**Agenda - Executive Policy Committee - June 16, 2010**

## REPORTS

**Item No. 7 OurWinnipeg Plan - First Reading - PW 1/2010 - By-law No. 67/2010 File EP-1.1(PW)**

WINNIPEG PUBLIC SERVICE RECOMMENDATION:

1. That By-law No. 67/2010, the OurWinnipeg Plan, be forwarded to Council for First Reading to allow for the Executive Policy Committee to conduct a Public Hearing.

# ADMINISTRATIVE REPORT

**Title:** *OurWinnipeg Plan* - First Reading – PW 1/ 2010 (By-law 67/2010)

**ISSUE:** For consideration of First Reading of the By-law to allow for a Public Hearing at Executive Policy Committee for the replacement of *Plan Winnipeg Vision 2020* with *OurWinnipeg Plan* as the 25-year blueprint that will guide the physical, social, environmental, and economic development of Winnipeg.

**Critical Path:** Executive Policy Committee → Council

## AUTHORIZATION

| Author | Department Head | CFO | CAO |
|---|---|---|---|
| P. Regan | D. Joshi | N/A | P Sheegl, Deputy CAO |

## RECOMMENDATIONS

1. That By-law No. 67/2010, the **OurWinnipeg** Plan, be forwarded to Council for First Reading to allow for the Executive Policy Committee to conduct a Public Hearing.

## REASON FOR THE REPORT

*OurWinnipeg* is Winnipeg's 25-year blueprint that will guide the physical, social, environmental, and economic development of our city as per the City of Winnipeg Charter.

The *OurWinnipeg* Plan is the product of input from more than 42,000 Winnipeggers. Drawing on these contributions from thousands of participants, the vision statement for creating the kind of city
Winnipeggers want in 25 years is:

***OurWinnipeg: living and caring because we plan on staying.***

*OurWinnipeg* positions Winnipeg for significant growth, which is a key to our future competitiveness. It sets a vision for the next 25 years and provides direction in three areas of focus – each essential to Winnipeg's future:

- A City that Works

- A Sustainable City
- Quality of Life

*OurWinnipeg Plan* integrates four Direction Strategies that provide detailed policies, directions, and strategies necessary for implementation. The four direction strategies are *Complete Communities*, *Sustainable Transportation*, *Sustainable Water and Waste Infrastructure*, and *A Sustainable Winnipeg.*

The *Complete Communities Direction Strategy* is an innovative, practical "playbook" that guides land use and development for Winnipeg. Its primary focus is to describe Winnipeg's physical characteristics and lay out a framework for the city's future physical growth and development. This Direction Strategy will be submitted, as a by-law for a Secondary Plan covering Winnipeg, to Council for its consideration.

The *Sustainable Water & Waste Direction Strategy* promotes actions required to protect public health and safety, ensure the purity and reliability of our water supply and maintain or enhance the quality of our built and natural environments. This Strategy will be submitted to Council for its endorsement as policy.

The *Sustainable Transportation Direction Strategy* provides a vision for transportation in Winnipeg for the next 25 years. Its emphasis is on moving people, goods and services in a way that is sustainable. This Strategy will be submitted to Council for its endorsement as policy.

A *Sustainable Winnipeg* is an integrated community sustainability strategy that outlines a plan of action, proposes a system of sustainability indicators and measures. This Strategy will be submitted to Council for its endorsement as policy.

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

The Action Plan includes three core functions:
1. Relationship Building, Outreach and Marketing
2. Implementation Plans
3. Monitoring, Measuring and Continual Improvement

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

*OurWinnipeg* meets the City of Winnipeg's requirement under Section 224 of the City of Winnipeg Charter to adopt a development plan by by-law which must set out:

(a) the city's long-term plans and policies respecting

(i) its purposes,

(ii) its physical, social, environmental and economic objectives, and

(iii) sustainable land uses and development;

(b) measures for implementing the plan; and

(c) such other matters as the Minister or Council considers necessary or advisable.

## IMPLICATIONS OF THE RECOMMENDATIONS

- Executive Policy Committee (EPC) will conduct a Public Hearing on the proposed Plan prior to 2nd reading of the by-law (Sec. 227(1) CWC).

- City Clerk sends out notice of hearing to Minister of Local Government (not less than 21 days prior to hearing – Sec. 277(c) CWC) and affected parties (ie. School Divisions) (Sec. 277(b) CWC).

- Advertisement of Public Hearing appears in two newspapers (must appear for 2 consecutive weeks – Sec. 227(1) and 277 to 282 CWC).

- City Clerk forwards Notice to Applicant and to any municipality within 1 km of affected area (Sec. 277(b) CWC).

- EPC then conducts a public hearing and forwards recommendation and the by-law to Council for 2nd reading (Sec. 227(1)(b) CWC). The purpose of the Public Hearing is to allow interested persons to make submissions, ask questions or register objections with respect of the *OurWinnipeg Plan* and *Complete Communities*.

- EPC closes public representation, and makes a recommendation to Council to approve, to approve with amendments, or to reject the *OurWinnipeg Plan*. The Committee may also decide to adjourn the public hearing to another public meeting at a later date. The recommendation of the Committee is then forwarded to Council for 2nd Reading of the By-law. The public hearing is the only opportunity for members of the public and the applicant to voice their opinions on these matters.

- City Clerk advises applicant and those persons who made representation at the hearing of when Council will be considering its report and by-law (Sec. 280(3) CWC)

- Council gives 2nd reading to the By-law (Sec. 227(2) CWC).

- City Clerk sends a certified copy (2) of the By-law and the Council Decision to the Minister (Sec. 228(1) CWC).

- City Clerk gives notice to all persons making representation requesting objections to be filed with the Minister within 14 days after the day the notice is given (Sec. 228(2) CWC).

- The Minister may approve/reject the By-law or refer the By-law to The Municipal Board for a hearing (Sec. 229(1) to 229(3) CWC).

- If the matter is referred to The Municipal Board for a hearing, The Municipal Board, with the City Clerk's assistance, must provide notice to every person who made a submission and/or filed an objection regarding the application (Sec. 230(1) CWC).

- The Minister provides its decision to the City of Winnipeg (Sec. 229(3) or 230(2) CWC).

- City Clerk receives the Minister's decision and forwards the By-law to Council for 3rd reading (Sec. 229(3) or 230(2) CWC).

- Council gives the By-Law 3rd reading, replacing *Plan Winnipeg 2020 Vision* with *OurWinnipeg* (Sec. 229(3) or 230(2) CWC)

- Compliance with plan by-laws is provided under Section 235 of the City of Winnipeg Charter - the passing of a Plan Winnipeg by-law or a secondary plan by-law does not require council, any person, or any department or agency of the government, to undertake a proposal contained in the by-law, but public works, undertakings and development in the city must be consistent with Plan Winnipeg or any secondary plan.

## HISTORY

On March 21, 2007, Executive Policy Committee recommended to Council that the Province of Manitoba be advised that The City of Winnipeg has commenced the review of *Plan Winnipeg 2020 Vision* as required by the City of Winnipeg Charter.

On April 25, 2009 the Sustainability Symposium marked the beginning of the City's comprehensive process to create a new Municipal Development Plan – the *OurWinnipeg Initiative* – that will be based on principles of sustainability.

Between April 25th 2009 and May, 2010 more than 42,000 Winnipeggers provided input into the *OurWinnipeg Initiative* through *SpeakUpWinnipeg.com*, round tables, open houses, major face to face events, and through community outreach.

From May 26, 2010 to June 11, 2010, public consultation on *Our Winnipeg* and companion documents was undertaken. A total of 225 people attended 6 open houses and 101 people attended roundtables and information sessions. In addition, 1,919 unique web users viewed the document online.

## FINANCIAL IMPACT

## Financial Impact Statement Date: June 8, 2010

## Project Name:

**OurWinnipeg Plan - First Reading – PW 1/ 2010 (By-law XXX/2010)**

**COMMENTS:**

The recommendation contained in this report is that By-law No. xxxx/2010, the OurWinnipeg Plan, be forwarded to Council for First Reading to allow for the Executive Policy Committee to conduct a Public Hearing.

There are no financial implications associated with this recommendation.

*"Original Signed By"*
Mike McGinn, CA
Manager of Finance

## CONSULTATION

### In preparing this Report there was consultation with:

Internal Consultation: Public Works; Transit; Water and Waste; Community Services; Winnipeg Police Service; Winnipeg Parking Authority; Office of Sustainability; Legal Services.

External Consultation: A number of external stakeholders were consulted on this project.

## SUBMITTED BY

| | |
|---|---|
| **Department** | Planning, Property and Development |
| **Division** | Planning and Land Use |
| **Prepared by** | Brett Shenback, OurWinnipeg Team Member – Planner |
| **Date** | June 11, 2010 |
| **File** | PW 1/2010 (By-law 67/2010) |

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**THE CITY OF WINNIPEG**

**BY-LAW NO. 67/2010**

A By-law of THE CITY OF WINNIPEG to adopt Plan Winnipeg.

**THE CITY OF WINNIPEG**, in Council assembled, enacts as follows:

1 This By-Law may be referred to as the "OurWinnipeg Plan By-law".

2 The document entitled "OurWinnipeg Plan", attached hereto and marked as Schedule 1 to this By-law, is hereby adopted as the Plan Winnipeg development plan required under Part 6 of The City of Winnipeg Charter.

3 By-law No. 7630/2000 is repealed.

RECEIVED FIRST READING on this day of , 2010.

RECEIVED SECOND READING on this day of , 2010.

RECEIVED THIRD READING on this day of , 2010.

**DONE AND PASSED** this day of . 2010.

_____
Mayor

_____
City Clerk

Approved as to planning details:

_____
*for* Director of Planning, Property & Development

Approved as to form:

_____
James Carter
*for* Director of Legal Services and City Solicitor

**Attachment "A": OurWinnipeg Plan**

Attachment A:
OurWinnipeg Plan

# OurWinnipeg™

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

Winnipeg



# OURWINNIPEG

## THIS IS A DRAFT

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

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# INTRODUCTION

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

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

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

As a city, we face a number of questions:

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

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

### A CITY THAT WORKS

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

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

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

## A SUSTAINABLE CITY

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

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

> **Sustainable Winnipeg**

## QUALITY OF LIFE

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

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

### THE LEGISLATIVE REQUIREMENT TO PLAN

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

A municipal development plan like **OurWinnipeg** presents a 25-year vision for the entire city. It guides and informs, but does not replace, more detailed planning on specific topics or for specific areas. As part of the **OurWinnipeg** initiative, the City of Winnipeg has developed detailed Direction Strategies that add additional detail in key planning areas. The **OurWinnipeg** Plan should be read with the Direction Strategies noted above as companion documents.




Figure 01, The **OurWinnipeg** Planning Framework



# OURWINNIPEG: CONTEXT + OPPORTUNITIES

## LIVING IN A PRAIRIE CITY

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

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

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

## LIVING IN A STRATEGIC LOCATION

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

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

### OUR PEOPLE > DID YOU KNOW? OF WINNIPEGGERS TODAY:

**10.8%** speak French

**4.5%** speak Tagalog

**94.9%** are employed
(based on work force participation rate)

**20.4%** either take transit or walk to work

**11.2%** are of aboriginal ancestry

**16.3%** are a visible minority

**18.7%** immigrated from another country

**65.1%** are homeowners

**38.7 years** the average age of a Winnipegger

Source: Statistics Canada, 2006 census.

## LIVING IN A GROWING COMMUNITY

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

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

## WINNIPEG POPULATION 1991-2009

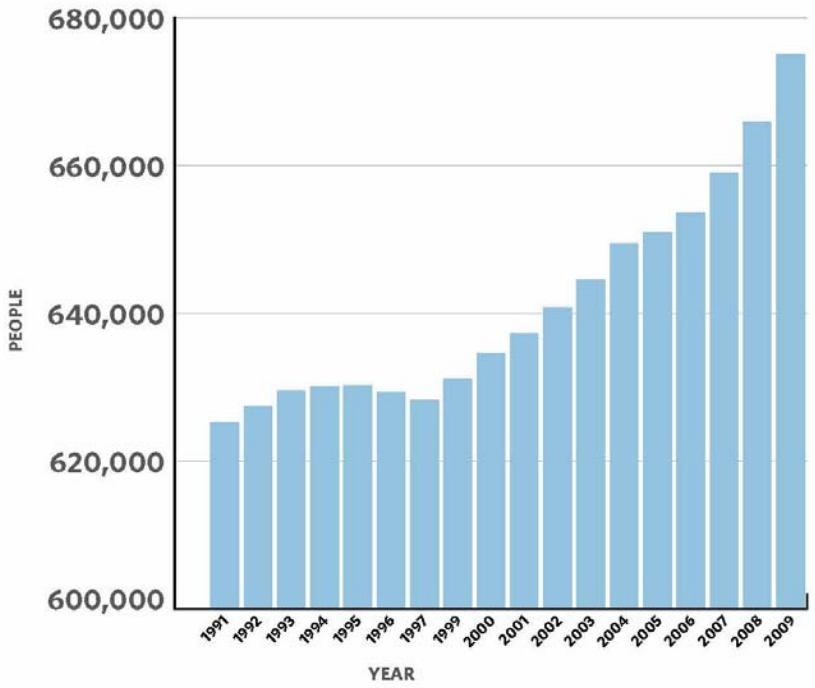
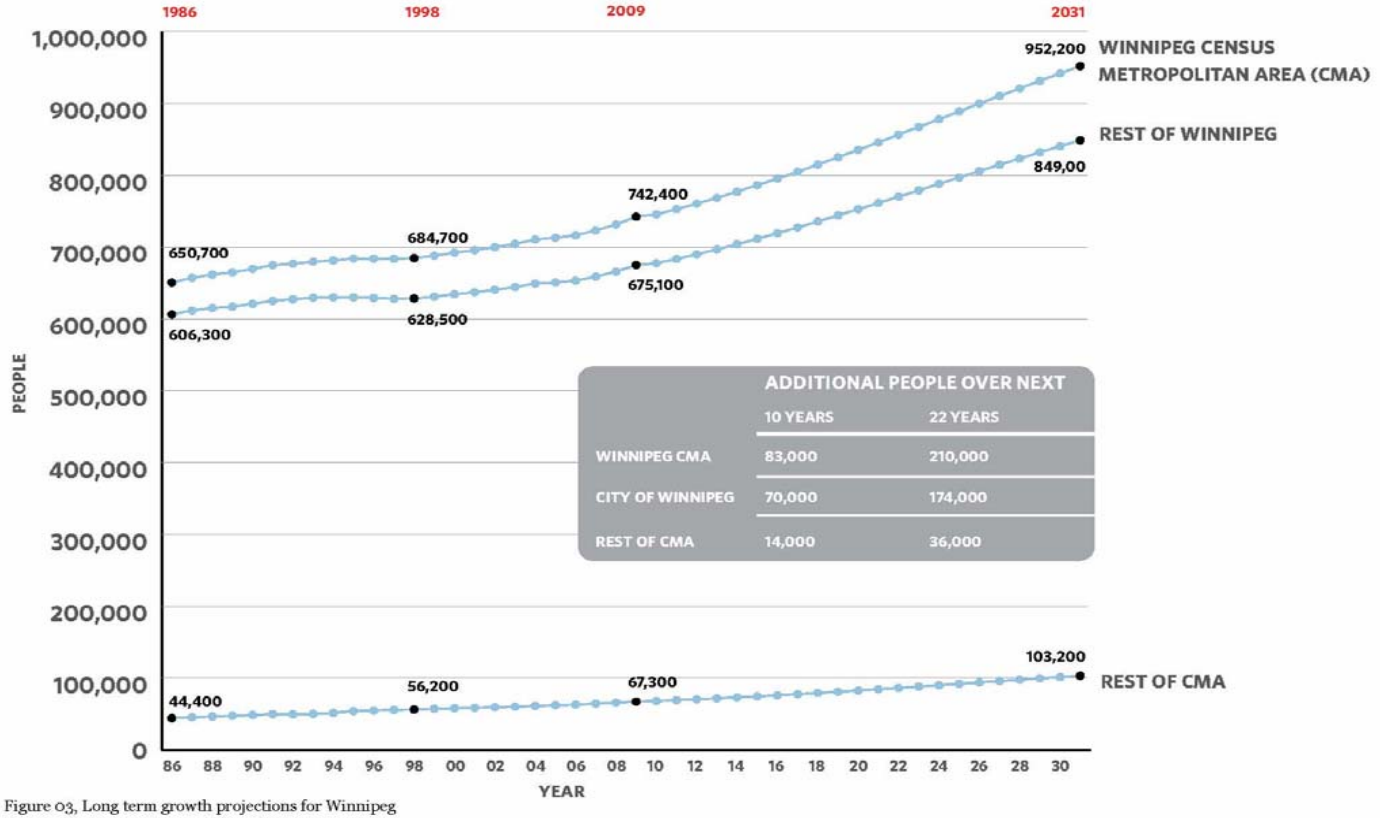



Figure 02, Population change in Winnipeg
Source: Statistics Canada, February 2010

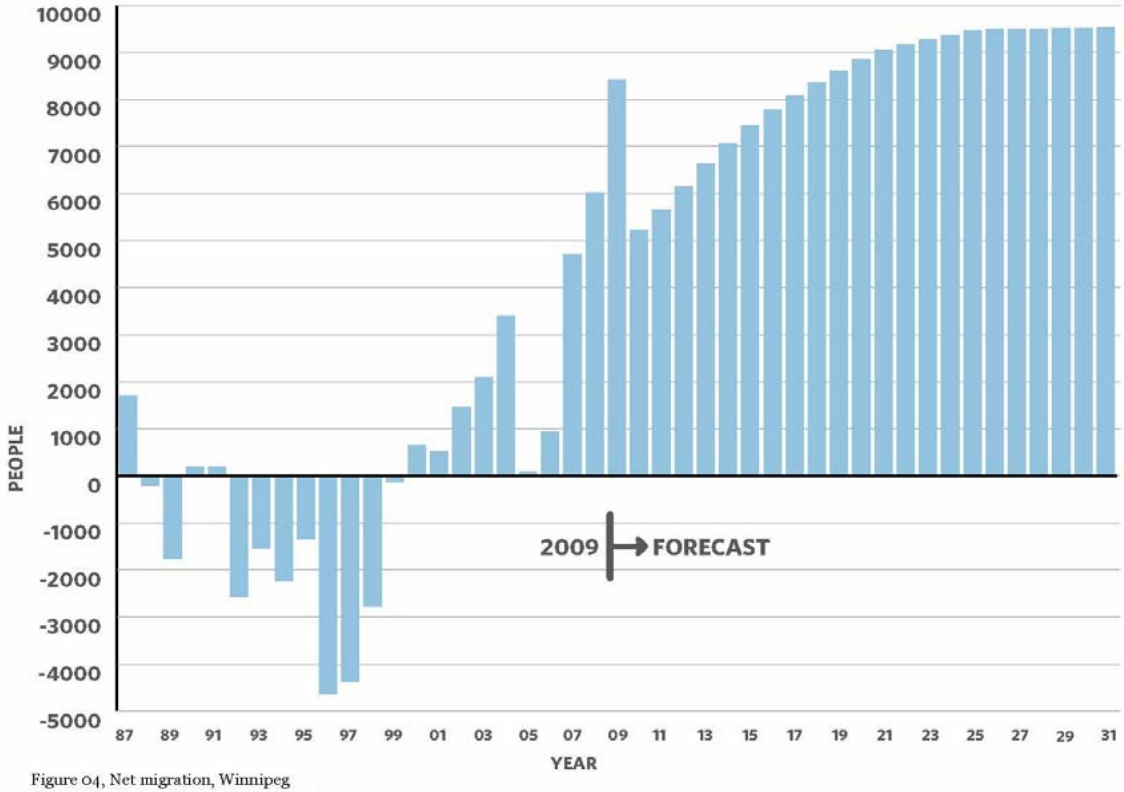
## SIGNIFICANT GROWTH FORECASTED (ADJUSTED TO 2008 BASE)




| | ADDITIONAL PEOPLE OVER NEXT | |
|---|---|---|
| | 10 YEARS | 22 YEARS |
| WINNIPEG CMA | 83,000 | 210,000 |
| CITY OF WINNIPEG | 70,000 | 174,000 |
| REST OF CMA | 14,000 | 36,000 |

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

## NET MIGRATION-WINNIPEG CENSUS METROPOLITAN AREA




**IN THE 1990s**

IMMIGRANTS ↓

PEOPLE COMING ↓

PEOPLE LEAVING ↑

**FORECAST**

IMMIGRANTS ↑

PEOPLE COMING ↑

PEOPLE LEAVING ↓

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

## COMPONENTS OF MIGRATION–FORECAST, WINNIPEG CENSUS METROPOLITAN AREA

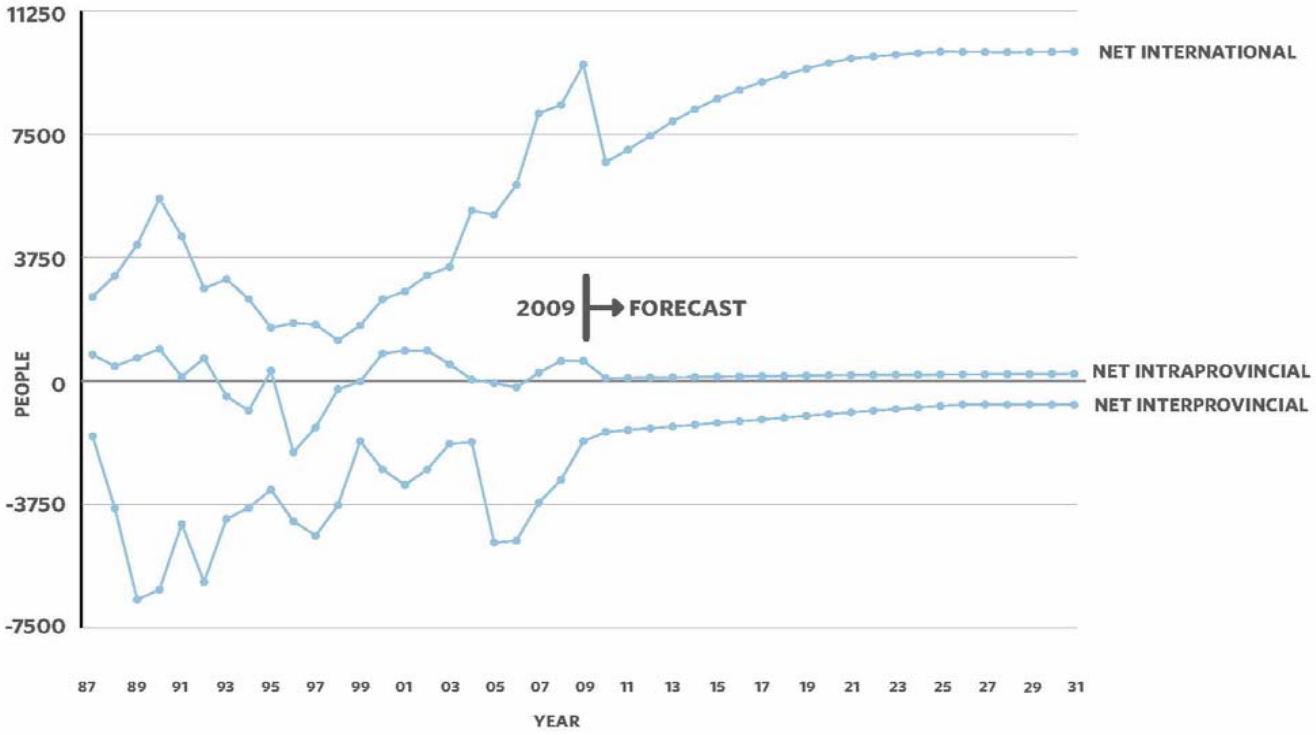



Figure 05, Components of migration, Winnipeg
Source: Conference Board of Canada, winter 2007

## LIVING IN A PLACE OF CHANGE

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

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

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

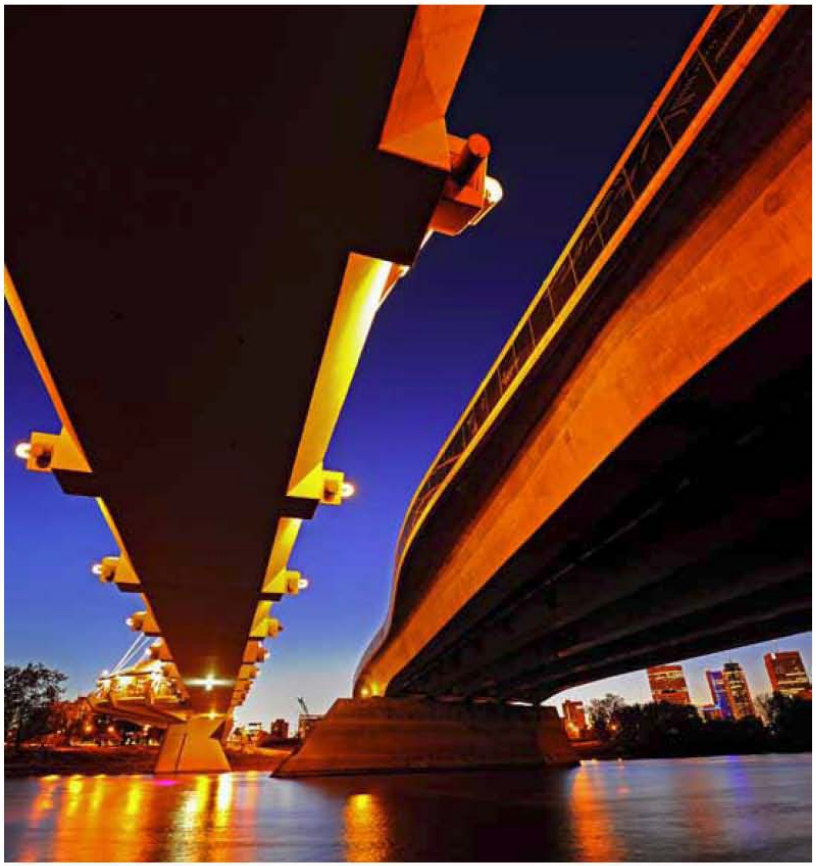


Photo: Dan Harper Photography

## NUMBER OF IMMIGRANTS TO WINNIPEG PER YEAR

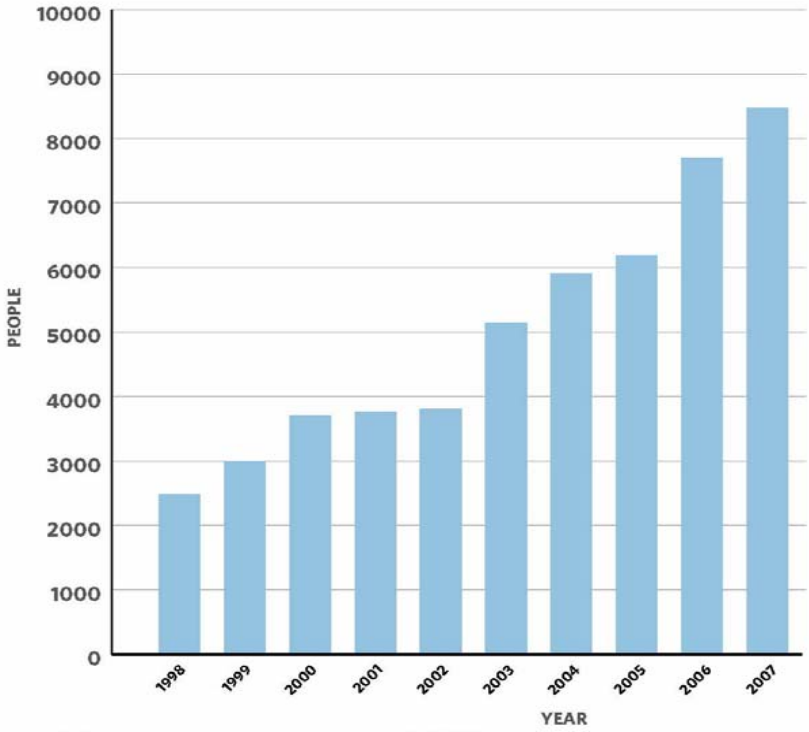



Figure 06, Number of immigrants to Winnipeg per year, 1998-2007
Source: Citizenship and Immigration Canada, 2008

### LIVING WITH INCREASING DIVERSITY

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

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

## TOP IMMIGRANT SOURCE COUNTRIES

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

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

Our Aboriginal communities are also growing. Aboriginal people currently make up approximately 10 per cent of our population (Statistics Canada, 2006), a figure that is expected to increase. As Figure 7 shows, the population of people in Winnipeg identifying as Aboriginal grew by more than 20,000 in the 10 years between 1996 and 2006.

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

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

## WINNIPEG'S ABORIGINAL POPULATION

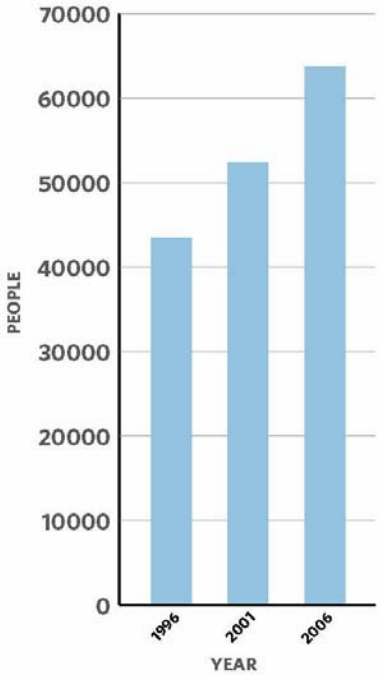



Figure 08, Aboriginal (North American Indian or Métis) population change in Winnipeg, 1996 to 2006
Source: Statistics Canada, 2006 Census

## LIVING IN A STABLE ECONOMIC ENVIRONMENT

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

## ECONOMIC INDICATORS

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

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

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

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

## LIVING IN A SAFE CITY

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

## LIVING IN A CITY OF THE ARTS

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

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

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

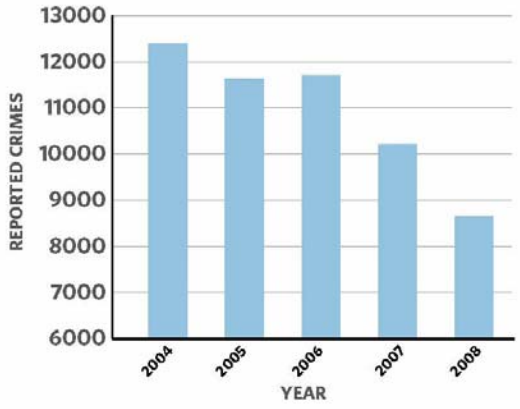



Figure 10, Crime rate change, Winnipeg
Source: Winnipeg Police Service, 2010

## LIVING IN A CITY THAT GROWS SUSTAINABLY

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

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

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

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

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

## WINNIPEG DEVELOPMENT FROM 1950-1976

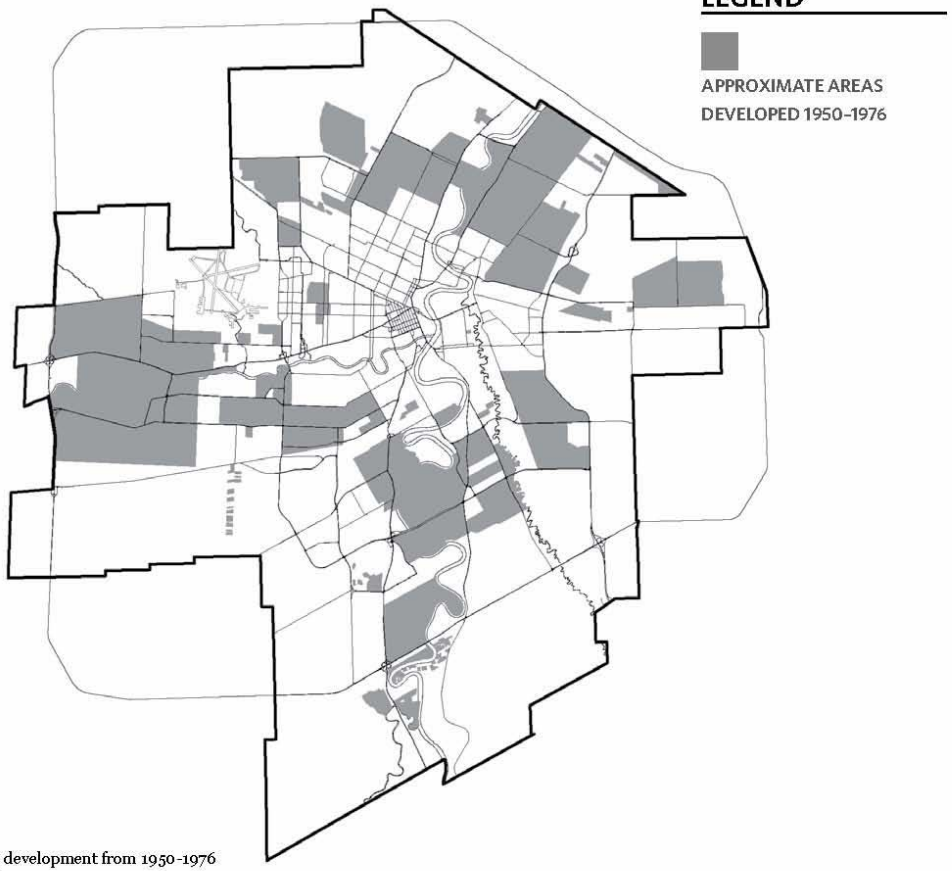



Figure 11, Winnipeg development from 1950-1976

## LIVING IN AN AGE-FRIENDLY CITY

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

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

### PERCENTAGE OF POPULATION AGED 65 AND OLDER

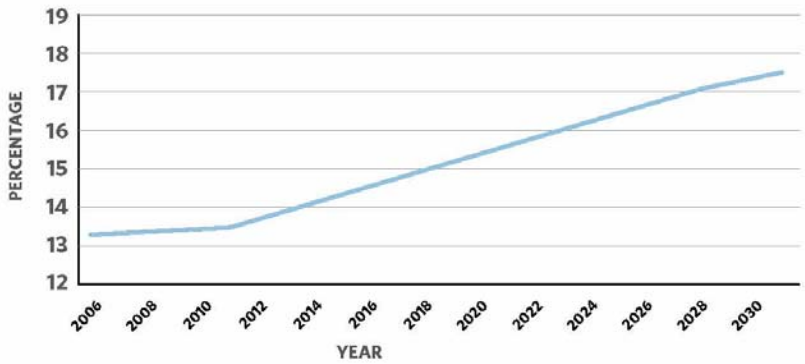



Figure 12, Long term population change, Winnipeg
Sources: Statistics Canada, The Conference Board of Canada, June 2007



# THE VISION FOR OURWINNIPEG

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

**OURWINNIPEG:**
living and caring because we plan on staying.

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

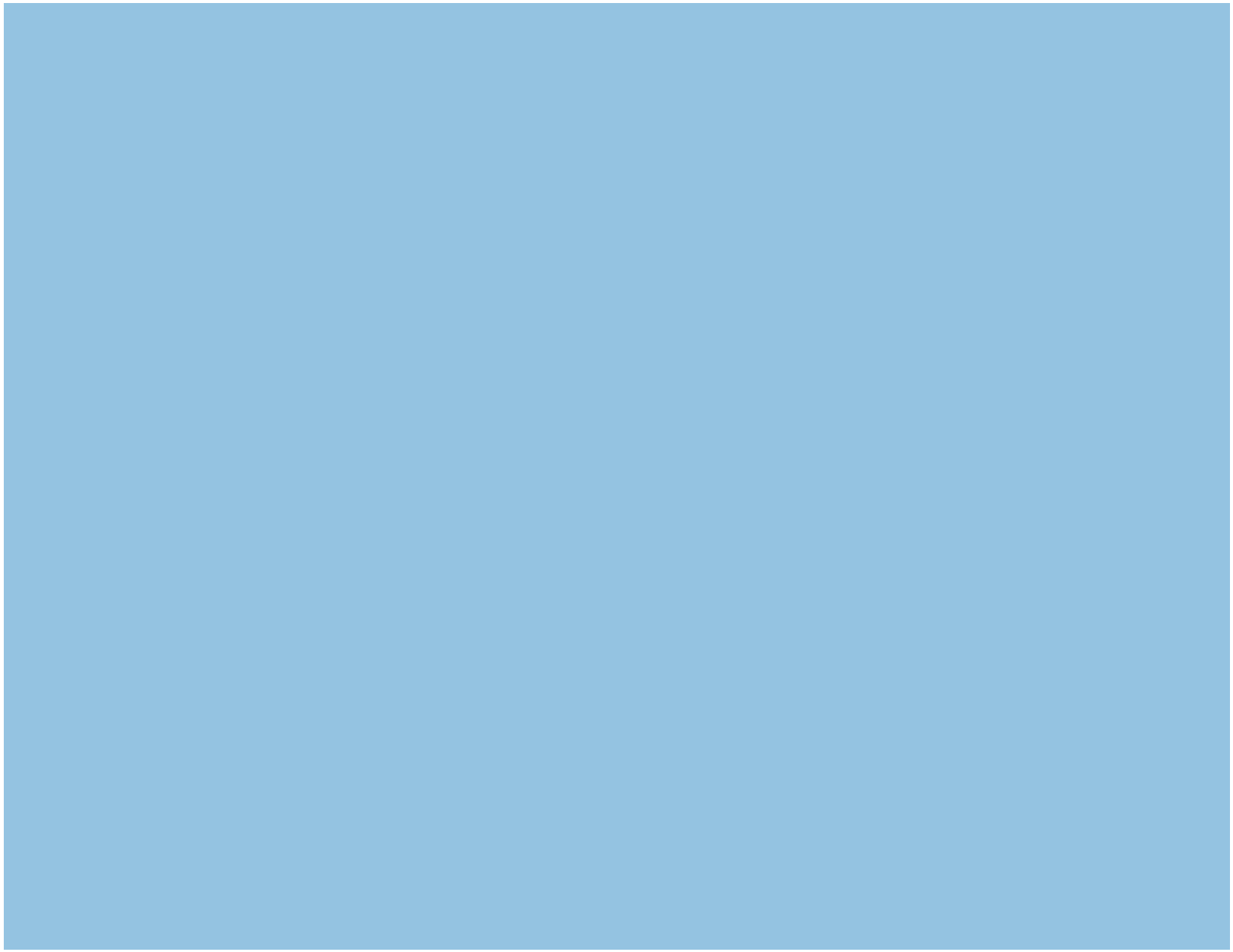
# THE OURWINNIPEG PROCESS: SPEAKUPWINNIPEG

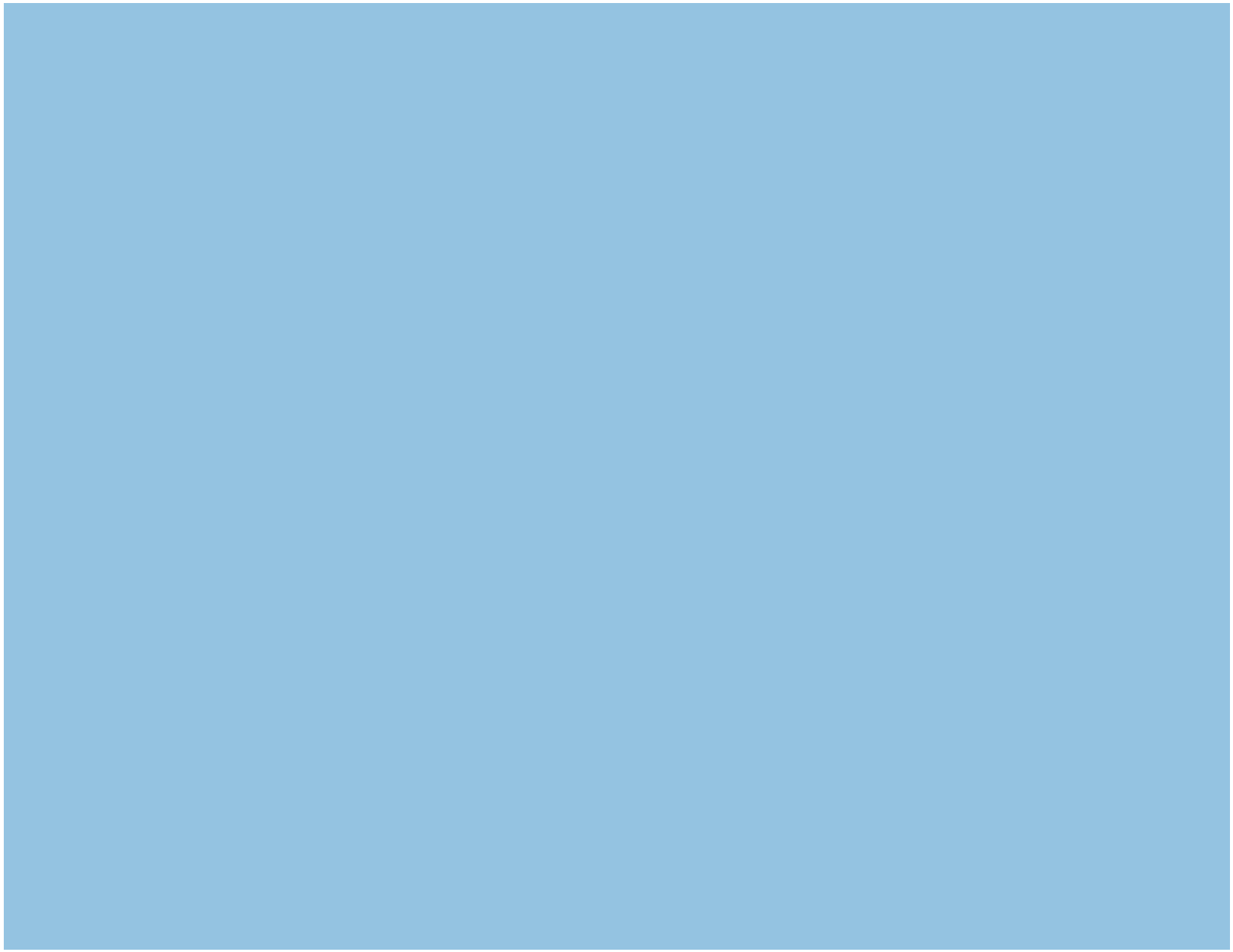
From the day it was launched on April 25, 2009, **OurWinnipeg** included public involvement through **SpeakUpWinnipeg**. During the project launch, the community was invited to be a full partner in the planning process for Winnipeg's new 25-year development plan. Every day since then, Winnipeggers have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

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

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

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





# 01 A CITY THAT WORKS

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

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

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

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

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

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

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

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

# 01-1 CITY BUILDING

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

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

## CREATE COMPLETE COMMUNITIES

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

## PROVIDE OPTIONS TO ACCOMMODATE GROWTH

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

## CONNECT AND EXPAND OUR SUSTAINABLE TRANSPORTATION AND INFRASTRUCTURE NETWORKS

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

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

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

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

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

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

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

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

# 01-1a OURWINNIPEG'S APPROACH TO CITY BUILDING

**DIRECTION 1: DEVELOP AND APPLY DIRECTION STRATEGIES.**

**ENABLING STRATEGIES:**

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

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



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

**ENABLING STRATEGIES:**

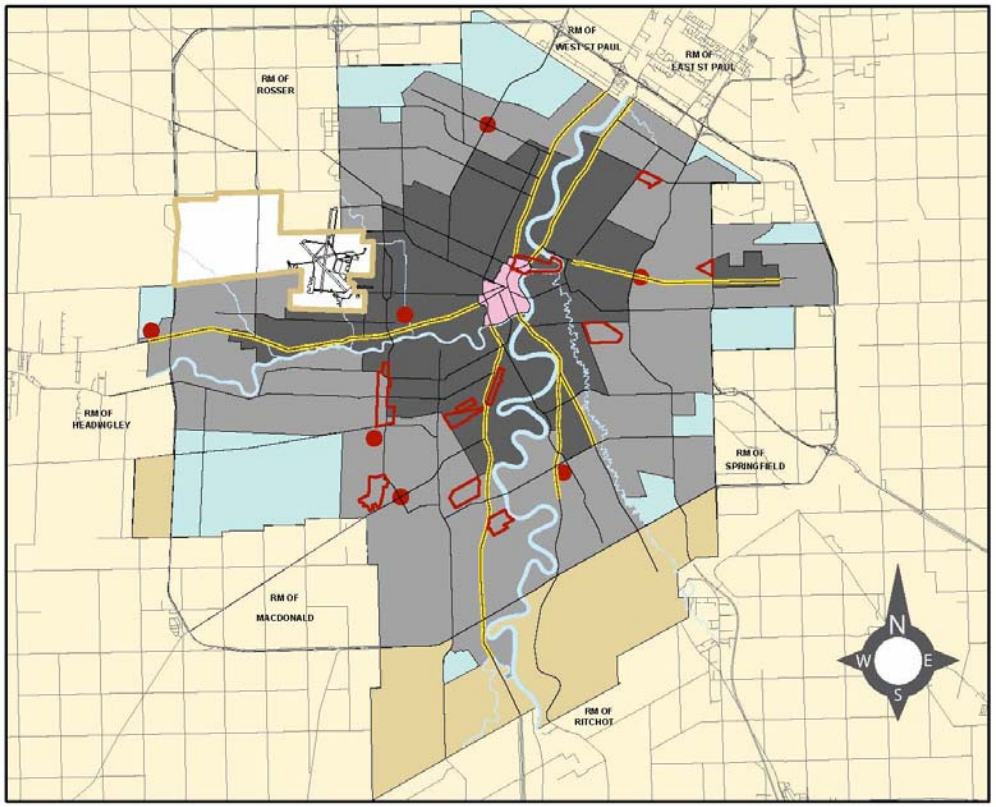
- Base **OurWinnipeg** on an urban structure that provides a vision for the growth and development of the city.
- Within the urban structure, differentiate areas based on their ability to accommodate growth and change through:
  - **Transformative Areas** – areas where significant change is anticipated that present the best opportunity for accommodating the most sustainable manner of significant growth and change. Transformative Areas will be identified within the urban structure framework including: the Downtown, Mixed Use Centres, Mixed Use Corridors, Major Redevelopment Sites and New Communities.
  - **Areas of Stability**– areas where moderate change is anticipated that present some of the best opportunities to accommodate infill development and to increase the range of housing for families and individuals within areas that take advantage of existing infrastructure, transit and amenities such as local retail, schools, parks and community services. Areas of Stability can be identified within the urban structure framework including: Mature Communities (of which Reinvestment Areas are a subset), Recent Communities (of which Emerging Communities are a subset).
- Monitor and maintain an up-to-date understanding of Winnipeg's land supply and evolving urban structure.
- Use tools and demonstration projects to test or to prove concepts for complete communities.
- Use the urban structure framework as the basis for integrated transportation and infrastructure planning.

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

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

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

## PROPOSED URBAN STRUCTURE




**LEGEND**

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

Figure 01a
This is a draft version of the Urban Structure Map.
It will be finalized upon approval of **OurWinnipeg** and its Direction Strategies.
Source: **Complete Communities**

0 2 4 6 8 10
Kilometers

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

### ENABLING STRATEGIES:

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

# 01-1b KEY DIRECTIONS FOR THE ENTIRE CITY

## KEY DIRECTIONS FOR BUILDING A CITY THAT WORKS

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

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

## KEY DIRECTIONS FOR PROVIDING OPTIONS TO ACCOMMODATE GROWTH

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

(See: **Complete Communities**)




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

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

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

# 01-1c KEY DIRECTIONS FOR SPECIFIC CITY AREAS

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

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

## WHAT IS A COMPLETE COMMUNITY?

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

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

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

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

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

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

## DOWNTOWN

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

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

## KEY DIRECTIONS

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

- capitalize upon Downtown's strategic advantages.

> Support the expanded presence of arts, culture, sports, entertainment and leisure throughout Downtown together with complementary services and attractions seeking to:
  - draw more people and create more extended hour activity strategically throughout Downtown.
  - establish Downtown as a place of vibrancy and celebration.

> Promote exemplary urban design Downtown, with the intent of producing high quality public places (districts, destinations and clusters) that:
  - have their own unique identity and a clear and understandable image.
  - are convenient and functional, easy to get to and move through and safe.
  - are attractive, and showcase design excellence
  - is practical and economically sensible

> Facilitate the movement of people and goods within the Downtown and to it from elsewhere in the city by focusing primarily on an enhanced array of sustainable transportation options.

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




Photo: Brent Bellamy

## CENTRES AND CORRIDORS

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

## KEY DIRECTION

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

## SELECT ADDITIONAL DIRECTIONS

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

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

## MAJOR REDEVELOPMENT SITES

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

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

### KEY DIRECTION

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

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

## NEW COMMUNITIES

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

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

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

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

## KEY DIRECTION

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

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

## AREAS OF STABILITY

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

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

## KEY DIRECTION

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

## SELECT ADDITIONAL DIRECTIONS

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

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

## CAPITAL REGION

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

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

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

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

## KEY DIRECTION

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

## SELECT ADDITIONAL DIRECTIONS

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

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

# 01-2 SAFETY AND SECURITY

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

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

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

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



# 01-2a COLLABORATE TO MAKE SAFE COMMUNITIES

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

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

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

ENABLING STRATEGIES:

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

## DIRECTION 2: TAKE LEADERSHIP IN ADDRESSING GANG VIOLENCE.

ENABLING STRATEGIES:

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

## DIRECTION 3: PROMOTE SAFETY IN BUILDINGS.

**ENABLING STRATEGIES:**

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

## DIRECTION 4: PROMOTE SAFETY ON STREETS AND SIDEWALKS.

**ENABLING STRATEGIES:**

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

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

## DIRECTION 5: PLAN FOR CRIME PREVENTION IN THE BUILT AND NATURAL ENVIRONMENTS.

**ENABLING STRATEGIES:**

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

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

**ENABLING STRATEGIES:**

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

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

**ENABLING STRATEGIES:**

- Continue to foster the creation of strong ties between the City's police service and the community.
- Continue to build key partnerships with community leaders and community organizations aimed at providing effective and complete services in jointly-identified priority areas, such as support for children and youth at risk of victimization and other vulnerable populations.
- Investigate and apply strategies to streamline and improve law enforcement administrative processes to enable police officers to spend more time in the community.
- Link persons with ongoing public safety issues to appropriate long-term support.
- Continue supporting and fostering relationships with–and between–community organizations, service providers, institutions, community leaders and other service organizations to develop public safety strategies.
- Explore opportunities for integrated, multi-agency and community based safety services, such as a centre for child abuse victims.
- Continue to enhance access to safety and law enforcement services through technology, streamlined processes, partnerships and other methods as appropriate.
- Focus on relationship building with students.

### LIVESAFE

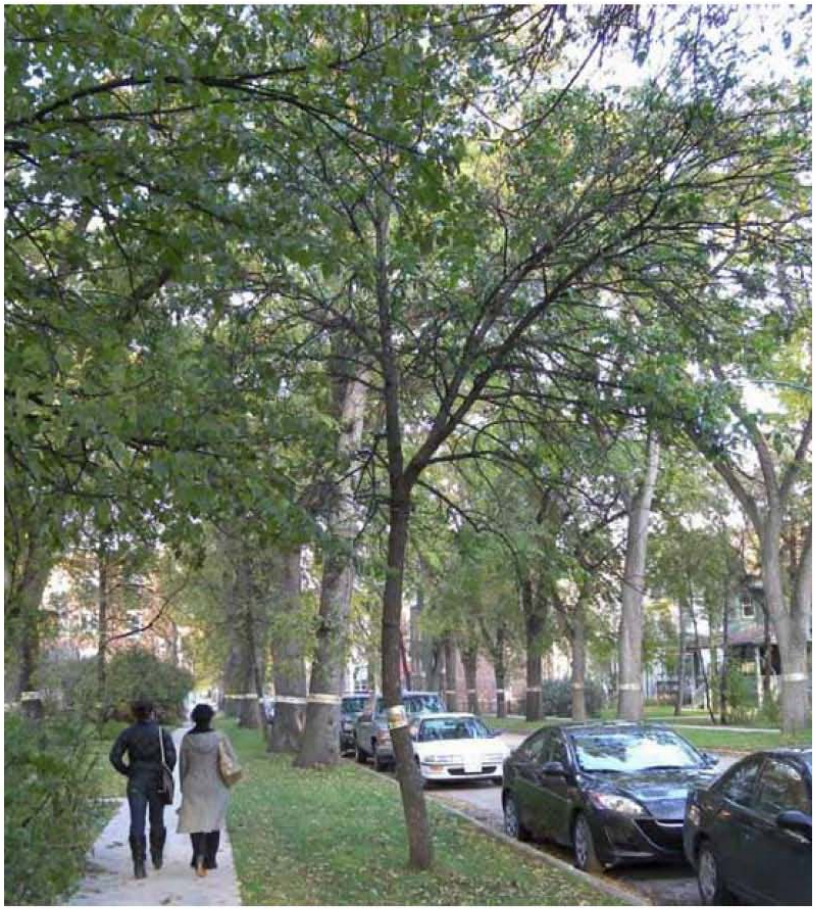
'LiveSAFE in Winnipeg' – an Interconnected Crime Prevention Strategy is a Council approved policy that aims to address the root causes of crime, through integrated and strategic actions aimed at promoting the wellbeing of the community through social, economic, health, educational and recreational measures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

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

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

**ENABLING STRATEGIES:**

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



# 01-2b EMERGENCY PREPAREDNESS, RESPONSE AND RECOVERY

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

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

### ENABLING STRATEGIES:

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

## DIRECTION 2: PREPARE FOR DISASTERS AND EMERGENCIES.

### ENABLING STRATEGIES:

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

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

**ENABLING STRATEGIES:**

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



# 01-3 PROSPERITY

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

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

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

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

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

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

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

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

### ENABLING STRATEGIES:

- Demonstrate exemplary customer service standards.
- Prioritize public investment in essential and mandated front-line services.
- Continuously pursue innovative, streamlined service delivery and decision-making processes.
- Demonstrate accountability through service performance measurement and reporting.
- Periodically review and report on the financial management plan, which provides financial strategies and targets, with a view to long term financial health and sustainability.
- Continue to implement life-cycle costing for capital projects and consider all relevant financing and delivery options.
- Consider, review, and implement new alternative service delivery options as appropriate based on a comprehensive business case, ensuring adequate financial controls.
- Support a competent, productive and healthy workforce through strategic human resource planning that promotes flexible human resource systems, invests in human resource development and is based on values of equity, diversity, innovation and accountability.
- Provide a predictable property and business assessment process that is efficient, effective and equitable.
- Maintain policies to manage investments in physical assets, including infrastructure, fleet and facilities to ensure effective procurement, maintenance, replacement and disposal.
- Manage facilities to achieve strategic fit, flexibility and affordability in support of the physical consolidation of civic departments and the promotion of cross dependencies and innovative workplace strategies.
- Make investments in technology strategically, based on sound business decisions and promoting integration and data-sharing where appropriate.
- Endeavor to apply environmentally sustainable practices in all aspects of civic operations.

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

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

ENABLING STRATEGIES:

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

## DIRECTION 3: MAINTAIN STRONG INTERGOVERNMENTAL COOPERATION.

ENABLING STRATEGIES:

- Provide integrated, streamlined, seamless and transparent government service.
- Pursue Provincial endorsement of a growth-based revenue sharing formula.
- Pursue collaborative approaches to crime prevention, infrastructure renewal, competitive taxation, regulatory overlap and regional economic development.
- Pursue cost-effective sharing agreements with other governments and with the private sector for priority infrastructure projects.
- Foster city-to-city relationships, particularly along the Mid-Continent Trade and Transportation Corridor and Asia Pacific Corridor with select national and international cities.
- Pursue inter-governmental cooperation around Aboriginal economic development opportunities.

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

ENABLING STRATEGIES:

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

agencies in research, service, teaching and capacity development.
- Support the linking of schools, libraries and community centres into telecommunications and information technology networks.
- Continue to monitor and review Winnipeg's national and global economic competitiveness.

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

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

### ENABLING STRATEGIES:

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

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

### ENABLING STRATEGIES:

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

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

**ENABLING STRATEGIES:**

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



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

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

## DIRECTION 8: ENCOURAGE ACTIVITIES BENEFICIAL TO THE WINNIPEG ECONOMY.

**ENABLING STRATEGIES:**

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



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

### THE CANADIAN MUSEUM FOR HUMAN RIGHTS

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

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

# 01-4 HOUSING

While housing is not primarily a municipal responsibility, the City of Winnipeg has an important role to play in planning for a diversity of housing types, tenures and costs in each neighbourhood. It has an important role to play in supporting housing renewal and in both enforcing building codes and property by-laws and educating relevant parties about them.

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

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

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

### ENABLING STRATEGIES:

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

(See: **Complete Communities**)

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

**ENABLING STRATEGIES:**

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

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



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

**ENABLING STRATEGIES:**

- Maintain a collaborative approach to affordable housing, recognizing that the City can play a role by facilitating and providing incentives to other partners.
- Encourage new and infill development, as well as the redevelopment of existing properties to incorporate affordable housing that is integrated with market housing.
- Encourage the development of mixed-income neighbourhoods, as well as mixed-income multiple-unit projects as part of creating complete communities, guided by the urban structure described in **Complete Communities**.
- Promote partnership with housing developers and other housing stakeholders in continually resolving issues related to affordable housing, visitable housing and land use needs.
- Work with the housing industry, not-for-profit organizations and other levels of government to develop long-term funding strategies related to affordable housing.
- Promote increased owner-occupied housing in reinvestment areas when appropriate, recognizing the importance of maintaining a mix of housing tenures to accommodate a range of needs and capacities.
- Continue to move towards more flexible zoning policies regarding the creation of secondary suites and/or accessory residential units while protecting the existing character of neighbourhoods.

(See: **Complete Communities**)

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

**ENABLING STRATEGIES:**

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

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

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

### ENABLING STRATEGIES:

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

## DIRECTION 6: ENCOURAGE RESIDENTIAL DEVELOPMENT DOWNTOWN.

### ENABLING STRATEGIES:

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

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

# 01-5 RECREATION

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

Recreation, active living and leisure programs and services strengthen families, build healthy communities, improve quality of life, support the healthy development of children and provide an opportunity to develop leadership skills. Opportunities to participate in recreation activities enhance life skills, community leadership development, and overall quality of life for citizens, particularly among youth in our neighbourhoods.

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

### ENABLING STRATEGIES:

- Ensure all new recreation facilities are designed with universal access features.
- Create play areas that embrace inclusion by ensuring surfaces and structures are designed with everyone in mind.
- Strive to include amenities in parks that are age-friendly and accommodate various abilities.
- Integrate the planning and management of public facilities with the goal of improving and increasing public access to schools, parks and other public venues.
- Promote the inclusion of parks and recreation facilities in all communities to support active, healthy lifestyle choices.
- Support programs and initiatives that integrate recreation and physical activity into daily life, such as walkable communities, the development and use of trails and the promotion of active living with an emphasis on year-round participation.
- Promote walking and bicycling as healthy forms of exercise and transportation.

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

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

### ENABLING STRATEGIES:

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

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

**ENABLING STRATEGIES:**

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

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

**ENABLING STRATEGIES:**

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



Image courtesy of Economic Development Winnipeg

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

**ENABLING STRATEGIES:**

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

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

**ENABLING STRATEGIES:**

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

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

# 01-6 LIBRARIES

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

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

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

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



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

**ENABLING STRATEGIES**

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

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

**ENABLING STRATEGIES:**

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

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

**ENABLING STRATEGIES:**

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



# 02 A SUSTAINABLE CITY

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

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

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

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

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

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

## WHAT IS SUSTAINABLE DEVELOPMENT?

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

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

# 02-1 SUSTAINABILITY

## THE FOUNDATION: LEADING BY EXAMPLE

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

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

## KEY DIRECTIONS:

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

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

### WHY DOES SUSTAINABILITY MATTER TO CITIES?

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

## TRACK PROGRESS

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

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

### KEY DIRECTION:

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

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

## INTEGRATE SUSTAINABILITY INTO INTERNAL DECISION-MAKING

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

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

### KEY DIRECTION:

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

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

## CREATE AND INVEST IN SUSTAINABILITY TOOLS

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

**KEY DIRECTION:**

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

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

## AN INTERCONNECTED COMMUNITY

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

(See: **A Sustainable Winnipeg**)



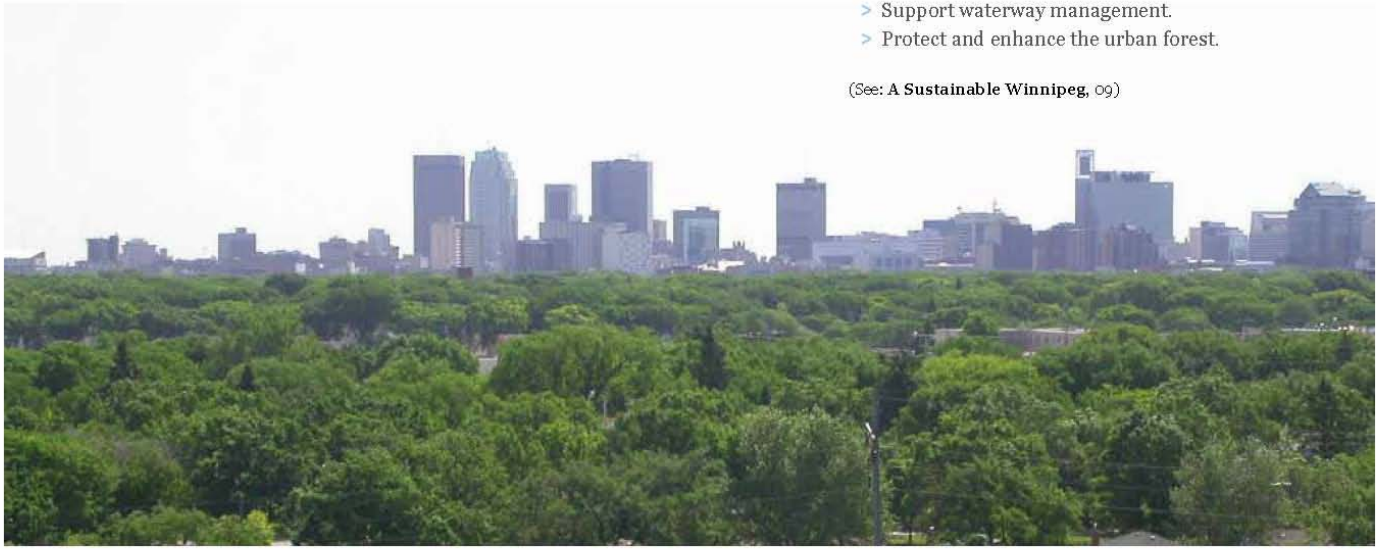
# 02-2 ENVIRONMENT

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

**KEY DIRECTIONS:**

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

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



# 02-3 HERITAGE

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

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

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

## DIRECTION 1: PLAN FOR HERITAGE CONSERVATION.

ENABLING STRATEGIES:

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

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

ENABLING STRATEGIES:

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

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

ENABLING STRATEGIES:

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

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

ENABLING STRATEGY:

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

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

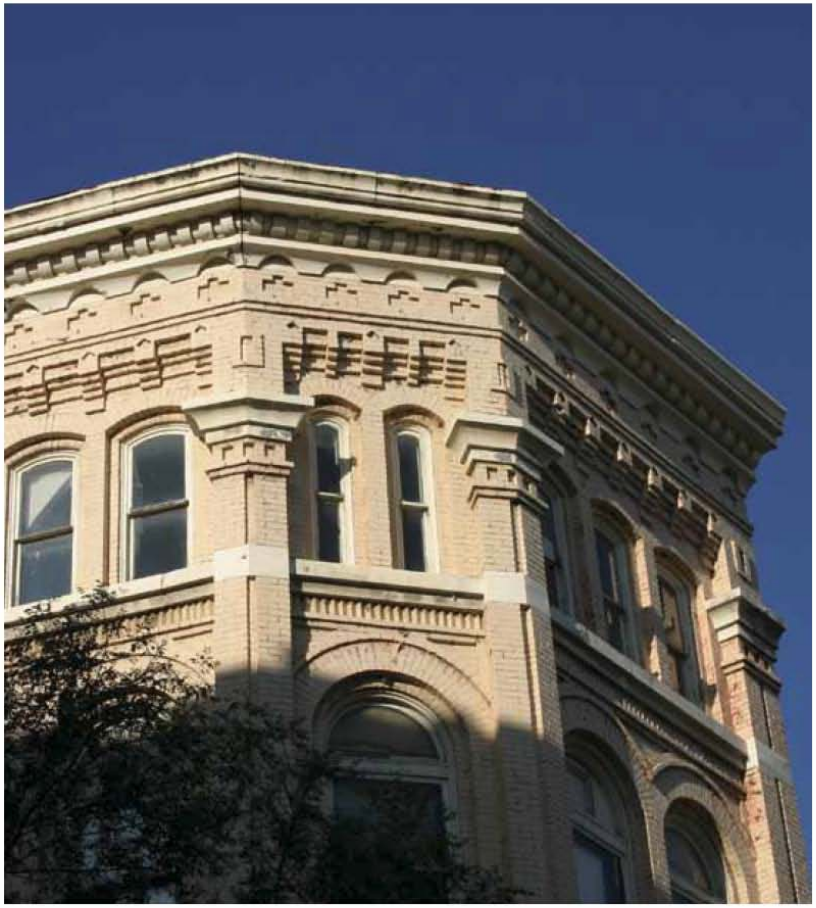
ENABLING STRATEGIES:

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

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

**ENABLING STRATEGIES:**

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



# 03 QUALITY OF LIFE

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

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

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

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

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

# 03-1 OPPORTUNITY

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

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

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

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

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

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

ENABLING STRATEGIES:

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

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

ENABLING STRATEGIES:

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

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

**ENABLING STRATEGIES:**

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

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

**ENABLING STRATEGIES:**

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

## OURWINNIPEG INCLUDES ABORIGINAL PEOPLE

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

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

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

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

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

**ENABLING STRATEGIES:**

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

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

**ENABLING STRATEGIES:**

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

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

**ENABLING STRATEGIES:**

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

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

**ENABLING STRATEGIES:**

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



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

**ENABLING STRATEGIES:**

> With guidance from **Complete Communities,** encourage age-friendly and accessible new development in existing neighbourhoods.

> Incorporate age-friendly and accessible features in the renovation and maintenance of City facilities.

> Encourage local area plans to apply principles of Universal Design and Age-friendly Cities.

> Promote partnerships and opportunities for shared learning with other levels of government, developers, universities, colleges and community organizations on best practices in accessible and age-friendly design.

> Promote exemplary age-friendly and accessible design through awards and demonstration projects.

(See: **Complete Communities**)

# 03-2 VITALITY

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

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

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

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

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

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

## DIRECTION 1: STRIVE TO ELIMINATE DERELICT BUILDINGS.

ENABLING STRATEGIES:

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

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

ENABLING STRATEGIES:

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

### WHAT'S A NIST?

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

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

ENABLING STRATEGIES:

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

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

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

ENABLING STRATEGIES:

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

## DIRECTION 5: SUPPORT EFFECTIVE PUBLIC HEALTH INSPECTION SERVICES.

ENABLING STRATEGIES:

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

## DIRECTION 6: PROMOTE CLEANLINESS AND BEAUTIFICATION.

ENABLING STRATEGIES:

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

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

**ENABLING STRATEGIES:**

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

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

**ENABLING STRATEGIES:**

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

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

# 03-3 CREATIVITY

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

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

The City of the Arts needs to be environmentally, economically and socially sustainable. As a knowledge-based industry, the arts and creative industries are inclined to exploring environmental issues, environmentally responsible practices and are inclined to developing intellectual resources more than physical ones. Economically, we need to not only support local arts and culture, but export it to the rest of the world. A sustainable City of the Arts has communities that have the capacity to express themselves. This capacity is built through opportunities to learn, share, participate in and produce arts and culture, especially for youth.

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

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

### ENABLING STRATEGIES:

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

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

**ENABLING STRATEGIES:**

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

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

**ENABLING STRATEGIES:**

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

## DIRECTION 4: SUPPORT AND ENABLE MEANINGFUL COMMUNITY EXPRESSION.

**ENABLING STRATEGIES:**

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

## DIRECTION 5: FOSTER LIFE-LONG ARTS LEARNING OPPORTUNITIES.

**ENABLING STRATEGIES:**

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

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

**ENABLING STRATEGIES:**

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

## DIRECTION 7: GROW SUPPORT FOR CREATIVE INDUSTRIES AND ENTREPRENEURS.

ENABLING STRATEGIES:

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

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

ENABLING STRATEGIES:

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



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

# 04 IMPLEMENTATION

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

The development plan sets out:

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

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

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

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

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

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

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



The Action Plan includes three core functions:

## 1. RELATIONSHIP BUILDING, OUTREACH AND MARKETING

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

## 2. IMPLEMENTATION PLANS

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

Implementation plans will:

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

## 3. MONITORING, MEASURING AND CONTINUOUS IMPROVEMENT

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

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

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

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

## 04-2 RESPONSIBILITY FOR IMPLEMENTATION

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

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

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

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

## 04-3 SUBSIDIARY PLANS

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

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

## 04-4 BUDGET

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

# 04-5 AMENDMENTS

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

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

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

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

# GLOSSARY

**ACCESSIBILITY (see: 'Universal Design')**

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

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

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

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

**ALTERNATIVE TRANSPORTATION**
Modes of transportation other than private cars, such as walking, cycling, and rollerblading, carpooling and public transit.

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

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

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

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

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

### CAPITAL REGION/MANITOBA'S CAPITAL REGION
Refers to the City of Winnipeg and a number of surrounding municipalities – the City of Selkirk, the Town of Stonewall, and the Rural Municipalities of Cartier, East St. Paul, Headingley, Macdonald, Ritchot, Rockwood, Rosser, St. Andrews, St. Clements, St. Francois Xavier, Springfield, Tache, and West St. Paul.
More information is available online through Manitoba Intergovernmental Affairs:
http://www.gov.mb.ca/ia/capreg/

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

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

### CITY OF WINNIPEG'S PUBLIC ART PROGRAM
Develops projects in public spaces, facilitates community-based projects, holds workshops and organizes forums and other public events.

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

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

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

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

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

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

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

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

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

### COMPACT GROWTH/COMPACT DEVELOPMENT/ COMPACT NEIGHBOURHOODS/COMPACTLY/COMPACT URBAN FORM (SEE ALSO "HIGH DENSITY")
A term used to describe development that uses less land than conventional development.

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

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

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

### CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN (CPTED)

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

### DENSITY/DENSIFICATION

In a planning context, density usually refers to the number of people living in a given area, most often expressed as dwelling units per acre.

### DEVELOPMENT PLAN

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

### DERELICT BUILDING/PROPERTY

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

### DESTINATION WINNIPEG

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

### DIRECTION STRATEGY

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

### DISTRICT

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

### DIVERSION (WASTE)

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

### DOWNTOWN

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

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

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

### ENTITLEMENT FIRST NATIONS
(See 'Treaty Land Entitlement')

### EXCHANGE DISTRICT INTERPRETIVE PLAN/STRATEGY
A comprehensive framework for interpreting the history of the Exchange district.

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

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

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

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

### GREENFIELD/GREENFIELD DEVELOPMENT
Farmland and open areas where there has been no prior residential, industrial or commercial activity. As opposed to a brownfield–the threat of contamination is much lower.

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

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

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

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

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

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

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

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

### INFILL/INFILL DEVELOPMENT
In contrast to greenfield development (see Greenfield), it is the development of vacant parcels of land in otherwise built-up areas.

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

### INTEGRATED COMMUNITY SUSTAINABLE PLAN (ICSP)
Developed in consultation with the community, an ICSP is a long-term plan that provides directions for realizing sustainable objectives.

### INTERGENERATIONAL
An activity or initiative that involves people from different generations.

### INTERNATIONAL NEWCOMERS/ NEWCOMERS
People who have arrived from other communities, with the intention of making Winnipeg their new home. "International newcomers" refers specifically to those who have come from other countries.

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

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

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

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

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

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

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

### MIXED-USE DEVELOPMENT/MIX OF USES
The development of a tract of land, building or structure that includes two or more different land uses, including residential, office, retail or light industrial.

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

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

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

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

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

### PEDESTRIAN ORIENTED
See Walkable

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

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

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

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

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

### PROVINCIAL LAND USE POLICIES (PLUPS)
Policies enacted by the Province to guide the use of land and resources, and to encourage sustainable development. The policies provide direction for a comprehensive, integrated and coordinated approach to land use planning for all local authorities.

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

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

### RAPID TRANSIT
Rapid transit is a form of urban public transportation with higher than normal capacity and frequency and is most often separated from other traffic in underground tunnels, above-ground bridges or separate right-of-ways. Vehicles used can range from buses to light rail vehicles, such as streetcars, to subway trains.

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

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

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

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

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

### SECONDARY SUITES/ ACCESSORY RESIDENTIAL UNITS
A secondary dwelling unit established in conjunction with and clearly subordinate to a primary dwelling unit, whether a part of the same structure as the primary dwelling unit or a detached dwelling unit on the same lot.

### SPEAKUPWINNIPEG
The City of Winnipeg Charter requires the city, when reviewing its development plan (see Development Plan), to seek input from the public. SpeakUpWinnipeg refers to this entire process as related to OurWinnipeg, encompassing all possibilities for participation, from online discussions to focus groups and dialogue surrounding drafts and strategies.

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

### SUSTAINABLE/SUSTAINABILITY
According to the 1983 United Nations Brundtland Commission, the preeminent standard in the definition of sustainable development, it is "development that meets the needs of the present without compromising the ability of future generations to meet their own needs." While the term is most associated with its environmental implications, it also has economic and social implications as well.
UN 1983 Report of the World Commission on Environment and Development, aka the Brundtland Commission: http://www.un-documents.net/wced-ocf.htm

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

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

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

### THEMATIC FRAMEWORK FOR THE EVALUATION OF WINNIPEG'S HISTORIC RESOURCES
A thematic framework organizes and defines historical themes that identify significant sites, persons and events. Historical themes provide a context within which heritage significance can be understood, assessed and compared. Historical themes are identified when a thematic history is prepared.

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

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

### TREATY LAND ENTITLEMENT (TLE)
The Treaty Land Entitlement is a framework agreement with 20 First Nations to meet the land commitment requirements of treaties signed between Canada and the First Nations.

### TRANSIT
See Public Transportation.

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

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

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

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

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

### VACANT BUILDING
A building that is not being used or occupied.

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

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

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

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

