having almost 4 times the population per square kilometer as the City of Winnipeg as a whole. Currently, West Broadway has a density of just under 7,500 people per square kilometer, as compared to the city average of only 1,952 people per square kilometer (City of Winnipeg a) See **Figure 4** and **Table 4**. While the neighbourhood is densely populated, the neighbourhood population and density has continually declined since the 1970's. In 1971 the neighbourhood housed 6,745 people and that number has declined every census since then, with the exception of a slight rebound in the 1980's. As of the 2016 census the population has declined by over 20% reaching an all-time low of 5010 people. However, since the last census, between 472 and 600 units of housing have been added to the neighbourhood, representing an increase of 12% to 17%. This leads us to believe that these numbers are continuing to grow and that both the residents and the city want to increase the density in the neighbourhood.

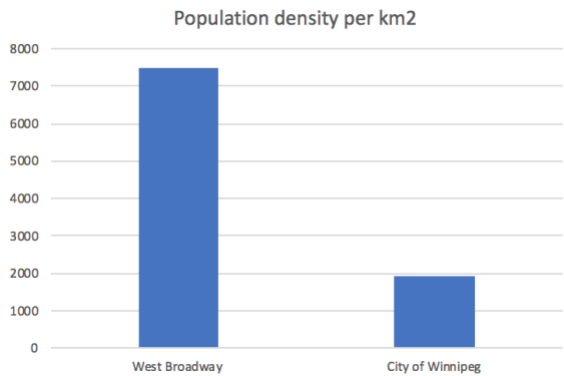
**Figure 4: West Broadway Population**



**Table 4: Population in West Broadway**

Year	Population
2016	5010
2011	5215
2006	5325
2001	5045
1996	5190
1991	5455
1986	6545
1981	5240
1976	5200
1971	6745

**Figure 5: West Broadway Density**



**Table 5: Population and Density**

	<b>West Broadway</b>	<b>West Broadway Population Density</b>	<b>Winnipeg</b>	<b>Winnipeg Population Density (Inhabited areas)</b>
2016	5,010	7,429	705,244	1,915
2011	5215	7,733	663,617	1,802
2006	5325	7,896	633,451	1,720
2001	5045	7,481	619,544	1,683
1996	5190	7,696	618,477	1,680

### **3.5 Who Lives in West Broadway?**

The population of West Broadway has always been diverse, from the original Metis settlers and First Nations people to the new populations that moved into and out of the neighbourhood over its lifespan.

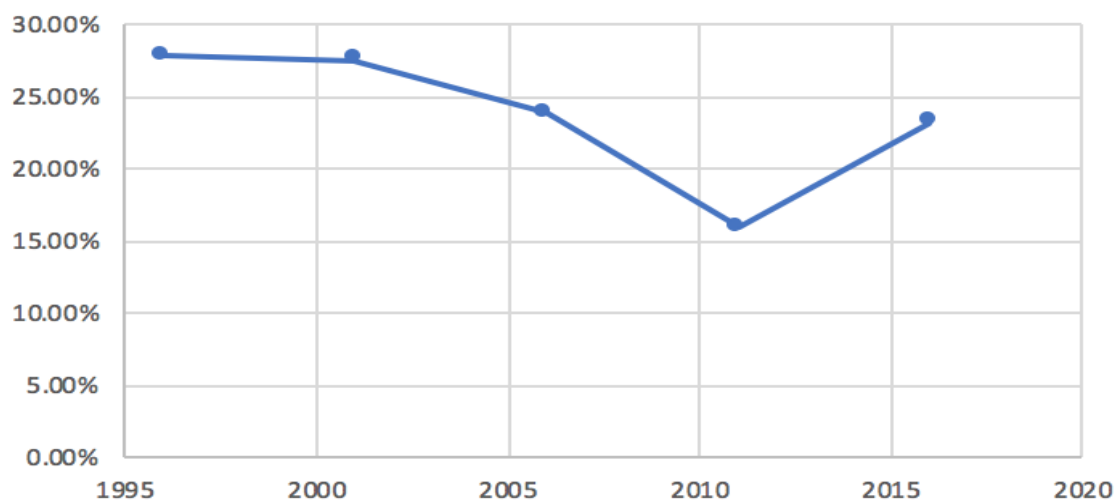
#### **3.5.1 Aboriginal Identity\***

People with Aboriginal Identity have always lived in the area since before West Broadway was recognized as a neighbourhood, and certainly before the formation of Winnipeg as a municipality. Aboriginal people stewarded this land for thousands of years prior to the arrival of European settlers. Through all its changes, they have continued to be a visible and strong presence in the West Broadway neighbourhood. Over the last 20 years, the number of Aboriginal people living in West Broadway has been declining at an accelerating rate. As is shown in **Table 6** and **Figure 6**. In 1996 there were around 1,425 people of Aboriginal Identity in the neighbourhood. This number has declined in each and every census since then, to a low of 880 in 2011. While it may appear that the Aboriginal identity is seeing a slight resurgence when compared with the numbers from 2011, we note that the 2011 number is not entirely reliable, as it is part of the 2011 National Household Survey. The 2016 numbers continue to demonstrate a trend of population change in the West Broadway neighbourhood (Statistics Canada 2014c, City of Winnipeg 2008a, b, c).

*\*In order to keep consistency with the Statistic Canada information we use Aboriginal instead of Indigenous.*

#### **Figure 6: Aboriginal Identity**

### Aboriginal Population in West Broadway as a Percentage



Even in light of dropping populations, Aboriginal people contribute an enormous and consistent amount to the neighbourhood. It also means that as a significant part of the neighbourhood's history and present-day community, this population requires special consideration in all areas of programming and development. Specifically, it is worth noting that unlike most urban dwellers, many Aboriginal people maintain strong connectivity with family and communities on reserve and in other rural settings. This dynamic has an ongoing impact on their access to and relationship with housing in the city which should not be overlooked.

**Table 6: Aboriginal Identity in West Broadway**

Aboriginal Identity in West Broadway	Number	Percentage of population
2016	1,160	23.2%
2011	880	15.9%
2006	1,275	23.9%
2001	1,385	27.5%
1996	1,425	27.8%

### 3.5.2 Immigration and Visible Minorities

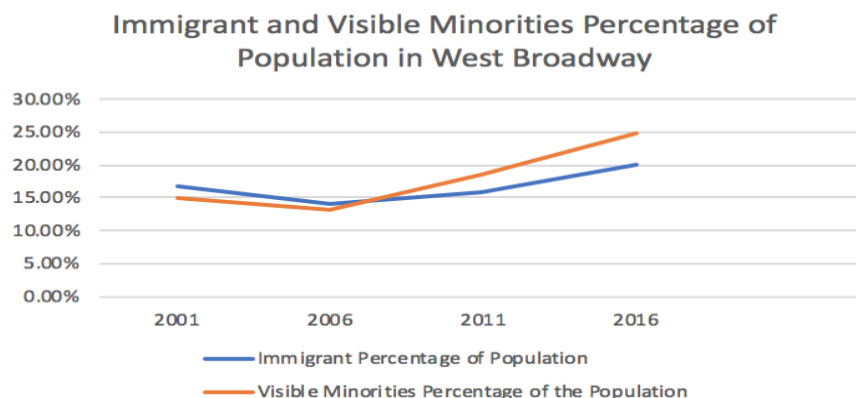
At the same time that the Aboriginal population has been declining, the number of people in West Broadway that are immigrants and visible minorities has been increasing. As is evident in **Table 7** below and **Figure 7** on the next page, the number of immigrants has increased slightly over each census period, growing from 850 in 2001 to 1005 in the 2016 census. This tells us that the population in West Broadway is changing. At the same time the visible minority population in West Broadway continued to increase, rising from 1140 in 2011 to 1240 by 2016

(Neighbourhood Profile 2016, Statistics Canada 2014c, City of Winnipeg 2008a, b, c).

There is no single demographic group driving this change. West Broadway, like much of Winnipeg's core area, is home to shifting waves of newcomers.

**Figure 7: Immigrant and Visible Minorities**

While some ethnic groups have larger populations than others, all populations of any size add their own contributions to West Broadway's distinctive, evolving identity.



What this suggests is that the population in West Broadway continues to remain diverse and is changing over time. Of particular concern to this housing plan is that the data suggest that the housing crunch being felt in West Broadway is not being driven by a significant influx of immigrant newcomers to the community. Rather, West Broadway is being affected by the same pressures that are being felt throughout Winnipeg, in that the demand for housing has outstripped the supply of new housing being built. This lack of housing everywhere has meant that people with limited incomes and resources have had no choice but to face rising rents in every community.

**Table 7: Immigrants and Visible Minorities**

Immigrants and Visible Minorities	Immigrants	Percentage of population	Visible Minorities Number	Percentage of population
<b>2016</b>	1005	20.1%	1240	24.8%
<b>2011 (Includes Armstrong Point)</b>	980	16.0%	1140	18.6%
<b>2006</b>	865	14.0%	710	13.3%
<b>2001</b>	850	16.9%	755	15.0%
<b>1996</b>			735	14.3%

### 3.5.3 Incidences of Low Income

The trend over the last two decades has been a gradually declining rate of poverty, both in Winnipeg as a whole and in West Broadway. While the rates of poverty are declining, these



rates have been consistently much higher in West Broadway than those in Winnipeg at large. Furthermore, while poverty rates in West Broadway are declining, they did not decline as quickly as the rates for the city of Winnipeg as a whole. Still, the general trend is encouraging.

The Individual Income charts confirm the visual analysis that the area is experiencing some impacts of slow gentrification. While the method of gathering income is not consistent between the 2011 National Household Survey and the 2016 Census, the data gathered indicates that there is a slow movement towards higher income earners in West Broadway. The 2011 National Household survey does not identify any individuals earning more than \$80,000 whereas the 2016 survey has 2.7% of the population earning more than \$80,000. This shows that there has been a slow movement of higher income earners moving into the area.

While it appears on the surface that the numbers of low-income residents in West Broadway are declining, the numbers do not reflect West Broadway's growing population of people experiencing homelessness. In 2019, the City dismantled homeless camps in other areas of the City, and displaced a number of unhoused people. Some of the displaced have taken up residence along the Assiniboine River in West Broadway. In addition, according to social agencies working with the unhoused population, there is a movement of the unhoused population from Osborne Village to West Broadway.

This has created a very visible population of people experiencing homelessness in the West Broadway neighbourhood. Homelessness however, is not limited to those living on the street but also describes those who are only provisionally accommodated. This includes people who "couch surf", live informally in others' houses, live in shelters, live in cars, or who are in transitional housing.

While exact numbers of people experiencing homelessness in West Broadway are not known, the Winnipeg Street Census estimated there were 1,500 people experiencing homelessness in Winnipeg (Winnipeg Street Census 2018). The Homeless Hub numbers are higher, estimating "that there are about 135,000 people at risk of becoming homeless, 7,600 'hidden' homeless, 1,915 short-term or crisis sheltered people and 350 living on the streets in Winnipeg" (Homeless Hub 2020). These numbers indicate that the majority of those who are homeless are not visible, but rather are living provisionally, sharing accommodations, and transiently moving. This impacts the number of low incomes in West Broadway as the invisible homeless population are not captured in the statistical data.

### **3.5.4 Low Income**

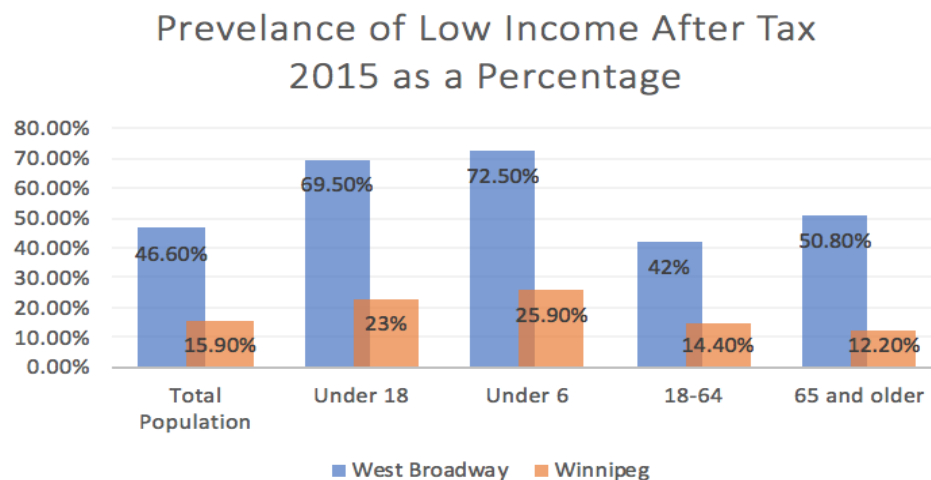
Despite the declining rates of poverty noted in the census data, the fact remains that West Broadway is a low-income neighbourhood in comparison to Winnipeg as a whole. While a slim majority of the neighbourhood is above the Low Income Cut Off (LIOC) After Tax measure, over 43% (City of Winnipeg 2020a) are not. This is more than three times the rate for Winnipeg as a whole, as can be seen in Tables 8 and 9 as well as Charts 8 and 9 below (City of Winnipeg 2020a). There is some speculation that the low-income figures were skewed by the growing number of people experiencing homelessness, both visible and not visible in the

neighbourhood.

As of 2016, 43.3% of the total residents of West Broadway were low income. It should be noted that low income status is not spread evenly across populations, but falls disproportionately on vulnerable people. Nearly 60% of children under six years old in West Broadway fall below the low-income measure, while for Winnipeg as a whole, it was about one third of that rate, or 20.2% (City of Winnipeg 2020a). Similar results are found with seniors aged 65 and over with 42% in West Broadway falling below the low-income measure. The rate for Winnipeg as a whole is almost one quarter of West Broadway's rate at 7.7% (City of Winnipeg 2020a).

In every low-income category measured in the 2016 Census, the West Broadway neighbourhood shows a low-income population that is proportionately larger than that found in Winnipeg as a whole.

**Figure 8: Prevalence of Low Income After Tax 2015 as a Percentage**



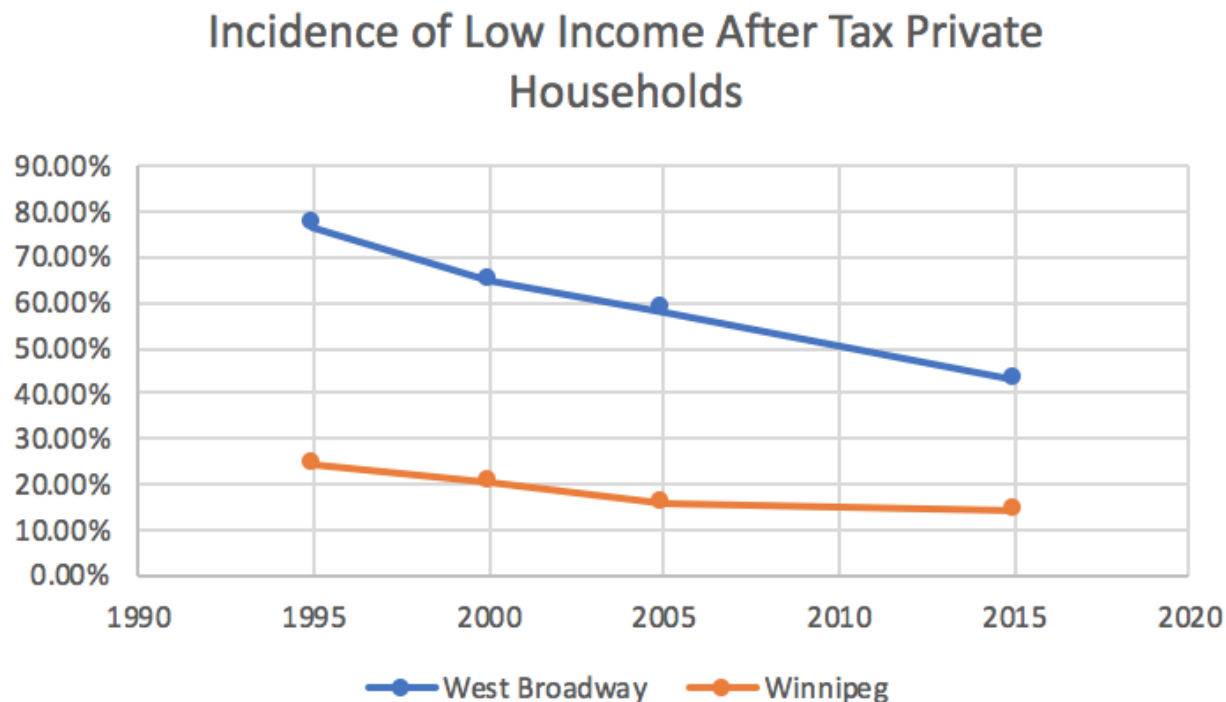
**Table 8: Incidence of Low Income after Taxes in Unattached Individuals**

<b>Prevalence of low income after tax, 2015</b>	<b>West Broadway</b>	<b>West Broadway %</b>	<b>Winnipeg</b>	<b>Winnipeg %</b>
<b>Population in private households (NHS)</b>	5010		690,015	
<b>Population by after tax in low income (LIM-AT)</b>	2,335	46.6%	109,5455	15.9%
<b>Age</b>				
<b>Under 18</b>	525	69.5%	33,0005	23%
<b>Under 6</b>	185	72.5%	12,175	25.9%
<b>18 to 64</b>	1665	42%	64,395	14.4%
<b>65 and older</b>	150	50.8%	12,145	12.2%
<b>Population by low income cut-offs after tax (LICO-AT)</b>	2155	43%	92,415	13.2%
<b>Under 18</b>	440	58.3%	25,590	17.8%
<b>Under 6</b>	150	58.8%	9,490	20.2%
<b>18-64</b>	1585	40%	58,095	13%
<b>65 and older</b>	125	42.4%	7,735	7.7%

**Table 9: Incidence of Low Income after Taxes in Economic Families**

<b>Incidence of low income after taxes</b>	<b>Private households</b>		<b>Economic Families</b>		<b>Unattached individuals</b>	
	West Broadway	Winnipeg	West Broadway	Winnipeg	West Broadway	Winnipeg
<b>2015</b>	46.6%	15.9%				
<b>2005</b>	58.1%	15.7%	52.4%	11.1%	60.4%	34.8%
<b>2000</b>	64.6%	20.3%	54.5%	15.5%	70.0%	44.3%
<b>1995</b>	76.6%	24.3%	70.8%	19.4%	80.8%	49.1%

**Figure 9: Incidence of Low Income After Taxes in Private Households**



While the data presented in an earlier table suggest that rates of low income have continued to decline in both Winnipeg and, to a smaller extent, in West Broadway. More research is needed to see if this is true and to see if the trend will continue. Bearing in mind the limitations of this data, the number of people living with low income in West Broadway is falling. The 43.3% incidence of low income in 2016 (City of Winnipeg 2020a) is a decrease of about 20% from the earlier 1996 rate of 72 (City of Winnipeg 2020e).

This change, which on the surface appears positive, is likely the result of several different factors. While it could be that the incomes of residents are on the rise due to any number of factors, it can also mean that costs are on the rise, forcing the lowest income residents out of the neighbourhood and making room for those who can afford the rising rents and housing prices. The high mobility rate and the fluctuations in the population numbers suggest that this may be partially true. As noted above, Winnipeg as a whole has a growing unhoused population and this segment of the population would not be captured in the statistical data. This could account, at least in part, for the apparently declining low income population. While it is very difficult to sort out these combined factors, it is important to note that both rent and housing prices have significantly increased over this period, and that the notorious ‘renovictions’ are ongoing. A renoviction is a common practice whereby a landlord makes some upgrades and/or renovates a unit, and subsequently increases the rent, justified by the improvement. By increasing the rent, they effectively alter who can or cannot afford to rent in a building. “It’s not clear how common renovictions are, but it’s one of the key tools that is helping to dramatically change the face of neighbourhoods.” (Wurmann, 2020)

Despite these apparent improvements there are a combination of factors that contribute to West Broadway's ongoing struggle with poverty among its residents. The high number of rental units, the relative affordability of the neighbourhood and the wide availability of amenities accessible without a vehicle all combine to attract low income residents to the neighbourhood. In addition, the strong community feel and support agencies in the neighbourhood and surrounding areas can ameliorate some of the difficulties created by a lack of financial resources.

The challenge for the West Broadway neighbourhood over the coming years will be to find ways to continue to raise the incomes of the current neighbourhood residents and to find measures of success that are not solely based on property values. These interventions will assure that the current character of the neighbourhood and the strength in its diversity is not lost.

### ***3.5.5 Household Size and Makeup***

West Broadway's diversity and unique character are also found in the household makeup, which continues to differ from the average household makeup found in the city as a whole. Both the 2011 census and the 2016 census show that West Broadway has significantly more single people and substantially fewer married couples than Winnipeg as a whole. Its 2.0 average number of people per household is below the city's average of 3.0. This is largely due to the significant proportion of households consisting of 1 person, which represent 56.8% of households in West Broadway compared to the citywide average of 30.1%. (City of Winnipeg 2020a) This larger number of single people and single person households also helps to explain the much higher rate of non-family households at 66.9% in West Broadway, as compared to the city average of 34.9%. (City of Winnipeg 2020a) Non-family households can be a single person, or several people living together who share space but are not part of what Statistics Canada would call a family. This sharing of space is a common strategy that people, especially low-income people, use to stretch their resources in order to pay for the high cost of accommodations.

The family size in West Broadway has changed significantly since the last census. In 2011 the family size in West Broadway was noticeably smaller than families in the city as a whole. In 2011 there was an average of 2.0 persons per family, about 30% smaller than the Winnipeg rate of 2.9 persons per family. By 2016, the West Broadway family size was the same as the City of Winnipeg at 3.0 (City of Winnipeg 2020a). While the average persons per family now aligns with the City as a whole, the family structures in West Broadway still differ dramatically from the city.

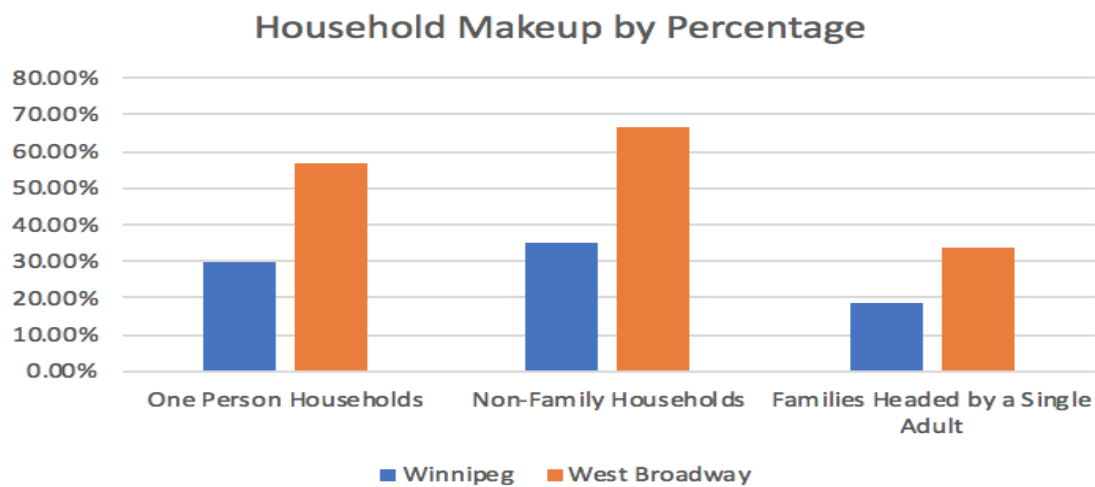
The incidence of one parent families is significantly higher in West Broadway, with 33.5% of families being headed by a single adult, a task carried out overwhelmingly by women. This number stands in stark contrast to the 19.5% of children being raised in single parent families city-wide. These families especially need attention and support, particularly when it comes to housing. Safe, affordable, and appropriate housing can make an enormous difference in quality of life for families, and even more so for families at the margins. See **Table 8** below and **Charts 9, 10 and 11** (Statistics Canada 2016a, c).

**Table 9: Household Makeup**

Household Makeup	West Broadway	Winnipeg
Married (and not separated) or living common law	31.8%	55%
Single, separated, divorced, widowed	68.2%	45%
Average persons per census family (calculation)	2.53*	2.89*
One-person households	56.8%	30.1%
Non-family households	66.9%	34.9%
Average number of children at home (calculation)	0.9*	1.1*
Families Headed by a Single Adult	33.5%	18.5%

\*This information was not provided in the 2016 Census data but was derived from Census data

**Figure 10: Household Makeup by Percentage**



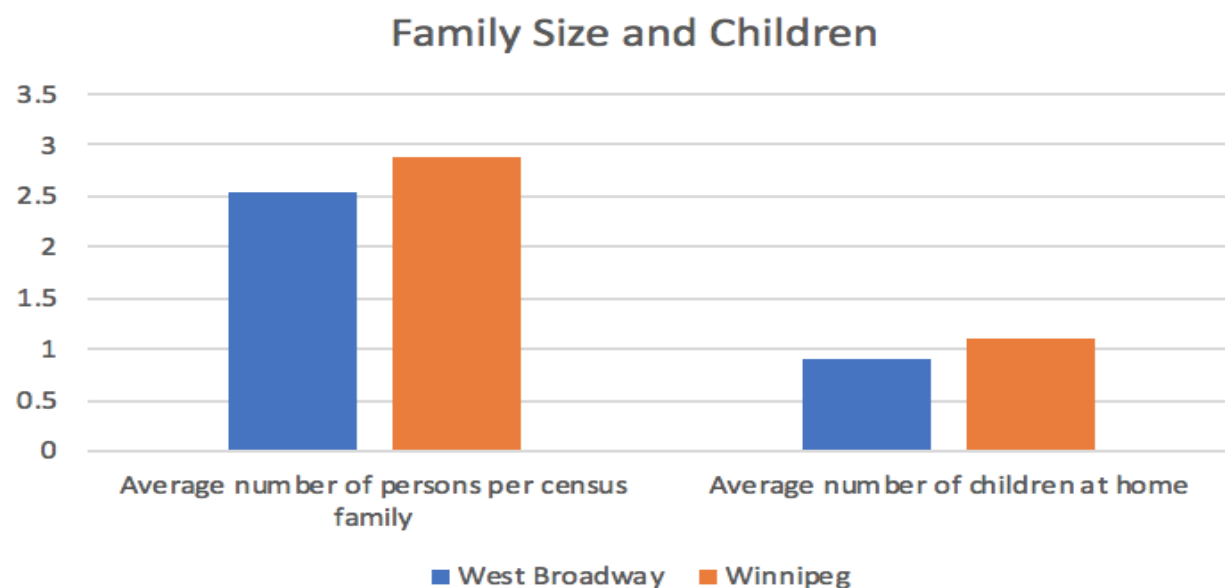
**Table 10: Marital Status**

Marital Status	West Broadway	City of Winnipeg
Married or living with a common law partner	31.8%	55.0%
Not living with a spouse or common-law partner (separated, divorced or widowed)	68.2%	45.0%

**Figure 11: Marital Status**



**Figure 12: Family size and Children**





### 3.5.6 Median Household Income

Median means middle. A median income means that half the people earn more and half the people earn less than this amount. Average incomes are less reliable as a few high-income earners can skew the results upwards and make a particular community appear higher income than it actually is.

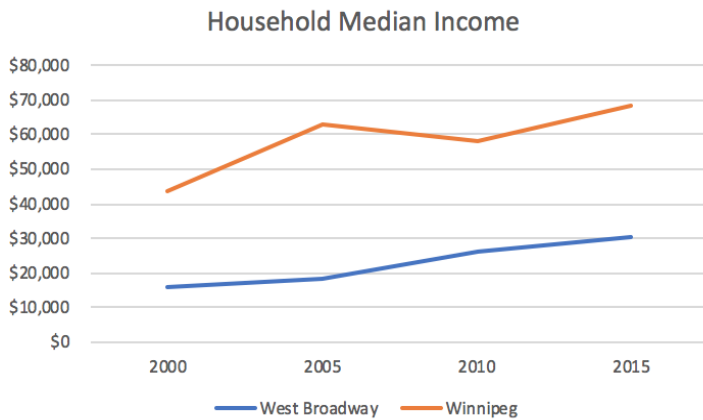
Median income is generally reported in three ways: the income of individuals, the income of households, and the income of families\*. Median income is an important way to measure how the neighbourhood's residents are doing financially. Reported in **Table 11** and **Figures 13 and 14** are the median incomes from the four most recent censuses.

**Table 11: Median Incomes**

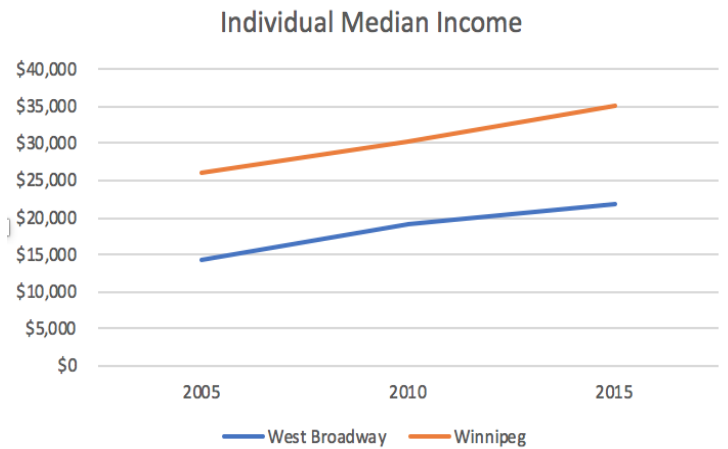
Median Incomes	Individual Median Income		Household Median Income*	
	West Broadway	Winnipeg	West Broadway	Winnipeg
<b>2015</b>	\$21,886	\$35,121	\$30,527	\$68,331
<b>2010</b>	\$19,102	\$30,344	\$26,160	\$57,925
<b>2005</b>	\$14,371	\$26,016	\$18,524	\$63,023
<b>2000</b>	\$14,889 for men and \$12,355 for women	\$28,306	\$16,085	\$43,383

From the table it is clear that West Broadway incomes lag significantly behind the rest of the city. In 2015, individual median incomes were about two thirds of what they are for Winnipeg as a whole. Household incomes in West Broadway in 2015 were roughly half of those found throughout Winnipeg, as were family incomes. This fairly dramatically illustrates the economic differences and pressures, felt by individuals and families as well as the larger West Broadway community. As is shown in **Figures 13 and 14** below, the trend indicates a steeper increase in income for the City of Winnipeg versus West Broadway

**Figure 13: Median Incomes**



**Figure 14: Individual Median Income**



The one exception to this trend of increasing incomes seems to be median household incomes for Winnipeg, which appears to have decreased between 2005 and 2010. We suspect that there are two reasons for this. Firstly, as has been noted several times, the data is not entirely reliable. While it may show trends, it cannot be taken as completely accurate.

A second reason for the decline could be the recession in 2008. While it did not affect Manitoba and Winnipeg as much as it did other regions of the country, it nevertheless did cause meaningful economic changes. Households consist of an individual person or a group of persons who live together (Statistics Canada 2013a). When the recession occurred, we suspect that a number of single people lost some, or all, of their employment income. Each single person would be a household, and if the recession hit single people hardest, then this would show up as a dramatic decrease in household incomes.

Individuals who lost their incomes often move in with other individuals or back in with their family of origin or other relatives. If they move in with family, their decline in income is masked by the larger family income. In fact, if the affected individual has any income at all, it gets added to the family income, making it appear to grow even though it is now stretching over more people. If, on the other hand, the same person was to move in with people who are in similar reduced income circumstances, then they have effectively created one low income household. This will reduce the average and median income of households.

*\*What's the difference between a household and a family?*

*Statistics Canada describes a household as "a person or a group of persons . . . who occupy the same dwelling"*

*A family is an economic family or "a group of two or more persons who live in the same dwelling and are related to each other by blood, marriage, common-law, adoption or a foster relationship." (Statistics Canada 2013a)*

### 3.5.7 Summary: Community Context

West Broadway is a diverse community with a distinct character. The quietness of most residential streets is in stark contrast with the bustling commercial streets. This mixture of residential options, diverse population and variety of amenities and services make it a good place to live and work for thousands of people and families. Its strong sense of community, the relatively low cost of housing (by Winnipeg standards), social supports and the good transit, pedestrian and cycling access serve to make it a desirable place for low income people to live. With a good mix of businesses, housing types and social services, West Broadway already fits the definition of a Complete Community.

However, like all neighbourhoods, West Broadway does face challenges. A high percentage of the population live with low incomes. This affects seniors, single people and especially single parent families. Although most of the housing was extremely well built, too much of it has been allowed to deteriorate, and it does not always meet the needs of existing residents. While rents and comparable housing prices in West Broadway are still lower on average than the rest of the city, they have increased dramatically over the past ten to fifteen years, making the neighbourhood less affordable.

***Image 6: Housing in West Broadway***



## Section 4.0 Housing in West Broadway

West Broadway, with its rich history and past, has many different types and styles of housing. This section delves into the housing that currently exists in West Broadway.

***Image 7: West Broadway House***



### 4.1 Dwelling Units West Broadway

According to the City of Winnipeg, there are 3,727 dwelling units in West Broadway. Roughly 3231 of those units are located in apartments. While there are 197 single unit dwellings, there are approximately 299 dwellings that look like single unit homes but contain two or more units of housing. Since the last housing plan and last census, a study done by the West Broadway Community organization identified the number of new residential units created since the last census. The report indicated that there have been approximately 600 new units of housing added to the neighbourhood primarily in the form of commercial/ mixed use and low/ high rise apartment. This amount of new housing has a huge impact on the neighbourhood and the demand for services. The study identified that much of the housing being created was geared towards the open market and did not provide emphasis on affordable housing units.



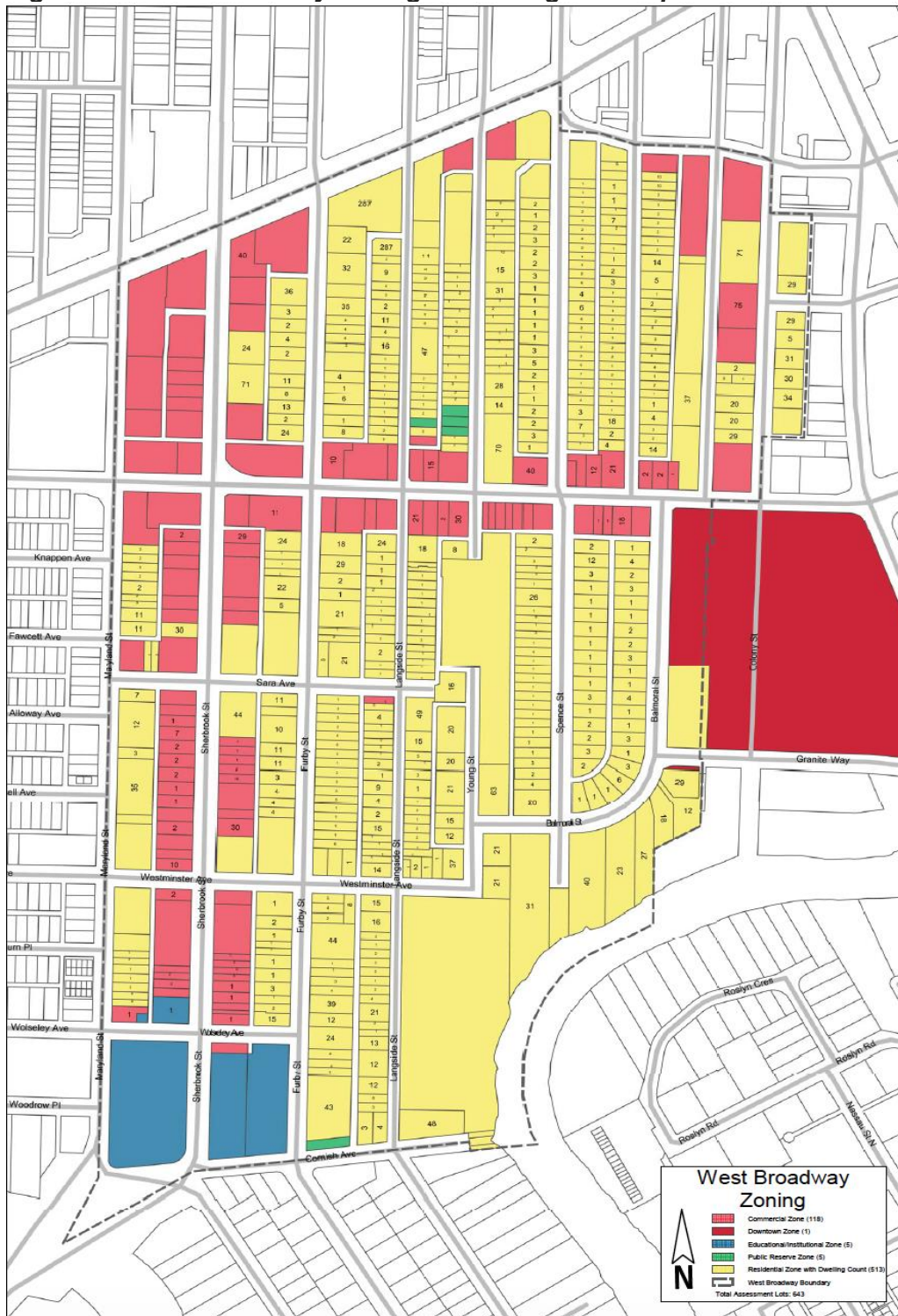
### 4.1.1 Types of Housing in West Broadway

A look at **Figure 15**: The Zoning Map on the next page shows that there are 197 detached single-family dwellings (identified with a number 1). There are a further 225 multi-family conversions (identified with numbers greater than 1) which still look like detached single family homes but have interiors that have been converted to multi-unit dwellings. These detached houses occupy the largest footprint in the neighbourhood, and lend significant character and charm to the West Broadway area. However, it is the 118 apartment and multi-use apartment buildings which contain about 3231 housing units that provide the majority of the housing in the West Broadway neighbourhood.

Image 8: West Broadway Housing



**Figure 15: West Broadway Zoning & Dwelling Unit Map**





## 4.2 Affordability of Housing

Affordable housing has many different connotations. The City of Winnipeg Housing Policy defines affordable housing as follows:

*Housing is generally considered affordable if all costs related to shelter, including rent or mortgage payment (principal and interest), taxes, and utilities require 30% or less of gross household income . . . as defined by Statistics Canada for the City of Winnipeg (City of Winnipeg. 2013).*

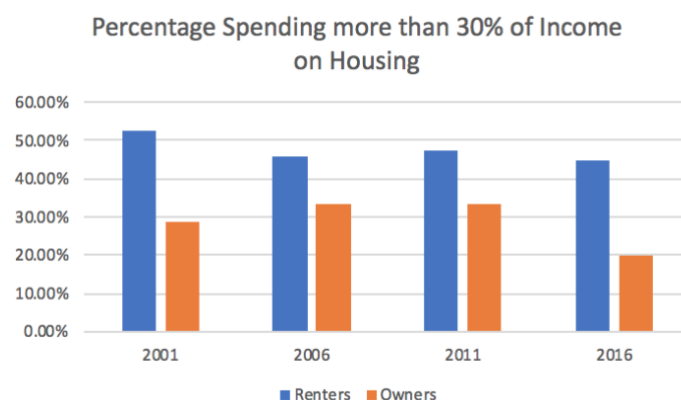
In the West Broadway neighbourhood, 45% of tenant households and 20% of homeowners spend more than 30% of their income on housing. As can be seen in **Table 12 and Figure 16**, the percentage of owners in unaffordable housing has decreased from 33% in 2011 to 20% in 2016. Despite the decline, the number of homeowners spending more than 30% of income on housing is still above the City-wide average of 12%. The number of renters spending more than 30% of their income on housing has remained above the City wide average but has largely remained unchanged since 2006. (City of Winnipeg 2008a, b. Statistics Canada 2013c).

Many residents of West Broadway do not have 'affordable' housing by the City of Winnipeg's own definition. As housing is usually the largest expense in any budget the rapid inflation of housing costs is felt far more deeply than any other increasing costs. The numbers do not indicate how much more than 30% of income is spent on housing. For renters this number has grown increasingly high over the last five years, and this forces people to spend far too much of their entire budget on housing. For those spending more than 30% of their income housing that money spent to pay for housing usually comes directly out of the money they need to spend on other necessities, while EI rates and real wages have not kept pace. This means that every year people are forced to spend more and more of their income on housing. This puts immense pressure on families and on the community as a whole as people are forced to rely more on friends, family, and community agencies to fill their other needs. Altogether, this dynamic results in a substantial decrease in overall quality of life. The City of Winnipeg as a whole needs more affordable housing options. "It has been predicted approximately 1,330 to 3,860 units of housing are needed, over seven years, just to provide housing to those experiencing homelessness—not to mention the 64,000 households currently in unaffordable housing (Kotyk, 2018)."

**Table 12: Affordability**

Affordability	Renters paying more than 30% of their income	Owners paying more than 30% of their income
<b>2016</b>	45%	20%
<b>2011</b>	47.6%	23.3%
<b>2006 (rent)</b>	45.8%	33.3%
<b>2001 (rent)</b>	52.7%	28.9%

**Figure 16: Affordability West Broadway Residents spending more than 30% of income on housing**



## 4.3 Tenure

An overwhelming majority, more than 91%, of households in West Broadway say that they are renters (City of Winnipeg 2020a.). In the city as a whole, around 35% of households are renters (City of Winnipeg 2020a.) - indicating that the West Broadway neighbourhood, and indeed many inner-city neighbourhoods, are home to a much larger proportion of rental households than is typically found throughout the rest of the city.

A higher rental rate often correlates with a higher level of transience for the neighbourhood residents, as is shown in **Table 13** below (City of Winnipeg 2020a, b, c.).

**Table 13: Mobility**

<b>Table 13: Mobility</b>	<b>West Broadway Renters</b>	Moved in the last year	Moved in the last 5 years	<b>Winnipeg Renters</b>	Moved in the last year	Moved in the last 5 years
<b>2016</b>	91.6%	35.3%	69.1%	35.1%	14.7%	41.6%
<b>2011</b>	91.0%	31.4%	66.0%	33.9%	14.3%	41.3%
<b>2006</b>	91.0%	32.3%	70.1%	32.8%	14.5%	39.7%

The 2016 census found that in West Broadway residents were more likely to have moved within the last year, with 35.3% of residents having moved within Winnipeg in the past year, which is more than twice the City average. Seventy percent of West Broadway residents had moved within the past five years (City of Winnipeg 2020a). In 2016, the one-year mobility rate in West

Broadway was just over 35% and the five-year rate was around 69% (City of Winnipeg 2020a.). The comparable numbers in 2016 for the City as Winnipeg's one-year mobility rate was about 14% while the five-year rate was around 41% (City of Winnipeg 2020a.).

The high mobility rate does not necessarily mean that residents have consistently moved out of the neighbourhood. If that were the case, then the length of time living in the neighbourhood for the vast majority of residents would be 5 years or less. In the survey results collected from many of the social agencies, rooming house tenants and individuals experiencing homelessness, the average length of residence in the neighbourhood is about 10 years. This shows that while people may be transient and move frequently, they still have deep roots and many ties to the community.

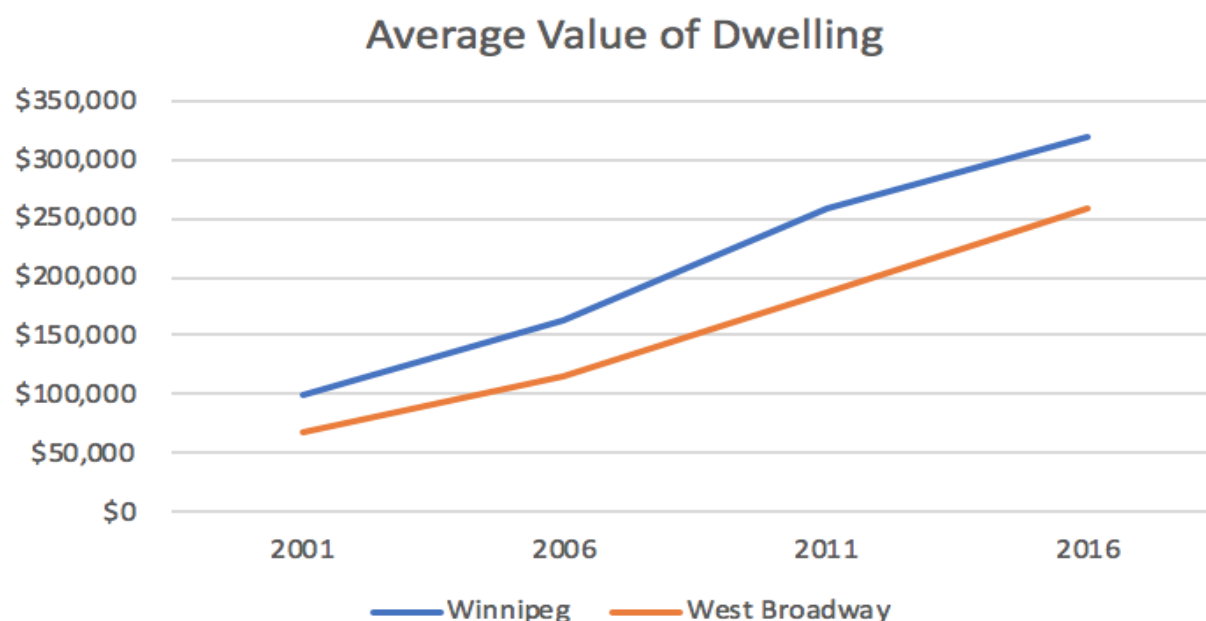
Survey respondents confirmed this sentiment, indicating that if they were to move, residents would prefer to stay in West Broadway. This is often tied to people's desire to stay in or near the community if they can. Parents like to see their children continue at the same school, and both families and individuals value the supports, amenities and services they are able to access in the West Broadway area, making it a desirable place for them to live. Some people move often but try to stay within or close to the neighbourhood to ensure some continuity in their lives. Others move into, or out of neighbouring communities, and view the downtown, or the West End as their preferred community.

#### **4.4 Average Value of Dwellings**

Housing prices have increased rapidly in West Broadway. In 2001 the average West Broadway dwelling was worth \$67,729 (City of Winnipeg 2020d.). By 2011 the average value of a dwelling had more than tripled to about \$187,650 (City of Winnipeg 2020b.). This number has continued to rise, with the average dwelling now having a value of \$256,987 (City of Winnipeg 2020a.) according to the 2016 Census. Both the 2011 and 2016 data include residences in Armstrong Point, which will artificially inflate the average dwelling value, but the data still displays a trend of steadily rising property values.

The average dwelling in the City of Winnipeg in 2001 was worth \$100,525. By 2011, that number had doubled to \$257,574 (Statistic Canada 2013 c). By 2016 the average Winnipeg dwelling had a value of \$317,516 (City of Winnipeg 2020a.).

**Figure 17: Average Value of Dwelling**

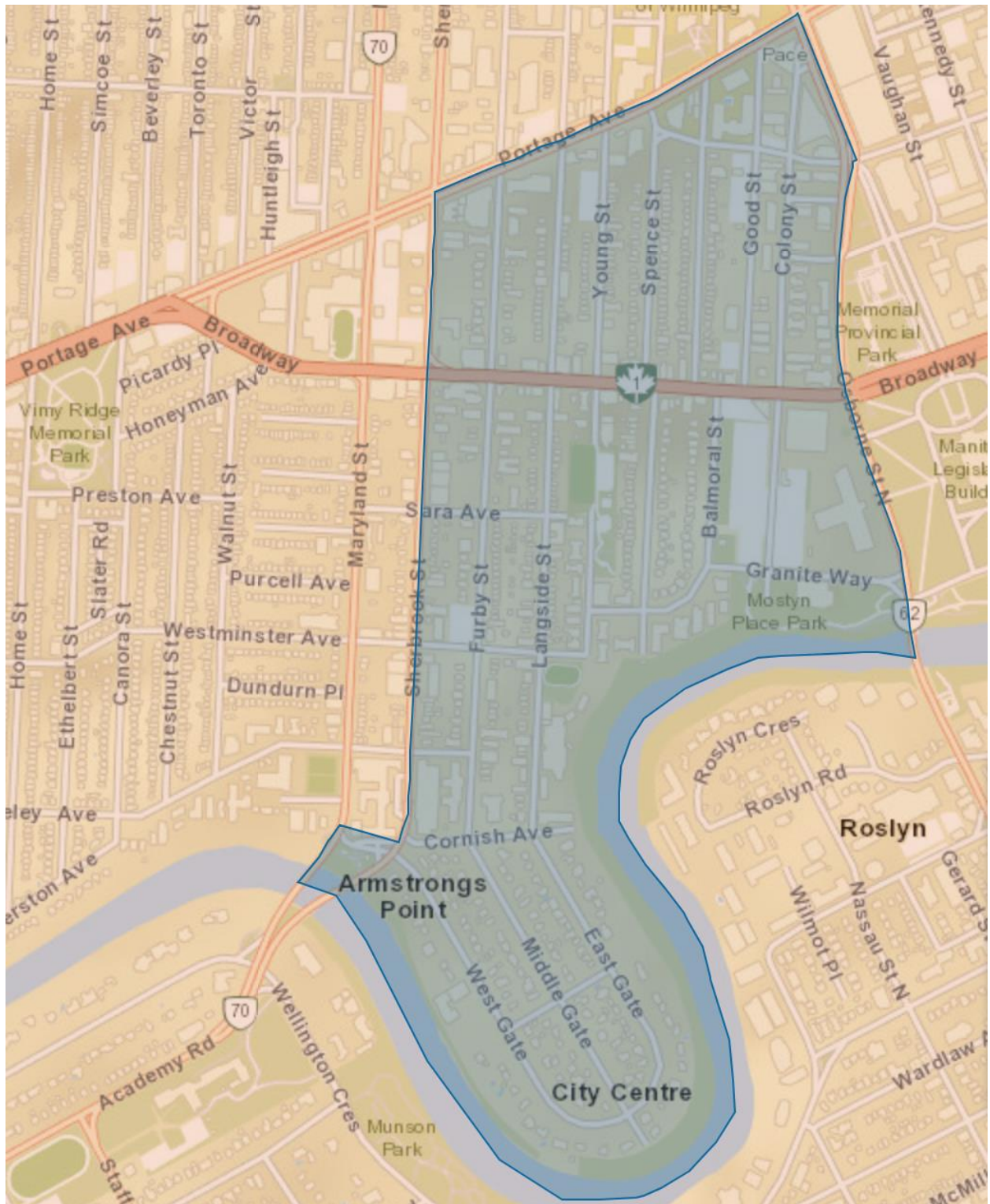


It is clear that property values have increased significantly in West Broadway in the last 10 years, and this has pushed purchase prices and rents upwards.

## 4.5 Average Rents

Like house prices, rents have been increasing in West Broadway over the last 15 years. The Canada Mortgage and Housing Corporation (CMHC) boundaries do not match the boundaries of West Broadway as identified by the City of Winnipeg. West Broadway as identified by CMHC includes Armstrong Point (a middle and upper income neighbourhood) and does not include the area west of Sherbrook. See Figure 24 below. In the West Broadway neighbourhood, average rents increased from \$633 to \$794 between 2011 and 2016. (CMHC 2011, CMHC 2016). The 2016 Census includes an average gross rent specifically for the West Broadway Neighbourhood of \$702. This number has increased from the 2011 National House Survey where the average gross rent for the West Broadway neighbourhood was \$609.

**Figure 18: CMHC's West Broadway Boundaries**



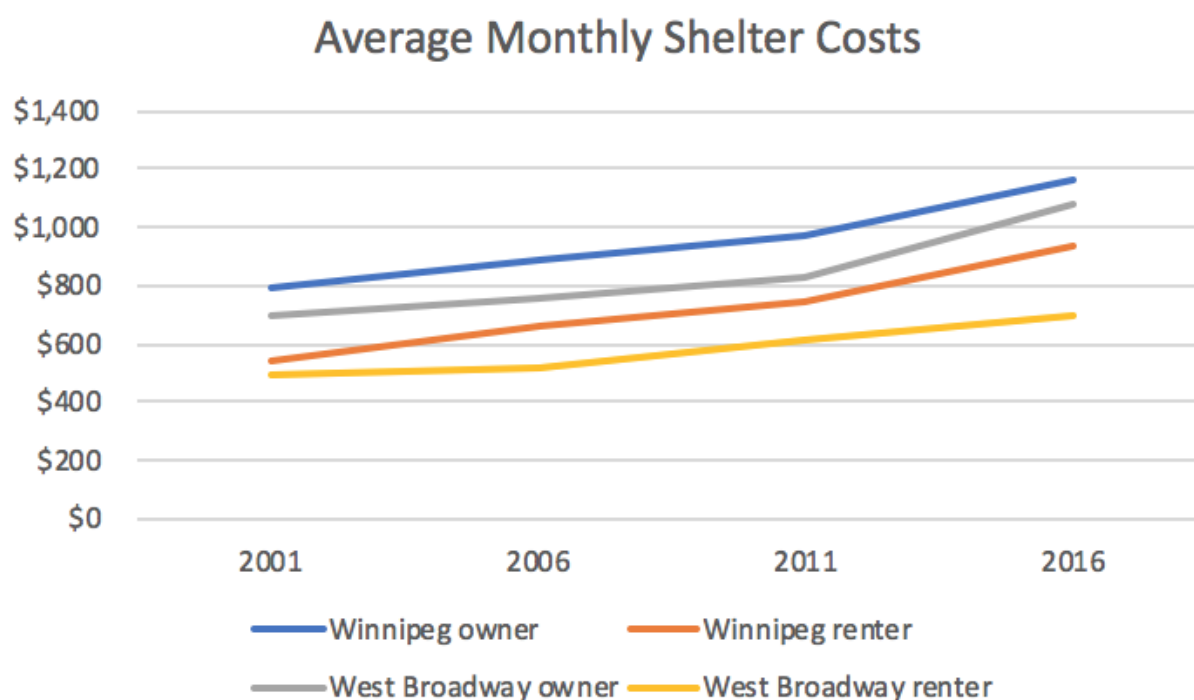


The data from CMHC matches the information found in the census information. As is shown in **Table 14** and **Figure 18** below the average rents in the West Broadway neighbourhood are increasing steadily. (City of Winnipeg 2020 a,b, c, d).

**Table 14: Average Monthly Costs**

Average Monthly Costs	Average monthly shelter costs for rented dwellings	Number of tenant households	Average monthly shelter costs for owned dwellings	Number of owner households
2016	\$702	2710	\$1084	245
2011	\$609	2690	\$831	210
2006 (rent)	\$524	2710	\$763	210
2001 (rent)	\$493	2875	\$700	190

**Figure 19: Average Monthly Shelter Costs**



There are several factors driving the increase in rents. The first is a result of private investments in the rental housing market. Typically, this means that rental apartment units are being taken off the market for a period of time while they are being renovated, and these units are then returned to the market, typically for a higher rent. This is often termed renoviction. Renovictions can help explain both the change in the number of rental units (tenant households), as well as the significant increase in average rents between 2006, 2011 and 2016.

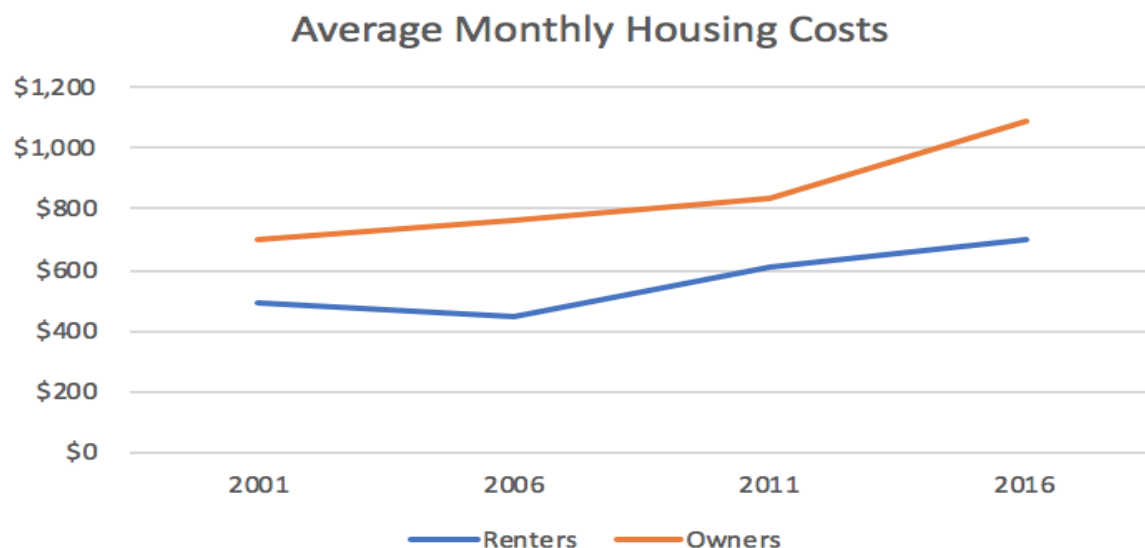


The second factor driving up rents is the overall increase in property values as well as the increasing number of owner households. The increased number of owner households is partly due to new construction, and it is also a reflection of some rental units being removed from the market. In this case they are often converted into duplexes or single-family homes, and then sold to owners. The properties targeted for this type of remodelling and sale were presumed to be rooming houses or more densely occupied houses. This type of a change in use tends to increase the perceived value of the building, decrease the volume of low-income rental stock available, and increase the number of owner households. A visual inspection of the neighbourhood noted that many rooming houses that supported low income tenants – and helped keep average rents low – have been sold off as single-family homes or duplexes. According to the City of Winnipeg, permitted rooming houses in West Broadway have fallen from 50 in 2016 to 37 in 2019 (City of Winnipeg 2020 f). **See figure 21 below.**

Rising rents also have serious consequences on the residents and the housing stock. Many of the most vulnerable residents are at risk of being displaced from the neighbourhood. Those who choose to stay see their standard of living fall further as they are forced to divert more money towards housing. Many families opt for a smaller unit than what they need, or add in roommates to help pay the rent. Having too many people in a small unit is hard on the housing stock, hard on people's lives and relationships, and it can be unsafe.

The third factor is a citywide housing shortage, which means that there is less housing stock available, thus reducing tenants' options. This subsequently means that rents continue to rise while there is not enough new stock coming to fill the shortage, forcing tenants to accept less affordable housing because there simply are not more affordable options available

**Figure 20: Average Monthly Housing Costs**



## 4.6 Housing Quality

Housing stock in West Broadway is generally older than the rest of the city. While much of the housing stock was initially extremely well built, the decline of the neighbourhood in the 1970s through the 1990s saw much of the housing become run down and some of it degraded beyond repair. As of the 2016 census, 61.8% of the neighbourhood's housing stock was built prior to 1960 (City of Winnipeg 2020a.) making it more than 50 years old. In Winnipeg as a whole, only 35% of the housing stock is pre-1960 (City of Winnipeg 2020a).

Dwellings in West Broadway tend to be smaller on a whole than the rest of the city, with an average of 4 rooms compared to the city average of 6 (City of Winnipeg 2020a.). While this makes sense considering the high number of single people in the neighbourhood, it is important to make sure the housing is appropriate to those who are living in it. When people are over- or underhoused to any great degree, it creates stress on both the buildings and the inhabitants.

While the neighbourhood still has a large pool of good housing stock, the disinvestment over the past several decades has left much work to be done. The census has two categories of homes, *in need of regular maintenance only and minor repairs*; and *In need of major repairs*, as judged by the person living in the house. Regular maintenance refers to things like '*painting, furnace cleaning, etc.*'; minor repairs would be things like '*the repair of missing or loose floor tiles, bricks or shingles, defective steps, railing or siding, etc.*'; while major repairs would include '*the repair of defective plumbing or electrical wiring, structural repairs to walls, floors or ceilings, etc.*' (Statistics Canada 2016).

As many landlords and homeowners saw the value of their houses dwindle, they stopped investing in the maintenance of their properties. Over time, this led to the housing stock in the neighbourhood seeing a sharp move towards the 'major repairs' categories, with many houses being run down so badly that they could only be sold as tear downs for infill housing. Recently, this trend has turned around and people are reinvesting heavily in the neighbourhood's housing stock by fixing up existing houses and building new ones. However, just as the decline was slow, the rebuilding is slow and much work remains to be done.

As of 2016, the percentage of housing requiring major repairs had declined from 15.2% in 2011 to 13.7% of the housing stock in West Broadway. During the same time period the percentage of housing requiring major repairs in the City as a whole likewise declined at a similar rate, falling from 9.3% in 2011 to 7.8% in 2016 (City of Winnipeg 2020a, b). Indicating that while the number of homes requiring major repairs has fallen City wide, West Broadway still has a disproportionately high number of homes needing major repairs. The change shows an encouraging trend in the form of an improving housing stock from 2006 to 2011 to 2016, but it still demonstrates how much more room for improvement there is. This is especially relevant because over extended periods of time, the unmet need for major repairs can make an existing building dangerous or uninhabitable.

**Table 15: Repairs and Maintenance 2016**

<b>Repairs and Maintenance 2016</b>	<b>West Broadway</b>	<b>Winnipeg</b>
<b>Only regular maintenance or minor repairs needed</b>	86.3%	92.2 %
<b>Major repairs needed</b>	13.7%	7.8%

Having a home in need of major repair puts it at significantly higher risk. 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 low insulation value cannot be seen, it does mean that these buildings are far less energy efficient than newer or better maintained housing. The consequence of this 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 by-products of homes requiring repairs is that building new housing becomes more affordable than renovation in comparison. Because West Broadway had a surplus of boarded up houses, there was a lot of opportunity for infill housing. Almost 4% of the houses in the neighbourhood were built between 1991 and 2000 and a further 2% of the housing in the neighbourhood were built between 2000 and 2011. An additional 2% has been built since 2011. Based on City of Winnipeg permit information and the WBCO housing stock inventory, it is anticipated that the percentage of new housing has increased dramatically since 2016, likely pushing the number to 12-17% of homes in the neighbourhood being built since 2016. This has huge ramifications on housing, housing stock, quality and affordability.

## **4.7 Rooming Houses**

When considering housing in the context of West Broadway it is important to consider rooming houses or Single Room Occupancy (SRO) housing. For the purposes of this plan, rooming houses (which includes SRO's) are defined as "houses with several rented rooms where tenants have their own space but share a bathroom and/or other amenities." Rooming Houses have been a staple in West Broadway providing a source of much needed affordable housing.

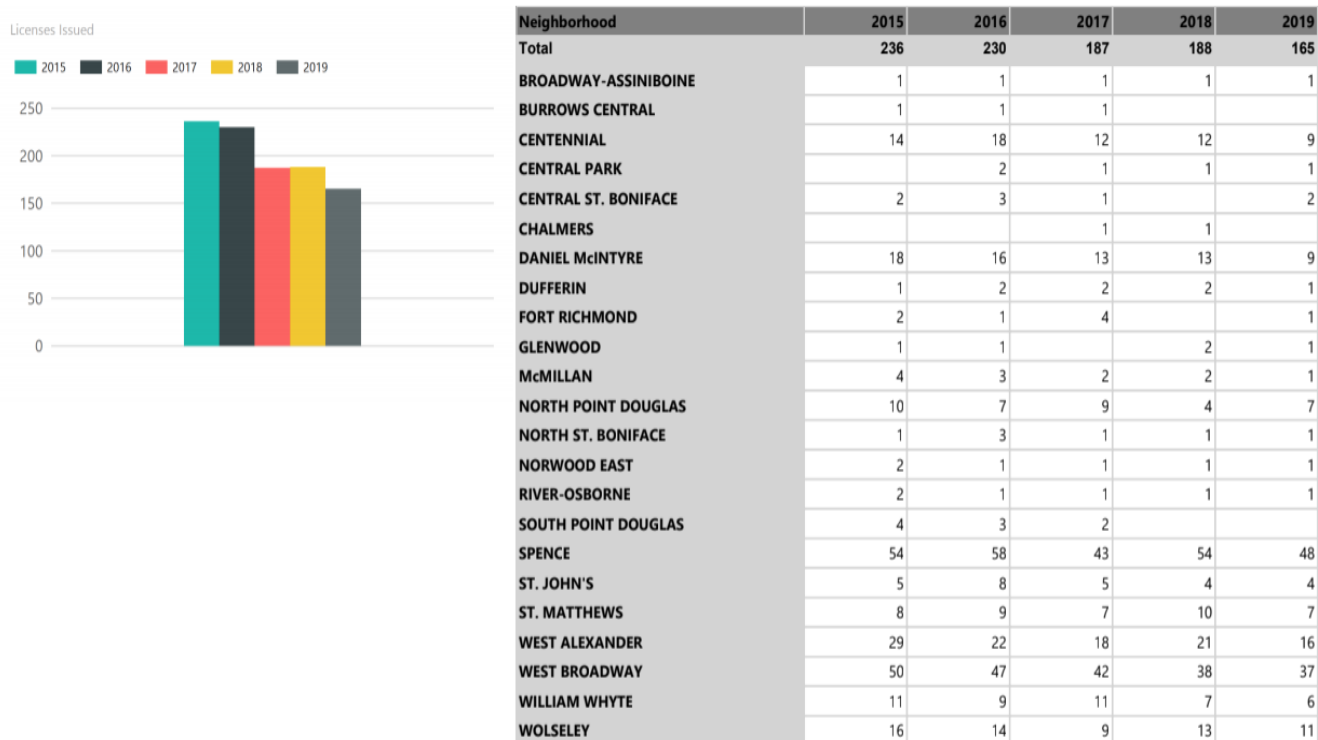
During West Broadway's period of disinvestment and decline that stretched from the 1960s until

the mid-1990s, many of the larger homes were repurposed into rooming houses. “Rooming houses have historically filled an important void in the rental market by offering basic accommodation to young people seeking affordable housing, those retiring, and individuals needing a place to reside in their final years.” (Kaufman and Distasio, 2015). However, in more recent times, rooming houses have been fraught with negative perceptions, being associated with things such as; crime, violence, and drug dependence. This perception has led the conventional revitalization strategies to look at focusing on single unit dwellings rather than rooming houses to fill a need for affordable housing. In addition, many policies, codes and by-laws have made operation of rooming houses more challenging and expensive. These challenges can include re-zonings that do not allow the use to continue after a sale, creating additional requirements for rooming houses, and lenders having stricter rules for rooming houses than any other kind of residential unit.

Over the past 25 years the number of rooming houses in West Broadway has declined at an alarming rate. “From 1995 to 2014, there has been a 45% decrease in possible rooming houses. A more probable estimate is a 63% decrease in confirmed rooming houses.” (Kaufman & Distasio, 2015). According to Distasio and Kaufman, this loss in rooming houses resulted in the loss of between 600 to 830 units in West Broadway alone (Kaufman & Distasio, 2015). Since 2014, the number of rooming houses has continued to decline. According to the City of Winnipeg, in 2015 there were 50 permitted rooming houses in West Broadway by 2019 that number had fallen to 37 (City of Winnipeg 2020 f). See **Figure 21** below.

The sharp decline in the number of rooming houses is not attributable to a single cause, but rather to a number of forces all occurring simultaneously. One factor is market pressure. As property values increase in the area, the rooming house becomes less viable, which causes landlords to convert the space or resell. A second major factor influencing rooming house viability is the pressure that the City’s by-laws place on rooming houses which makes compliance challenging. Finally, many landlords grow weary with the issues that are associated with managing rooming houses. The cumulative impact is the loss of affordable housing and, as aptly summarized by Kaufmann and Distasio, “The continued disappearance of rooming houses will create further crisis for those most in need of housing.” (Kaufmann & Distasio 2015).

**Figure 21: City of Winnipeg Rooming Housing License Issued**



## 4.8 Summary: Housing in West Broadway

While it may appear at face value that the majority of West Broadway's housing is primarily detached family homes, it is in fact the medium to high density housing, such as multi-unit dwellings, low-rise and high-rise apartment blocks that 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. 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. The increase in rents and housing prices runs the risk of displacing some of West Broadway's most vulnerable residents.

## **Section 5.0 Government & Private Supports for Housing**

### **5.1 City of Winnipeg**

The City of Winnipeg is the community entity for managing projects funded under the Reaching Home Homelessness Strategy. This program, funded by the federal government, supports vulnerable Winnipeggers in maintaining safe, stable and affordable housing. WBCO received funding through this program. In the past, the City administered the Homeowner Renovation Assistance Program and Residential Adaptations for Disabilities Program until funding from the Province was abruptly cut in 2019. There are additional funding sources available from the City of Winnipeg, including the Heritage Grant, 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. Finally, in 2013, the City passed a housing policy and an accompanying implementation plan.

### **5.2 Province of Manitoba**

In the past, the Province had provided funding for WBCO housing work through Neighbourhoods Alive! In 2019, the Province replaced Neighbourhoods Alive! with a streamlined process titled Building Sustainable Communities. Building Sustainable Communities did not prioritize low-income communities and significantly shifted the funding structure. The program funds 50% of projects and substantially reduces the ability of the grant to pay for staff or administration. WBCO has been successful in obtaining grants through Building Sustainable Communities, such as Tenants Service Program.

The Province 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. grants to help construct low income housing),
- Subsidised loans and grants for secondary suites,
- The Rental Housing Improvement Program, and
- A new initiative that will partner with End Homelessness Winnipeg to deliver a rent supplement for individuals who are experiencing homelessness or are at risk of becoming homeless. It is anticipated that this program will launch in 2021/22.

In 2019 The Province announced the cancellation of 6 jointly funded housing related programs. (Froese, Ian. 2019)

- The Manitoba Emergency Repair Program for Homeowners,
- The Homeowner Renovation Assistance Program,
- The Residential Adaptations for Disabilities Program,
- The Residential Housing Improvement Program,
- The Rooming House Assistance Program, and
- The Shelter Enhancement Program



The Province also supports housing through a 2014 initiative titled Rent Assist. Rent Assist replaced the previous EIA (Employment Income Assistance) shelter allowance and RentAid programs. This program sought to make housing more affordable for low income Manitobans by providing financial support to low-income families who are not receiving EIA. In 2014, the Manitoba government signalled that it was considering raising the maximum benefit level to 75% of median market rent in the next few years (Province of Manitoba, 2014). However, recent government changes have impacted Rent Assist and the manner in which it is allocated. Make Poverty history notes that, “2019 is the third year in a row the Manitoba government has changed Rent Assist to reduce benefits. In 2017, the deductible for non-EIA rent assist was increased from 25 to 28 percent, and in 2018 it was increased to 30 percent.” While those changes may not seem consequential, they “reduced the benefits for some households by as much as \$100 per month for some individuals and by almost \$200 for some families,” (Make Poverty History, 2019). However, there is still optimism about these programs:

“Despite these cuts, Rent Assist remains one of the most robust shelter allowance programs in Canada. By shifting a portion of the social safety net away from a ‘program of last resort’ model, to an income-tested entitlement program, Manitoba has created a more equitable and accessible program. Broad-based community and political support are helping to ensure its sustainability, at least to date. While only time will tell, we are optimistic that Rent Assist can serve as a model for provinces and advocates seeking to improve access to housing and poverty reduction more broadly” (Brandon and Hajer, 2019).

Another initiative developed by the Province of Manitoba in 2013 was inclusionary zoning legislation. This legislation is 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). Unfortunately, as of time of writing, no municipalities have implemented inclusionary zoning.

Housing affordability is a hugely pressing issue for many residents of the West Broadway neighbourhood. There have been programs and initiatives designed to assist with affordability, however, recent changes identify a trend towards decreasing support. It therefore makes it more important than ever 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 rental rates and increasing people’s access

### **5.3 Government of Canada**

The Government of Canada provides funding through the Reaching Home Strategy for projects identified locally as priorities through the community entity (the City of Winnipeg). In December of 2020, the federal government announced a new funding program designed to meet the housing needs of vulnerable people. Programs to be supported under this initiative are designed to help children transitioning out of care, those at risk of homelessness, and those with mental

health or addiction issues who are in transitional housing.

## **5.4 Private Investment in Housing**

There has been a surge of private investment in West Broadway in recent years. This private investment, which previously stemmed from smaller, more local landlords, has shifted as rising property values and reinvestment have begun to make the area more attractive to larger developers and investors. These developments have been seen along Maryland and Sherbrook as larger multi-unit, multi-use buildings have emerged.

A number of local landlords have a strong commitment to providing high-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, including three new builds since 1995, resulting in approximately 100 new housing units (Westminster Housing Society Inc, 2020). These houses are available to low income renters. As well, the University of Winnipeg Community Renewal Corporation established UWCRC 2.0, a not-for-profit development corporation to foster development in the community. Since 2016, UWCRC 2.0 has been creating mixed-income units. Of particular note are the two projects that have established 229 units in the West Broadway neighbourhood.

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 confirm the private investment is being made, reporting that renovations have been made in buildings that they know. While the investment in the housing stock and subsequent improvements benefit the neighbourhood, they also increase property values and rents, placing additional strains on lower income residents and often causing displacement.

While rental rate increases in Manitoba are governed by a set of guidelines which cap or limit landlord's ability to increase rents, any rent increases outside the parameters must receive approval from the Residential Tenancies Branch. This means that any proposed rent increase greater than the 2019 mandated rate of 1.6% must be approved. Specific information is not readily available on the precise number of units in West Broadway that have received permission to increase rents above the guidelines, and the 2019 annual report does not provide significant insight into rent increases above the guidelines. However, a November 2020 Winnipeg Free Press article reported that of the 310 applications for rent increases higher than the guidelines, "the Residential Tenancies Branch approved all 310 applications ...., which were submitted in the 2019-20 fiscal year," (Abas, Malak. 2020). These increases have a huge impact on the tenants, as the resulting large rent increases make unaffordable housing even more unaffordable. The impact of one of the rent increases above the guidelines resulted in one tenant's rent increasing by \$300 over the course of one year. These numbers are staggering for low income renters. "More than 20,000 Manitoba apartment units had above-guideline rent increases, and nearly 25 per cent had increases higher than 10 per cent." (Abas, Malak 2020).

The alarming rates of rental increases above the guidelines is impacting West Broadway. An

older 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. While we could not find more recent studies depicting increases specific to West Broadway, these older studies combined with the recent approvals of increases above guidelines paint an alarming picture for low income renters in West Broadway.

Since the last housing plan, between 472 and 600 new units of housing have been added into West Broadway. The West Broadway Residential Development Sites report summarized all new projects to determine the number and type of units as well as affordability. A visual inspection of the neighbourhood reveals that there are many new builds primarily along Sherbrook, Maryland and Colony. 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 **Tables 16 and 17 and Figure 21** on the next page (City of Winnipeg 2014d). As is evident in the Table below, West Broadway has seen a dramatic increase in the number of dwelling units in the last ten years. However, while many new units are being added, this comes at the cost of losing many affordable housing options such as rooming houses.

**Table 16: Permits for West Broadway**

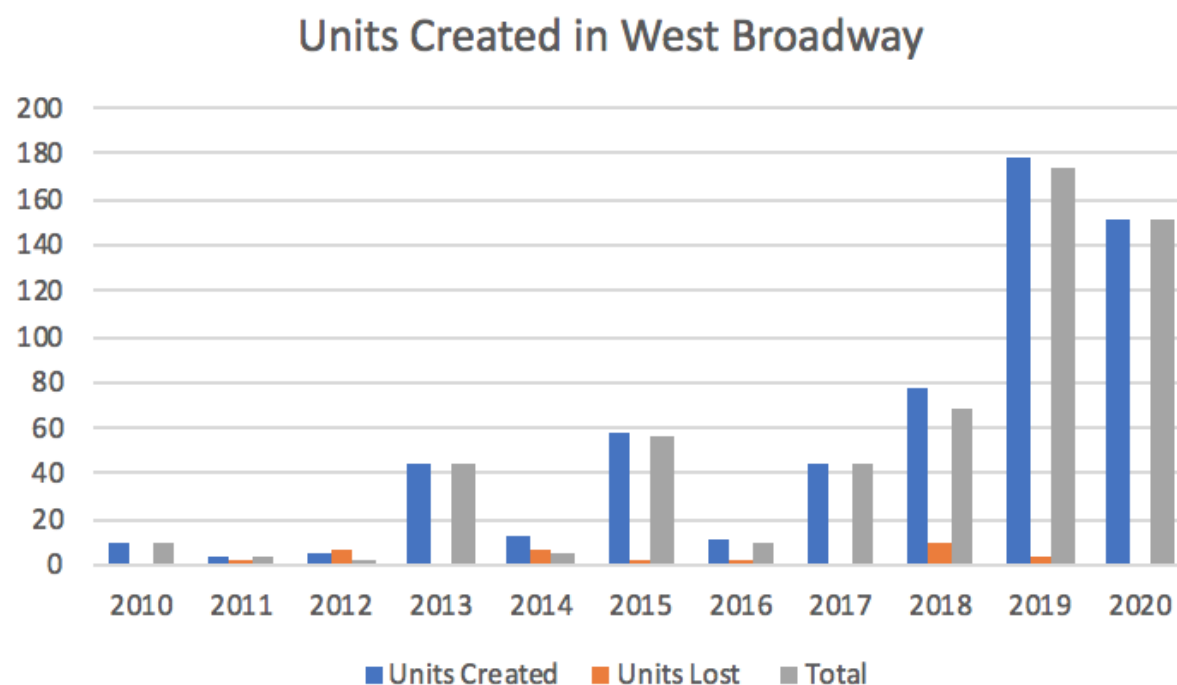
<i>Year</i>	<i># permits</i>
<b>2010</b>	<b>68</b>
<b>2011</b>	<b>54</b>
<b>2012</b>	<b>61</b>
<b>2013</b>	<b>83</b>
<b>2014</b>	<b>35</b>
<b>2015</b>	<b>43</b>
<b>2016</b>	<b>38</b>

<b>2017</b>	<b>39</b>
<b>2018</b>	<b>55</b>
<b>2019</b>	<b>54</b>
<b>2020</b>	<b>35</b>

***Table 17: Units Created & Lost Per Year***

<b>Year</b>	<b>Units Created</b>	<b>Units Lost</b>	<b>Total</b>
<b>2010</b>	<b>10</b>	<b>0</b>	<b>10</b>
<b>2011</b>	<b>4</b>	<b>1</b>	<b>3</b>
<b>2012</b>	<b>5</b>	<b>7</b>	<b>-2</b>
<b>2013</b>	<b>45</b>	<b>0</b>	<b>45</b>
<b>2014</b>	<b>12</b>	<b>7</b>	<b>5</b>
<b>2015</b>	<b>58</b>	<b>1</b>	<b>57</b>
<b>2016</b>	<b>11</b>	<b>1</b>	<b>10</b>
<b>2017</b>	<b>44</b>	<b>0</b>	<b>44</b>
<b>2018</b>	<b>78</b>	<b>10</b>	<b>68</b>
<b>2019</b>	<b>178</b>	<b>4</b>	<b>174</b>
<b>2020</b>	<b>151</b>	<b>0</b>	<b>151</b>
<b>Total</b>	<b>596</b>	<b>31</b>	<b>565</b>

**Figure 21: Permits and Units**



## 5.5 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 633,451 in 2001 to 705,244 in 2020 (City of Winnipeg 2020a, d). 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 away from home, they become new households looking for their own dwelling units. Between 2011 and 2016 Winnipeg’s population grew by about 6% while the number of households grew by over 9.5% (City of Winnipeg 2020a, b, Statistics Canada 2016a). See **Table 19**.

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 having smaller families or are more likely to live alone.

The average number of persons in a private household was 2.51 in 1996. It fell to 2.42 in 2011

and to 2.0 in 2016 (City of Winnipeg 2020 a, b, e, Statistics Canada 2013a, Statistics Canada 2016, Statistic Canada 2020). While this may not seem like a significant change in household size, it does mean that the city has needed over 22,000 new housing units to accommodate this shift since 1996. This figure also does not take population growth into account. Additionally, young people are less likely to own a vehicle now than they were in the past. This increases demand for housing in the core area with its increased walkability and diverse transit options. 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.

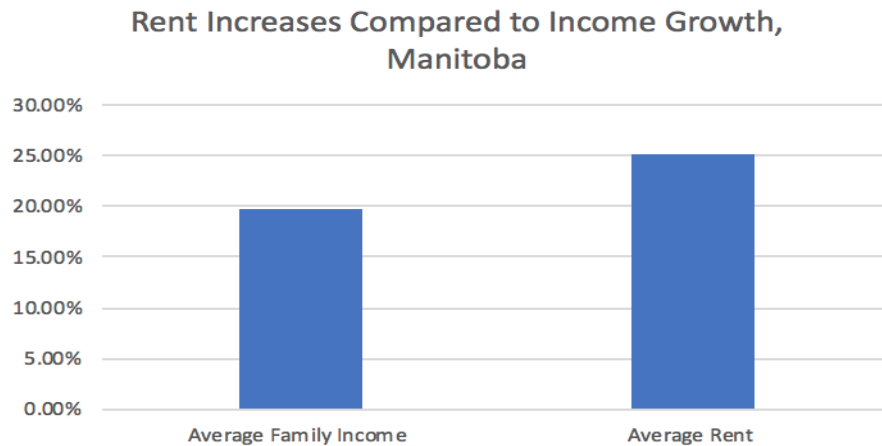
The market has slowly begun to catch up with a demand for additional housing as we see new units being added. However, the increase in rental units does little to meet the demand. Further, more of the units being created are not designed to address the need for affordable housing. Numerous reports from CCPA, Breda Vosters, and Institute of Urban Studies point to the loss of rooming house units which serve to provide housing to lower income individuals. It has been predicted that approximately 1,330 to 3,860 units of housing are needed over seven years just to provide housing to those experiencing homelessness, not to mention the 64,000 households currently in unaffordable housing,” (Kotyk, 2018). This lack of affordable housing, combined with a housing shortage, places huge pressures on low income renters.

**Table 18: Rent Increases Compared to Income Growth, Winnipeg**

<b>Rent increase compared to income growth, Winnipeg</b>	<b>2001</b>	<b>2006</b>	<b>2011</b>	<b>2016</b>	<b>2011-2016 % Change</b>
<b>Average household income (1)</b>	<b>\$ 53,1760</b>	<b>\$63,023</b>	<b>\$ 72,612</b>	<b>\$86,920</b>	<b>19.7%</b>
<b>Average Rent (total) \$ (2)</b>	<b>\$493</b>	<b>\$ 618</b>	<b>\$ 749</b>	<b>\$938</b>	<b>25.23%</b>



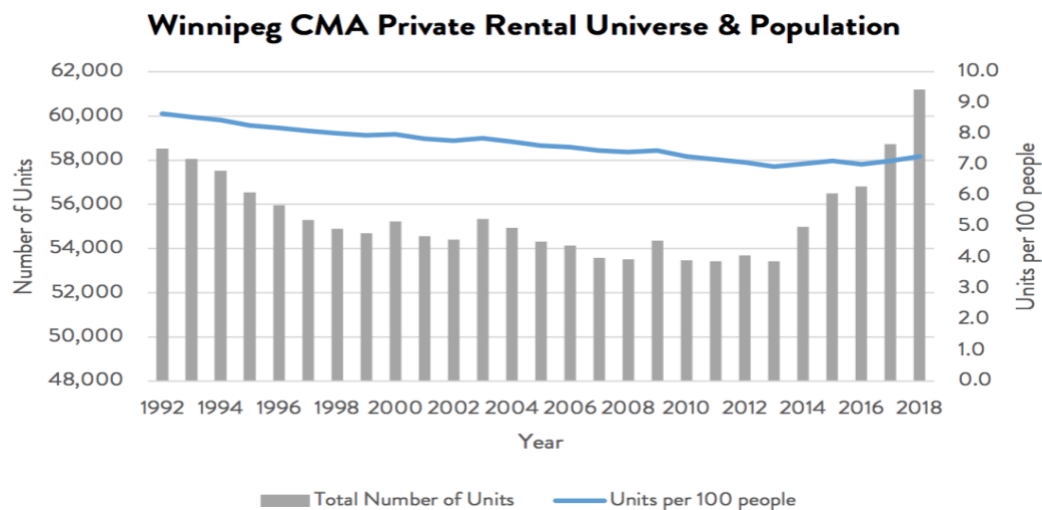
**Figure 22: Income and Rent**



- (1) Statistics Canada 2012.  
 (2) CMHC. 2010, 2006, 2001

“In 2017, the number of rental units in Winnipeg (58,718) finally surpassed the number of units that existed in 1992 (58,521). Prior to 2017, the number of units had seen an overall decline over two decades, and while the number of units has slowly risen annually since 2012, it has not caught up to Winnipeg’s population increase. Between 1992 and 2018, the number of rental units increased by 4% while Winnipeg’s CMA population increased by 20%. While the number of units has finally surpassed 1992 levels, the number of units per 100 people is still below what it was in 1992.” (*Rappaport 2018*). **See Table 19 and 20 below.**

**Table 19: Winnipeg CMA Private Rental Universe and Population**



(Chart from Rappaport, Lissie. 2018)

**Table 20: Rental units/ 100 people**

	<b>Winnipeg CMA Rental Universe</b>	<b>Winnipeg CMA Population</b>	<b>Units per 100 people</b>
1992	58,521	677,000	8.6
2018	61,199	842,900 (estimate)	7.3
Change	4%	20%	-1.3

*\*Chart from Rappaport, Lissie. (2018) Winnipeg and Manitoba Housing Data. CCPA*

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

There remains 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. Those displaced due to unaffordability are also forced to give up advantages the inner city has to offer such as good transit, walkability and proximity to amenities.

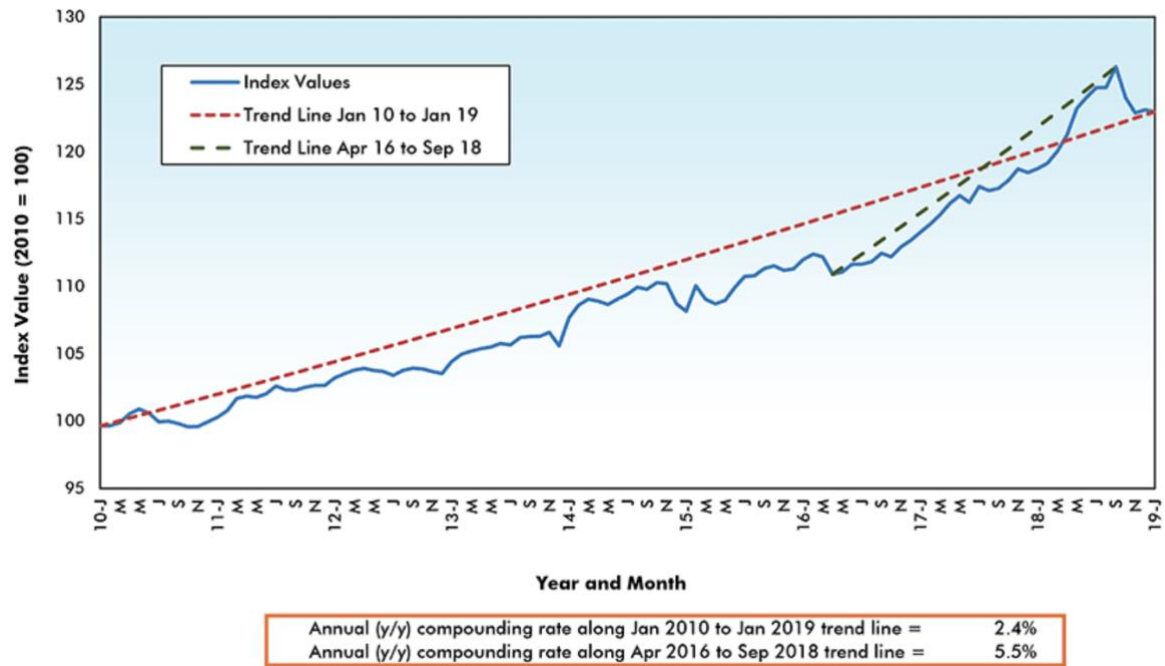
Housing continues to be an ongoing challenge throughout Winnipeg, and all the problems reflected in the city at large are compounded in the core of the city. The housing challenges and opportunities in West Broadway are a reflection in part of the broader housing context in Winnipeg.

## 5.6 Impediments to Private Investment

While there is a desperate need for more low-income units in the West Broadway area, there are some broad economic factors influencing the ability of developers to create them. Principally, the cost of buildings, land, and construction has gone up dramatically over the last two decades, while the amount of income people have available for rent has not kept pace. This means that it is no longer possible for the private market to create low income housing without government investment of some sort. Private investors and developers, both for profit and not for profit, have identified a number of impediments to investment in West Broadway specifically. 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 neighbourhood.
- A negative perception of rooming houses and SRO's, that persists in spite of their desirability and necessity, with a particular concern for illegal rooming houses.
- A lack of clarity on the processes and procedures needed to gain development permissions from the community and from the City of Winnipeg.
- 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-up buildings have been renovated or replaced. Land costs have increased as a result; even the value of existing empty lots or boarded-up buildings have increased substantially enough that the potential profit margin has decreased or vanished - if the site is to be used for affordable housing.
  - 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, such as rooming houses, and make the creation of new rooming houses extremely difficult.
  - Increased cost of building (labour, materials, etc.) making housing for low income households unprofitable to construct. (see **figure 23** below showing the steep increasing in building supplies)
  - Lenders have much more stringent guidelines for rooming houses, making their break-even point even more difficult on new projects.
  - 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 costs of retrofitting and rehabilitating older homes
- A lack of provincial funding for creation of affordable housing.

**Figure 23: Cost of Building Materials**



\* Figure 20 (Carrick, A. 2019)

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

## **Section 6: Developing the West Broadway Housing Plan**

This West Broadway Housing Plan was developed in 2020 and 2021. The process for creating this plan was significantly different from the processes used in past plans as the Province of Manitoba was in the middle of a pandemic. This meant that in-person consultation and gatherings were prohibited by the Province. The consultant and WBCO worked to create a process that still obtained a high level of input and participation, while simultaneously keeping everyone safe, to create a plan that can effectively guide housing in West Broadway over the next five years. The process included many virtual community consultations, a literature review, a look at West Broadway's previous housing plans and neighbourhood plans, an online and door-to-door survey, a visual inspection of the neighbourhood, 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, and also describes what community members and stakeholders had to say.

### **6.1 Community Engagement**

This plan is built around the notion that community engagement, input, and ownership are integral to the success of this Housing Plan. The plan will have a greater chance of success if the community sees itself reflected in it 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

#### ***6.1.1 Methods of Community Engagement and Information-gathering***

The intent of the housing plan is to clearly identify housing and related issues/challenges within West Broadway. Identifying challenges then enables the WBCO to develop a concrete plan to address them while leveraging strengths. In order for the plan to be effective, it is important that it represents the West Broadway community and residents. Therefore, an emphasis was placed on obtaining input from the entire West Broadway population, residents, services agencies, landlords, businesses, volunteers and anyone else with a connection to the neighbourhood.

As the project timeline coincided with the pandemic, our original in-person consultation tools were amended to reflect a safer approach. Emphasis was placed on obtaining authentic input and participation from the community via virtual and some outdoor methods. Research was conducted into how to obtain participation and input virtually, with a focus on obtaining data from people who can be harder to engage. Numerous attempts were made to connect with West Broadway residents through services agencies, schools, and social media. The data was

summarized and, where gaps were noted, attempts were made to connect with specific groups or underrepresented portions of the population.

The methods we used to engage and gather data included a windshield scan, survey, virtual focus groups, virtual interviews, sharing of information via social media, creation of a webpage with consultation tools, and connecting with service agencies and landlords. Additional information about the tools is provided below.

### ***6.1.2 Community Guidance***

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

The Steering Committee met 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 help make them as useful as possible.

### ***6.1.3 Electronic and Print Media***

Information about virtual surveys, focus groups and processes were sent to hundreds of residents and others through both the LAHRK and West Broadway Community Organization websites, as well as the West Broadway Facebook and Instagram pages. The consultants reached out to most service agencies in the area to inform them of the project, invite participation and request that service agencies pass along information to clients. Paper copies of the survey were distributed in food hampers, while notices of the survey and process were dropped off at every house in the neighbourhood. Information about the surveys was provided and shared by landlords and the local schools. A webpage was created that was dedicated specifically to the housing plan project and included links to the survey and other methods of participation.

### ***6.1.4 Survey***

A survey was developed and shared throughout the community in both a paper form and online using Survey Monkey. 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 & LAHRK websites and shared through social media.

Paper copies of the survey were distributed through the neighbourhood in three different ways. Social agencies, landlords and schools were approached and asked to distribute virtual and blank surveys and to collect completed ones from their participants. Secondly, paper copies of



the surveys were sent home in food hampers. Finally, surveys were taken door to door throughout the community.

Over 150 surveys were completed between the online and print versions, and their results are integrated into this housing plan.

### ***6.1.5 Conversations and meetings***

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

### ***6.1.6 Focus Groups***

Virtual focus groups were held with a total of over 25 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. The focus groups included direct questions modelled after the Preserve-Add-Remove-Keep Out (PARK) process, open conversations, and a mapping exercise.

### ***6.1.7 Website***

All consultation tools that were designed to be used in person were amended and put onto a webpage dedicated to gathering input on the housing plan. This website contained a link to the online survey, summary of the project, ways for people to engage and a series of consultation tools designed to gather public input into housing related issues.

## **6.2 What We Heard**

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. Although numerous different opinions, concerns and priorities were offered throughout the consultation process, the major themes identified were the rising cost of housing, poor housing quality, the growing homeless population and a perceived increase in petty crime. Transportation and infrastructure were also mentioned throughout as well, though definitely in a lesser capacity than in previous plans. Some important sub-themes also came up, specifically housing for people with disabilities, seniors, and newcomers.

### ***6.2.1 Focus Groups Results***

The results of the focus groups largely reflected the general themes seen throughout all the conversations. Most people who participated had very positive feelings about the area: they like the diversity of the community, the people, green space, amenities, transit options, and

proximity to downtown. Many stakeholders also commented on the historic and character buildings, tree-lined streets, and variety of housing options. Concerns were raised about the rising costs in the neighbourhood, as well as gaps in services which put pressure on the most vulnerable residents. Inherent in the discussions about rising costs was the need to address growing homeless camps and populations along the river by providing appropriate services and housing options.

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. Additional concerns were identified with the slow gentrification of the neighbourhood and the subsequent displacement of current residents. These concerns included affordability, the increasing rents and the removal of affordable units from the market.

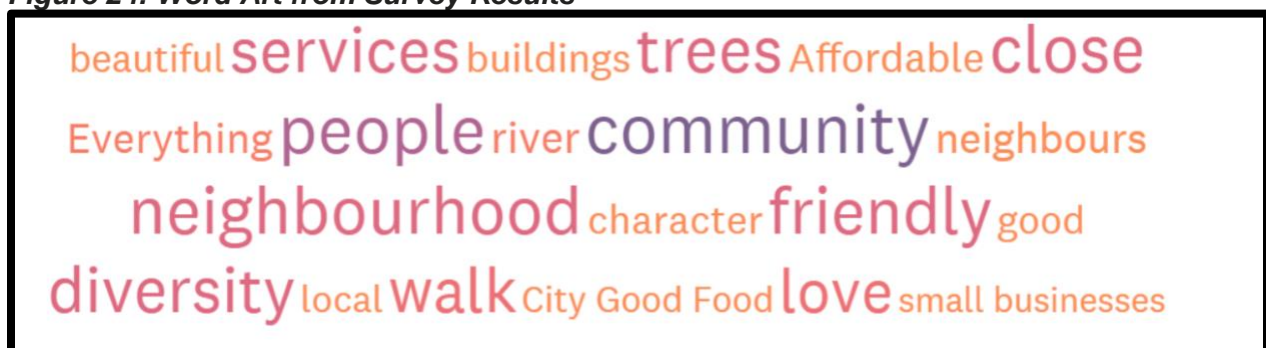
Owners had ongoing concerns with garbage, crime and a growing homeless population along the riverbank.

Landlords and developers shared concerns about the lack of financial support from the Province to assist with creating affordable units. Some landlords identified wanting to be able to help vulnerable clients but needing more access to social services. Landlords indicated that the red tape from the City reduced their ability to renovate properties or create affordable housing options as the City requirements made the alterations unfeasible. Landlords also raised concerns about garbage, specifically non-residents dumping in the bins and back lanes and the landlords getting billed for pickup.

### 6.2.2 Survey Results

The survey heard residents' preferences about housing and neighbourhood satisfaction. **Figure 24** shows a word cloud of the most frequently used words that people used when responding about the West Broadway neighbourhood. Larger words reflect higher usage.

**Figure 24: Word Art from Survey Results**



When asked about challenges in the neighbourhood most people identified crime, specifically street crime such as drugs and petty crime such as vandalism and bike theft. Garbage in the

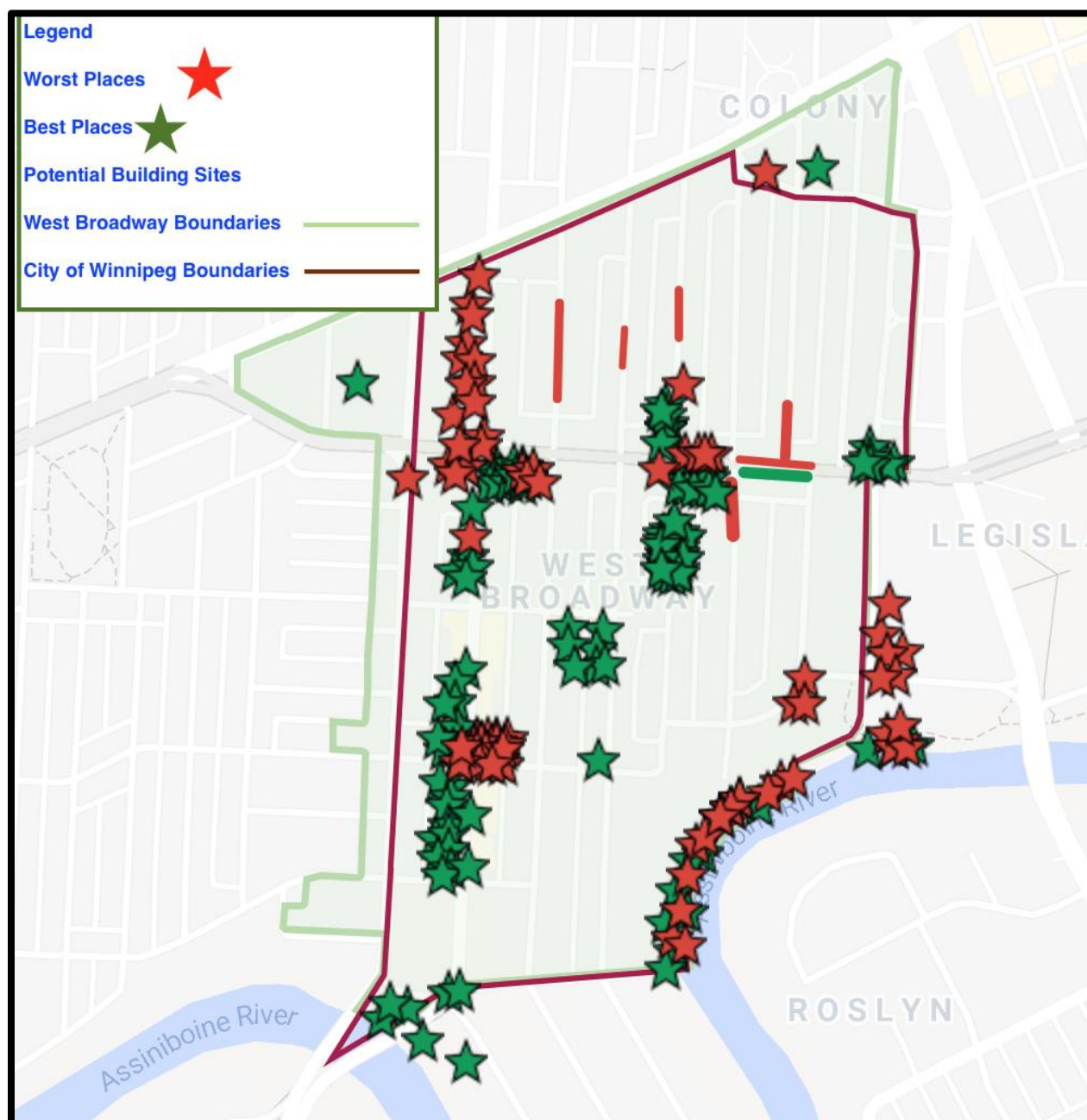
back lanes, needles, and a lack of proper lighting were also mentioned frequently as areas of concern. The survey responses also indicated concerns with the homeless camp along the river. Many respondents identified the neighbourhood's lack of ability to meet the needs of those experiencing homelessness, such as shelters, treatment programs and housing options as a pressing area of concern.

Overall people felt that the neighbourhood was serving single people, students and homeowners fairly well. Low income people, seniors, people with disabilities, and newcomers were felt to be the least well served. The need to provide both emergency, and transitional supported housing options for the growing houseless population was also stressed.

When asked what kind of housing should be added to the neighbourhood, people prioritized rental of all kinds. There was an emphasis on accessible housing specifically housing that is both affordable and meets the needs of its user. We also heard a lot of mention of needing housing for those experiencing homelessness such as transitional housing, emergency housing and warming shelters. Structurally, there was strong support for the development of small apartment blocks, multi-unit dwelling, and mixed-use commercial/residential. It was noted that West Broadway is a densely populated neighbourhood with little room left to develop without removing or adding to existing structures.

The survey also sought to determine resident perception of the neighbourhood, meaning which areas they liked best and which areas had a negative perception. Many people identified West Broadway Community Organization and Crossways as a strength. By contrast, the large parking area south of Portage between Maryland and Sherbrook was identified as an area needing attention. Further many residents identified the area along the river as both a positive and a negative. Many people thought that the river was an asset but needed to be developed - i.e. walking paths, trails that were maintained. Concerns about the growing homeless population were also identified along the river. People loved the social supports, identifying Art City, Broadway Neighbourhood Centre and the community gardens as strengths. The Sherbrook Hotel and parking lot, as well as the pawn shops on Sherbrook and Broadway, were viewed as creating problematic blocks. The same sentiment was expressed in the focus groups as well.

**Figure 25: Map Showing Best and Worst Places in West Broadway**

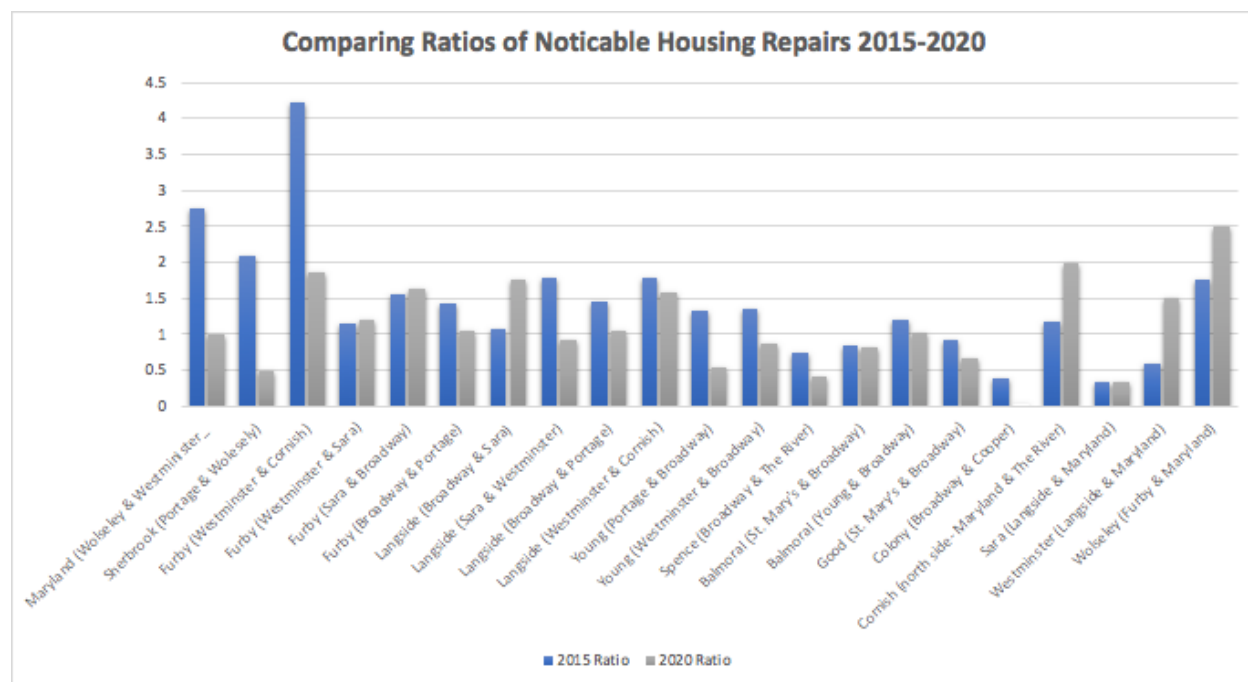


### **6.2.3 The Windshield Scan**

As part of the process, a visual inspection of housing and housing related issues was conducted in the summer of 2020. We called this a Windshield scan, as it looked only at the outside conditions of housing in the neighbourhood. Researchers walked every street in the West Broadway neighbourhood and made notes on any physical visible housing concerns. This could include cracked sidewalks, housing repairs needed such as shingles and paint, or foundational issues such as cracks. Any house that needed a visual repair was identified. This same study

was done 5 years before. The results of the 2015 windshield scan and the 2020 windshield scan were compared. The results overwhelmingly indicated that the visual condition of the neighborhood has improved over the last 5 years. See **Figure 26** below.

**Figure 26: Comparing Ratios of Housing Repairs**



## 6.3 Strengths

West Broadway has many strengths. Throughout the community engagement process, residents expressed 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 diversity of food, the restaurants, local amenities, people and houses, as well as the 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 organizations found in the 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.

References were made regarding convenient access to shopping and services both within the West Broadway community and outside of it. West Broadway's central location means it's close

to downtown and its local amenities as well as many bus routes which provide easy access to other amenities. 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.

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 post-secondary students who live in the area. There are several churches, community gardens, and 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. There are also local organizations providing support to low income and marginalized populations.

## **6.4 Weaknesses**

As with every neighbourhood, West Broadway has some 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 ongoing levels of poverty. A new concern in this housing plan was the growing homeless population. This concern was multi-faceted and included a lack of services for the homeless population such as transitional housing, shelters and other supports but it also included broader issues such as safety and security. Concerns were also raised over garbage in the neighbourhood, especially in back lanes - in regards to not only being unsightly but also spreading of bed bugs and other related issues. Residents felt that the garbage issues were in part due to West Broadways density, and the lack of additional services to accommodate the additional population. 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. We heard concerns about food security and access to larger grocery stores which often provide more options and better prices.

Housing costs are rising throughout Winnipeg, and disproportionately more so in West Broadway. The rising costs were noted by many as a weakness as it resulted in unaffordable housing. 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. This can cause renters have to find ever more creative ways to make ends meet, such as sharing accommodations.

Comments indicated that residents liked West Broadway and would like to stay in the area. However, rising property values force renters who want to buy a house 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.

In the past, raising the quantity of housing has emerged as a priority. However, since the last housing plan it is estimated by WBCO that 600 units of housing have been added to the neighborhood. WBCO number of units is slightly higher than the City's permitting process that indicated 462 additional units. While some comments were received on adding more units, the fact remains that 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 that become available each year and 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,
- The largely unused and surface parking area along major thoroughfares such as Maryland/ Portage/ Sherbrook, and
- The open area west of Canada Life Insurance.

This means that most new development involves 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. When looking at the zoning map, there is only one park identified for the neighbourhood. While this area is well developed and utilized, it can be hard for younger children to access due to the need to cross busy thoroughfares. Further to that, with a densely populated neighborhood it places pressure on the space. Lastly, the river trails (formal and informal) are viewed as an undervalued green space asset, and there is a strong desire to have them formalized and properly maintained.

Safety was raised as a concern in West Broadway. Many residents identified a noticeable increase in petty theft and crime over the past 5 years. This included small break-ins, loss of property and vandalism. This perception adversely affects the neighbourhood's image. See

**Table 21.** Below

**Table 21: West Broadway Crime Statistics?**

Rolling 12 Month Total (YTD): Crime Statistics for All					
Offence Category	October 2016	October 2017	October 2018	October 2019	October 2020
Property Crimes	772	803	647	719	823
Violent Crime	234	242	207	198	236
Other Crimes	102	113	133	120	136
Controlled Drugs ..	10	10	13	24	10
Criminal Code Traf..	4	6	4	4	10
Grand Total	1,122	1,174	1,004	1,065	1,215

*Table from Winnipeg Police Services (2020)*

The need for additional lighting was raised numerous times, and although not referred to by name, Crime Prevention Through Environmental Design (CEPTED) principles such as lighting, fences, clear sight lines, and clear demarcation between public and private space were also identified. 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. However, while residents often still felt safe with the petty crime levels, they were becoming frequent enough occurrences to be a quality of life problem for those dealing with them.

## **6.5 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 also highlighted the area's diverse population and current housing stock as a strength. Finally, community members identified numerous strategies to preserve and build upon these benefits for the neighbourhood

### **6.5.1 Major and Secondary Themes**

The survey and focus group results were merged with the research and data to identify major and secondary themes. Unanimously the need for affordable housing was identified as a key

issue. The other themes identified were:

- Housing Quality - including the maintenance and repairs as well as social supports and amenities that meet the resident's needs.
- Civic Infrastructure - the need to address gaps in services or services in relation to population density
- Specific housing types and styles such as housing for seniors, accessible housing, transitional housing and housing/services for the homeless population.

### **Cost of Housing**

The first and most pressing issue is that the cost of housing is rising rapidly, affordable units are being removed and there is a lack of affordable and accessible housing. There needs to be the creation of housing that matches EIA rates. This is an issue that has widespread impact for both renters and homeowners, and further impacts all structural housing types and populations.

### **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.

### **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.

### **Senior Housing / Accessible Housing/ Housing for People with Disabilities**

There is a lack of housing in the area for seniors and housing for people with disabilities. Seniors as well as 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. West Broadway's access to both social and medical services and its walkability make it a highly desirable location for both seniors and people with disabilities. Both populations are more likely to be low income and therefore the lack of housing options is doubly impactful.

### **Housing for Newcomers**

The input gathered from stakeholders indicated that there is a lack of housing for newcomers. Newcomers often have larger families or will share spaces with extended families and require a different type of housing than is currently available in West Broadway. Additionally, they may be in need of specific housing supports or advocacy as they transition. As a growing segment of the population, additional housing is needed to accommodate this group.

### **Housing and Services for People Experiencing Homelessness**

It was noted both in the survey and in all discussions that there is a growing homeless

population along the Assiniboine River. There is a pressing concern over the lack of supports and housing options for this segment of the population. This stems from both a concern for this population as community members in need and from the health and safety impacts on the neighbourhood as a whole.

## **6.6 Priorities**

The first two priorities 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. Essentially, lack of quantity decreases availability of units and decreases renters' options, resulting in people opting for housing that either does not meet their needs or is in need of repair. The lack of housing is due to new people moving to the city. 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.

Recently, we have seen a slight change in the number of units. However, due to the long stemming shortage, it will take a number of years to begin to address the housing shortage. 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 rent geared to income units allows for some extra affordable units to be on the market. However, because these units 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.

### **6.6.1 Affordable Housing**

The prolonged impact of the housing shortage has continued to drive prices up in both the rental and homeownership markets. While both wages and rents have increased, neither wages nor government funding increases have come anywhere close to the increase seen in housing costs. Housing is almost universally the largest expense people have, therefore its inflation is disproportionately impactful to any other price increase. Much of the community input provided expressed the challenges residents have in finding affordable housing. These discussions

centered around the importance of affordable housing, especially for seniors, people with disabilities and newcomers. Another area that emerged was the need to address housing options for the growing homeless population. The discussions around the homeless population did not centre on removing the population but rather on providing the necessary services for this population as well as housing options. The options included provision of transitional housing, shelters, warming places and additional affordable housing options.

As rents in West Broadway continue to rise, West Broadway has become unaffordable for many who are already struggling. Yearly rental increases have often exceeded the mandated guidelines and are linked to improvements. We heard from many people that while improving quality of housing may seem beneficial, it has had the adverse effect of making housing less affordable. Further to that, many tenants indicated that the improvements being done did not improve the quality of their housing but rather were seen as more indirect improvements. These improvements included things such as repainting a neighbouring apartment or some minor repairs to a different unit or painting the outside of a building. As rents rise, tenants are often faced with a choice of either moving out of the neighbourhood (which can mean moving further from friends/family, schools, daycare and work) or taking money out of other essentials such as food budgets.

As the rental stock in West Broadway has been renovated, it makes it harder for lower income individuals to find and secure housing. The lower vacancy rates 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.

As the housing prices continue to increase in West Broadway, rents rise and home ownership becomes more challenging for current West Broadway residents. This can cause these residents to look outside the West Broadway neighbourhood when considering home ownership or affordability. Alternatively, the increases result in additional spending on basic housing.

As housing prices and rents rise, one method to address housing affordability is to occupy smaller spaces. This is often seen in pocket suites, rooming housing and unrelated households moving in together. At the same time the cost of land, building and trades have also risen. This means the profit margin on development is squeezed and creating new affordable housing units is impossible without government supports. The City of Winnipeg Housing Needs Assessment identified the Midland Zone, which includes West Broadway as having the highest number of 2-person non-family households. This is two adults sharing housing, which is often done as a cost saving measure so that many costs associated with housing can be shared. At the same time the number of rooming houses in West Broadway are declining, removing this type of affordable housing options for residents.

As housing affordability has become a growing issue, 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 fewer new affordable units coming on the market in either the renters or the homeowners markets. The one exception has been University of Winnipeg Housing Renewal Corporation (UWHRC) which provides a combination of affordable units and market rent units. The intent of the UWHRC is to provide a mixture of affordable and market rate units. Federal and Provincial funding have played a role in making this project viable. Recent trends have seen the Provincial Government selling off housing units and relying on the private market to fill this need. The result has been a loss in the number of all types of affordable units throughout the City.

### **6.6.2 Housing Quality**

Housing quality can play a central role in residents' quality of life. Quality can encompass many different specific items. Some of these will be relevant to everyone and others will apply differently to diverse people or groups of people. Quality includes both housing that is maintained and housing that meets the needs of its user, encompassing both physical and social factors.

Housing quality is intimately tied to quality of life. For people who are well housed, it is often invisible and not something to 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 security. Being poorly housed can make it difficult to function, to shop, to access day care, education, and to find and maintain employment. Quality includes housing that meets the needs of intended users - for example enough space/bedrooms for the number of occupants. Quality housing has adequate temperature controls, access to fresh air, access to daylight and reliable utilities. Quality also includes housing that is well maintained, this can include updates and repairs. It also includes housing that is secure and free of rodents, bedbugs and other potential issues that affect quality of life.

In our current tight rental market, it is increasingly difficult for tenants to voice their concerns. 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 any issues with their landlord they were blamed, dismissed, or threatened with rent increases

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 1970s through the 1990s, as both government and owners pulled money out of the neighbourhood. There is a lot of investment that needs to be put back in. Overwhelmingly, renters and landlords identified the need for ongoing maintenance and repairs, some of which



require additional supports. Landlords often recognized that repairs were needed but due to the age of the buildings, repairs and maintenance were often costly and required specialized trades.

Flooring, painting, insulation, plumbing, security and windows were the most commonly cited pressing repairs in the neighbourhood. Additionally, small landlords have identified the expense and lack of clarity from the city required to do repairs, as both prohibitive, and occasionally impossible for them. This gives a major advantage to large corporate agencies who have lawyers and administrators paid to deal with these issues. Yet it is often the small landlords who do the best job housing the neighbourhood's more vulnerable populations.

Another dynamic to quality housing is that the housing is appropriate for the dweller in both size and use. 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. Similarly, an elderly couple might have very different needs than a young couple, and a few student roommates 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, numerous issues came up. People liked the location, the trees and diversity of the community as well as the many services that exist close at hand. Overwhelmingly, people identified that maintenance and repairs would improve their housing. Security was another theme that emerged. Respondents discussed the need for additional lighting as well as a need to clearly define public and private spaces. We heard from residents how fences would remove the ability for cut throughs and subsequently mitigate some petty theft.

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 identified the need for services for neighbours 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. Many were frustrated that the police were often the only option even when that wasn't an appropriate service. People who felt threatened by unsafe activities in their vicinity (house, building, block or neighbourhood) felt especially strongly. 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. Residents also felt frustrated with the levels of petty crime around their homes, some amount of nuisance is expected in a dense neighbourhood, but many expressed that the cumulative effect of the frequency was becoming a serious quality of life issue for them.

Quality of housing, both its physical realities and its psychological makeup are profoundly important to people's overall 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.

### **6.6.3 Civic Infrastructure**

The final theme which emerged as a major concern in the neighbourhood was all the services provided by the City. West Broadway is a densely populated area, however, its level of services provided by the City and amenities do not exceed those of other areas. Residents identified a variety of issues including access to greenspace, community services, snow clearing and garbage pickup. While at first glance these issues appear to be somewhat removed from housing, they are integral to quality of life and the makeup of the physical infrastructure directly around the housing stock that 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's ability to continue meeting everyone's needs and moving in the right directions. The quantity of housing stock in West Broadway is limited and many people are co-rooming 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. Additionally, in a neighbourhood where the vast majority of residents live in an apartment with little to no private green space, having accessible public greenspace is imperative. This need is much less pressing in a community where the vast majority of housing units have a private yard. 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, snow removal, and sidewalk maintenance. Due to neighbourhood density, something as simple as the amount of garbage produced is greater than less dense neighbourhoods throughout the rest of the City. While more people means more garbage, the garbage pick-up schedule was the same as the rest of the City. Residents noted that it was not uncommon to see overflowing garbage bins and trash cans. When there is uncollected or overflowing garbage in the back lanes, and especially large items accumulating, 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 too high. This makes mobility for anyone with mobility issues difficult to

impossible. Residents also thought that the snow and garbage were unsightly and gave the area a negative image.

There is a common perception 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 its specific needs. This means that a neighbourhood which has seven times more people is going to create seven times more garbage. And that means seven times more people are going to be inconvenienced by an impassable sidewalk. When you combine this with the fact that residents of West Broadway are significantly more likely to use active transportation (bike/bus/walk) than the city at large, it is easy to see how people could feel underserved.

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. But the reality is that the more residents and occupants a neighbourhood has, the more intensive servicing it needs. The city needs to couple its encouragement of densification with a plan for additional services to the core areas. 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 low-density parts of the city are not necessarily adequate for the high-density 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 1950s "consistently find that significant potential infrastructure savings result if developers move away from sprawl patterns and toward denser, contiguous development." (Blais. 2010)

West Broadway 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 its residents almost three times more likely to use something other than a car to get around (City of Winnipeg 2020a). 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.

All of these services have a substantial impact on the quality of life of the city's residents, and the denser the neighbourhood the more compounded those impacts are, in both positive and negative ways. 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.

#### **6.6.4 Secondary Themes**

The three major themes explored above (quality, affordability, cost, 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/new comers, seniors, those experiencing homelessness and housing for people with disabilities.

#### **6.6.5 Housing for specific populations**

The research and input indicated that the current housing in the area did not meet the needs of specific segments of the population. This includes housing for newcomers, seniors, and the homeless population. We have broken down the information into the specific segments. It should be noted that many of these segments frequently overlap.

### **Housing for Families and Newcomers**

Many people talked about the shortage of decent affordable housing for newcomers and families. We have put these two groups together as newcomers often tend to have larger families and require more space. Housing for families did emerge as a group that needed more housing, but was farther down on the priorities. While the majority of homes can accommodate families/newcomers to some extent, there are a number of factors that make housing more or less appealing and functional for families/newcomers. Of specific note were single parent families, who needed the space and amenities necessary for a multi-person household but were dependent on a single, often low, income. There were also concerns for the needs of larger or extended families who had trouble finding housing large enough to accommodate them. Another group of the population that often-exhibited difficulty finding suitable housing in West Broadway is newcomers. The data indicates that the number of recent immigrants is increasing at an above average rate in West Broadway. The Winnipeg Housing Needs Assessment identified a need for affordable housing for newcomers. This housing must be larger and able to accommodate larger families often with multiple generations residing together. When considering housing for larger families and extended families residing together consideration should be given to The National Housing Occupation Standard guidelines.

Families in the West Broadway neighbourhood are particularly vulnerable. Over 33% of families

are headed by a single parent, more than double the city average. Additionally, over 46.6% (City of Winnipeg 2020 a) of the people in the neighbourhood are low income, substantially higher than the city-wide average of 15.9%. 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. “Children living in poverty show almost 3.5 times the number of conduct disorders, almost twice the chronic illnesses and twice the rate of school problems, hyperactivity and emotional disorders as children who don't experience poverty. Canadian children that live in poverty often suffer from iron deficiencies, which lead to difficulties in cognitive development. They also have such health, social, and cognitive disadvantages compared to other children, that they are generally less equipped - socially, emotionally and physically - to undertake school programs.” (Homeless Hub, 2020).

Moving, and particularly displacement is especially hard on families and newcomers, 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. For newcomers, moving to a new country is challenging enough without the additional pressures of moving repeatedly and figuring out a new community, learning new transit routes and finding new services.

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 and to reduce conflict with neighbours if there was a shared expectation of children in the units. Additionally, many adults enjoyed the practical support offered by having other families nearby.

Green space and proximity to play space, such as playgrounds, parks or recreation centers, 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, and community centers were important to all families, but especially to families who relied on public transportation and walking to get around.

## **Housing for People with Disabilities and Seniors**

The other group of people who could benefit from extra housing supports in West Broadway are people with disabilities and seniors. 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. These challenges can also make it difficult for people to keep good housing. There is an increased risk that people with disabilities and seniors 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. Many seniors and people with physical disabilities appreciate the ability to meet many of their basic needs within reasonable walking distance. It is likely that these factors, 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. We also heard that there was a need for more mental health related services. This includes counselling, treatment options and short-term transitional housing for those with mental health related issues.

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. This further emphasizes the need to maintain and improve transit and active transportation infrastructure. Bus shelters and sidewalks must be kept in good repair and designed with the principles of accessibility to meet the needs of people with mobility and visual impairments.

## **Housing for the those experiencing Homelessness**

In recent months, many homeless camps throughout the City have been dismantled, and in the past decade the visible population in Winnipeg has grown exponentially. While it is beyond the scope of this document to address the root causes of this phenomenon, it has shed light on the pressing need for housing resources. As camps in other parts of the City are dismantled, the displaced population looks for new locales in which to settle. As a result, there has been a growing visible homeless population settling along the Assiniboine River within the West Broadway neighbourhood. The sentiment of the neighbourhood was not that the camps should be removed or relocated, but rather that there was an abhorrent lack of available services for this population, including warming shelters, transitional housing, and 24 hour supports. "Housing is one of the biggest gaps in support for those experiencing homelessness.

There is a "critical need" for safe and affordable housing in Winnipeg, along with culturally-appropriate, low-barrier, and transitional or permanent supportive housing.

Until this gap is addressed, the current issues related to unsheltered homelessness and encampments will persist and potentially worsen." (Rosen, Kayla. 2020)

Survey results indicated a need to address the gap and provide safe and affordable housing and related services for those experiencing homelessness population.



## **Section 7.0 Past Housing Plans Completed & Ongoing work**

West Broadway has been actively working towards housing priorities since 2001. The cumulative impact of the housing plans and actions to meet priorities has significantly helped curb the housing decline that was prominent in the mid to late 1990s. 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 choices (i.e. homeownership, rental, rent to own, co-operative and co-housing).
- Facilitate and promote new rehabilitation 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 redevelopment 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 the government to address.
- Facilitate, coordinate 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.
- Liaise with housing providers to coordinate 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 charrettes 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 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.
- 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 with 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:
  1. Phase One (Research): Residents identify priority areas for action, children's activities provided.
  2. 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.

### **2016-2020**

- Establish the West Broadway Tenants Committee.
- Conducting regular liaising with the City of Winnipeg Downtown Planners to encourage development of multi-family buildings and mixed-use buildings in appropriate settings.
- Create guidelines for new development and redevelopment in West Broadway (guidelines developed in 2016 and updated in 2018 and 2021).
- Create a simple guide for developers in West Broadway to see what the community wants for new housing.
- Establish and maintain relationships with government and social agencies who are involved in housing issues.
- Prepare a document summarizing by-laws relating to housing concerns and what residents can do if they have concern.
- Hold workshops on housing improvements programs, education and other West Broadway services.
- Create partnerships with Society of Manitobans with Disabilities and Clubhouse.
- Offer grants to residents and landlords to improve properties (PIP).
- Partner with University of Winnipeg to provide creation of affordable housing units.

*\*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.

### **2016-2020**

- Continue work researching and drafting steps for establishing a secondary plan or overlay document for WB - which would include density bonusing.
- Member of the multi-stakeholder effort to encourage the City to adopt a City Poverty Reduction Strategy which would include limits on condo conversions.
- Member of the Right to Housing Coalition to look at poverty reduction, inclusive zoning, and density bonusing.
- Hold workshops encouraging Secondary Suites instructions for how to comply with by-law.
- Continue to build relationships with developers in the neighbourhood as well as other support groups and agencies in the area.

## **Section 8: Housing Plan History**

The West Broadway neighbourhood has had several housing and community plans in the past. These have helped the West Broadway Development Corporation, now the West Broadway Community Organization, play an active role in fostering new housing development through rehabilitating and renovating existing housing, as well as fostering an engaged and lively community. The past success is a reason to celebrate and reflect on how hard the community has worked to build the vibrant neighbourhood that exists today. Additionally, ideas and programs which have not been completed or were unsuccessful can become lessons learned about where to focus resources and energies in the present. Some action items were incomplete and these should be explored further to find out if they are no longer needed. If they are still needed, we should examine why they weren't completed and how they could be done better in the future.

### **8.1 Larger Scale Initiatives**

#### ***8.1.1 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 original goal was for the land to become 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, addressing community needs for affordable housing alternatives to home ownership, as well as gaining expertise in community organizing, finances, and legal implications for the community.

Although the WBCLT disbanded sometime after 2006, the concept of taking 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). The principles of non-profit housing, include democratic control of housing, permanent affordability and building supportive and connected communities can be applied to housing initiatives in the future.

## **9.0 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 housing types, is close to many services and amenities, has local schools for all ages, offers easy access to different modes of transportation and provides 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:

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

### ***9.2 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 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. Therefore, varied and creative infill buildings including high-rise and low-rise apartments with mixed commercial and residential use is the strategy needed to create more housing. There is some support for more licensed rooming houses, secondary suites and laneway housing as well. See **Figure 22** below. Adding these to the neighbourhood becomes a way to achieve increased density on limited available land while maintaining the current feel of the neighbourhood.

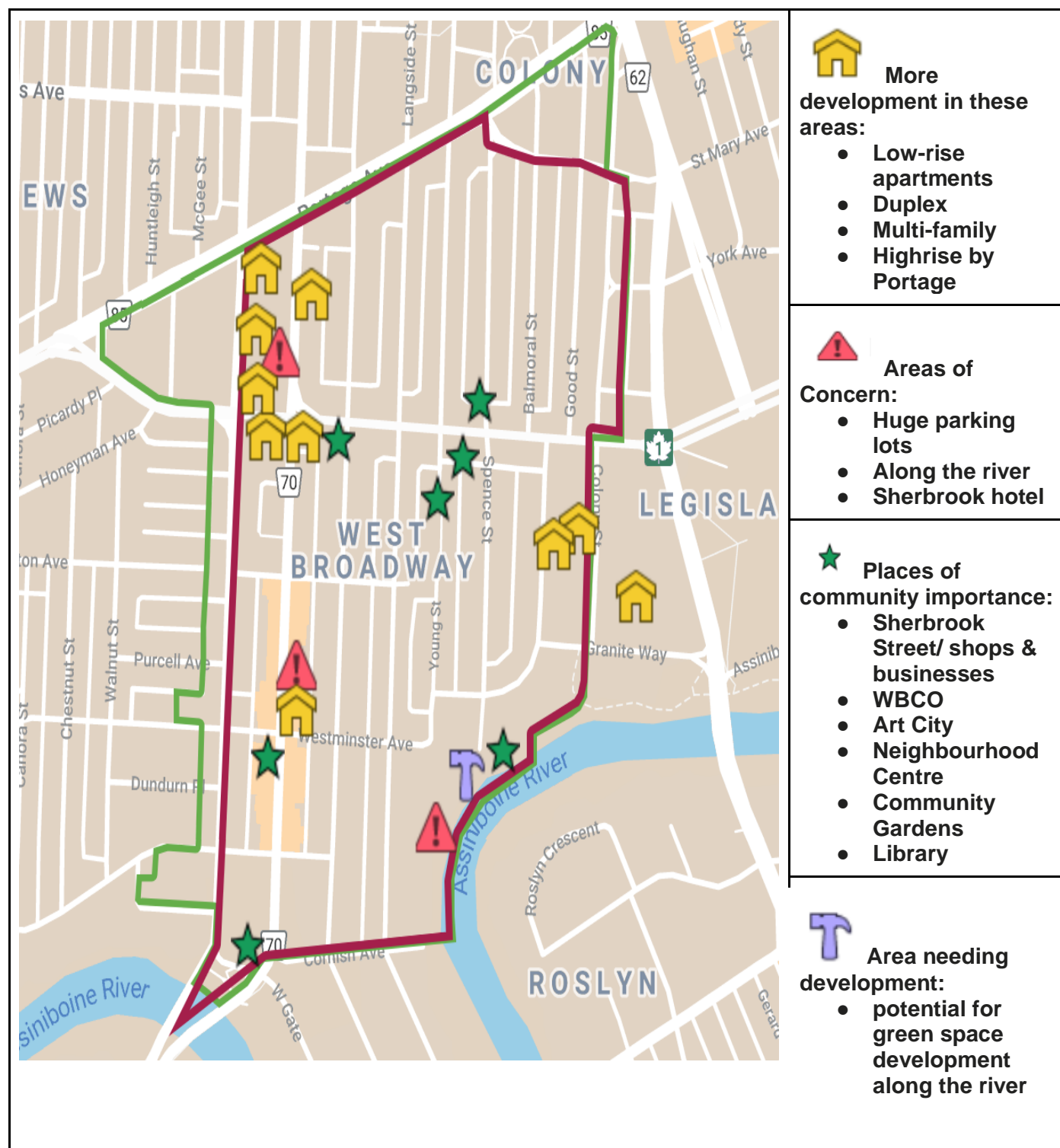
Through community feedback and research, a few locations were identified as potential areas for development and growth. One example is the surface parking area south of Portage, north of Broadway, and between Maryland and Sherbrook. It was felt that this area was underutilized, because it contains expansive surface parking and one-story buildings at a set of major intersections and frequent public transit. This land could provide much-needed affordable and accessible residential housing.



**Table 22: Balance for Creating a Complete Community**

Balance of residential and commercial spaces	<ul style="list-style-type: none"> <li>● Maintain the current balance of commercial and residential spaces in the neighbourhood.</li> <li>● 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).</li> <li>● New commercial development could include mixed-use commercial and residential above the ground floor</li> <li>● Continue to support and encourage smaller, locally-owned businesses.</li> </ul>
Balance and location of housing types	<ul style="list-style-type: none"> <li>● There is a need for more housing of all kinds but especially for people with disabilities, single parent families and seniors.</li> <li>● Low-rise apartment blocks on residential streets and higher ones on the main thoroughfares, as well as duplexes/multi-unit dwellings will address this need.</li> <li>● Create more subsidized, affordable and market housing.</li> <li>● Create more good quality rooming houses or other accommodation for single individuals.</li> <li>● Create more housing that is Universally Accessible.</li> </ul>
Targeting of specific areas for improvement	<ul style="list-style-type: none"> <li>● Improve housing interiors and exteriors through financially-accessible supports.</li> <li>● WBCO Housing Stakeholder group will identify areas appropriate for development/ renovation and upgrades and to review proposed development applications.</li> </ul>

**Figure 22: Where can Density Go?**



\*Please note that the map is intended to show the general areas that were identified by the stakeholders

### **9.3 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 resident's 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", "the diversity" and other similar answers.

Middle- and upper-income people more often 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 crises. Because of this, it is important to recognize that stewarding healthy 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 success of the neighbourhood's past work to create this sense of community is evident by how highly it is valued today.

## Section 10: 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 the population in core housing need;
- Enables infill development, revitalization and community capacity;
- Provides support for revitalization in areas of most need;
- Increases options to fund/support desired housing activity

### ***How to Read the Plan***

The Action Plan includes:

- **Goals**, which provide overall direction for housing in the West Broadway neighbourhood.
- **Strategies**, which frame the specific direction for the plan from 2021-2026 and are listed below to help West Broadway meet the goals.
- **Actions**, which provide direction for the WBCO, community members, and other stakeholders interested in housing in the neighbourhood. These form the practical heart of the action plan tables.

### ***Goals***

1. Lower the cost of housing.
2. Improve the quality of housing.
3. Improve civic infrastructure & services.

### ***Strategies***

- Strategy A:** Encourage development that builds a complete and sustainable community, fits with the neighbourhood and meets community needs.
- Strategy B:** Work to create new affordable housing units and units based on EIA rates
- Strategy C:** Coordinate resources to retain and regenerate existing housing.
- Strategy D:** Gather, map and share housing data and information to assist in plan implementation, evaluation, program development and advocacy.
- Strategy E:** Provide educational opportunities and networked resources to support newcomers, residents, owners and landlords.
- Strategy F:** Increase diversity of housing options and supports for seniors, families, newcomers, people experiencing homeless and people with disabilities.
- Strategy G:** Improve access to housing, services and programs for unhoused population
- Strategy H:** Coordinate resources to improve neighbourhood safety.
- Strategy J:** Continue to build community and effective community institutions.

## Strategies and Actions Tables

**Strategy A: Encourage development that builds a complete and sustainable community, fits with the neighbourhood and meets community needs.**

Action	Lead / Timeline	Potential Partners	Outputs / Indicators
<b>A1: Continue the Housing Stakeholder Committee.</b>	Housing Coordinator - Ongoing	-Housing Committee	-Regular meeting minutes
<b>A2: Encourage the development of multi-family buildings on residential streets and mixed use residential and commercial buildings on commercial sites.</b>	Housing Coordinator - Ongoing	-WBCO - Developers -Real estate sector -No-profit housing providers	-Housing developed
<b>A3: Annual review and update of the 'Criteria of Support' guidelines outlining community expectations for new development and redevelopments.</b>	Housing Coordinator - 2022 & Ongoing	-Housing Committee	-Guidelines reviewed/ updated annually
<b>A4: Create A West Broadway Secondary Plan or overlay that supports density bonusing, infill and housing that fits with neighbourhood.</b>	WBCO - 2021	-Housing coordinator -WB BIZ -Other Community Groups	-Adoption of a secondary plan or overlay
<b>A5: Ask the City of Winnipeg to implement a minimum vacancy threshold for rental units in each neighbourhood before allowing rental unit conversions to condominiums.</b>	WBCO - Ongoing	-Housing Coordinator -Stakeholders in the City Poverty Reduction Strategy -WB Housing Stakeholder Group	-Letter to the City of Winnipeg -Adoption of a Citywide Poverty Reduction Strategy
<b>A6: Continue to build and maintain relationships with developers working in the neighbourhood.</b>	Housing Coordinator - Ongoing	-Housing Stakeholders -Developers	-Minutes from meetings -New developers' part of meetings

Action	Lead / Timeline	Potential Partners	Outputs / Indicators
<b>A7: Regular review of guide for developers on what the WBCO would like to see in new housing, including units dedicated to meet needs identified by the community.</b>	Housing Coordinator 2022 - Ongoing	-Housing Committee	-Guidelines reviewed



**Strategy B: Work to create new affordable housing units and units based on EIA rates.**

<b>Action</b>	<b>Lead / Timeline</b>	<b>Potential Partners</b>	<b>Outputs / Indicators</b>
<b>B1: Continue to review regulations, zoning and bylaws to identify barriers to mixed use and multi-family development, attached secondary suites, detached secondary suites, and densification. Work in partnership with other Neighbourhood Renewal Corporations.</b>	Housing Coordinator - ongoing	-Neighbourhood Renewal Corporations -City of Winnipeg -Province -Housing Stakeholders	-Research completed -Dialogue with City and Province regarding barriers
<b>B2: Ask for the City and Province to expand incentives for the creation of detached secondary suites, or “laneway housing”.</b>	WBCO - 2021	-Neighbourhood Renewal Corporations -Housing Stakeholders -City of Winnipeg -Province	-Letter to City of Winnipeg -Letter to Province
<b>B3: Encourage the development of attached and detached secondary suites through educational sessions.</b>	Housing Coordinator - Ongoing	-City of Winnipeg -Province	More info sessions offered
<b>B6: Support the Winnipeg Rental Network (which helps renters find and keep housing).</b>	Housing Coordinator – 2021	-Neighbourhood Renewal Corporations -Winnipeg Rental Network -Social Agencies	-Regular meetings -Referrals
<b>B7: Give preference to non-profit organizations, co-operatives and government entities for housing development and property ownership as a long-term strategy towards affordability.</b>	Housing Coordinator - Ongoing	Housing Committee	Minutes from meetings
<b>B8: Work with other community partners to help people obtain and keep their identification in order to access or maintain their housing.</b>	Housing Coordinator- 2021- Ongoing	-Citizens Bridge	Number of residents helped

Action	Lead / Timeline	Potential Partners	Outputs / Indicators
<b>B9: Encourage the development of new rooming houses, SRO's, and bachelor suites in new apartment developments.</b>	WBCO - Ongoing	-Housing Coordinator - Developers - Owners -Existing landlords	-Minutes from meetings -Promotional material -Guidelines -New housing units developed
<b>B 10: Advocate for funding and incentives for the creation of new rooming houses, bachelor suites and other housing options geared to EIA rates</b>	WBCO - 2021- Ongoing	-Right to Housing	-Letter to City -Letter to Province
<b>B10: Develop a volunteer pool of good rooming house landlords who will mentor new rooming house landlords.</b>	Housing Coordinator - 2021-Ongoing	Existing landlords	-List of volunteers -Report on volunteer activity
<b>B11: Work to remove negative perception around rooming housing through providing education and information on rooming house importance.</b>	Housing Coordinator- 2021 -Ongoing	-City of Winnipeg -Right to Housing	-Workshops -Literature on rooming houses
<b>B11: Develop explicit supports and expectations for good practices when working with rooming house landlords.</b>	Housing Coordinator Rental Housing Outreach - Ongoing	-Existing landlords -University of Manitoba (City Planning)	-Good practices shared -meeting minutes -Research on misconceptions around rooming houses
<b>B12: Facilitate the development of a boarders' support network to connect single renters with seniors looking to rent spare rooms.</b>	Housing Coordinator 2021 - Ongoing	-NRC -Landlords -Winnipeg Rental Network	-Research completed -Structure developed -Boarders' support network developed

<b>Action</b>	<b>Lead / Timeline</b>	<b>Potential Partners</b>	<b>Outputs / Indicators</b>
<b>B13: Ask the City of Winnipeg to develop a simple guide that explains all the steps in the permits and approval process.</b>	WBCO - 2021	-Housing Coordinator	Letter to City of Winnipeg
<b>B14: Advocate for additional resources from each level of government to support existing and new affordable housing options that are based on EIA rates.</b>	WBCO - 2021	-NRC Right to Housing	-Letter to City of Winnipeg -Letter to Province -Letter to Federal Government
<b>B15: Work in partnership with other organizations locally, provincially and nationally to advocate for a well-funded national housing vision and strategy that focuses on rents geared to EIA rates.</b>	WBCO - 2021	-NRC -Right to Housing	-Letter to City of Winnipeg -Letter to Province -Letter to Federal Government
<b>B16: Advocate to the City of Winnipeg to create and use municipal based affordable housing tools such as inclusive zoning and density bonusing.</b>	WBCO - Ongoing	-Housing Coordinator -Housing Committee	Adoption of a City-Wide Poverty Reduction Strategy
<b>B17: Advocate to the City of Winnipeg for policies to support alternative development standards that support compact development and innovative design.</b>	WBCO Housing Coordinator - 2021- Ongoing	-Housing Coordinator -Housing committee	-Letter to City of Winnipeg -Policies and incentives for compact development
<b>B18: Ask City to include a policy that would fast track affordable housing projects and projects for special needs housing development through the planning approval process.</b>	WBCO Housing Coordinator – 2021	-Housing Coordinator -Housing committee	-Letter to City of Winnipeg -Policy in place to fast track affordable housing

Action	Lead / Timeline	Potential Partners	Outputs / Indicators
<b>B19: Advocate for alternative standards and incentives for landlords who are retrofitting older housing into affordable housing units.</b>	WBCO Housing Coordinator – 2021	Housing coordinator	-Letter to City of Winnipeg -Revised policies
<b>B20: Encourage the City to waive fees for creation of affordable housing that is geared to EIA rates.</b>	WBCO Housing Coordinator – 2021	-Housing Coordinator -City of Winnipeg	-Letter to City of Winnipeg

**Strategy C: Coordinate resources to retain and regenerate existing housing.**

<b>Action</b>	<b>Lead / Timeline</b>	<b>Potential Partners</b>	<b>Outputs / Indicators</b>
<b>C1: Continue implementation of comprehensive plan to control infestations and pests.</b>	Housing Coordinator - Ongoing	-Neighbourhood Renewal Corporations -Housing Stakeholders -Social Agencies	-Workshops -Provision of bed bug supplies -Communication with other NRC
<b>C2: Continue to provide assistance accessing grants and/or programs.</b>	Housing Coordinator - Ongoing	-Housing Committee -City of Winnipeg -Province	-Number of applicants helped
<b>C3: Offer grants to residents and landlords to improve their properties. (PIP)</b>	Housing Coordinator - Ongoing	-Housing Committee -City of Winnipeg -Developers -Landlords -Residents	-Information collected and shared -Grants delivered
<b>C4: Carefully explore opportunities to improve rooming houses, including supports for upgrades, renovations, landlords, and tenants.</b>	Housing Coordinator Rooming House Outreach - Ongoing	-Landlords -City of Winnipeg -Province	-Opportunities identified
<b>C6: Explore bulk buying of home maintenance and renovation materials as well as shared truck rental for residents and small landlords.</b>	Housing Coordinator - 2023	-Landlords -Social Agencies -Lumber and hardware stores	-Plan developed and implemented -Number of times bulk purchase is used -Value of purchases
<b>C7: Carefully explore why renovations are not being done in places where they could or should be taking place.</b>	Housing Coordinator - Ongoing	-Landlords -Housing Committee	Meeting minutes

<b>Action</b>	<b>Lead / Timeline</b>	<b>Potential Partners</b>	<b>Outputs / Indicators</b>
<b>C8: Encourage landlords to green their buildings through insulation and conservation changes.</b>	Housing Coordinator - Ongoing	-Manitoba Hydro -Landlords -Build 50 by 30	-Workshops -Meeting minutes -Promotional materials delivered -Grants applied for
<b>C9: Create and offer annual community awards related to housing.</b>	Housing Coordinator - 2021 and Ongoing	-Housing Committee	-Awards distributed
<b>C10: Expand Tenant Support Program.</b>	Housing Coordinator- Ongoing	-Winnipeg Rental Network -Social Agencies -Neighbourhood Renewal Corporations -Citizens Bridge	-Research completed -Minutes from meetings -Tenants assisted -More supports
<b>C11: Advocate for additional grants from Province and City for retrofitting older housing.</b>	Housing Coordinator - 2021- Ongoing	-Renewal Corporations -Housing stakeholders -Landlords	-Letter to City of Winnipeg -Letter to Province



**Strategy D: Gather, map and share housing data and information to assist in plan implementation, evaluation, program development and advocacy.**

<b>Action</b>	<b>Lead / Timeline</b>	<b>Potential Partners</b>	<b>Outputs / Indicators</b>
<b>D1: SCAN</b> Annual scan and regular neighbourhood walks to identify houses or blocks to target for assistance.	Housing Coordinator - Ongoing	-Housing Committee	-Scan completed
<b>D2: Establish and maintain communication with government, social agencies, landlords, and developers who are also involved in housing issues.</b>	Housing Coordinator - Ongoing	-Housing stakeholders -Neighbourhood Renewal Corporations -RTB -Municipal Housing Staff -CMHC -Tenant Groups -Local Developers	-Minutes from meetings
<b>D3: Update accessible document summarizing bylaws relating to housing concerns and what residents can do if they have concerns.</b>	Housing Coordinator - 2022	-City of Winnipeg -Housing Stakeholders	-Materials reviewed
<b>D4: Annually gather and map housing cost and demographic data to inform future housing needs and compare neighbourhood change.</b>	Housing Coordinator - Ongoing	-Housing Committee	-Information collected -Report developed -Comparisons
<b>D5: Continue gathering and mapping ownership and tenure information.</b>	Housing Coordinator - Ongoing	-Housing Committee	-Information collected -Report developed
<b>D6: Work with program providers in order to track neighbourhood use of grants and home improvement programs.</b>	Housing Coordinator - Ongoing	-Housing Committee -City of Winnipeg -Province -Federal Government	-Information collected

<b>Action</b>	<b>Lead / Timeline</b>	<b>Potential Partners</b>	<b>Outputs / Indicators</b>
<b>D7: Share information to help (potential) residents access housing.</b>	Housing Coordinator - Ongoing	-WBCO Tenancy Improvement Project -Winnipeg Rental Network	-Information shared
<b>D8: Continue to communicate with the City of Winnipeg regarding provision of notices and information of all property and development hearings and processes to the WBCO.</b>	WBCO - Ongoing	-City of Winnipeg	-Letter to the City -Input provided on property and development hearings
<b>D9: Continue to attend and participate in property and development related hearings including zoning variance meetings and advocate for the housing plan.</b>	Housing Coordinator - Ongoing	-Housing Committee	-Hearing attended -Minutes from meetings

**Strategy E: Provide educational opportunities to support newcomers, residents, owners and landlords.**

<b>Action</b>	<b>Lead / Timeline</b>	<b>Potential Partners</b>	<b>Outputs / Indicators</b>
<b>E1: Regular educational workshop series for landlords, caretakers, and tenants about rights, responsibilities, and cultural expectations</b>	Housing Coordinator - 2021 and ongoing	-Residential Tenancies Branch -Housing Committee -Housing Stakeholders	-Workshops developed and offered -Number of attendees
<b>E2: Coordinate access to home repair and maintenance workshops for residents.</b>	Housing Coordinator - ongoing	-Housing Committee	-Workshops developed and offered -Number of attendees
<b>E3: Explore a mentorship program to connect new renters, new homeowners, families and people with disabilities with established residents.</b>	Housing Coordinator - 2022	-Housing Committee	-Mentorship program report -Action on the report if it is feasible
<b>E4: Update list of relevant programs/grants for home maintenance and repairs.</b>	Housing Coordinator - 2022 and ongoing	Housing Committee	-More applications for programs and grants -List updated annually
<b>E5: Hold grant application workshops for residents and small landlords.</b>	Housing Coordinator - 2021 and ongoing	-Funders -Build Wright Developments	-Workshops offered -Number of attendees

**Strategy F: Increase diversity of housing options and supports for seniors, families, newcomers, and people with disabilities.**

<b>Action</b>	<b>Lead / Timeline</b>	<b>Potential Partners</b>	<b>Outputs / Indicators</b>
<b>F1: In screening proposals for development, give preference to projects that include housing for seniors, newcomers, families, and/or housing for people with disabilities.</b>	Housing Coordinator – Ongoing	Housing Stakeholders	-Proposals reviewed -Recommendations made -Minutes from meetings
<b>F2: Work with other social agencies to develop a community-based strategy to improve and facilitate access to resources and supports for people with disabilities.</b>	WBCO 2021 – Ongoing	-Neighbourhood Renewal Corporations -Manitoba League for Persons with Disabilities -Social Agencies -All levels of government -Housing stakeholders	-Strategy developed
<b>F3: Establish and maintain relationships with appropriate agencies and organizations to offer better support to community members with disabilities and with mental health challenges.</b>	Housing Coordinator – Ongoing	-Winnipeg Regional Health Authority -Society for Manitobans with Disabilities -Clubhouse -Independent Living Resource Centre -Social Agencies	-Minutes from meetings
<b>F5: Gather and share information on programs in the West Broadway neighbourhood for families, newcomers, seniors, youth and people with disabilities.</b>	Housing Coordinator – Ongoing	-Youth Services Agency - Nine Circles -Housing Committee	-Materials developed and delivered
<b>F6: Offer educational workshops on effective crisis intervention for tenants and landlords who live and work with people in crisis or with mental health disabilities.</b>	Housing Coordinator - 2021 and ongoing	-Winnipeg Regional Health Authority -Independent Living Resource Centre -Social Agencies -Housing stakeholders	-Workshops offered

<b>Action</b>	<b>Lead / Timeline</b>	<b>Potential Partners</b>	<b>Outputs / Indicators</b>
<b>F7: Offer educational workshops on mental health awareness.</b>	Housing Coordinator - 2021 and ongoing	-Winnipeg Regional Health Authority -Independent Living Resource Centre -Social Agencies -Housing stakeholders	-Workshops offered
<b>F8: Develop educational resources and easy to use contact lists for landlords and tenants specifically to assist people with mental health issues and their neighbours.</b>	Housing Coordinator - 2021	-Winnipeg Regional Health Authority -Independent Living Resource Centre -Social Agencies -Housing stakeholders	-Materials developed and delivered
<b>F9: Ask for EIA shelter allowance to be tied to rental rates</b>	Housing Coordinator 2021- ongoing	-City of Winnipeg -Province -Federal Government	-Research -Letter to City of Winnipeg - Letter to Province
<b>F10: Advocate for supports to see the establishment of housing units that are geared to EIA rates.</b>	Housing Coordinator 2021- Ongoing	-City of Winnipeg -Province	-Letter to City of Winnipeg -Letter to Province -Research

**Strategy G: Improve access to housing, services and programs for those experiencing homelessness.**

<b>Action</b>	<b>Lead/ Timeline</b>	<b>Potential Partners</b>	<b>Outputs/ Indicators</b>
<b>G1: Work with other service agencies to explore a 24-hour safe space and shelter supports including transitional housing and other services</b>	WBCO - 2021- Ongoing	-Service Agencies -City of Winnipeg -Province -Federal Government	-Report -Research -Meeting Minutes
<b>G2: Work with other organizations to coordinate access to health services and organizations for the unhoused population</b>	WBCO – Ongoing	-Service Agencies	-Meeting Minutes
<b>G3: Advocate for additional programs and services for the unhoused population</b>	WBCO - 2021 ongoing	-Service Agencies	-Letter to City of Winnipeg -Letter to Province
<b>G4: Advocate for 24 hour warming shelter</b>	WBCO Housing Coordinator - 2021 ongoing	-Service Agencies	-Letter to the City of Winnipeg -Letter to Province
<b>G5: Support new and existing efforts of organizations working with unhoused population.</b>	WBCO - 2021- Ongoing	-Service Agencies	-Meeting Minutes
<b>G6: Develop list of existing resources and programming specifically to assist unhoused population.</b>	WBCO - 2021& Ongoing	-Service Agencies -Winnipeg Regional Health Authority	-List of resources -Referrals made
<b>G7: Establish and maintain relationships with agencies and organizations that are providing support to community members who are unhoused</b>	WBCO – Ongoing	-Service Agencies -City of Winnipeg -Province	-Meeting Minutes



**Strategy H: Coordinate resources to improve neighbourhood safety.**

<b>Action</b>	<b>Lead / Timeline</b>	<b>Potential Partners</b>	<b>Outputs / Indicators</b>
<b>H1: SCAN</b> Continue to conduct regular neighbourhood scans to report on and remove bulky items and garbage, and to monitor compliance with liveability by-laws.	Housing Coordinator - 2022- Ongoing	-Housing Committee -Bear Clan -Social Agencies	-Scan completed
<b>H2: Continue to request that the city increase the frequency of garbage pickup and bulky waste removal in recognition of the higher use rates and population density in West Broadway.</b>	Housing Coordinator - 2021	-Neighbourhood Renewal Corporations -Tenants Committee	-Letter to City of Winnipeg
<b>H3: Continue to regularly deliver safety audits and supports for residents, landlords, and businesses with safety concerns.</b>	Safety Coordinator 2021 - ongoing	-Social Agencies	-Audits completed -Residents helped
<b>H4: Work to expand the anonymous reporting/tips system with a social agency or organization to report houses being used for long term criminal activity.</b>	Housing Coordinator - 2023	-Neighbourhood Renewal Corporations -Social Agencies -Manitoba Justice	-Anonymous reporting system developed and implemented
<b>H5: WBCO to apply for and administer emergency repair funds.</b>	WBCO - 2021	-WBCO -City of Winnipeg -Province	-Funds received and allocated
<b>H6: Ask to have free online access to property registry and company registry information to make it easier for the community to track down and work with owners of problem properties.</b>	WBCO - 2021	-Neighbourhood Renewal Corporations -Social Agencies -Teranet	-Letter to City of Winnipeg -Letter to Province -Letter to Federal Government -Access to property registry -Access to Companies Registry

Action	Lead / Timeline	Potential Partners	Outputs / Indicators
<b>H7: Encourage the City of Winnipeg to waive permit, construction and landfill fees for residents below a certain income level.</b>	WBCO - 2021	-City of Winnipeg	-Letter to the City of Winnipeg
<b>H8: Ask that EIA explore and establish a process for screening buildings, property managers and landlords to ensure that public resources are not used to support dangerous or illegal housing.</b>	WBCO - 2021	-Province	-Letter to Province
<b>H 9: Work with local landlords and residents to increase the amount of lighting, particularly in the backlanes and other hotspots as identified.</b>	WBCO - 2021 ongoing	-City of Winnipeg -Manitoba Hydro	-Lighting installed -Residents report greater perception of safety
<b>H 10: Advocate for additional lighting in backlanes</b>	WBCO - 2022	-Housing Coordinator -City of Winnipeg -Province -Manitoba Hydro	-Letter to City of Winnipeg -Letter to Province -Letter to Manitoba Hydro
<b>H 11: Adoption of CPTED principles guidelines that will help WBCO evaluate new building development and major retrofits and ensure development helps prevent crime through design</b>	Housing coordinator – 2022	-University of Manitoba - University of Winnipeg -City of Winnipeg	-Guidelines created -Research -Comments on new development provided to the City of Winnipeg in regards to safety through design

**Strategy J: Continue to build community and to build effective community institutions**

<b>Action</b>	<b>Lead / Timeline</b>	<b>Potential Partners</b>	<b>Outputs / Indicators</b>
<b>J1: Regularly meet with housing staff at other Neighbourhood Renewal Corporations to discuss housing issues and share information.</b>	Housing Coordinator - Ongoing	-Neighbourhood Renewal Corporations	-Minutes from meetings
<b>J2: Continue to facilitate and meet with the West Broadway Housing Stakeholders Group.</b>	Housing Coordinator - Ongoing	-Housing Stakeholders -Housing Committee -Neighbourhood Renewal Corporations	-Minutes from meetings
<b>J3: Establish and maintain communication with social agencies who are also involved in housing issues.</b>	Housing Coordinator - Ongoing	-Housing Stakeholders	-Minutes from meetings
<b>J4: Ask for additional supports, programs, and improvements for community institutions such as Art City, the Broadway Neighbourhood Centre, and the Sherbrook Pool.</b>	WBCO - Ongoing	-Community organizations -Social Agencies	-Letters sent -Minutes from meetings
<b>J5: Advocate with the City of Winnipeg, the Province, and others for better supports to community members with mental health challenges.</b>	WBCO - 2021- Ongoing	-Winnipeg Regional Health Authority -Independent Living Resource Centre -Social Agencies	-Letters sent -Minutes from meetings

## **Implementation and Ongoing Evaluation**

The implementation of the West Broadway Housing Plan's goals, objectives and actions will rely on volunteer work from the WBCO board and committees, as well as the WBCO staff. The Housing Plan also identifies opportunities to work with a variety of partners who can contribute to its realization.

The Housing Plan is intended to be a living document rather than carved in stone. It is not a

rigid, step-by-step process, but is the ongoing process of implementing the action plan, evaluating the results, and reviewing the Plan. As such, evaluating the Plan is an ongoing part of the implementation process, not something to be left to the end. For this reason, the Plan includes outputs and indicators for each action. These offer a way to identify progress towards meeting objectives and goals.

As a living document, the Housing Plan can - and should - be updated as needed to reflect the needs and priorities of the West Broadway community. A preliminary timeline is included in the plan which identifies when in the five-year timeframe actions should be taken to gain momentum and build on past achievements. However, the specific objectives and goals that the West Broadway community focuses on will depend upon community priorities as well as the availability of resources, volunteers, and partners. As the plan is a living document, new initiatives and housing needs may arise that are not identified on the list. It is the intent that these new initiatives will be encouraged and promoted as part of the plan and addressing the current needs in the neighbourhood.

As part of the ongoing implementation and evaluation of the Housing Plan, the WBCO will build the Housing Plan into its annual work plans. The Housing Committee will report to the Board and community members annually to review the previous year's work and to assist the WBCO in identifying priorities for the upcoming year. In addition, through the Annual General Meeting and other community gatherings, the WBCO will check in with the community to determine if the Housing Plan is meeting expectations.

<b>Action</b>	<b>Lead</b>	<b>Possible Partners</b>	<b>Outputs &amp; Indicators</b>
<b>Incorporate the Housing Plan into annual work plans.</b>	Housing Coordinator		-Annual work plans include Housing Plan actions
<b>Review the previous year's work.</b>	Housing Committee	-Community members -WBCO staff	-Annual report to the WBCO Board of Directors
<b>Additional actions needed to address evolving concerns and issues</b>	-Housing Coordinator -WBCO	-Housing Committee -Community Members	-Regular updates to plan -New programs/ services/ actions that meet needs of community

#### **Internal Tools for use by West Broadway:**

#### **DRAFT: Housing Development Priorities in West Broadway**

New or rehabilitated housing in West Broadway, whether non-profit housing or for-profit, needs

to meet the needs of low-income residents, families, and/or people with disabilities. Recommendations for better processes and outcomes could be defined by setting community priorities through development criteria. Ideas were highlighted throughout the community engagement process. Incentives could be developed with WBCO and the City of Winnipeg to encourage the following types of development in West Broadway.

***Process Criteria:***

- Develop a participatory system to engage community members about development plans in a proactive and on-going way.
- Participate in a developer mentorship program (informal or through WBCO).
- If a developer purchases something in the neighbourhood, they must have a plan/timeline for development. Discourage purchasing for speculation. Prioritize local developers.
- Consider providing a density bonus with investment in community amenities based on the development priorities.

***Development Priorities:***

- Prioritize multi-family rental units.
- Prioritize non-profit and co-operative developments where residents have some control over their housing situation.
  - a. Landlord to participate in a reincarnation of the Tenant/Landlord Cooperation program (tenant panel, education on roles and responsibilities).
  - b. Commitment to quality maintenance.
- 10-30% low income/subsidized/social housing units geared to EIA for target groups and would remain so in perpetuity and/or
- 10-30% units for larger families (3 bedrooms and up) and/or
- 10-30% units for people with disabilities (mental health, physical disabilities and addictions) and seniors and/or
- Licensed rooming houses with access to support services, and secondary suites.
- Reduce red tape for low income renters (co-signers, damage deposit, application process, vouching system etc.).
- Common/meeting spaces and amenities for community building (both indoor and outdoor) e.g. Housing connected with green space (determine minimum % of total footprint) such as a fenced in yard for kids to play safely, public telephone, bike facilities, car sharing etc.
- Energy efficient/green housing to encourage long-term affordability.
- Preserve community character.
- Percent of developer contributions applied to off-site community investment (public green space, support existing community programs).
- Encourage mixed use development that encourages small scale commercial from within the community (more affordable grocery stores)

## Glossary

**Affordable housing** is housing that costs less than 30 percent of a household's income. In this plan, it also refers to housing that is affordable to lower-income households in particular.

**Apartment Block** is a building with many complete individual housing units that share an entrance to the street. "Complete" means it has a kitchen and bathroom. Small apartment blocks have up to three floors, while large apartment buildings are four or more floors.

**Complete Communities** meet the needs of their residents, of all ages, economic backgrounds, and abilities to live, work and play without leaving the neighbourhood.

**Condominium** (condo) is a form of tenure where each dwelling is individually owned, but owners have collective ownership of shared facilities. Apartments are the most common form of condos. May also be called a strata corporation.

**Density** means how many individual dwellings per given area. Fifty apartments in one building take up less space than 50 single family houses, so the apartments are denser. See also Higher density housing; Lower density housing.

**Duplex/Triplex/Fourplex** has apartments or suites with separate entrances to the street for each family, like a two-storey house with a complete apartment on each floor. "Complete" means it has a kitchen and bathroom. Duplex can also be extended to three-unit and four-unit buildings, or they can be called triplex and fourplex.

**Emergency Shelter** provides short term temporary housing for people. An emergency shelter can be in any kind of housing (duplex, apartment, house etc.)

**Group Home** is specifically designed for a small number of unrelated people in need of care, support, or supervision. Group homes are usually licensed. See also Supportive Housing

**Housing Co-operatives** are collectively owned by residents through purchasing a share in a co-op.

**Higher density housing** means more living units for a given area. In this plan, higher density housing means high-rise apartment buildings, with more than three storeys. See also Lower density housing; Density.

**Infill Housing** is new housing built within an existing established neighbourhood.

**Land Bank** is an entity that acquires underused or derelict properties, assembles land, makes necessary changes, and then returns the properties or land to the market. In Winnipeg, Centre Venture functions as a land bank.

**Land Trust** is an entity that holds land or property on behalf of others. They can be non-profits and are often used to preserve natural habitat, or to retain community ownership and control of land within a municipality.

**Lower end of market housing** is market housing that is affordable to lower income households.

**Lower-density housing** means fewer living units for a given area. In this plan, lower density housing means single family houses, duplexes/multi-unit dwellings, and low-rise apartment buildings. See also Higher density housing; Density.



**Mixed Use** means business and housing together in the same building.

**Pocket Suites** are bachelor or one-bedroom suites each with a separate entrance

**Rooming House** is a house in which tenants rent a room but share the kitchen and bathroom.

**Row Housing** is when houses share side walls. These are also called side-by-sides.

**Seniors' Housing** is specifically designed for older adults, often in an apartment building.

**Single Family House** is a “detached” house (meaning that it doesn't share a wall with another house) with only one dwelling.

**Social Housing** is subsidized by one or more governments.

**Specialty Housing** is housing that meets the needs of specific groups. See also seniors' housing, transitional housing, student housing, social housing.

**SRO** is a single room occupancy, often set up as a hotel.

**Student Housing** is housing specifically for students.

**Supportive Housing** is housing for people who need additional supports for daily living. This may include a variety of different types of supports, and may be part-time or full-time support.

**Tenant-Landlord Cooperation Program** is a way to promote the good maintenance of rental properties and to support good working relationships between landlords and tenants.

**Transitional Housing** is temporary safe housing intended for people who are looking for permanent housing.

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*In this housing plan the 2011 National Household Survey and the 2011 Census are cited as (Statistics Canada 2013) because they are accessed through the same page of the Statistics Canada Website.*



## **Appendix A: Survey**

Surveys were distributed throughout the community. This was done through social agencies, landlords, and WBCO. Surveys were taken door-to-door and were posted online. Advertising about the surveys was done virtually through WBCO website, LAHRK website, Facebook, Instagram, and sent door-to-door. An electronic version was available online and links to it were emailed out by the West Broadway Community Organization. All results were aggregated together. Longer answers were grouped into similar categories and counted. Numerical answers were used to generate median and percentage responses. A total of 156 surveys were collected.

## **Appendix B: Housing Windshield Scan**

As part of developing this housing plan, we walked up and down each street of the neighbourhood. Every lot with housing on it was viewed from the sidewalk, and a visual assessment was made. We looked for obvious signs that maintenance or repairs were needed to the housing. We looked for visual indicators only, such as peeling paint, broken/missing doors or windows, holes/cracks in the exterior walls, broken/missing steps, broken pathways, broken fencing. If any of these was seen, we recorded the address.

We did record addresses where roofs appeared to need repairs or replacement. There were two reasons for this. The first is that a damaged roof is more likely to leak, which will rapidly jeopardize the rest of the housing under the roof and make roofing issues more urgent. The second is that residents may be eligible for funding to help repair their roof, so the addresses were provided to the WBCO to make it easier for the community organization to reach out to the affected properties. Roofs needing work included everything from completely rebuilding a collapsed porch roof (only 1 noted) to much smaller items such as repairing soffits and fascia boards. Shingles that showed signs of distress, such as curling at the ends or losing their granular coating, were also counted, as were more obvious signs of distress such as missing shingles.

In making these assessments we tried to be careful and aware of our own biases. We looked only at what was currently on each lot and whether or not what was there needed repairs or maintenance. Faded and mis-matched paint was ignored, while peeling paint that could be seen from the sidewalk was counted. Doors that appeared to be intact were ignored. Doors with holes or damage that could be seen from the sidewalk were counted.

We also took note of vacant lots, visible graffiti, and sidewalks and boulevards that were significantly cracked, heaved, or needing repairs. Our benchmark for this assessment was whether or not the sidewalk was easily usable by someone with mobility issues.

## **Appendix C: Public Consultation Materials**

### **Supports for Housing**

There are numerous organizations working on housing initiatives 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.

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