Minute No. 171
Report – Executive Policy Committee – January 20, 2021

Item No. 5 **By-Law 119/2020 – Complete Communities Direction Strategy 2.0 – First Reading**
File SP 2/2020

COUNCIL DECISION:

Council concurred in the recommendation of the Executive Policy Committee and adopted the following:

1. That first reading be given to the Complete Communities Direction Strategy 2.0 By-law No. 119/2020 (the "By-law"), a copy of which is attached as Attachment A to this report.

2. That the Executive Policy Committee be directed to hold a public hearing with respect to the By-law and submit its recommendations on same to Council.

3. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

Report – Executive Policy Committee – January 20, 2021

DECISION MAKING HISTORY:

Moved by His Worship Mayor Bowman,
That the recommendation of the Executive Policy Committee be adopted.

At the request of Councillor Nason, and in accordance with Rule 20 of the Procedure By-law No. 50/2007, the Speaker advised that Recommendations 1, 2 and 3 would be voted on separately.

Councillor Nason called for the yeas and nays on the vote for the adoption of the three Recommendations:

The motion for the adoption of Recommendations 1. was put.

Yea: His Worship Mayor Bowman, Councillors Allard, Browaty, Chambers, Eadie, Gillingham, Gilroy, Lukes, Mayes, Orlikow, Rollins, Santos, Schreyer and Sharma. 14

Nay: Councillors Klein and Nason 2

and the motion for the adoption of Recommendation 1. was declared carried.

The motion for the adoption of Recommendations 2. was put.

Yea: His Worship Mayor Bowman, Councillors Allard, Browaty, Chambers, Eadie, Gillingham, Gilroy, Lukes, Mayes, Orlikow, Rollins, Santos, Schreyer and Sharma. 14

Nay: Councillors Klein and Nason 2

and the motion for the adoption of Recommendation 2. was declared carried.

The motion for the adoption of Recommendations 3. was put.

Yea: His Worship Mayor Bowman, Councillors Allard, Browaty, Chambers, Eadie, Gillingham, Gilroy, Lukes, Mayes, Orlikow, Rollins, Santos, Schreyer and Sharma. 14

Nay: Councillors Klein and Nason 2

and the motion for the adoption of Recommendation 3. was declared carried.

Report – Executive Policy Committee – January 20, 2021

DECISION MAKING HISTORY (continued):

EXECUTIVE POLICY COMMITTEE RECOMMENDATION (continued):

On January 20, 2021, the Executive Policy Committee concurred in the recommendation of the Winnipeg Public Service and submitted the matter to Council.

Pam Lucenkiw, Co-chair, OURS-Winnipeg, submitted a communication dated January 20, 2021, with respect to the matter.

ADMINISTRATIVE REPORT

Title: By-Law 119/2020 – *Complete Communities Direction Strategy 2.0* – First Reading – SP 2/2020

Critical Path: Executive Policy Committee – Council

AUTHORIZATION

Author	Department Head	CFO	CAO
D. Jopling	J. Kiernan	N/A	M. Ruta, Interim CAO

EXECUTIVE SUMMARY

In Manitoba, all municipalities are required to prepare and regularly review and update a development plan that sets out long term plans and policies for its physical, social, environmental, and economic objectives. In Winnipeg, the development plan is accompanied by a more detailed secondary plan that focuses on the physical environment.

OurWinnipeg 2045 is the City's development plan. The *Complete Communities Direction Strategy 2.0* is a city-wide secondary plan that accompanies *OurWinnipeg 2045* and guides physical growth, development, and land use in the City of Winnipeg, consistent with *OurWinnipeg 2045*.

On October 26, 2016, Council was notified by the Public Service that a review of *OurWinnipeg* By-law 67/2010, as required by the *City of Winnipeg Charter*, had commenced. A review of the *Complete Communities Direction Strategy* was initiated at the same time, in conjunction with the *OurWinnipeg* review. After extensive background research and conversations with dozens of stakeholder groups and thousands of Winnipeggers, a new *OurWinnipeg 2045* Plan and *Complete Communities Direction Strategy (2.0)* as identified as Attachment B, is ready for First Reading by EPC and Council.

As the City's overarching 25-year plan, *OurWinnipeg 2045* sets out a sustainable development and framework of goals, objectives, and policies that align with the United Nations Sustainable Development Goals (SDGs). *Complete Communities 2.0* aligns with *OurWinnipeg 2045's* policy direction to ensure that our city's desired sustainability outcomes are fully implemented and achieved through Winnipeg's physical development.

Over the next 20 years, the city is expected to welcome nearly 160,000 new residents. These residents will need places to live, work, and purchase goods and services. How we develop the physical environment has a profound impact on the future of the community.

The detailed policy in *Complete Communities 2.0* builds on the policy direction provided in *OurWInnipeg 2045* using the urban structure and related planning concepts to guide growth in a manner that supports sustainable development goals.
Complete Communities 2.0 is based on the concept of a 'complete community,' which is a place that offers and supports a variety of lifestyle choices, providing opportunities for people of all ages and abilities to live, work, shop, learn and have fun in close proximity to one another.

Winnipeg will plan to 'complete' established neighbourhoods and enable new neighbourhoods to be more complete and connected from their initial planning and development onwards.

This will be done by directing growth to areas that provide the best opportunities to deliver upon Complete Communities principles in order to enhance neighbourhood amenities, build on existing City services such as transit, expand housing affordability, and maximize infrastructure investments.

At the crux of Complete Communities 2.0 is a residential intensification target. Consistent with the City's Climate Change Action Plan, the intensification target states that a minimum of 50% of all new dwelling units be accommodated within the residential intensification target area of the City.

Complete Communities 2.0 also proposes better management of greenfield land through a greenfield phasing plan. Greenfield phasing aligns the planning and development of greenfield lands with the City's infrastructure priorities. Doing so will allow the City to more efficiently manage its resources and provide greater predictability and certainty around infrastructure investment.

In the final round of public engagement, feedback was received from the public and numerous stakeholders. There were a significant number of edits made based on this feedback, which strengthen the plan and make it more representative of community perspectives. Attachment C to this report documents all of these changes. A full public engagement report, which will provide a detailed account of public and stakeholder feedback, will be submitted as part of the public hearing (2nd reading) report.

RECOMMENDATIONS

1. That Council give first reading to the *Complete Communities Direction Strategy 2.0* By-law No. 119/2020 (the "By-law"), a copy of which is attached as Attachment A to this report.

2. That the Executive Policy Committee be directed to hold a public hearing with respect to the By-law and submit its recommendations on same to Council.

3. That the proper officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

REASON FOR THE REPORT

Approving a new city-wide Secondary Plan by-law requires a by-law be considered by Council and that a public hearing be held between first and second reading.

The Development Procedures By-law (By-law 104/2020) states that the Executive Policy Committee shall serve as the hearing body responsible for hearing amendments to the *Complete Communities Direction Strategy*.

IMPLICATIONS OF THE RECOMMENDATIONS

- If the recommendations of this report are concurred in, the Executive Policy Committee will conduct a public hearing on the proposed *OurWinnipeg 2045* and *Complete Communities Direction Strategy 2.0*, prior to second reading of the by-law [Sec 227(1) CWC].

- Administrative reports outlining the content and merits of *OurWinnipeg 2045* and the *Complete Communities Direction Strategy 2.0* will be provided as part of the public hearing process and made available to the public.
    - This first reading report contains a summary and rationale of changes based on feedback and subsequent review since the July 13, 2020 public engagement draft was released.
    - The public hearing report will contain a summary of public, stakeholder, and rightsholder engagement feedback on the draft *OurWinnipeg 2045* and the *Complete Communities Direction Strategy 2.0* that occurred between July 13, 2020 and October 30, 2020.

- Advertisements for public hearings will appear in at least two daily newspapers for 2 consecutive weeks. [Sec 227(1) and 277 CWC].

- EPC then conducts a public hearing and forwards recommendations and the By-law to Council for second reading [Sec 227(1)(b) CWC]. The purpose of the Public Hearing is to allow interested persons to make submissions, ask questions, or register support or objections with respect of *OurWinnipeg 2045* and the *Complete Communities Direction Strategy 2.0*. The public hearing is the only opportunity for members of the public and the applicant to voice their opinions on these matters, once the documents are given first reading.

- EPC will conclude the Public Hearing by closing representation and making a recommendation to Council to approve, approve with amendments, or reject the *OurWinnipeg 2045* Plan and the *Complete Communities Direction Strategy 2.0*. The Committee may also decide to adjourn the public hearing to another public meeting at a later date. The decision of the Committee is then forwarded to Council for second reading of the By-law.

- Council gives second reading to the *OurWinnipeg* 2045 By-law (Sec. 227(2) CWC) and the *Complete Communities Direction Strategy* 2.0 By-law.

- City Clerk sends a certified copy of the *OurWinnipeg 2045* By-law and the Executive Policy Committee Clause adopted by Council to the Minister of Municipal Relations (Sec 228(1) and 229(1) CWC). The *Complete Communities Direction Strategy 2.0* By-law will be held in abeyance until the Minister approves, approves subject to conditions, or rejects the *OurWinnipeg* 2045 By-law.
    - (Sec. 228(2) CWC) As soon as practicable after complying with Sec 228(1), the City must give notice by ordinary mail to every person who made submissions at the hearing conducted by the executive policy committee of Council respecting the proposed by-law, stating that
        - (a) Council has given second reading to the proposed by-law;
        - (b) a copy of the proposed by-law has been submitted to the minister for approval; and
        - (c) any person who made submissions at the hearing respecting the proposed by-law may file an objection, with stated reasons, with the minister within 14 days after the day the notice is given.

- Council will give third reading to the *OurWinnipeg 2045* By-law [Sec. 229(3) or 230(2) CWC] and third reading to the *Complete Communities Direction Strategy 2.0* By-law.

- 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/DISCUSSION

- On August 17, 2011, OurWinnipeg By-law No. 67/2010 and the *Complete Communities Direction Strategy* By-law No. 68/2010 *(Complete Communities)* were adopted by Council.

- On October 26, 2016, Council was notified by the Public Service that a review of *OurWinnipeg (2011)*, as required by the *City of Winnipeg Charter*, and the *Complete Communities Direction Strategy*, had commenced.

- An *OurWinnipeg* Community Advisory Committee was established in June 2017 and included 14 diverse community members who provided valuable expertise, perspectives, and recommendations throughout the review process.



- Phase 1 of the review launched publicly in September 2017 to understand what the community feels is important and to imagine the future. The OurWinnipeg project team held a Community Leaders Forum, attended community events and festivals, planned focused discussions and provided ways for the public to be involved through the SpeakUpWinnipeg.com website. An *OurWinnipeg Review: Phase 1 Report to the Community* (May 2018 Council agenda) provides a summary of public feedback. A background study on *Employment and Commercial Lands* (April 2019 Council agenda) was also completed.

- Phase 2 of the review occurred in 2018 and early 2019 to confirm the community's vision and to explore the possibilities for the future. It involved discussions with subject matter experts, community stakeholders, and City departments to reflect on relevance and effectiveness of policy.

- Phase 3 of the review occurred late in 2019 and 2020. It included updating *OurWinnipeg (2011)* and the *Complete Communities Direction Strategy* policy through an interdepartmental co-creation process. It was based on the evidence of the current state of the community, public and key stakeholder feedback, review of other City plans and strategies, and collecting feedback on draft plans through an interactive process to build consensus. The final round of public engagement took place starting July 13, 2020 through Engage Winnipeg due to the community presence of COVID-19 and the resulting Provincial health regulations. Stakeholder engagement sessions were hosted through virtual meetings between July 13, 2020 and October 30, 2020.

- In the final round of public engagement, feedback was received from the public and numerous stakeholders. There were a significant number of edits made based on this feedback, which strengthen the plan and make it more representative of community perspectives. Attachment C to this report documents all of these changes. A full public engagement report, which will provide a detailed account of public and stakeholder feedback, will be submitted as part of the public hearing (2nd reading) report.

- Overall, thousands of Winnipeggers contributed towards the *OurWinnipeg 2045* review process through both in-person and online opportunities. The project website (SpeakUpWinnipeg.com) and later, the corporate website, https://winnipeg.ca/interhom/CityHall/OurWinnipeg/, have served as the information hub throughout the review.

DISCUSSION

Feedback received through the *OurWinnipeg 2045* review process confirmed that the vision established in *Complete Communities* (By-law 68/2010) is still relevant today, however, a greater focus is needed on clarity, implementation and making the plan function better.

With that in mind, *Complete Communities 2.0* maintains the same vision and principles that guided the first *Complete Communities Direction Strategy* but at the same time, *Complete Communities 2.0* takes the next big step in implementation and making the plan function better in several key ways:

- Setting a residential intensification target that provides high-level direction for decision making and anchors other plan policies

- Identifying a preferred phasing of greenfield areas that aligns with the Infrastructure Plan to allow for more efficient allocation of resources by the City of Winnipeg and greater predictability and certainty for everyone

- Prioritizing infrastructure and planning in places that best support *Complete Communities* principles, using a criteria-based evaluation

- Identifying residential growth targets and prioritizing major offices Downtown

- Identifying areas for growth and change that best support *Complete Communities* principles through more detailed mapping of Corridors and Mixed Use Centres in the urban structure

- Fully aligning this strategy with the City's Transit Master Plan by directing the highest residential and employment densities to the areas with the best transit options

- Creating a more detailed policy framework for accommodating infill development within Established Neighbourhoods (formerly Areas of Stability) which aims to allow modest growth while also preserving what makes these neighbourhoods unique

- Creating a more robust set of policies to maintain and enhance our city's industrial land supply and to ensure that the City is competitive with other municipalities

- Ensuring this By-law is dynamic, not static**,** by monitoring the supply of residential and employment land, tracking development trends, and measuring results to respond to changing conditions

- An implementation table in each chapter and at the back of the plan organized by priority and timeline for completion

- Creating an urban design policy based upon an updated urban design framework

Several new sections of this By-law provide further direction and address policy gaps from the previous *Complete Communities*:

- A new General Growth section provides more detailed direction for managing our greenfield lands

- A new Financing Growth section presents policies, principles, and actions the City can take to finance growth so that all Winnipeggers can benefit

- A new Servicing section presents a more detailed policy framework for municipal servicing

- A new Mobility section highlights policies and actions the City can take to better align land use with transportation

- A new Strategic Infrastructure and Resources section presents policies to manage potential land use conflict with strategic infrastructure such as freight rail lines, landfills, wastewater treatment plants, and major roadways

- A new Housing section provides more detailed policy and action related to ensuring the availability of many types of housing, particularly affordable housing

The *Complete Communities Direction Strategy 2.0* will be submitted as a Secondary Plan by-law covering the entire City of Winnipeg, to be considered at a combined public hearing with *OurWinnipeg 2045*.

FINANCIAL IMPACT

Financial Impact Statement Date: November 26, 2020

Project Name:

By-Law 119/2020 – Complete Communities Direction Strategy 2.0 – First Reading – SP 2/2020

COMMENTS:

There are no financial implications associated with the recommendations contained in this report.

Mike McGinn November 26, 2020
Mike McGinn, CPA, CA
Manager of Finance

CONSULTATION

This Report has been prepared in consultation with:

Legal Services (as to legal issues)

OURWINNIPEG POLICY ALIGNMENT

The Complete Communities Direction Strategy 2.0 is a companion document to OurWinnipeg *2045* and is in alignment with OurWinnipeg *2045*.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

Complete Communities 2.0 is in alignment with the *Climate Action Plan*. The *Climate Action Plan* will guide the implementation of *OurWinnipeg 2045* and *Complete Communities 2.0*.

SUBMITTED BY

Department: Planning, Property and Development
Division: Urban Planning
Prepared by: Michael Robinson, RPP, MCIP
Date: December 7, 2020

Attachments:

Attachment A – Draft By-law No. 119/2020

Attachment B – Draft Complete Communities Direction Strategy 2.0

Attachment C – Rationale for edits