Agenda – Executive Policy Committee – May 13, 2021

PUBLIC HEARINGS

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

WINNIPEG PUBLIC SERVICE RECOMMENDATION:

1. That By-law No. 119/2020, the Complete Communities Direction Strategy 2.0, attached as Attachment A, and as amended in accordance with Attachment B, be forwarded to Council for second reading.

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

Agenda – Executive Policy Committee – May 13, 2021

File: SP 2/2020

Applicant: The City of Winnipeg
(Director of Planning, Property and Development)

Subject: To repeal and replace Complete Communities Direction Strategy Secondary Plan By-law No. 68/2010 with the Complete Communities Direction Strategy 2.0

Exhibits Filed:

1. Application dated April 15, 2021
2. Council Decision of January 28, 2021; contains report from the Director of Planning, Property and Development dated December 7, 2020
3. First Reading of By-law No. 119/2021 by Council on January 28, 2021
4. Notification of Public Hearing to:
   - A. Minister of Municipal Relations dated March 26, 2021
   - B. Applicant dated March 26, 2021
   - C. Administration dated March 26, 2021
   - D. Rural Municipalities of West St. Paul, East St. Paul, Springfield, Ritchot, MacDonald, Headingley, Rosser, Treaty One Development Corporation, Long Plain First Nation, and Peguis First Nation dated March 26, 2021
5. Notifications of Public Hearing for newspaper advertisements received April 21 and 28, 2021
6. Report from the Urban Planning and Design Division dated May 3, 2021
7. Revised Attachment B submitted by the Public Service on May 7, 2021

The Winnipeg Public Service to advise that all statutory requirements with respect to this application have been complied with.

Agenda – Executive Policy Committee – May 13, 2021

REPRESENTATIONS:

In Support:

In Opposition:

For Information:

For the City:

Moved by Councillor
That the report of the Winnipeg Public Service be taken as read.

Moved by Councillor
That the receipt of public representations be concluded.

Moved by Councillor
That the recommendation of the Winnipeg Public Service be / not be concurred in and forwarded Council.

Moved by Councillor
That the following supporting reasons be provided, namely:

Moved by Councillor
That the public hearing with respect to this application be concluded.

Exhibit "6" referred to in File SP 2/2020

ADMINISTRATIVE REPORT

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

Critical Path: Executive Policy Committee – Council

AUTHORIZATION

Author	Department Head	CFO	CAO
J. Kiernan	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 Appendix A have been prepared and are ready for public hearing by Executive Policy Committee.

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. A full public engagement report, which provides a detailed account of public and stakeholder feedback, is included as Attachment D.

A list of errors, omissions, and other changes was gathered subsequent to the current draft and is appended as Attachment B. The Public Service is recommending that the current draft be approved with the amendments list in Attachment B.

RECOMMENDATIONS

1. That By-law No. 119/2020, the Complete Communities Direction Strategy 2.0, attached as Attachment A, and as amended in accordance with Attachment B, be forwarded to Council for second reading.

2. 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 (or one of the standing policy committees designated by 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:

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

- City Clerks will send 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 may 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 *OurWinnipeg 2045* 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.

- Upon Ministerial approval of *OurWinnipeg 2045*, Council may 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.

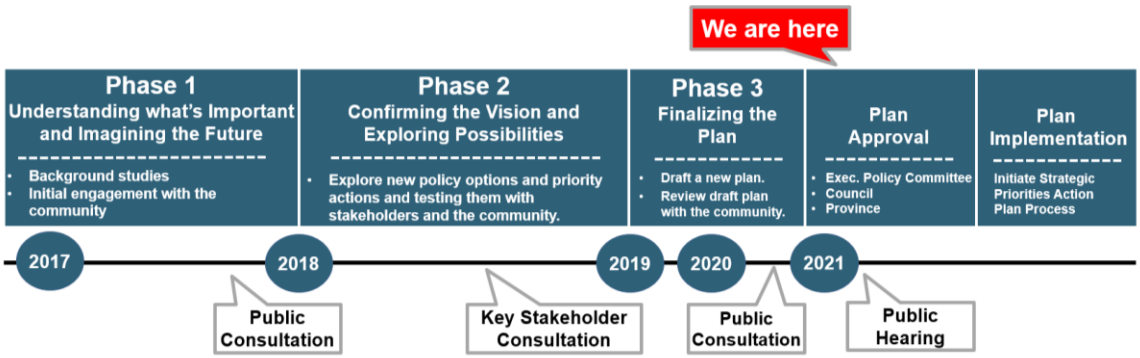
- It should be recognized that Complete Communities 2.0 was conceived under the framework provided by the *City of Winnipeg Charter Act* as it existed at the time of writing. Enactment of Provincial Bill 37 may render mechanisms that require secondary plans to be created in advance of development as ineffective. In such cases, amendments to Complete Communities 2.0 and/or OurWinnipeg may be necessary following the enactment of Bill 37.

HISTORY/DISCUSSION

- On July 20, 2011, OurWinnipeg By-law No. 67/2010 and the *Complete Communities Direction Strategy* By-law No. 68/2010 *(Complete Communities)* came into force.

- 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* (2018) provides a summary of public feedback. A background study on *Employment and Commercial Lands* was also completed.

- Phase 2 of the review occurred in 2018 through mid-2020 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 as well as consultation with the public and stakeholders on the Residential Growth Study and with stakeholders on the Employment and Commercial Lands Study. Also, 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 collect issues and concerns for consideration.

- Phase 3 of the review 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.

- 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.

- On January 28, 2021, *OurWinnipeg 2045* and the *Complete Communities Direction Strategy 2.0* were given first reading by Council.

DISCUSSION

Overview

The *Complete Communities Direction Strategy 2.0* (CCDS 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*.

How Version 2.0 is different from the Complete Communities Direction Strategy

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

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

- Identifying a preferred phasing of greenfield areas that aligns with the Council-endorsed 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

- Prioritizing major office development 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

- Creating a more detailed policy framework for accommodating infill development within Established Neighbourhoods (formerly Areas of Stability) which aims to allow modest intensification 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 and reporting on 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 to manage growth

- 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

How it aligns with OurWinnipeg

As the City's overarching 25-year plan, OurWinnipeg sets out a sustainable development and human rights framework of goals, objectives, and policies that align with the United Nations Sustainable Development Goals (SDGs).

The detailed policy contained in Complete Communities 2.0 builds on the policy direction provided in *OurWinnipeg 2045*, using the urban structure and related planning concepts to guide physical growth in a manner that supports sustainable development goals. CCDS 2.0 aligns most directly with the City Building section of *OurWinnipeg 2045*, however, there are connections throughout all six sustainability goals. The relationship between CCDS 2.0 and the OurWinnipeg sustainability goals is illustrated in the diagram below:



The diagram illustrates a feedback loop between the vision and effort it takes to build complete communities and the outcomes we achieve when every neighbourhood is a complete community.

The City's role, as expressed in the outside band of the diagram through Leadership and Good Governance, is to guide the development of complete communities through planning, policy, investments, and regulation and to help shape settlement patterns and to ensure a compatible mix of land uses as our population grows.

Background

Background research and analysis

CCDS 2.0 has been informed by background research and analysis that shows Winnipeg will grow and change considerably over the coming decades. By 2040, our City is expected to grow by more than 160,000 people, add more than 83,000 new jobs, and require approximately 82,000 new dwelling units. This is equivalent to adding three cities the size of Brandon to Winnipeg over the next 20 years.

Three background documents that were commissioned by the City and inform the Plan include:

Population, Housing, and Economic Forecast (Conference Board of Canada)

In 2016, the City of Winnipeg commissioned a population, housing, and economic forecast from the Conference Board of Canada. It was derived from their Winnipeg macroeconomic model that forecasts the relationship between the labour market and potential real economic growth consistent with population and labour supply. The Conference Board's work is the foundation of this report, which is intended to provide a common basis for long range planning across the City of Winnipeg organization.

It found that the population of the City of Winnipeg is expected to increase from around 718,400 individuals in 2015 to around 922,600 by 2040, driven primarily by continued international immigration. These individuals will continue to seek housing, while aging baby boomers and changes in affordability will result in increased demand for multifamily dwellings.

Employment and Commercial Land Study (Watson and Associates Economists Ltd.)
This study was undertaken to understand how much land will be needed for industrial and commercial development over the next 20 years. The study also reviewed existing plan policies and provided recommendations to ensure future development best promotes City goals and objectives.

Most notably, the study found:

- The City faces a large shortfall of serviced employment lands to accommodate forecasted growth over the next 20 years.
- City competitiveness is being compromised by the fact that serviced industrial lands are not sufficiently being brought on-stream and that there is no clear vision or strategy to do so.
- Capital Region municipalities are becoming increasingly competitive.
- Existing Complete Communities policy does not adequately protect and manage existing employment lands.
- There is more than enough vacant commercial land available to accommodate forecasted growth over the next 20 years, and that this surplus will slow expansion of existing retail areas.

This work was delivered by a consulting team led by Watson & Associates Economists Ltd. The report was received by Council for information on April 25, 2019. It formed the basis for the proposed Employment Lands policies, which were further informed through additional stakeholder consultation. (see Employment Lands summary in Chapter Overviews section)

Residential Growth Study
This study was undertaken to consider how the City can best accommodate forecasted residential growth. This work consisted of three phases:

- First, criteria were developed to assess how all areas of the City capable of accommodating significant transformative growth could best deliver upon complete communities' principles. These areas included all existing and potential Corridors, Major Redevelopment Sites, and Greenfield Areas.
- Second, these assessments were carried out, culminating in the preparation of 66 site-specific assessments prescribing development opportunities and constraints, the potential sequencing of future development and the infrastructure needed to enable and support it, and the scale of work needed to realize their vision.
- Finally, three growth scenarios were developed and assessed in relation to complete communities' principles.

This work was supported by consultants IBI Group Professional Services (Canada) Inc. and AECOM Canada Ltd. A summary report, including site assessment results and a description of the growth scenarios considered, is provided in Attachment D.

Background research also include ongoing tracking of City development trends, review of best practices, inter-jurisdictional analysis, and dozens of stakeholder meetings.

Public Engagement
OurWinnipeg and the Complete Communities Direction Strategy 2.0 has also been informed by the feedback of Winnipeggers. Over the course of approximately three years, thousands of

Winnipeggers have provided input into the planning process through speakupwinnipeg.com, online engagement, meetings, workshops, and pop up consultations.

Public Involvement on Our Winnipeg and the Complete Communities Direction Strategy was undertaken in three phases (See attached consultation report – Attachment C).

Phase 1 (September 2017 – March 2018)
Phase 1 activities focused on listening to community members, and understanding how the City can help increase the quality of life for Winnipeggers, both today and in the future. This involved talking to people to gain an understanding of community perspectives, values, and priorities; analyzing statistical data; initiating background studies, and identifying community trends. Phase 1 culminated in the *Phase 1 Report to the Community*, which provides a summary of what we learned from background research and what we heard from Phase 1 public engagement.

In terms of City Building, in Phase 1 of consultations, Winnipeggers said they want to:

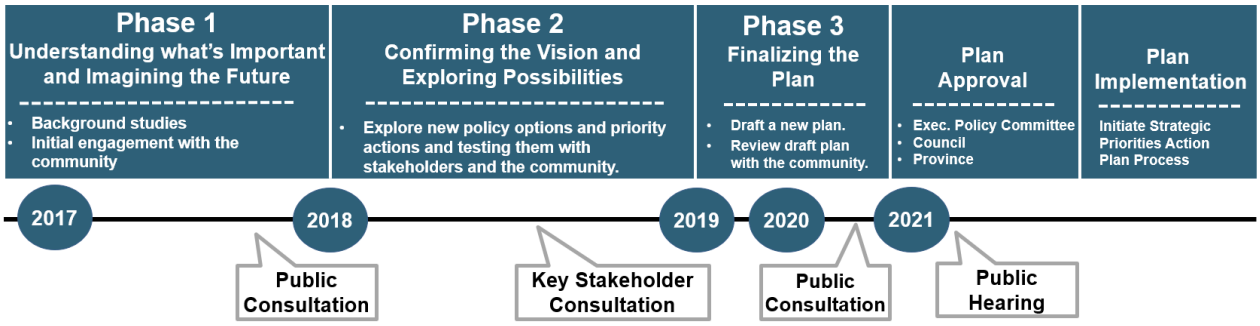
- Be more strategic in how we grow
- Maximize existing infrastructure and services by accommodating growth in existing communities through context-sensitive infill and mixed-use development
- Ensure every neighbourhood has a range of housing types available, so that every person or family can find a place to live that meets their needs
- Increase the range of transportation options, such as walking, cycling, and transit, to meeting people's daily needs
- Live in complete communities, where people of every age and ability have the opportunity to live, work, and play within their own neighbourhood
- Focus our energy on implementing these goals and "making the plan work"

Phase 2 (May 2018-June 2020):
Phase 2 involved taking what we learned in Phase 1 and determining which policies are still relevant to that Vision and priorities, and which ones could be changed to better address the current and future needs of Winnipeggers. It also involved feedback from community members, primarily focused on stakeholder engagement related to the Employment and Commercial Land Study, the Residential Growth Study, and Downtown policy.

Phase 3 (July 2020-October 2020)
The purpose of Phase 3 was to share the draft Plan with the community and to find out from them what we got right, in advance of the formal review/approval process.

Website engagement, one virtual public event, and numerous stakeholder meetings occurred. Based on feedback received, a significant number of edits to the draft Plan were made, which strengthen the Plan and make it more representative of community perspectives. All of the edits are documented in the first reading report.

Post first reading (January 2021-April 2021)
After first reading, the Public Service continued to engage with stakeholder groups on the draft Plan, where requested. The Public Service participated in a total of 10 meetings with various groups. Based on feedback and discussion, a number of additional edits were made, which further strengthen the Plan. All of the edits are documented in Attachment B.



Planning Context for Complete Communities 2.0

As previously mentioned, the Conference Board of Canada and the City's Population, Housing, and Economic Forecast indicates that we are expected to add 160,000 new Winnipeggers over the next 20 years - which will result in approximately 83,000 jobs and 82,000 new dwelling units. This translates into approximately 1,700 single family dwellings, 400 rowhouses, and 2,000 apartment units per year.

Winnipeg's forecasted population and employment growth provides a great opportunity for the City to advance policy objectives and create more complete communities. For example, this growth can help support sustainable transportation options and community amenities, while enhancing the region's economic diversity. However, if left unchecked, it can threaten the City's sustainability. Responsible management of this growth through the integration of policy with City budgeting and investment is critical to ensure the City's future prosperity.

Some opportunities and constraints the City has in accommodating this growth over the 20 year time horizon of this plan are as follows:

Opportunities

- High rates of multifamily home construction provide a great opportunity to achieve policy objectives, such as Downtown revitalization and transit-oriented development.

- Existing neighbourhoods are highly desirable to accommodate new housing.

- Major Redevelopment Sites present opportunities to accommodate significant multifamily infill.

- Downtown continues to provide opportunities for apartment intensification.

- Existing commercial centres are increasingly exploring the introduction of residential uses.

Constraints

- The City does not fully understand the extent to which infill areas can accommodate significant growth, most notably with regards to the potential limitations of the existing piped servicing network in the area.

- The City is challenged to finance new infrastructure projects, limited by constrained revenues and decreasing available capacity to borrow debt.

- Existing limited wastewater biosolids treatment capacity.

- There is still strong demand for single family dwellings, which are land-intensive.

- Adding housing to existing neighbourhoods can be challenging, and stands to become more difficult as easier opportunities are depleted.

- Core neighbourhoods such as Osborne Village have experienced strong development activity. But what happens when it runs out of capacity?

- Corridors may struggle to accommodate significant growth due to limited market interest, more desirable opportunities elsewhere, and the fact that existing commercial uses are thriving.

Plan Content

Key Directions

There are three key directions in the Plan that are designed to fully realize the vision of OurWinnipeg and Complete Communities 2.0. These directions are intended to leverage our growth to enhance neighbourhood amenities, build on City services such as Transit, maximize infrastructure investments, and prioritize growth in areas that provide the best opportunity to deliver upon Complete Communities principles, while still accommodating growth in all parts of the City,

Key Direction #1
Intensification target
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 50% of all new dwelling units be accommodated in the intensification target area of the City. To achieve this target, the City will need to expend considerable effort in making new development in these areas easier, more desirable, and more predictable.

The intensification target was set after considering three different growth scenarios. More detail on how the City arrived at this target is provided in the Residential Growth Study Summary Report in Attachment D.

Key Direction #2
Direct the highest densities to the best transit
CCDS 2.0 prioritizes growth in areas that best achieve Complete Communities principles. One important way it does this is by aligning the highest residential and job densities with Winnipeg Transit's proposed Primary Transit Network. This provides an important linkage between land use

and public transportation by directing future high density growth to places with high frequency transit, to increase the number of potential riders and to enhance the range of transportation options available for people to meet daily needs.

Key Direction #3
More effective management of greenfield land
In order to accommodate forecasted demand for housing, the City must provide for predictable development through the timely delivery of growth-enabling and growth-supportive infrastructure. Failure to provide sufficient housing could threaten Winnipeg's prosperity and competitiveness.

CCDS 2.0 incorporates a greenfield phasing plan, which aligns the planning and development of greenfield lands with the City's infrastructure priorities. The phasing plan recognizes the City's role in the provision of an adequate supply of greenfield land, serving as a guideline tool to prioritize the sequencing of investments in City-funded growth-enabling infrastructure and local area planning. Sites included in the greenfield phasing plan have at least one identified servicing and/or planning constraint inhibiting full site build out at the time of adoption of this By-law. Sites that are fully planned and serviced are not included.

Greenfield phasing priorities were based on a multi-criteria analysis that considered the City's capital infrastructure priorities, the extent to which City-funded capital infrastructure is necessary to enable and support site development, site development readiness, and the extent to which development would promote Complete Communities principles. Attachment E speaks to the greenfield phasing plan in more detail, including its intent, its importance, how its' policies work, and an account of how its' recommendations were arrived at.

Urban Structure
OurWinnipeg and CCDS 2.0 continue to be based on an urban structure – which is a spatial articulation of city building objectives. It guides how the City will be realized by identifying and defining its physical components, not as they are today, but as they are envisioned for the future.

An urban structure differentiates between areas of the city based on their period of growth and descriptive characteristics. This approach recognizes the uniqueness of different areas of the city, providing the basis for accommodating growth and change in a way that is sensitive to context.

While there will be growth and change throughout the City, there are specific areas that provide the best opportunity to do so in a healthy, environmentally, and socially sustainable way. The urban structure defines these as Transformative Areas.

Transformative Areas
- Downtown
- Major Redevelopment Sites
- Mixed Use Centre
- Corridors
- New Communities

Apart from Transformative Areas, mostly moderate growth and change can be accommodated in what the Urban Structure identifies as Established Neighbourhoods. These neighbourhoods provide some of the best opportunities to accommodate infill development. They also increase the range of

housing options for families and individuals within areas that take advantage of existing infrastructure such as transit and amenities, local retail, schools, parks, and community services.

Established Neighbourhoods

- Mature Communities
- Recent Communities

Other areas of the urban structure include:

- Employment Lands
- Rural and Agricultural
- Airport Area

Chapter overview

Complete Communities includes twenty-four chapters organized into seven sections, covering all aspects of physical growth, development, and land use.

An overview of key concepts in the document, organized by chapter, is provided below:

General Growth

Complete Communities 2.0 introduces a new section on growth management called General Growth. The General Growth section provides a general framework for growth management. Subsequent sections provide more detailed policy specific to each area of the Urban Structure.

VISION

Capitalize on Winnipeg's growth while making sure the city is livable, affordable, and desirable for all.

APPROACH

1. *Ensure forecasted growth is responsibly planned, accommodated, and monitored on an ongoing basis*

The City of Winnipeg has an active role to play in the accommodation of forecasted population and employment growth. It must accommodate market demand for new housing by encouraging compatible development and by delivering growth-enabling and growth-supportive infrastructure in a timely and predictable manner. Additionally, Complete Communities 2.0 utilizes the Urban Structure as the spatial framework to accommodate this growth, it prioritizes growth in areas that best support Complete Communities principles, and it directs the City to optimize existing infrastructure and services.

Complete Communities 2.0 also directs the Public Service to regularly monitor and report on the achievement of plan goals.

2. *Establish an intensification target and ensure it is achieved by making development in the intensification target area easier, more desirable, and more predictable.*

Complete Communities 2.0 includes intensification targets for both the intensification target area as well as Downtown, and directs the City to achieve these targets by enabling and encouraging compatible infill development, leveraging enabling tools, and ensuring that lands are planned, zoned, and serviced to facilitate development.

3. *Direct the highest residential and employment densities to areas that can provide the best transit service.*

Complete Communities policies direct larger scales of office development to Downtown and the Primary Transit Network as well as more intense multifamily zoning districts based on Urban Structure designations and the Primary Transit Network.

4. *Manage greenfield land using supply targets and phasing policies.*

Complete Communities 2.0 utilizes a greenfield phasing plan to direct the timing of City-funded infrastructure and local area plans in a way that maximizes the efficient investment of City resources in a way that averts land shortages and promotes transparency and predictability. More information is provided in the summary of the greenfield phasing plan in Attachment E.

Transformative Areas
Downtown

VISION
Downtown is a collection of visually appealing and walkable districts that foster a dynamic street life and facilitate shared experiences; it is the destination of choice and a source of civic pride for visitors, businesses, and all Winnipeg residents.

APPROACH
1. *Facilitate an urban environment that contributes to a high quality of life, reflecting Downtown's importance as the City's preeminent complete community.*

Building design, streets, and public spaces all contribute to positive and accessible Downtown experiences. We want a Downtown that is delightful to explore and easy to get around on foot. High-quality streetscapes and architecture will attract shops, restaurants, and patios where people love to be and feel safe day or night.

2. *Reinforce the Downtown as the primary focus for economic activity through residential, commercial, and office intensification.*

Population density will attract major grocery stores, innovative businesses and other amenities. We want to attract more people to be Downtown, for more hours every day.

3. *Ensure walking is a mode of preference and that pedestrian comfort and convenience continue to be a primary determinant of design decisions.*

We must design transportation infrastructure so that Downtown is easy to get to and easy to get around in. Downtown should be safe, accessible, and oriented to enhance the pedestrian, cyclist, and transit rider experience.

4. *Develop a Downtown plan to refine a vision for development and transportation and that identifies unique districts.*

Accommodating growth and transformation means planning for and investing in elements that support complete communities for all ages and incomes.

5. Enhance Downtown as Winnipeg's creative window to the world.

Downtown is a reflection of our civic pride. The City will partner with relevant organizations to foster ever-expanding and increasingly diverse arts, culture and entertainment opportunities.

Major Redevelopment Sites

VISION
Major Redevelopment Sites will provide transformational opportunities for the redevelopment of vacant or underutilized sites within the existing built-up area. The redevelopment of these sites will embody the principles of sustainability within a well-designed, walkable environment. The development of each site will be guided by a front end, collaborative planning process that is reflective of the unique character of each area.

APPROACH
1. Provide a mix of employment, higher density housing, retail, and service uses.

Redevelopment of these sites will promote complete communities with significant residential and employment densities in a walkable, well-designed environment, embodying the principles of sustainability.

2. Require development to be guided by a secondary plan.

The redevelopment of each site cannot be guided by one single approach. Each site is unique, differing in the character of adjacent areas, existing physical and social contexts, and market opportunities for redevelopment.

3. Promote transit oriented development, where applicable.

Many of the Major Redevelopment Sites are adjacent to high frequency public transit. In order to maximize the development potential of the sites and the viability of the transit system, these lands should be developed in accordance with the principles of transit oriented development.

Mixed Use Centres & Commercial Areas

VISION
The City's commercial areas will be vibrant and vital, providing access to goods and services necessary in creating complete communities. Mixed Use Centres will provide opportunities to accommodate major retail uses and, over the long term, will become vibrant, pedestrian-friendly areas connected by multiple modes of transportation, offering a variety of housing options, activities, services, and jobs.

APPROACH
1. Encourage the redevelopment, infill, and expansion of existing commercial areas as the preferred method of accommodating new commercial development.

While the increasing prevalence of online retail is resulting in declining retail space per capita, 160,000 new Winnipeggers will still generate demand for brick-and-mortar facilities. The Employment and Commercial Lands Study found that the City has more than enough commercial land to accommodate this forecasted growth over the next 20 years, and that this surplus will slow expansion of existing retail areas in the short-to-medium term. Further, it warned that this may lead to existing commercial uses being relocated from existing to new areas.

Proximate, convenient access to daily needs is one of the major tenets of complete communities. It is important that the City not only provide this in new neighbourhoods but protect and enhance this quality in existing ones.

2. *Discourage the creation of new Mixed Use Centres to encourage retail intensification and in recognition of the City's surplus of commercial lands.*

Mixed Use Centres are the largest commercial areas in the city, generally serving a regional or sub-regional customer base, and encompassing sites greater than 15 acres in net land area. Plan policies distinguish two categories of Centres based on scale: Regional, and Community.

A large portion of the City's commercial land surplus lies in approved Mixed Use Centres that are either undeveloped or in their very early stages of development. There are examples found in all quadrants of the city, including McPhillips and Chief Peguis Trail (Precinct F), Portage and Race Track Rd, Kenaston and Waverley (South Pointe), and Lagimodiere and Fermor (Precinct J).

Given the city's surplus of commercial land as well as its desire to protect commercial amenities in existing neighbourhoods, the creation of new Mixed Use Centres are discouraged. However, local-serving commercial sites smaller than 15 acres are generally encouraged to provide access to daily needs in new neighbourhoods.

3. *Direct major retail uses to Mixed Use Centres.*

Major Retail uses are standalone retail stores greater than 90,000 sq. ft. in floor area or an agglomeration of multiple retail stores on a single commercial site greater than 300,000 sq. ft. in floor area. Complete Communities policies manage these uses in recognition of the city's surplus of commercial land and out of a desire to protect the vitality of existing commercial areas.

4. *Plan to accommodate residential uses in Mixed Use Centres over the longer term.*

Over time, it is envisioned that Mixed Use Centres will become vibrant, pedestrian-friendly, mixed use areas through residential intensification. As this occurs, Complete Communities policies will guide the introduction of these uses, emphasizing the establishment of residential amenities.

Corridors

VISION
Mixed Use Corridors are targeted segments of major roadways that, due to their excellent transit service via the Primary Transit Network and strong commercial opportunities, provide the best opportunities for mixed use intensification outside of the Downtown. They will be vibrant destinations and will provide a range of transportation options, a comfortable pedestrian environment, and an attractive public realm.

APPROACH

1. *Encourage high multifamily densities along Corridors at a height and scale compatible with surrounding land uses.*

As Corridors provide the best opportunity for mixed use intensification outside of the Downtown, high density intensification is strongly encouraged. However, these opportunities are constrained in part by the need to ensure new development is compatible with surrounding land uses.

2. *Urban Mixed Use Corridors will provide a comfortable pedestrian environment and attractive public realm, while Regional Mixed Use Corridors will be encouraged to do so.*

Complete Communities 2.0 distinguishes between two types of Mixed Use Corridors based on design expectations. Urban Corridors prioritize the creation of vibrant pedestrian and transit-oriented places, while Regional Corridors encourage a transition from an auto-oriented character to a pedestrian-oriented character over a longer period of time, recognizing the vehicular and goods movement function of these streets in the City's transportation network.

3. *Corridors will provide local commercial amenities.*

Corridors currently accommodate a wide range of local commercial amenities serving adjacent neighbourhoods, and will continue to do so.

4. *Recognize Priority Corridors as the Corridors that best provide opportunities to achieve Complete Communities principles.*

While Corridors are identified as providing the best opportunity to accommodate mixed use intensification outside of the Downtown, Priority Corridors are recognized as the Corridors that provide the best opportunity to achieve Complete Communities principles. Their identification was based on quantitative assessments derived in large part from the Residential Growth Study. Priority Corridors achieved high scores in metrics measuring proximity to employment, existing transit quality, walkability, bicycle level of service, and assessed value per acre.

The City's use of enabling tools such as investment in growth-enabling and growth-supportive infrastructure, local area planning, and financial development incentives are prioritized along Priority Corridors.

New Communities

VISION

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

APPROACH

1. *Guide site development through a Council-adopted precinct plan.*

Precinct plans will continue to guide the build-out of New Communities as a prerequisite to development.

2. *Design New Communities to ensure they are sustainable and adaptable by encouraging a variety of housing types, a mix of different uses, higher densities, and by enabling a comfortable pedestrian environment and attractive public realm.*

High-level design guidance is provided to help achieve complete communities' principles.

3. *Promote connections between neighbourhoods for better mobility options and efficient transit service.*

Complete Communities policies promote enhanced inter-neighbourhood connectivity to enhance mobility.

Established Neighbourhoods

VISION

Established Neighbourhoods will continue to evolve as complete communities in pursuit of further expanding housing choice, improving housing affordability, and making more efficient use of land, infrastructure, and services.

APPROACH

1. *Encourage compatible residential development that positively contributes to neighbourhood character while expanding housing options in alignment with the intensification target.*

Established Neighbourhoods are stable but not static. Intensification of these neighbourhoods will play a key part in accommodating growth. When development adds residential density, it should be contextually suitable and enhance what makes these neighbourhoods unique by recognizing their existing form and character. CCDS 2.0 recommends the development and implementation of infill design guidelines to provide more detailed direction for the location and design of infill development in Mature Communities.

2. *Encourage a variety of housing types, tenures, and unit sizes.*

Established Neighbourhoods require a variety of housing options in order to meet resident life-cycle housing needs, improve housing affordability, make more efficient use of land, infrastructure, and services, and to evolve into more complete communities.

3. *Accommodate a range of commercial services and public amenities to meet daily needs.*

CCDS 2.0 includes policies to support new commercial development in neighbourhoods not well served by local and community commercial amenities as well as policy to protect the vitality and viability of existing commercial areas by encouraging the redevelopment and infill of existing commercial areas as the preferred method of accommodating new commercial development.

Employment Areas

VISION

Employment Lands will promote the competitiveness and economic diversity of the City of Winnipeg and surrounding region by accommodating and supporting existing and future employment, including industrial uses that cannot thrive in a mixed use setting.

APPROACH

1. *Promote regional economic diversity by maximizing the City's competitive advantages.*

The City of Winnipeg is at the economic heart of the Capital Region and has critical advantages over other municipalities, and maximizing its economic competitiveness is good for everyone. As part of this, Complete Communities 2.0 recommends that the City undertake an Employment Lands competitiveness analysis to better understand these advantages as well as its drawbacks.

2. *Provide a sufficient supply of vacant serviced Employment Lands to accommodate forecasted industrial growth and provide jobs close to existing residents, services, and amenities.*

The Employment and Commercial Lands Study found that the City of Winnipeg only captures about one-third of all new employment land absorption in the wider Capital Region, in contrast to approximately 90% of all residential development. By investing in infrastructure that will enable industrial development in desirable locations, the City will bolster its economic diversity and provide jobs in closer proximity to existing residents, services, and amenities.

3. *Provide a stable operating environment for businesses by preventing the intrusion of incompatible uses and by maintaining the affordability and attractiveness of Employment Lands for employment purposes.*

It is important to provide an opportunity to house employment activity requiring separation from noise, activity, or odour-sensitive uses. Consulted industrial land users shared how complaints can lead to higher costs through mitigative measures (and could lead to relocation) and/or restrictions on their operation. Since industrial land is typically sold at a lower value than commercial or residential land, it is often targeted for conversions to other uses. Once conversion occurs, there is no longer a viable business case to convert them back. These conversions additionally raise the value of surrounding lands to the point where it becomes cost-prohibitive to establish new industrial uses. Employment Lands are a finite resource of regional importance in need of protection.

Other chapters of the Plan and their intent statements are as follows:

Financing Growth
Ensure that land development and infrastructure planning are aligned with capital budgeting to achieve long term financial sustainability.

Servicing
Provide clarity to servicing requirements in urban and rural areas.

Reinvestment Areas
Identify and support reinvestment areas to help them reach their full potential as vibrant, healthy, and complete communities.

Rural and Agricultural
Manage lands to accommodate food production, rural living, and supportive uses that do not require a full range of municipal services. Minimize land fragmentation in preparation for long-term urban development.

Major Open Space
Identify distinctive areas of city-wide importance that have important natural features and habitat, providing options to enjoy nature and outdoor recreation activities.

Airport Area
Support the airport as a major 24-hour transportation hub for passengers and cargo.

Urban Reserves
Welcome and facilitate the creation of urban reserves in the spirit of reconciliation.

Capital Region
The City will continue collaboration with the Winnipeg Metropolitan Region to plan for a sustainable, vibrant, and growing region.

Mobility
Integrate transportation and land use to support the Urban Structure and the concept of complete communities.

Strategic Infrastructure and Resources
Accommodate new development in urban areas with a full range of municipal services while efficiently and sustainably managing servicing in Rural and Agricultural areas.

Parks and Recreation
Foster the well-being of individuals, communities, and natural environments by enabling all to engage in meaningful accessible indoor and outdoor experiences and activities.

Housing
Support a range of housing types, tenures, sizes, and affordability levels, while renewing Winnipeg's existing housing stock. Work with partners to provide affordable and supportive housing throughout the city, with a focus on areas that can best support a variety of transportation options.

Urban Design
Create a high quality built environment, and nurture a lasting civic identity.

Heritage Conservation
Recognize, identify, and designate a broad range of heritage resources to illustrate Winnipeg's unique sense of place, community identify, and heritage values.

Implementation
Ensure that Complete Communities is implemented through meaningful engagement, integration with other City policies and strategies, delivery of actions identified in this plan, and ongoing measurement of performance targets.

ERRORS AND OMMISSIONS AND OTHER CHANGES SINCE FIRST READING

A list of errors and omissions and other changes since first reading is appended (Attachment B).

The list can generally be grouped into a few categories of edits:

- Edits arising from stakeholder feedback
- Edits arising from Councillor feedback at first reading
- Edits to clarify policy statements or introductory statements
- Edits to strengthen policy commitment (e.g. Public Major Open Space)
- Edits to glossary to add definitions or align terminology with OurWinnipeg 2045
- Copy edits

Most of the edits are minor in nature and do not require explanation, but there are several that do require further clarification.

#1 Urban Structure Map

There are several adjustments to the urban structure boundary for Mature and Recent Communities.

The proposed changes are based on an evaluation of the criteria for Mature and Recent Communities and the desire for the urban structure map to accurately reflect the criteria for each area of the City. The recommended mapping changes are as follows:

1. Change the Niakwa Park neighbourhood (St. Boniface ward) from “Mature Communities” to “Recent Communities”
2. Change the portion of the Shaughnessy Park neighbourhood (Pt. Douglas ward) that is currently in “Recent Communities” to “Mature Communities”
3. Change the Mynarski neighbourhood (Mynarski ward) from “Recent Communities” to “Mature Communities”
4. Change the Jameswood neighbourhood (St. James ward) from “Mature Communities” to “Recent Communities”
5. Change the Kildonan Crossing neighbourhood (Elmwood-East Kildonan ward) from “Mature Communities” to “Recent Communities”

#2 Greenfield Development Opportunities and Constraints table

As an outcome of discussions between the Public Service and development industry representatives, a table was developed summarizing key development considerations of individual greenfield sites, including the work the City would need to undertake to enable and support their full build-out. This table provides supplementary background information supporting the greenfield phasing policies contained in the General Growth section of the plan. It is recommended that this table is included as an appendix to the plan and that it is updated annually.

This table is provided in Attachment B.

For more information on the greenfield phasing plan, refer to Attachment E.

#3 Major Open Space

There were a number of edits made to the Major Open Space Chapter resulting from dialogue with stakeholders.

First, the Chapter is being moved out of the “Additional Areas” where it is associated with developable land, and into “Urban Structure Supports” to align it with the section that addresses urban structure components that serve the entire city, and has an affiliation with the Parks and Recreation chapter.

Second, language in the introduction and throughout the chapter was strengthened to highlight the variety of benefits that Major Open Space provide to the City.

Third, the criteria for evaluation of proposals to re-designate Public Major Open Space was strengthened to indicate that land will only be considered for re-designation if any of the land is deemed residual to park or recreation needs. Criteria to evaluate this was expanded to include consideration of Park land, natural area, connection, and amenity provision gaps as well as lands needed to support recreation service provision, or accommodate facility needs.

These criteria were also moved ahead of the secondary plan policy, to clarify that this evaluation is to occur prior to initiation of a secondary plan.

Follow up on discussion at First Reading

At first reading, there were three sets of data on page 15 of CCDS 2.0 that were questioned for their accuracy.

It should be noted that the intent of this data on Page 15 is to speak broadly to historical development and settlement patterns as context to the forward-looking nature of the plan. It should be emphasized that the material is provided for background and is not the foundational basis for the main policy directions, including the intensification target.

However, for clarity, it is important to provide some further context to the data.

1. There is the infographic on page 15 that shows feet of water pipe per person in the City of various time periods. The Public Service is recommending that this infographic be removed prior to third reading (see Edit #7 in the list of changes in Attachment B for more detail).

2. On page 15 there is a narrative that discusses the decline in population in Mature Communities since 1971. The Public Service is recommending that the text be adjusted to reflect that Mature Communities has regained some of its population, prior to third reading (see Edit #8 in the list of changes in Attachment B for more detail).

3. There is data on page 15 that indicates the City’s settlement area nearly doubled in size (an increase of 92%), while its population only grew by 37%. This data was critiqued as being inaccurate and/or misleading in that it includes open spaces (golf courses, forests, etc.) in the settlement area. The inclusion of park space as part of an urban settlement area is consistent with the approach used by the Municipal Benchmarking Network Canada. It should be noted that both the 1971 and 2019 Settlement Area Maps are consistent in showing the golf courses and passive parks spaces managed by the City at the time.

   “Settlement area” was defined as the land within the City used to support the daily activities of the City and its residents, including living, employment, leisure, commerce, transportation, health, and other routine activities. It is measured as each parcel of land that is in use or has been used for some continued purpose for the City’s ongoing livelihood, including cemeteries, utility lines, and park space.

:**FINANCIAL IMPACT**

Financial Impact Statement

Date: April 14, 2021

Project Name:

By-Law 119/2020 – Complete Communities Direction Strategy 2.0 – Public Hearing – SP 2/2020

COMMENTS:

Complete Communities 2.0 is the City of Winnipeg's land use and development plan and, as such, is meant to inform decision-making at all stages and levels at the City. Policy intents of Complete Communities 2.0 include financing growth, municipal services provision, future planning initiatives, among many others. These policy intents, in isolation or in conjunction with others, will undoubtedly have a financial impact on the City for years to come.

At present, the sheer number of variables involved precludes any attempt to reasonably quantify the financial impact of Complete Communities 2.0. That said, in preparing annual operating and capital budget submissions, the Public Service shall take into account the strategic priorities identified by Council and outlined in Complete Communities 2.0. Alignment with these strategic priorities will also inform future reports to be considered by Council or committees thereof and such reports will, if applicable, include specific financial implications of the recommendations contained therein.

Mike McGinn April 14, 2021

Mike McGinn, CPA, CA
Manager of Finance

CONSULTATION

This Report has been prepared in consultation with:

- Office of Public Engagement
- 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*. Both documents were developed in concert with each other. It aligns most directly with the City Building section of *OurWinnipeg 2045*, however, there are policy connections throughout all six sustainability goals.

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 and Design Division
Prepared by: Michael Robinson, RPP, MCIP, AACI P.App
Date: May 3, 2021

Attachments:

Attachment A – By-Law No. 119/2020 and Draft Complete Communities Direction Strategy 2.0

Attachment B – List of recommended edits to the draft of Complete Communities 2.0

Attachment C - Public engagement summary Phase 2/Phase 3

Attachment D – Summary of Residential Growth Study

Attachment E – Summary of Greenfield Phasing Plan