# Complete Communities Direction Strategy 2.0

*Phase 3 Public Engagement Summary*

January 2020

## Background

One way that the City of Winnipeg advances the sustainable development goals of OurWinnipeg is by ensuring that desired outcomes are fully implemented and achieved through Winnipeg's physical development.

The Complete Communities Direction Strategy 2.0 (CCDS 2.0) relies on an Urban Structure; a tool to identify and define Winnipeg's physical components, not as they are today, but as they are envisioned.

## Engagement

The City asked for feedback on the draft CCDS 2.0 in July and August 2020 to confirm the directions and see if there were any gaps.

The feedback collected is not a representative sample of Winnipeggers as those who participated self-selected to get involved. The feedback was analyzed and considered as part of the final stage of verification prior to the plan approval process.

Feedback collected was used to make revisions to the CCDS 2.0 prior to recommending the document for first reading by Council.

## Promotion

Sample promotion materials are available in Appendix A. Public engagement opportunities were promoted using the following methods:

- Print advertisements in Canstar papers (July 22, 2020), La Liberte (July 22, 2020), and the Winnipeg Free Press (July 18, 2020);
- Facebook posts from July 13 to August 10 (14 EN, 14 FR);
- Twitter posts from July 13 to August 10 (14 EN, 14 FR);
- News releases (French and English) on July 13, 2020;
- Public engagement newsletters on July 17 (901 recipients) and July 30 (963 recipients), 2020;
- Stakeholder outreach (details provided below)

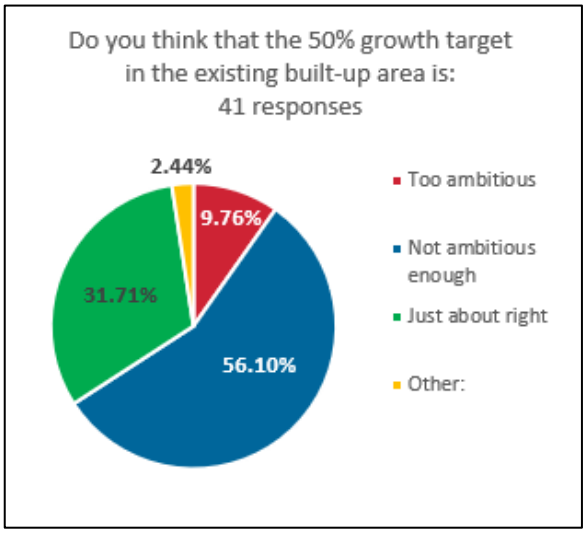



*Figure 1 – Perception of 50% infill growth target*

| Date | Activity | Details |
|---|---|---|
| July 13 launch | Engage Winnipeg webpage | Over 5,000 page visits (English and French pages) from July 15 to August 10.<br>Over 1,300 visitors were informed (navigated the site to find information).<br>Engaged 127 visitors (meaning they provided feedback). |
| July 13 to August 10, 2020 | Online Survey | Self-selected participation from 43 participants. Survey responses do not provide a statistically relevant sample of all Winnipeg residents. Survey questions and feedback received are included in Appendix B. |
| July 13 to August 10, 2020 | Forum | Three contributions from participants. Available in Appendix D. |
| July 13 to August 10, 2020 | Q&A | Webpage visitors and virtual event attendees asked 171 questions and the team provided responses. Available in Appendix C. |
| July 29, 2020 | Virtual event | Presentation and Q&A with over 45 attendees. |
| July 15 to October 30, 2020 | Stakeholder engagement | Outreach to 50 organizations.<br>14 meetings to gather feedback.<br>14 written submissions. Available in Appendix F. |



**To learn more about Complete Communities, visit winnipeg.ca/ourwinnipeg**

## Key Findings

1. Participants strongly agreed with aligning the density of development with the components of the proposed transit network (Figure 2 - Level of agreement in aligning development with primary transit network).

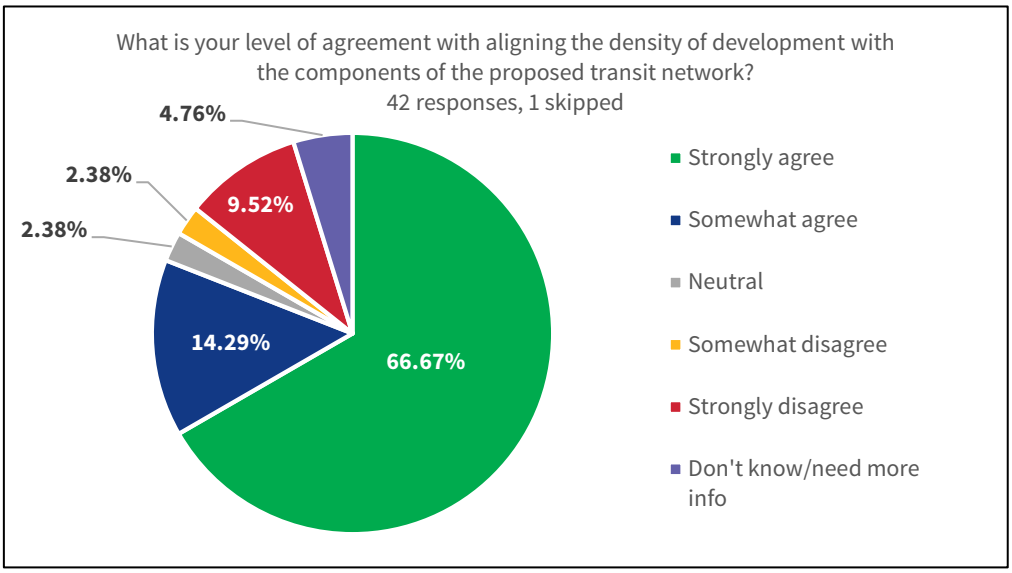



*Figure 2 - Level of agreement in aligning development with primary transit network*

2. A slight majority of participants (56%) thought the intensification target of a minimum of 50% of all new housing units being accommodated in the intensification target area of the City was not ambitious enough (Figure 1 – Perception of 50% infill growth target).
3. In general, most participants supported the development priorities for focusing development. In order of priority: Downtown, Priority Corridors, All other corridors, Existing built-up area, Greenfield.

## Stakeholder Feedback

**Stakeholder Consultation**

The Public Services reached out to roughly 50 organizations resulting in 20 meetings and seven presentations, and also received several hundred written comments from 14 different organizations and individuals. Written submissions are available in Appendix F.

Meetings were held with representatives of the Manitoba Métis Federation, Winnipeg Metropolitan Region, Winnipeg Chamber of Commerce, Urban Development Institute, Genstar, Ladco, Qualico, Veritas Development Group, Exemplar Developments, Winnipeg Realtors Commercial Division, Winnipeg Realtors Residential Division, Palliser Furniture, McGowan Russell, South Transcona landowners, Winnipeg Arts Council, Save our Seine, Downtown Winnipeg BiZ, and the Citizen Advisory Committee.

Written feedback was received from the Winnipeg Chamber of Commerce, Urban Development Institute, Ladco, Qualico, Veritas Development Group, Terracon Development Ltd., Green Action Centre, Save our Seine, OURSWinnipeg, David Marsh, Winnipeg Arts Council, Qualico, WRHA, and Wayne Curtis.

These organizations and individuals represent a diverse cross-section of the community, including representatives of the development industry, business, the environment, open space advocacy, Downtown, public art, and healthcare. Stakeholder feedback covered a wide variety of topic areas, and commentary focused on specific policies rather than general themes. Each comment was reviewed and assessed, resulting in a several important changes, which strengthen the plan and make it more representative of community perspectives. All of the changes are documented in the first reading report.

**Development Industry Stakeholder Consultation**

The City met with development industry representatives several times subsequent to the release of the public engagement draft in July 2020. During these consultations, the greenfield phasing plan was consistently raised as one of their biggest concerns. One of their biggest issues was a lack of a clear understanding with regards to how phasing recommendations were made. During an afternoon workshop on October 8, they expressed a preference for a matrix-based approach to lend greater transparency to its recommendations. They also felt that the City's rationale put too much emphasis on City-borne costs while undervaluing the benefits of capital projects and developments.

Industry representatives were also surprised about the recommended sequencing of a number of sites, a result of City-funded growth-enabling infrastructure requirements that they did not expect. Specifically, they claimed they were unaware of additional servicing requirements necessary for full site build-out for Precinct G (Chief Peguis Trail), Precinct Q (William R. Clement Parkway), and Waverley West B (Southwest Interceptor), although the respective City departments indicated that these were noted during prior precinct planning processes.

**Environmental and Open Space Stakeholder Consultation**

The City met and corresponded with representatives of two environmental/open space advocacy groups. Both groups were concerned that the Major Open Space policy will enable development on park land and green spaces. They indicated that the Major Open Space chapter should more strongly articulate the protection intent for these areas. Based on this feedback, the preservation intent was strengthened in the language and tone of the section and these changes are incorporated in the public hearing draft.

## What We Heard

| What We Heard | How It Was Considered |
|---|---|
| Those who thought the growth target was too ambitious noted the potential for negative impacts on existing neighbourhoods, including impacts to current residents. | CCDS 2.0 includes a number of policies that guide the appropriate scale and intensity of new development so that it will be compatible with existing neighbourhoods. |
| Those who thought the growth target was not ambitious enough noted the need to focus more heavily on growth in existing neighbourhoods to reduce the impacts of decades of sprawl and improve walkability, diversity of housing, and transportation options. | There is still significant demand for single-family homes in Winnipeg. Due to single-family dwellings' large land requirements, infill areas alone cannot accommodate the full scale of the city's forecasted growth. With that said, the target is set as the minimum amount of new infill development to be constructed each year, meaning that the city could exceed it, depending upon consumer preferences and the City's ability to encourage/enable infill development, as directed by this bylaw. |
| Participants noted the need for targets and accountability to improve the CCDS 2.0. | CCDS 2.0 includes several targets (e.g. city-wide intensification target and Downtown intensification target) and an implementation plan organized by priority for completion. |
| There was strong support among survey respondents for aligning the density of developments with the proposed transit network. | CCDS 2.0 is fully aligned with Transit by directing the highest residential and job densities with Winnipeg Transit's proposed Primary Transit Network (part of the Winnipeg Transit Master Plan), as supported by survey respondents. |
| There was strong support among survey respondents for focusing city enabling tools on Downtown corridors, followed by all other corridors, existing built-up areas, and then greenfields. | CCDS 2.0 prioritizes enabling tools in the order most strongly supported by the survey respondents. |

## Next Steps

Following this final of the three phases of the engagement, there is a formal approval process which involves a public hearing heard by Executive Policy Committee. Complete Communities will then be held until Provincial approval of OurWinnipeg, after which Council may give the bylaw Third Reading and approval.

All those who requested updates on the project will receive email notification once the formal approval process information is available.

## Appendices

**Appendix A** – Promotional materials

**Appendix B** – Survey questions and responses

**Appendix C** – Q&A feedback

**Appendix D** – Forum responses

**Appendix E** – Survey respondent postal code map

**Appendix F** – Written submissions

# Appendix A – Promotional materials

Winnipeg

# INFORMATION - COMMUNIQUÉ

For Immediate Release
July 13, 2020

## Planning for our shared future: City of Winnipeg seeking input on strategy for the sustainable growth of our city

**Winnipeg, MB** – With Winnipeg on pace to grow by over 160,000 people in the next 20 years, the City of Winnipeg is determining how our city should grow in way that builds community, improves quality of life, and ensures sustainability for the environment. The blueprint for how Winnipeg should grow has been detailed in strategic planning initiatives that the City is now looking for Winnipeg residents to share their views on.

The City has developed its strategy for sustainable growth in two interconnected planning initiatives:

***OurWinnipeg*** – The City's 25-year development plan, which provides a vision, goals, and policies intended to influence leadership and good governance, priority setting, the delivery of City services, how residents get around the city, and decisions about how Winnipeg grows. *OurWinnipeg* is required by the City of Winnipeg Charter, which requires the City to adopt, by by-law, a development plan that sets out long-term plans and policies. The current update of *OurWinnipeg* has been guided to this point by earlier public consultation, as well as input by the Community Advisory Committee.

**Complete Communities** – Building on policies set out in *OurWinnipeg*, Complete Communities is a citywide secondary plan that guides growth, development, and land use in Winnipeg.

Information and feedback opportunities for these initiatives are being presented together in order to provide a complete picture of how these planning documents propose to achieve the City's goals for sustainable growth as the population of Winnipeg continues to climb.

The opportunity to engage online with the City of Winnipeg on these important initiatives will continue until Monday, August 10, 2020. In light of current restrictions on in-person events, online discussion sessions will be held for both projects to present some of the

main topics of discussion, and allow for questions to be asked of the project teams at the following times:

**Topic**: OurWinnipeg: Sustainable Development Goals
**Format**: Zoom meeting
**Date**: Wednesday, July 22
**Time**: 7p.m. – 8:30p.m. (90 min)

**Topic**: Complete Communities: Growing Sustainably
**Format**: Zoom meeting
**Date**: Wednesday, July 29
**Time**: 7p.m. – 8:30p.m. (90 min)

To register and attend one of these sessions, please email city-engage@winnipeg.ca at least one day before the event you would like to attend.

For more information on *OurWinnipeg* and Complete Communities, and to view the draft documents, please visit winnipeg.ca/ourwinnipeg. To share your thoughts on how Winnipeg's future is envisioned through these initiatives, please visit: winnipeg.ca/ourwinnipeg2045.

For inquiries or those who require alternate formats, interpretation, or any additional accommodations to participate, please contact city-engage@winnipeg.ca or (204) 986-4243.

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Media inquiries should be directed to the City of Winnipeg Media Inquiry Line at 204-986-6000 or via email at city-mediainquiry@winnipeg.ca.

Follow us on Facebook: facebook.com/cityofwinnipeg

Follow us on Twitter: twitter.com/cityofwinnipeg

Winnipeg

# INFORMATION - COMMUNIQUÉ

Pour publication immédiate
Le 13 juillet 2020

## Planifier notre avenir commun : la Ville de Winnipeg demande l'avis du public sur la stratégie de développement durable de notre ville

**Winnipeg, Manitoba** – La population de Winnipeg étant partie pour croître de plus de 160 000 personnes d'ici les 20 prochaines années, la Ville est en train de décider comment guider cette croissance de manière à pouvoir bâtir la collectivité, améliorer la qualité de vie et assurer la durabilité de l'environnement. Les détails du plan sur la croissance de Winnipeg sont donnés dans les initiatives de planification stratégique que la Ville veut maintenant soumettre à l'examen du public winnipégois pour recueillir son avis.

La stratégie de développement durable de la Ville comporte deux initiatives de planification :

***NotreWinnipeg*** est un plan d'aménagement sur 25 ans de la Ville, qui établit une vision, des objectifs et des politiques visant à influencer les dirigeants et la gouvernance, le choix des priorités, la prestation des services municipaux, la façon dont les gens se déplacent en ville et les décisions liées à la croissance de Winnipeg. *NotreWinnipeg* est une exigence de la *Charte de la ville de Winnipeg*, qui prévoit l'adoption par la Ville d'un plan d'aménagement sous forme de règlement municipal où il est énoncé des plans et des politiques à long terme. La version révisée actuelle de *NotreWinnipeg* a été guidée jusqu'ici par des consultations publiques antérieures ainsi que par l'apport du comité consultatif communautaire.

**Collectivités complètes** est un plan secondaire pour l'ensemble de la Ville qui s'appuie sur les politiques de *NotreWinnipeg* et qui oriente la croissance, le développement et l'utilisation des sols à Winnipeg.

Des renseignements et des possibilités d'exprimer son avis sur ces initiatives sont présentés ensemble pour donner un portrait complet de la façon dont ces documents de planification proposent d'atteindre les objectifs de la Ville en matière de croissance durable tandis que la population continue de grossir.

On peut donner son avis en ligne à la Ville de Winnipeg au sujet de ces importants projets jusqu'au vendredi 10 août 2020. En raison des restrictions actuelles sur les rassemblements, on organisera des discussions en ligne aux heures suivantes afin de présenter certains des principaux sujets à débattre et d'entendre les questions posées aux équipes de projet :

**Sujet :** *NotreWinnipeg* : objectifs établis en matière de développement durable
**Format** : Rencontre sur Zoom
**Date :** Le mercredi 22 juillet
**Heure :** De 19 h à 20 h 30 (90 min.)

**Sujet :** Collectivités complètes : pour une croissance durable
**Format** : Rencontre sur Zoom
**Date :** Le mercredi 29 juillet
**Heure :** De 19 h à 20 h 30 (90 min.)

Pour s'inscrire et participer à une de ces séances, prière d'envoyer un courriel à city-engage@winnipeg.ca au moins un jour avant la tenue de la discussion visée.

Pour en savoir plus sur *NotreWinnipeg* et Collectivités complètes et pour voir l'ébauche des documents, prière de visiter winnipeg.ca/notrewinnipeg. Pour exprimer vos idées sur la façon dont ces initiatives dessinent l'avenir de Winnipeg, prière de visiter winnipeg.ca/notrewinnipeg2045.

Pour obtenir des renseignements ou demander un format différent, des services d'interprétation ou d'autres aménagements afin de pouvoir participer, prière d'écrire à city-engage@winnipeg.ca ou d'appeler au 204-986-4243.

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Les médias peuvent obtenir des renseignements directement de la ligne des médias de la Ville de Winnipeg, au 204-986-6000, ou par courrier électronique, à citymediainquiry@winnipeg.ca.

Suivez-nous sur Facebook : facebook.com/cityofwinnipeg

Suivez-nous sur Twitter : twitter.com/cityofwinnipeg

# Planning for our shared future: OurWinnipeg and Complete Communities

Our city is growing and changing.

We are asking for your input for what matters most as Winnipeg grows towards one million people.



Provide feedback online until August 10.

Please visit **winnipeg.ca/ourwinnipeg2045** to learn more and share your thoughts.



Virtual events will be held on July 22 and 29. Details available at **winnipeg.ca/ourwinnipeg2045**.

If you have questions or require alternate formats to participate, please contact **city-engage@winnipeg.ca** or **204-986-4243**.

For more information, visit us online at:
**winnipeg.ca/ourwinnipeg2045**

Winnipeg

# Planifier notre avenir commun : NotreWinnipeg et Collectivités complètes 2.0

Notre ville grandit et change.

Nous vous demandons ce qui compte le plus pour vous à mesure que la population de Winnipeg approche le million.



Soumettez vos commentaires en ligne jusqu'au 10 août.

Veuillez visiter **winnipeg.ca/notrewinnipeg2045** pour en savoir plus et partager vos réflexions.



Des événements virtuels auront lieu les 22 et 29 juillet. Détails disponibles sur **winnipeg.ca/notrewinnipeg2045**.

Si vous avez des questions ou besoin d'autres formats ou de services d'interprétation pour participer, veuillez écrire à **city-engage@winnipeg.ca** ou appeler au **204-986-4243**.

Pour plus d'informations, visitez :
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Winnipeg

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Winnipeg

# Appendix B - Survey questions and responses

# Complete Communities Survey

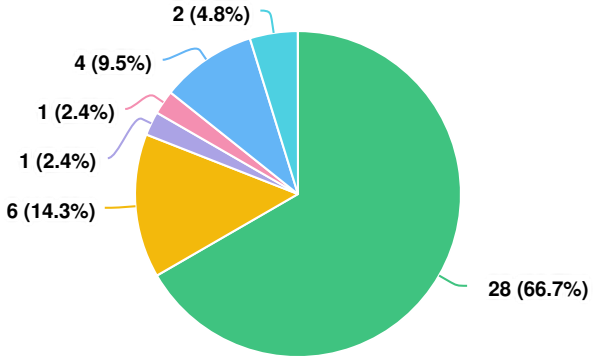
**SURVEY RESPONSE REPORT**
12 July 2020 - 30 September 2020

**PROJECT NAME:**
Planning for our shared future: OurWinnipeg & Complete Communities

BANG THE TABLE engagementHQ

# SURVEY QUESTIONS

## Q1 What is your level of agreement with aligning the density of development with the components of the proposed transit network?




**Question options**

Strongly agree | Somewhat agree | Neutral | Somewhat disagree | Strongly disagree | Don't know/need more info

*Optional question (42 response(s), 1 skipped)*
*Question type: Radio Button Question*

## Q2 Please explain:

| | |
|---|---|
| Screen Name Redacted<br>7/17/2020 05:30 PM | I agree with this. |
| Screen Name Redacted<br>7/20/2020 03:07 PM | The transit development proposed by the city, the union, and Functional Transit Winnipeg was excellent. I am not sure that the plan is proceeding as projected. I agree with development along this network in principle but would like to see it actually come to fruition. |
| Screen Name Redacted<br>7/21/2020 02:25 PM | Thoughtful intensification generally maximizes the capacity of existing infrastructure and services, while supporting neighbourhood liveability and walkability. |
| Screen Name Redacted<br>7/22/2020 12:47 PM | Transit benefits from density and minimizing the net distance to transit routes for communities is highly ideal |
| Screen Name Redacted<br>7/23/2020 11:48 AM | Transit blue line has made bus travel in fort garry and st vital impossible. No direct route down bishop grandin from st vital to polo park without a transfer, no route from fort richmond down pembina hwy without one or rwo transfers, no trip from st vital road to the university without a transfer. |

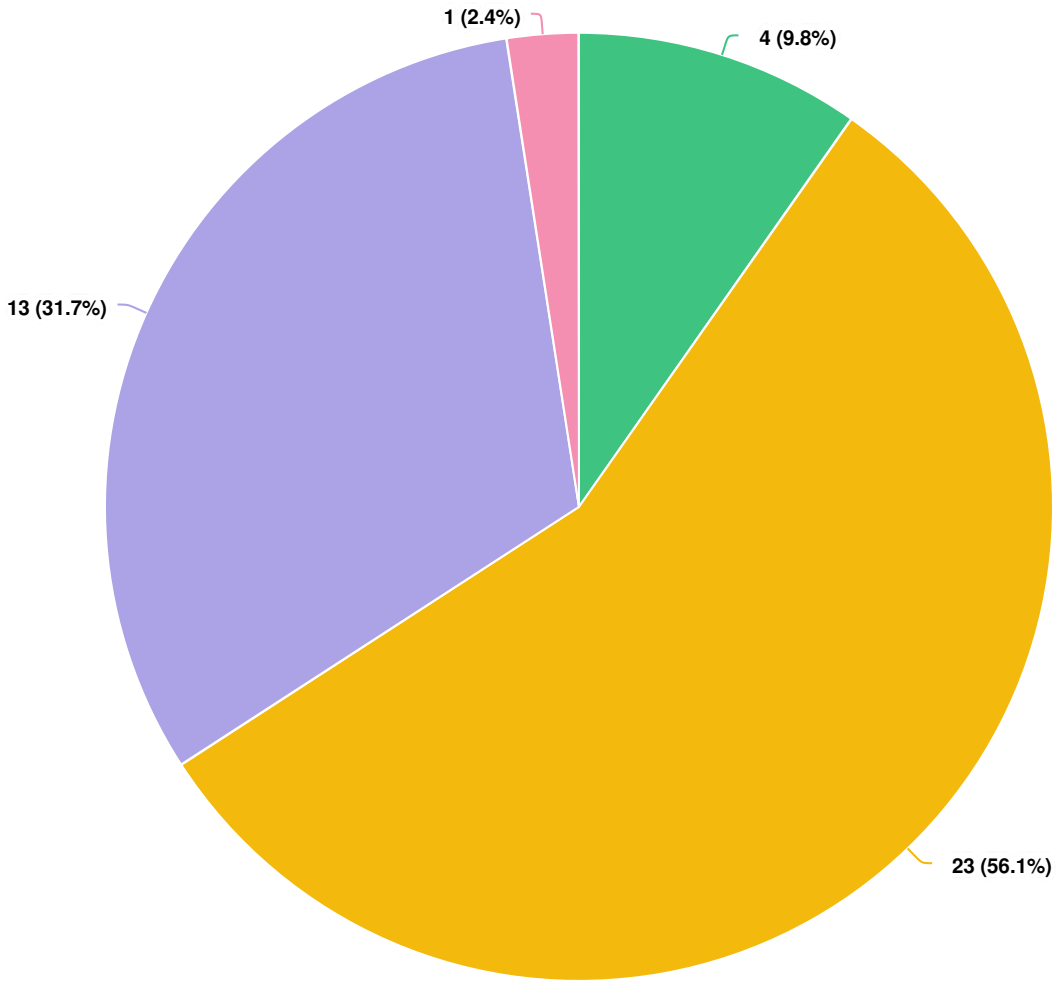
| | |
|---|---|
| Screen Name Redacted<br>7/23/2020 01:53 PM | I agree that you should encourage more dense housing around transit routes, but I feel you are missing that transit should be available to everyone - including those in less dense areas |
| Screen Name Redacted<br>7/23/2020 03:29 PM | No comments |
| Screen Name Redacted<br>7/29/2020 09:02 PM | Need to provide housing that is close to transit for people who would rather commute by transit. |
| Screen Name Redacted<br>7/30/2020 01:20 PM | I agree that dense development should occur along existing transit networks; however, I feel that it is a missed opportunity that the new SW rapid transit corridor was developed along several green/brown field sites and not along an existing corridor. It backs onto several single family detached dwellings. I hope that this doesn't compromise these existing neighbourhoods and that they can retain their existing built form and density levels. |
| Screen Name Redacted<br>7/30/2020 05:04 PM | I think this is too ambiguous of a question. There are numerous mature communities in Winnipeg which have decaying housing stock and/or a mix of multi-family and single family development. I believe a closer look and further engagement needs to be undertaken to discern where Winnipeg can properly integrate better age-in-place strategies in mature communities. |
| Screen Name Redacted<br>7/30/2020 11:40 PM | The city continues to expand outwards, spreading thin the finite resources we have. The more dense we are, the better the services. You are wasting tax payer money by allowing developments continue past the perimeter. To continue on this path would be increased taxes to be able to serve everyone equally. or use dense urban planning and that wouldnt be an issue. |
| Screen Name Redacted<br>7/31/2020 08:10 AM | Transit needs to go to where people are living. It should not drive where development happens. That is the tail wagging the dog. |
| Screen Name Redacted<br>8/03/2020 12:14 PM | For transit to be successful it needs to be accompanied by people who will use it. People living in dense living but also on a grid network that encourages walking to the transit stop. Encourage density in the inner city and downtown. |
| Screen Name Redacted<br>8/04/2020 04:27 PM | Could not look back to the definitions of high density and medium density multi family residential units. Not all multi family residential units should be relegated to busy streets or street corners. |
| Screen Name Redacted<br>8/06/2020 08:42 AM | I think it is important to have dense communities built around fast, convenient transit networks in order to reduce car traffic |
| Screen Name Redacted<br>8/07/2020 10:08 AM | This makes sense, however, it would make more sense to engage an outside international recognized consultant to review our transit system to design what we actually need and can afford. |
| Screen Name Redacted<br>8/07/2020 10:20 AM | More services withing walking distance for people reduces the need to make long car trips and thus reduces pollution, encouraging a better climate policy |

| | |
|---|---|
| | for the city. |
| Screen Name Redacted<br>8/07/2020 11:19 AM | Neutral. ..... |
| Screen Name Redacted<br>8/07/2020 02:35 PM | This is developer-oriented transit. It has been making residents furious for a decade. Destruction of wet-lands, expropriation, elimination of forests - this does not fit with the City's supposed green philosophy. Residents see right through this and its awful deception. No one should build near train tracks. It is a Federation of Canadian Municipalities standard. By building right near tracks the City puts new residents in danger...from noise, air and sound pollution, from vibration, from toxic soil and from rail disaster. In Lord Roberts, trains run 24/7 carrying toxic chemicals. Be transparent about why the City is shunning support for Pembina businesses. They would be happy to have BRT near to increase customers. Be transparent about why the City still supports Shindico so strongly. What is the hold it has on decision-making? |
| Screen Name Redacted<br>8/07/2020 11:42 PM | I have used the Ottawa rapid transit and there are a lot of security issues especially for late night transit riders. The extra costs of security, road maintenance and snow removal is not worth the cost. Too much focus on Transit because now with COVID, there will be permanent reduced transit riders. |
| Screen Name Redacted<br>8/08/2020 01:53 PM | targeting highest density development to areas of highest transit service would enable more sustainable living and reduced personal automobile use and thus emissions. |
| Screen Name Redacted<br>8/09/2020 04:32 PM | Targeting lowest hanging fruit is absolutely the way to go. The areas that already have the "bones" in place for walkable, compact urban form should be prioritized for this kind of intensification. It will be VERY important to ensure that changes to the transportation modes, especially along corridors, precede this development. |
| Screen Name Redacted<br>8/09/2020 09:19 PM | Sounds good to me. When you live near to convenient transit, it is much easier to drive less or not even need to own a vehicle, and as an added bonus, the more people there are in a given area, the easier it is for amenities like grocery stores, restaurants, etcs., to set up and thrive. |
| Screen Name Redacted<br>8/10/2020 09:06 AM | Building up density around transit nodes encourages higher usage and reduces people driving. |
| Screen Name Redacted<br>8/10/2020 10:37 AM | If we want to meet our climate goals, we need to provide people with alternatives to transport in single occupant vehicles. Quality Transit and cycling can provide sustainable options, but for transit to be effective and affordable, it needs to be located withink high density neighbourhoods. |
| Screen Name Redacted<br>8/10/2020 10:53 AM | Aligning density with a robust transit system will help to align sustainable development goals regarding better access to and density of services, better land use and the reduction of sprawl and a better flow of traffic with an |

| | |
|---|---|
| | overall reduction of car use if transit and density are aligned. |
| Screen Name Redacted<br>8/10/2020 09:44 PM | Density doesn't have to happen just around transit routes. Neighbourhood walkability and regular transit use get boosted by density and easy connection to street front retail. I would encourage Winnipeg to consider aggressive density targets for all established neighbourhoods before allowing any further suburban development. |
| Screen Name Redacted<br>8/11/2020 06:39 AM | I believe it is important to focus development to reduce dependancy on vehicle use and get the density required for walkable, self-contained communities. |

**Optional question** (28 response(s), 15 skipped)
**Question type:** Essay Question

**Q3** **Regarding the growth target of a minimum of 50% of all new housing units being accommodated in the existing built-up area of the City as outlined in Goal 2 (page 20) of the CCDS 2.0:Do you think that the 50% growth target in the existing built-up a...**




**Question options**

Too ambitious  Not ambitious enough  Just about right  Other:

*Optional question (41 response(s), 2 skipped)*
*Question type: Radio Button Question*

## Q4 Please explain:

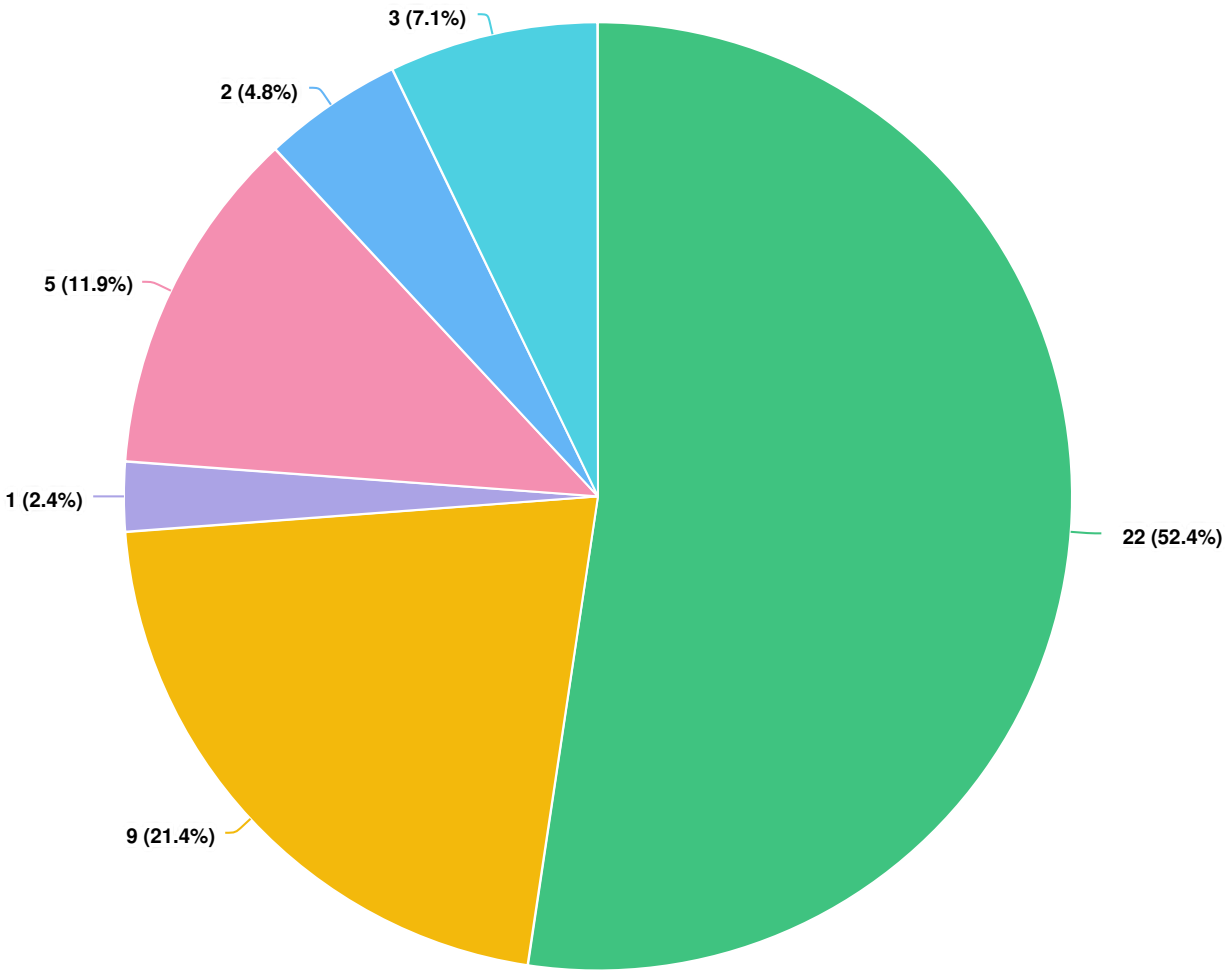
| | |
|---|---|
| Screen Name Redacted<br>7/17/2020 05:30 PM | we have more than enough suburban detached single family houses available on the market, what's needed is more varieties of infill housing in different established neighbourhoods. |
| Screen Name Redacted<br>7/20/2020 03:07 PM | We need to reign in our tendency towards urban sprawl. |
| Screen Name Redacted<br>7/21/2020 02:25 PM | I'd like to see a reversal of the muli-decadal trend toward sprawl. This will require require greater than 50% infill units. |
| Screen Name Redacted<br>7/22/2020 12:47 PM | I will say that density done well would serve communities well in the long-run. Look at much of Europe, there are scores of literature supporting density being an excellent antidote to combating sparse, aging infrastructure. My parents won't have to live with an aging Waverley West that needs road, park and utility repairs, but I most likely will. And scores of younger folks will too. |
| Screen Name Redacted<br>7/23/2020 01:53 PM | We don't need more suburbs |
| Screen Name Redacted<br>7/23/2020 03:29 PM | Yes not ambitious enough |
| Screen Name Redacted<br>7/26/2020 11:00 PM | need more affortable housing for young families! not on assistance, but on min wage or slightly above. |
| Screen Name Redacted<br>7/29/2020 09:02 PM | Can't go on building in the suburbs forever, but can't be more ambitious about infill until the city finds a means of making developers much more neighbour-friendly, otherwise the pushback would be too great. |
| Screen Name Redacted<br>7/30/2020 01:20 PM | It would be unfortunate if the City were to encourage the demolition of existing building stock to make way for new housing. The City should support the conservation of existing, high quality buildings in order to promote and meet their sustainability objectives and to support the preservation of high quality architecture. The greenest building is the one already built. There is a lot of embodied energy in an existing building, and demolition and new construction would be contrary to meeting our sustainability objectives. The City should consider other ways of adding density to existing built up areas by supporting secondary suites, density bonuses for retaining heritage buildings, etc. |
| Screen Name Redacted<br>7/30/2020 11:40 PM | You must speed up if we want to compete with the rest of Canada. |

| | |
|---|---|
| Screen Name Redacted<br>7/31/2020 08:10 AM | It is a good goal, but the City needs to stop pandering to residents in single family houses in areas that have been designated for development that complain and stop development. ie Corydon |
| Screen Name Redacted<br>8/03/2020 12:14 PM | Winnipeg is not dense enough and our lack of walkable and vibrant neighbourhoods reflects our lack of density in the inner city. Make sure development is focused into the inner city and downtown. |
| Screen Name Redacted<br>8/06/2020 08:42 AM | High density housing is an important step in creating vibrant communities and reducing our environmental impact |
| Screen Name Redacted<br>8/07/2020 10:08 AM | This is unachievable. This will result in a massive deterioration in quality of life for many people. |
| Screen Name Redacted<br>8/07/2020 10:20 AM | If we are looking to make ma drastic change to the way our city functions and combat the effects of climate change, we need to make really drastic changes to how our city functions. As seen with the current Covid-19 situation, connected and well designed communities are more desirable for people as they can walk and bike to amenities in their communities. |
| Screen Name Redacted<br>8/07/2020 11:19 AM | Been in Winnipeg long enough to understand fact. |
| Screen Name Redacted<br>8/07/2020 02:35 PM | Lets see if any Councillors or Planners put any near them. So far, not. This smells bad. |
| Screen Name Redacted<br>8/07/2020 11:42 PM | The target is too ambitious. This document does not highlight key problems such as most of the mature areas have a combined sewer system and the increase in households in these mature communities violates the provincial Environment Act Licence No 3042 Section 8. It states: "The licensee shall not increase the frequency or volume of combined sewer overflow in any sewershed due to new and upgraded land development activities. The overflow of sewage goes directly into the Red River. How could that be environmentally ok? Why is this document not focusing on basic facts? Way too vague, and focused only on growth and pretending that there are key problems that the city is facing. |
| Screen Name Redacted<br>8/08/2020 01:53 PM | Increasing density in the city and utilizing infill construction is the most sustainable way to accommodate growth that minimizes increasing greenhouse gas emissions |
| Screen Name Redacted<br>8/08/2020 11:25 PM | In order to have a more sustainable city, we should aim for a higher increase in units in the built up area |
| Screen Name Redacted<br>8/09/2020 06:54 AM | urban sprawl is costing us in increasing infrastructure while older areas need to be upgraded. |
| Screen Name Redacted | For 70 years, we have developed our city unsustainably. Getting back to a |

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| 8/09/2020 04:32 PM | place where we aren't forced to cut essential services every year will require bold "over-correction" for at least the next 25 years. Only once we have "caught up" can we return to a balanced target. Further, a lot of what makes a development unsustainable is its inability to naturally evolve to the next highest increment of intensity... any new developments (and there should be very few right now) should be built with this in mind, how will they be able to evolve over time? |
| Screen Name Redacted<br>8/09/2020 09:19 PM | We shouldn't be doing any new greenfield development until we have an accurate grip on how much it needs to cost to pay for itself and area prepared to pay it. All that greenfield development does is stretch our under-funded transit system more thinly (making transit worse for everyone), results in more automobile dependency (making the roads worse for everyone, drivers or pedestrians or transit riders or bicyclists), stretches our limited budget for libraries, community centres, pools, etc,. more thinly (again, making all those things worse for everyone around the city). This is bad enough for citizens of average socioeconomic status, but disproportionately impacts those living on low incomes, with disability, experiencing homelessness and other socio-economic barriers. |
| Screen Name Redacted<br>8/10/2020 09:06 AM | The suburbs and new developments are killing our city. We can't provide enough services based on the taxations in those low density neighbourhoods. We need less sprawl and more density. But variation in density. Not just condos. Row houses (owned!) and the like to encourage higher density. |
| Screen Name Redacted<br>8/10/2020 10:37 AM | Our city is far too large to service, especially by transit. We need to minimize its expansion. |
| Screen Name Redacted<br>8/10/2020 10:53 AM | Winnipeg is already an extremely sprawled city for it population. I think a reasonable comparative city that Winnipeg should aspire to is Minneapolis St. Paul - Having lived there I consider it a larger version of a more ambitious Winnipeg. The MSP metro region has a comparable population density to Winnipeg, but are instituting policies that will help to alleviate sprawl and increase density - by eliminating Single Family Detached zoning. We don't need more suburban sprawl that continues to strain the tax base on services and contributes to the overall deterioration of our infrastructure. |
| Screen Name Redacted<br>8/10/2020 09:44 PM | Let's get to a minimum of 75%. For decades we've been growing suburbs unchecked. We need to meaningfully change course to continued and meaningful re-investment in established neighbourhoods. |
| Screen Name Redacted<br>8/11/2020 06:39 AM | There is plenty of space in Winnipeg for new/infill development in the core. |

**Optional question** (28 response(s), 15 skipped)
**Question type:** Essay Question

**Q5** **Goal 6 of CCDS 2.0 proposed that City enabling tools (e.g. financial incentives, partnerships, planning, infrastructure upgrades) should be targeted to the following areas, in order of priority:DowntownPriority CorridorsAll other corridorsExisting ...**




**Question options**

Strongly agree | Somewhat agree | Neutral | Somewhat disagree | Strongly disagree | Don't know/need more info

*Optional question (42 response(s), 1 skipped)*
*Question type: Radio Button Question*

## Q6 Please explain:

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| Screen Name Redacted<br>7/17/2020 05:30 PM | I agree. Greenfield also is maybe a poor choice of term, as most greenfields are often home to economically viable and important industry (especially things like market gardens) |
| Screen Name Redacted<br>7/20/2020 03:07 PM | Many neighbourhoods are struggling and I believe these should be a priority. Improving the quality of life in poor communities will be of benefit to the rest of the city. Good transit is lacking everywhere and wealthy communities at this point have zero incentive to use public transit. |
| Screen Name Redacted<br>7/21/2020 02:25 PM | I don't understand your ranking of 'corridors' v.s 'priority corridors' vs. 'all other corridors' - is this a mistake? |
| Screen Name Redacted<br>7/22/2020 12:47 PM | I think we should aim to be more geographically resourceful. This isn't a new proposition but mixed use development will bring in people and communities and strengthen peoples personal 'business case' for accepting the level of service transit provides. Winnipeg is growing but Winnipeg needs to think longer term and change out the older 90's austerity mindset. |
| Screen Name Redacted<br>7/23/2020 11:48 AM | Blue line has destroyed travel on bishop grandin and on pembina highway. There has always been service on pembina hwy, now there is not. No way to get from dalhousie at sobeys to vincent massey high school by one bus! |
| Screen Name Redacted<br>7/23/2020 03:29 PM | N/A |
| Screen Name Redacted<br>7/26/2020 11:00 PM | Everyone is tired of Downtown being put first. Tons of money going towards downtown and nothing to show for it. People still can't be safe after 5pm and unless there is safe injection sites and help created for those who are on drugs.. as well as fund programs for youth outside of school hours for safety and to keep out of trouble -- downtown will always be lost, no matter how much money you throw at building crap up. |
| Screen Name Redacted<br>7/29/2020 09:02 PM | It's one thing to provide incentives to target these areas, but the current development process is so rough on neighbours and therefore contentious, that developers and the city will be fighting neighbourhood residents after they experience a few bad developments. |
| Screen Name Redacted<br>7/30/2020 01:20 PM | In order to conserve existing building stock/heritage value and to reduce waste, the City should incentivize the conservation of existing buildings and encourage the adaptive reuse of these through density bonuses, secondary suites, etc. Also, the need for less parking stalls should also be incentivized. |
| Screen Name Redacted<br>7/30/2020 05:04 PM | I unequivocally support the notion of redeveloping the downtown core, but history has proven that this is not a place where the majority of our residents |

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| | want to live. Unfortunately, given the current circumstances that surround the pandemic, there is strong potential for sustained, diminished demand for downtown office space. This will likely result in diminished demand for downtown living. There should be more of a focus on intensifying and redeveloping community nodes and corridors - Corydon Ave, Pembina Highway, Des Meurons, etc. |
| Screen Name Redacted<br>7/31/2020 08:10 AM | It is listing every area in the City. How is that a direction? |
| Screen Name Redacted<br>8/03/2020 12:14 PM | Development should be pushed into the inner city and downtown. Build that density up. Density should be built in areas with a grid st pattern that actually encourages people to take transit. Don't build projects that encourage driving. |
| Screen Name Redacted<br>8/04/2020 04:27 PM | Existing built up areas should be given higher priority; do not always need to be along a corridor (but near a corridor). Agree that greenfield should be the last priority. |
| Screen Name Redacted<br>8/06/2020 08:42 AM | Getting people back downtown is important in creating vibrant communities and making our city more liveable, on a human scale (walkable and bikeable in all seasons!) |
| Screen Name Redacted<br>8/07/2020 10:20 AM | We need to make our city more people friendly not car friendly. Providing priority on downtown and major corridors gives the optics that we want people to stay closer to the centre of the city and thus develop those area. The cost of infrastructure is lessened the more we priorities the core of the city. |
| Screen Name Redacted<br>8/07/2020 02:35 PM | This is causing harm in so many ways. Instead, repair existing housing. Reinstate the Home Owner Tax Credit program. The Major Transformation Area in Lord Roberts is a terrible mistake that will not end well. |
| Screen Name Redacted<br>8/07/2020 11:42 PM | The question is too vague for me to comment on. |
| Screen Name Redacted<br>8/08/2020 01:53 PM | We should not be incentivizing growth in greenfields that could be used for agriculture |
| Screen Name Redacted<br>8/09/2020 04:32 PM | The priorities are laid out according to existing ease of transition (good "bones") to the complete communities framework. That is how it should be. |
| Screen Name Redacted<br>8/10/2020 10:37 AM | I support development of the downtown, but I think that we should also be looking to support development in and around our mixed use centres so that people have the choice/ability to meet their needs locally rather than forcing everyone downtown. |
| Screen Name Redacted<br>8/10/2020 10:53 AM | Downtown and priority corridors are where both increased density and transit services are needed in order to create a more sustainable city and future. Greenfield should absolutely be the lowest priority. |

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| Screen Name Redacted<br>8/10/2020 09:44 PM | No more suburbs should be allowed until core neighbourhood densities are double what they are today. |
| Screen Name Redacted<br>8/11/2020 06:39 AM | Same response as #2. |

**Optional question** (23 response(s), 20 skipped)
**Question type:** Essay Question

## Q7 How could the proposed Complete Communities Direction Strategy 2.0 be improved?

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| Screen Name Redacted<br>7/17/2020 05:30 PM | increased focus on transforming road space into community space (gardens, etc) |
| Screen Name Redacted<br>7/20/2020 03:07 PM | First, Greenfield areas should focus on parks, urban forest, and food production. Ideally each neighbourhood should have access to such areas. Secondly, please think long term with your infrastructure projects. Stop tearing up the same streets every year, while never actually fixing the problems. When you tear up a street, install all the necessary infrastructure and do a quality job so that it doesn't need to be repeated in the near future. Do snow plowing more frequently to save the streets, sidewalks, vehicles, and make walking a safe possibility. Stop tearing up the grass on boulevards every spring with carbon intensive machines. Employ people with rakes that will do a more careful job so that the soil and grass doesn't need to be replaced every year. |
| Screen Name Redacted<br>7/21/2020 02:25 PM | This direction strategy lacks teeth and perhaps precision. I have frequently observed poor development proposals both purported to and accepted by Council to be meeting the intent of complete communities. This tells me that either the strategy is too vague or is ineffective at preventing unacceptable development. I would appreciate the application of transparent and independent measures and targets and the use of metrics tied to this strategy when new development proposals are considered. |
| Screen Name Redacted<br>7/23/2020 11:48 AM | Too late to put the blue line down pembina hwy so at least put buses on major routes! |
| Screen Name Redacted<br>7/23/2020 01:53 PM | Building up instead of our - more infill / density Look at zoning to allow more multiuse areas - allowing commercial within existing residential areas so that everyone can walk to a grocery store for example |
| Screen Name Redacted<br>7/23/2020 03:29 PM | n/a |
| Screen Name Redacted<br>7/29/2020 09:02 PM | I think the strategy needs to recognize how disruptive infill development has been to neighbours, and sort out how the city and the developers are going |

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| | to change behaviour to solve that problem; other cities have means of ensuring neighbourhood compatibility, and the UK has the "Considerate Constructors Scheme" to set industry standards for behaviour of developers, architects and builders. Infill can be successful if it is well done, it will be the bone of contention for councillors so long as it is done the way it is now. |
| Screen Name Redacted<br>7/30/2020 01:20 PM | Find ways to add to density to existing built up/mature neighbourhoods without defaulting to demolition. Encourage densities that are compatible with existing neighbourhoods and not shockingly different, but through incremental growth. You don't want to encourage an exodus of residents in mature communities to the suburbs because they are seeking less density. |
| Screen Name Redacted<br>7/30/2020 05:04 PM | I'd like to see Complete Communities address the densification in mature communities in a more supportive and prescriptive fashion. |
| Screen Name Redacted<br>7/31/2020 08:10 AM | Have clearer language in the document. |
| Screen Name Redacted<br>8/03/2020 12:14 PM | Focus on inner city development. Make 15 minute neighbourhoods in the inner city. People should be able to walk everywhere and it should be beautiful. Good design, narrow roads, storefronts. Obviously focus on building on the surface parking lots in the downtown and inner city. Those are problematic and the city should be really trying to get them developed. |
| Screen Name Redacted<br>8/04/2020 04:27 PM | Green space should be in proportion to population density - high population density should have more green space. It seems that the opposite is happening such as in Waverley West where single family homes have a lot of green space but high density areas are lucky to have a pocket park. |
| Screen Name Redacted<br>8/07/2020 10:08 AM | We need to allow more lower density communities with development levies by the city to ensure that infrastructure is upgraded to accommodate them. This will require neighborhood and area plans to be developed to ensure that long term planning is effective and targeted. |
| Screen Name Redacted<br>8/07/2020 10:20 AM | Provide affordable housing within this strategy |
| Screen Name Redacted<br>8/07/2020 02:35 PM | Institutionalise residents associations so they collaborate equally on revising it. Change the culture in Planning so they obey all bylaws and provincial laws all the time. |
| Screen Name Redacted<br>8/07/2020 11:42 PM | Community involvement (all neighbourhood representation) done in groups where everyone can participate. Meet in the communities, not downtown where there is no parking and poor access. Sending out an online survey for documents that are 180 pages long is a bit ridiculous. |
| Screen Name Redacted<br>8/08/2020 11:25 PM | Make it more costly to build up housing in the greenfield. Make developers subsidize transit. Stop wasting land on parking lots. Open up Portage and Main to pedestrians |
| Screen Name Redacted | We need more and safer bike routes in this city. |

8/09/2020 06:54 AM

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| Screen Name Redacted<br>8/09/2020 04:32 PM | Increase intensification target, as per my comments above. Clarify the term "Complete Communities" to specify its meaning "having all required amenities close together" and NOT "finished". That seems to be the main point of confusion for the public, that a Complete Community is "finished" and therefore immune to change. This is reinforced in that new communities are to be "complete from the outset". Since a city is a complex human habitat, and human needs, demographies, technologies change over time, so a city (and neighbourhood) must be allowed to evolve. Complete Communities must be clear in that "complete" is not "finished"... ALL neighbourhoods must be allowed to change over time. Eliminating R1 zoning in the zoning by-law would be a good start... SFH could still be built, but higher intensities would be able to evolve as-of-right if the market demanded it. |
| Screen Name Redacted<br>8/10/2020 09:06 AM | Specify housing types more specifically. medium to high density can be a lot of things. Unfortunately till now we have focused as a city too much on just high rise condos which we now have too many of in this city. Alternative options like more rental units (which we dont have enough), and traditionally owned homes in forms like row houses. |
| Screen Name Redacted<br>8/10/2020 10:37 AM | I think we should make a direct push for Vision Zero, and set goals for mode shift. Bikeability needs a vast improvement. |
| Screen Name Redacted<br>8/10/2020 10:53 AM | A lot is talked about climate resiliency, but more could be incorporated regarding social justice and urban development. How can the city be built in a more socially, environmentally and economically just way? and perhaps in this order of importance. Triple bottom line thinking needs to shift its actual practice from primacy of economy to primacy of society and environment - where in most cases issues that affect these two constituencies are intimately linked. Indigenous economic zones deserves WAAAAAYYY more space and attention in the document than a single half page with a big image as filler. |
| Screen Name Redacted<br>8/10/2020 09:44 PM | More tactile targets. ie: Downtown's population goal will be 50,000. The Exchange District's population goal will be 30,000. Role of arts/music in supporting/enhancing urbanism and also needing support by its immediate urban community. (For the love of God please don't let the Concert Hall board build a parkade. They're stuck in the 70's. Ha. Arts orgs in other cities have built condos or other developments that create urban activity and also help fund their programming. Curb cut turning lanes: another problematic urban design flaw that also presents opportunities. Academy/Wellington. Isabel/Ellice. River/Osborne. And countless others - all of those curb cut turning lanes must be filled and drivers forced to do a regular ol' right hand turn. THE BONUS? We get a glut of cool, unique, small triangular plots of land to build small unique buildings that could give Winnipeg a very unique flavour and contribute to urban discovery / those little a-ha moments that make visitors fall in love with a city. |

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| Screen Name Redacted<br>8/11/2020 06:39 AM | Stronger incentives for businesses to open in the same areas and corridors as population density to create walkable options for shopping, restaurants, retail, etc. |

**Optional question** (24 response(s), 19 skipped)
**Question type:** Essay Question

## Q8 What aspects of the Complete Communities Direction Strategy 2.0 are you supportive of?

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| Screen Name Redacted<br>7/17/2020 05:30 PM | infill housing, densifying Winnipeg |
| Screen Name Redacted<br>7/20/2020 03:07 PM | *Increasing housing density and making these neighbourhoods attractive places to live for families. *Increased thought put into greenfield areas, rather than allowing development companies to expand as they wish. Ideally these greenfield areas should benefit the community (not just as a financial gain to corporate entities). *Increase use of transit and better access to public transit for all neighbourhoods. |
| Screen Name Redacted<br>7/21/2020 02:25 PM | The overall vision and direction appeals to me. |
| Screen Name Redacted<br>7/23/2020 01:53 PM | It think it's good, it just needs to be more |
| Screen Name Redacted<br>7/23/2020 03:29 PM | social equity |
| Screen Name Redacted<br>7/29/2020 09:02 PM | The references to fitting into the neighbourhood context are good, but if the infill bylaws apply one set of rules to all mature communities, despite their differences, that won't be sensitive to neighbourhood context at all. |
| Screen Name Redacted<br>7/30/2020 01:20 PM | Sustainable growth and ensuring that all communities are complete. Heritage Conservation and Urban Design are key. |
| Screen Name Redacted<br>8/03/2020 12:14 PM | Building densely. |
| Screen Name Redacted<br>8/04/2020 04:27 PM | City taking a lead in planning instead of being driven by developers which seemed to be happening in the past. |
| Screen Name Redacted<br>8/05/2020 04:23 PM | More cycling infrastructure |
| Screen Name Redacted<br>8/07/2020 10:08 AM | This plan appears incomplete and not finalized in a manner ready for presentation to the public. |

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| Screen Name Redacted<br>8/07/2020 02:35 PM | Can't trust any of the good ones will have any actual operational support by Planning. |
| Screen Name Redacted<br>8/07/2020 11:42 PM | Focused and planned growth but with better community involvement. |
| Screen Name Redacted<br>8/08/2020 11:25 PM | To prioritize affordable housing in already built up area. |
| Screen Name Redacted<br>8/09/2020 06:54 AM | Developing existing urban areas. Stop the urban sprawl. |
| Screen Name Redacted<br>8/09/2020 04:32 PM | In general, the goals say the "right things". The key will be whether any of it will actually be implemented... the 2011 version was very good too, but we've made next to no progress on that. |
| Screen Name Redacted<br>8/10/2020 09:06 AM | Building density inwards rather than sprawling out. |
| Screen Name Redacted<br>8/10/2020 10:37 AM | I was happy to see the long term bike parking included in the plan, especially downtown. |
| Screen Name Redacted<br>8/10/2020 10:53 AM | Overall goals 2 & 3 and the goals regarding better communication with the province in the creation of an actual metropolitan area framework. |
| Screen Name Redacted<br>8/10/2020 09:44 PM | Intensification targets. Downtown focus. Focus on complete communities (similar to Paris' 15-minute city). Pedestrian, transit, walkability focus. Re-purposing old industrial lands. Strong urban design / streetlife values. |
| Screen Name Redacted<br>8/11/2020 06:39 AM | All of it. |

**Optional question** (21 response(s), 22 skipped)
**Question type:** Essay Question

## Q9 How do you see yourself in this vision for growth?

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| Screen Name Redacted<br>7/17/2020 05:30 PM | - |
| Screen Name Redacted<br>7/20/2020 08:10 AM | Building new house in Airport Residential community. |
| Screen Name Redacted | I hope that all members of my family will be able to make better use of public |

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| 7/20/2020 03:07 PM | transit in the near future. I hope that future home choices for young adults and retirement age will be low carbon footprint, with affordable access to less resource intensive living options, and healthy lifestyles for optimal physical and mental wellbeing. |
| Screen Name Redacted<br>7/21/2020 02:25 PM | I see myself, my family, my community, and future generations as either the eventual benefactors or victims of city planning decisions. I have no intension to leave WInnipeg so care greatly about its successes and failures. Winnipeg will not be great as a result of haphazard, short term thinking, directed primarily by the motives of private developers. I think good city planning requires its leaders to be literate in good planning, and demonstrate courage. |
| Screen Name Redacted<br>7/22/2020 12:47 PM | Personally realigning my carbon footprint and phyiscal footprint to be more modest. I want to continue to bring feedback to the city as opportunities arise, and attempt to rationally anticipate the public's good interest while doing so. |
| Screen Name Redacted<br>7/23/2020 11:48 AM | Too old to be biking! Bicyclists need to start paying a licence fee because they use public roads and impede bus and car travel and yet contribute not a cent to infrastructure |
| Screen Name Redacted<br>7/23/2020 01:53 PM | Right now I feel like I have to choose between my desired lifestyle (walkable communities, easy access to transit) and suitable housing - we need more housing type options within walkable communities |
| Screen Name Redacted<br>7/23/2020 03:29 PM | No comments |
| Screen Name Redacted<br>7/29/2020 09:02 PM | I see myself struggling to get developments in our neighbourhood to be considerate to the existing residents, instead of coming in to build whatever they want with the consent of the city. |
| Screen Name Redacted<br>7/30/2020 01:20 PM | I see myself as wanting to age in place and able to retain residency in my mature community. I would like to see the historic homes and apartment buildings conserved. I don't want drastic changes to the look and feel of my neighbourhood. And I'd like to see clever ways of density being added through the multi-generational living, secondary suites, density bonuses while retaining existing high quality building stock. I want Winnipeg to grow beautifully. |
| Screen Name Redacted<br>8/03/2020 12:14 PM | My dream would be to live in a walkable inner city neighbourhood like west Broadway or the west end. I want to be able to walk to streets like broadway and find shops, bars, restaurants, transit. This requires more people and more people with higher incomes moving into these areas. |
| Screen Name Redacted<br>8/04/2020 04:27 PM | Not sure |
| Screen Name Redacted<br>8/05/2020 04:23 PM | I'll be dead by the time this city gets it's act together |
| Screen Name Redacted | Potentially leaving the city to live and work outside rather than deal with the |

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| 8/07/2020 10:08 AM | failure to adequately plan. |
| Screen Name Redacted<br>8/07/2020 10:20 AM | Within this vision of growth, I see myself as living in a vibrant downtown community where grocery stores and other amenities are within walking/biking distance. Where entertainment and restaurants are also around the neighborhood. |
| Screen Name Redacted<br>8/07/2020 02:35 PM | Lobbying for residents to have an equal voice in neighbourhood planning. |
| Screen Name Redacted<br>8/07/2020 11:42 PM | Disappointed. Public engagement is poorly done. Why are all neighbourhoods involved (groups) and represented. How many residents will take the time to review a 180 page vague document? |
| Screen Name Redacted<br>8/08/2020 11:25 PM | I am already living in a high density area and walk/bus to work. |
| Screen Name Redacted<br>8/09/2020 04:32 PM | I am not sure what this question means, but I am generally supportive of the goals of this vision. I am skeptical that the actual tools for implementation will ever be put in place... the 2011 OurWinnipeg/Complete Communities laid out some very good goals, but nearly no progress has been made on actually reaching those goals. I have no reason to believe anything will be different this time around. |
| Screen Name Redacted<br>8/10/2020 09:06 AM | I refuse to live outside of the Bishop/Kennaston/Lag "ring road" as I see everything outside of it to be sprawl at this point so I see myself fitting in well to the new vision. |
| Screen Name Redacted<br>8/10/2020 10:37 AM | I see myself continuing to live in a mixed use centre making use of local amenities and traveling via sustainable modes of transportation. |
| Screen Name Redacted<br>8/10/2020 09:44 PM | I'm a home owner in Winnipeg's West End. I've also undertaken a new career with an eye towards increased property development investments. I want to build quality medium density residential buildings in neighbourhoods that have struggled to attract investment. I am also a dedicated urbanist and advocate for downtown. |
| Screen Name Redacted<br>8/11/2020 06:39 AM | We will support the initiative in our neighbourhood and promote it to neighbours. |

**Optional question** (23 response(s), 20 skipped)
**Question type:** Essay Question

## Q10 Any additional comments?

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| Screen Name Redacted<br>7/17/2020 05:30 PM | - |

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| Screen Name Redacted<br>7/20/2020 08:10 AM | Complete Silver Ave from Saskatchewan to Winchester to provide alternative to Ness/ Portage for downtown commuters. |
| Screen Name Redacted<br>7/20/2020 03:07 PM | I applaud your efforts to create a more sustainable Winnipeg! I look forward to these plans coming to life. |
| Screen Name Redacted<br>7/22/2020 12:47 PM | Thanks for this opportunity! |
| Screen Name Redacted<br>7/23/2020 03:29 PM | No comments |
| Screen Name Redacted<br>7/29/2020 09:02 PM | While there is comforting wording in this plan, I am not confident that this plan will change what is already going on in and around my neighbourhood. Too many good things are "should", in exchange for an "infill target". The target is more likely to be implemented than the nice "shoulds". |
| Screen Name Redacted<br>8/03/2020 12:14 PM | This city is desperately lacking dense walkable and vibrant inner city communities. In most cities it is a scramble to get into the inner city and as a result it is the most expensive and the most vibrant. People should be scrambling to try and move into the inner city because of the walkable and vibrant nature of the neighbourhood. Focus on building these types of areas. |
| Screen Name Redacted<br>8/07/2020 11:42 PM | Where does the plan identify the combined sewer issues? Goal 2. "Accommodate limited exceptions to development supported by less than a full range of municipal services on built up areas." The document is written in a way that gives the city authority to do as it pleases. Goal 7 "Leverage growth to promote climate change resiliency enhance urban forest canopy." Enhance forest Canopy..... In Glenwood we have only 22 streets and the infill practices have clear cut the size of 4 football fields. Is rebuilding a destroyed urban canopy is part of enhancing the urban forest? Regarding Urban Design, are the current infill practices looking at the relationship of buildings and spaces in terms of size, appearance, uses and access? The GOAL is design for people, context, heritage resources and winter city design. Gone are the yards, privacy and now we have extra traffic and have to contend with neighbours with a 25ft lot that move their snow onto your property because they have no space for it. Yes, this makes for a great peaceful neighbourhood. |
| Screen Name Redacted<br>8/09/2020 06:54 AM | Multi family residents along the transit corridors need to be attractive: trees/green space and less strip malls and fast food establishments. We need to use existing buildings and stop erecting new boxes to put in another Subway or Pizza Pizza. |
| Screen Name Redacted<br>8/09/2020 04:32 PM | While changes to land-use policy usually take years (or decades) to show their results, transportation policy changes are near-immediate in their results. Given that the two are so closely intertwined, it will be paramount to focus on transportation policy changes in order to ensure the Complete |

Communities vision is attained. For example, the "corridor transformation" vision on page 52 shows mature tree-lined streets in imagebox 3, as the 25-year vision for a corridor. If we are to have mature street trees in 25 years, they need to be planted today. However, our Urban Forestry dept will tell us that we cannot plant trees on Henderson, Main, or any other of our priority Urban Mixed Use corridors because they would be too close to traffic, road salt, etc. and would never survive (existing trees were established long ago, which is why they survive). Again, according to the Urban Forestry Dept, the exception to that is on streets where there is a protected bike lane, buffered parking, etc., which moves the traffic and road salt away from the tree (and the sidewalk). Incidentally, that also makes the sidewalks more pedestrian-friendly, and therefore pedestrian- and transit-oriented development more attractive, which sets forth a virtuous cycle of investment. But none of it is possible without first making the transportation changes today. These changes need to happen automatically with every regularly-scheduled road renewal project.

Screen Name Redacted
8/10/2020 10:37 AM

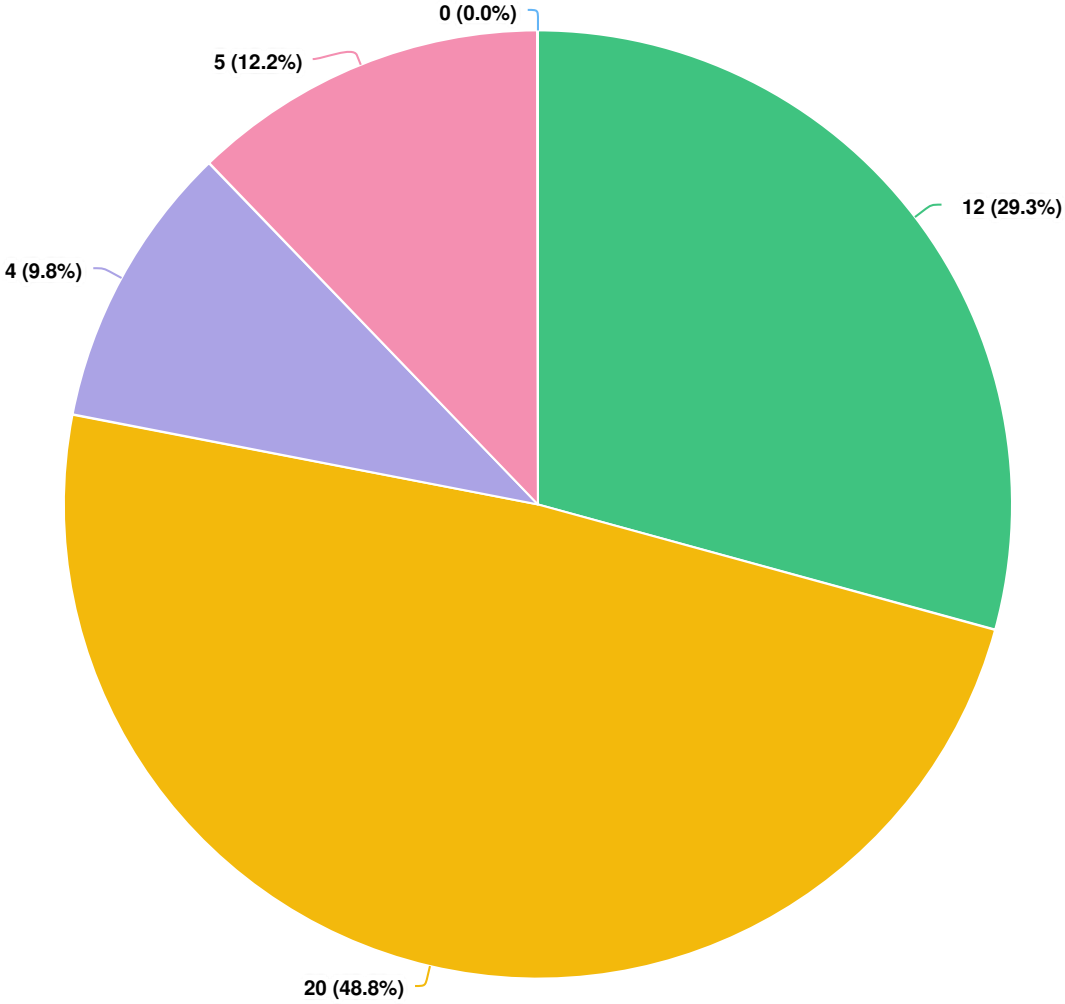
I fear that continued grown in greenfield developments at the edge of the city will promote traffic that puts demands onto mixed use neighbourhoods such as mine that will degrade the quality of life in these centres.

Screen Name Redacted
8/10/2020 09:44 PM

I've spent considerable time in Montreal, Berlin, Amsterdam, New York, Seattle, etc etc. I love the energy and spontaneity and discoverability and entrepreneurial spirit of those cities. Their urban form allows for those experiences. When we build hollowed out suburban-focused cities we sell ourselves short and limit our opportunities and create divisions in our populace. And we present a pretty boring face to the rest of the world. Let's give the world great urban experiences in Winnipeg. Tax the crap out of parking lots. All of em, urban or suburban. The North End rail yards present our greatest barrier and our greatest opportunity. Picture 100,000 people living there in dense, urban neighbourhoods - instead of what we have now. Let's make that happen. Will these new planning documents have teeth? Will councillors listen? Will developers do what we need them to? How do we attract better quality developers? Could someone pass a law requiring that Public Works include pedestrian, transit and cycling impact reports for projects instead of just traffic impact reports? GOOD LUCK WITH ALL OF THIS! THANK YOU FOR CARING ABOUT WINNIPEG!

**Optional question** (12 response(s), 31 skipped)
**Question type:** Essay Question

## Q11 What is your age?

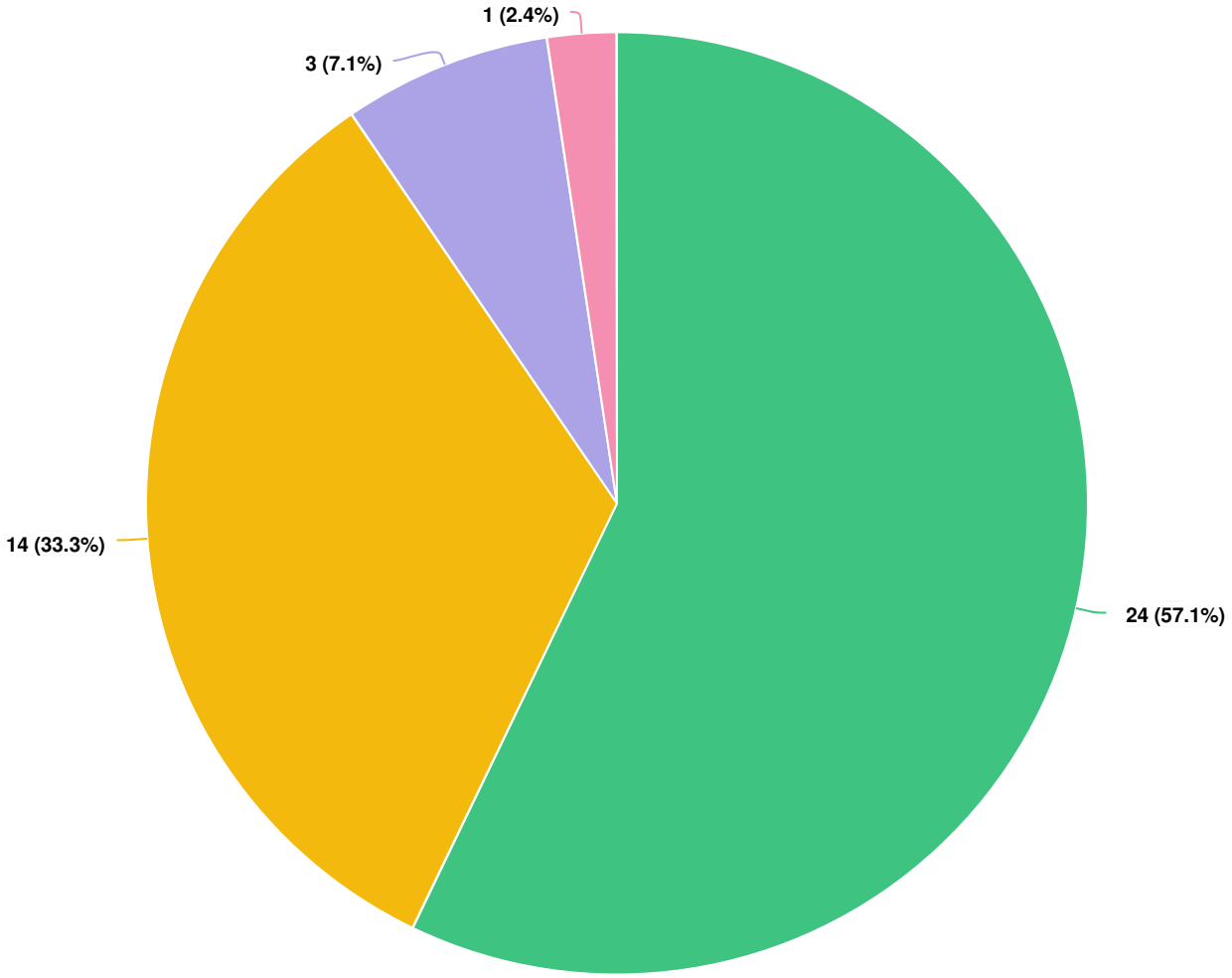



**Question options**

18 - 34 35 - 54 55 - 64 65 + Under 18

*Optional question (41 response(s), 2 skipped)*
*Question type: Radio Button Question*

## Q12 Please indicate your gender:

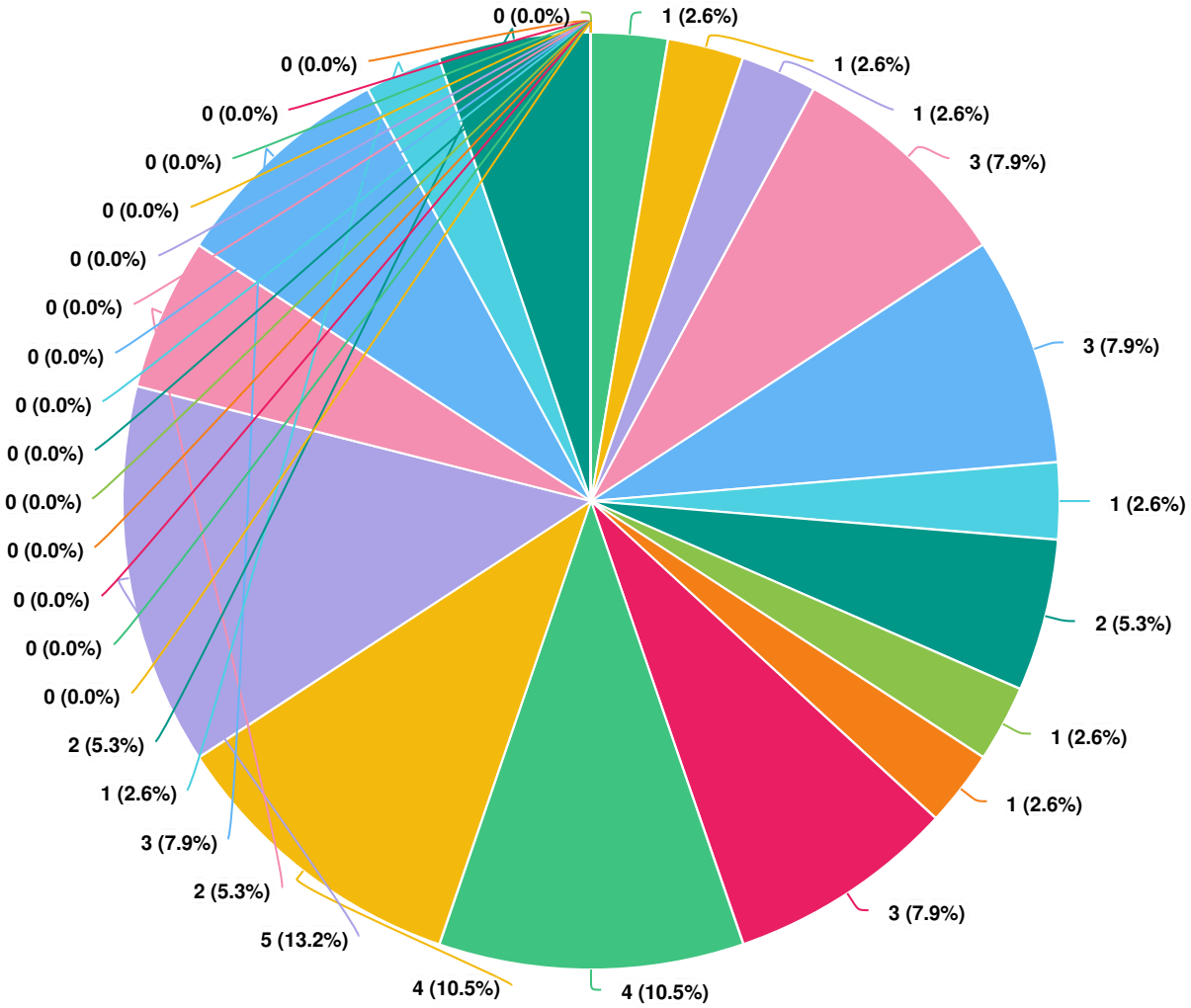



**Question options**

Male Female Prefer not to say Other:

*Optional question (42 response(s), 1 skipped)*
*Question type: Radio Button Question*

## Q13 What are the first three characters of your postal code?

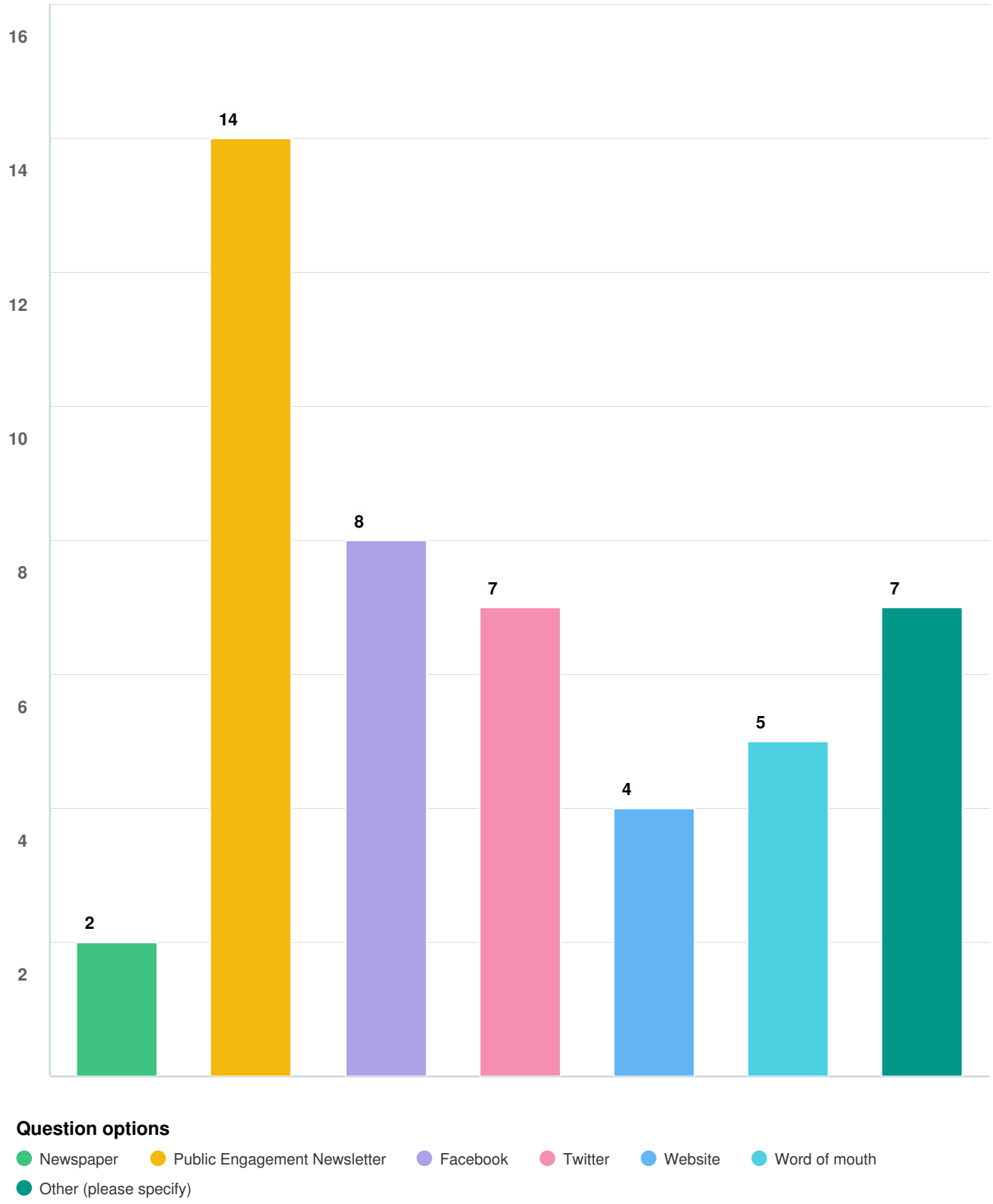



**Question options**

R2C R2G R2J R2L R2M R2N R2V R2Y R3B R3C R3G
R3L R3M R3N R3P R3R R3T R2H R2K R2P R2R R2W
R2X R3A R3E R3H R3J R3K R3S R3V R3W R3X R3Y
Other (please specify)

*Optional question (38 response(s), 5 skipped)*
*Question type: Dropdown Question*

## Q14 How did you hear about this project? (Please check all that apply)




*Optional question (42 response(s), 1 skipped)*
*Question type: Checkbox Question*

# Appendix C – Q&A feedback

## QANDA

# What questions do you have?

Q Kate

21 July 20

Our roads are so abysmal that within 2 - 3 years major roadways that were “fixed” are now being repaired again. This is a huge waste of tax payer time and money. How do you plan on improving the materials used on our road s to better handle our extreme climate?

A Publicly Answered

The City of Winnipeg is committed to ensuring that the citizens of Winnipeg are supplied with products that adher e to the highest standards as well as ensuring long-term value. In order to accomplish these goals the Public Wor ks Department has developed and maintains a set of written product specifications. Any product supplied or instal led for Surface Works must meet or exceed these specifications. The Public Works Department also reviews and approves aggregates and concrete/asphalt mix designs. The Public Works Department is also working on updatin g our specifications to account for extreme weather and climate change. For example, the Public Works Departm ent recently updated the base and sub base specification to improve the performance of our infrastructure. The n ew specification introduced open-graded materials for use as free-draining base and sub-base within the paveme nt structure. Undrained water in the pavement supporting layers can freeze and expand, creating high internal pre ssures on the pavement structure. Moreover, flowing water can carry soil particles that clog drains and, in combin ation with traffic, pump fines from the subbase or subgrade. The use of free-draining and non-erodible materials c an control and prevent pumping. Also, the new version includes tests which are able to identify poor performing materials to identify material durability and its resistance to weathering. These tests are essential in our current a nd expected climate. The Public Works Department expects the service lives of our pavements will increase by 1 0 to 25 percent by using the new materials with significant improvement in the performance. This will lead to a cos t-effective structure, with an anticipated measurable impact on reducing life-cycle cost of repairs due to its project ed durability and longevity. Finally, the Public Works Department applies different pavement design methods to a ccount for the effects of seasonal freezing and thawing, frost heave, and thaw weakening. Because of the frost-s usceptible subgrade materials in Winnipeg, the Public Works Department is studying the use of chemical and phy sical methods to stabilize lower-quality materials. Stabilizing these foundational layers can play a key role in mitig ating the effects of climate and the stresses generated by traffic.

Q AC204

28 July 20

Can previously asked questions be posted here for everyone to view? If privacy is a concern, don't show those d etails.

A Publicly Answered

Thank you for the question about this tool. The Q&A tool will display the questions that were asked and the City's responses so that everyone can learn more about the projects. We are currently working on a number of answers , and will also be posting questions and responses from the Zoom webinars as well.

## QANDA

### What questions do you have?

Q Neil
07 August 20

I don't see anywhere that indicates that urban reserves are being planned to accommodate this purported growin g population. The housing planned on the reserve is medium density instead of high density. Instead you are tear ing up our mature neighbourhoods. *Submitted at virtual event*

A Publicly Answered

While the creation of urban reserves is largely a process that falls to other levels of government and First Nation s, the section on Indigenous Economic Development Zones directs the City of Winnipeg to welcome and facilitate their creation. The redevelopment of sites like Kapyong Barracks will absolutely be valuable in accommodating for ecasted population growth.

Q Brett
11 August 20

I don't see anywhere that indicates that urban reserves are being planned to accommodate this purported growin g population. The housing planned on the reserve is medium density instead of high density. Instead you are tear ing up our mature neighbourhoods. *Submitted at virtual event*

A Privately Answered

test

Q Brett
11 August 20

How many secondary plans are there? *Submitted at virtual event*

A Publicly Answered

There are currently 38 active local area plans in the city. They can be found here: https://winnipeg.ca/ppd/CityPla nning/LocalAreaPlan/default.stm.

## QANDA

# What questions do you have?

Q Brett
11 August 20

Has/Will this plan been adapted to include whatever ends up happening with Portage Place Shopping Centre? *S ubmitted at virtual event*"

A Publicly Answered

This is a high level plan. We do not speak specifically to Portage Place in the document but we talk about the nee d for housing downtown and a walkable street environmet. This type of redevelopment would accomplish these g oals.

Q Brett
11 August 20

What alternatives were considered when determining the intensification target? *Submitted at virtual event*

A Publicly Answered

Key info available here: https://engage.winnipeg.ca/planning-for-our-shared-future?tool=news_feed#tool_tab.We a re looking for feedback on the intensification target as well.For more information on the growth scenarios we consi dered in developing the intensification target, see here: https://engage.winnipeg.ca/planning-for-our-shared-future/ news_feed/growth-scenarios.

Q Brett
11 August 20

What is being done to support and upgrade boarding homes throughout Winnipeg? *Submitted at virtual event*

A Publicly Answered

We talk about the need for different housing types across the city. We do not specifically reference boarding hom es in the draft.

## QANDA

# What questions do you have?

Q Brett
11 August 20

How many people are on this meeting?

A Publicly Answered

44 attendees, as of 7:32 p.m.

Q Brett
11 August 20

How were the development timelines determined for the greenfield areas identified? *Submitted at virtual event*

A Publicly Answered

A number of factors:- following the pipe- the City's infrastructure plan (endorsed by Council; best recommendation s for 10 years of capital spending)- a balance of land supplies in different quadrants- the scope of remaining enab ling workKey info section includes assessment highlights: https://engage.winnipeg.ca/planning-for-our-shared-futu re?tool=news_feed#tool_tab. The assessment results I mentioned can be found here: https://engage.winnipeg.ca/ planning-for-our-shared-future/news_feed/ourwinnipeg-residential-growth-study-study-area-assessment-results.

Q Brett
11 August 20

How do you measure how much progress the city is making towards achieving the Complete Communities vision ? I know that alignment is discussed in every admin report to council committees, but what about the big picture? *Submitted at virtual event*

A Publicly Answered

In terms of the intensification target, we are planning to report back on an annual basis as to whether we are achi eving that target or not. If we are achieving the target, we can identify successes and why we think we were succ essful and if we are not, we will have to figure out why and determine how to achieve it.The target is also in the Climate Change Action Plan (https://winnipeg.ca/Sustainability/PublicEngagement/ClimateActionPlan/default.stm).

## QANDA

# What questions do you have?

Q Brett
11 August 20

Why is the focus on increasing density in the downtown more than increasing density in existing suburbs? *Submitted at virtual event*

A Publicly Answered

Complete Communities 2.0 states that the highest densities should be focused to areas that provide the best transit service. This includes not only Downtown but also rapid transit station areas and Corridors throughout the City.

Q Brett
11 August 20

How does the amount of retail space in the City of Winnipeg compare to other major Canadian cities on a per capita basis? *Submitted at virtual event*

A Publicly Answered

The Employment and Commercial Lands Study estimated that there is 33.8 million sq. ft. of retail, service, and vacant commercial space in the City of Winnipeg (p. 8-23). The report didn't determine the comparable figure for other cities, but was able to provide shopping centre space per capita of the ten largest Canadian cities (p. 8-24). On this metric, Winnipeg was middle-of-the-pack at 20.8 sq. ft., compared to 31.4 sq. ft. in Edmonton (highest) and 6.7 sq. ft. in Vancouver (lowest). It also notes how Winnipeg compares to the national average with regards to shopping centre types, including Mixed-Use types (lower than average) and Power Centre types (higher than average).  The report can be found here: https://engage.winnipeg.ca/planning-for-our-shared-future/news_feed/employment-and-commercial-lands-study.

## QANDA

# What questions do you have?

Q Brett
11 August 20

What about plans for Supported Mental Health Housing/Low-Income Housing? *Submitted at virtual event*

A Publicly Answered

While the city is not a direct provider of housing, there are tools the City could be using to support various types of housing for low income households to meet their needs, including supportive housing. Such actions to support affordable housing are being explored in the short and long term. There are also a variety of programs at the fede ral level to support housing with supports, such as through the Reaching Home Program, of which End Homeless ness Winnipeg (EHW) is the Community Entity for Winnipeg. The City of Winnipeg does provide yearly funding to EHW to support their efforts.

Q Brett
11 August 20

How do you reconcile all the $300,000 housing infill with affordable housing. Seems to me repairing older houses is more in line with affordability.

A Publicly Answered

The decision to repair an older home or to replace it with a new home is a decision that often considers various fa ctors. For instance, it might come down to economics where repair is more expensive, especially if there are cost ly building code issues to address or structural issues. New development can also provide opportunities for more density. Densification provides opportunities for a mix of housing types and smaller, accessible units, which can p rovide affordability and age in place opportunities in the context of an aging population. New development will typi cally be more energy efficient , which leads to long term cost savings. The Housing Needs Assessment provides data on Winnipeg's current housing stock. According to this report, 8% of Winnipeg's housing stock is in need or major repairs. A link to this report is provided. http://clkapps.winnipeg.ca/dmis/ViewDoc.asp?DocId=20089&Secti onId=&InitUrl=.

## QANDA

# What questions do you have?

Q Brett
11 August 20

Can you point to the evidence that is the basis for each of the changes being proposed? For example the evidence that supports 50% new development in new green field? *Submitted at virtual event*

A Publicly Answered

A Residential Growth Study was undertaken to help determine how Winnipeg could grow in the best possible way. As part of this study, three growth scenarios were evaluated. More information on this is available here: https://engage.winnipeg.ca/planning-for-our-shared-future/news_feed/growth-scenarios. Employment Lands and Commercial policies are informed by the Employment and Commercial Land Study. More information on that is available here: https://engage.winnipeg.ca/planning-for-our-shared-future/news_feed/employment-and-commercial-lands-study.

Q Brett
11 August 20

What are the mechanisms in the Complete Commuities Policy for accountability and compliance? *Submitted at virtual event*

A Publicly Answered

The new Complete Communities Direction Strategy 2.0 contains a substantially more detailed policy framework than the previously adopted version. Central framework is a commitment to monitoring key land use metrics and reporting this information to Council on an annual basis. Complete Communities 2.0 has committed to a residential intensification (building of new homes) that directs 50% of new residential development to built up areas of the city. Status updates on the intensification target will be provided to City Council on an annual basis. In addition to the intensification target, a more detailed policy framework has been developed to better integrate future development with service provision and infrastructure planning. Reporting on how development aligns with future servicing requirements will be included in regular reports to Council. The Implementation Section in Complete Communities 2.0 also contains a detailed table (page 159) which identifies key actions, their level of priority, departmental involvement and the budget process required to fund the identified action. This table will inform the Public Service's work plan going forward as we implement policies in Complete Communities 2.0. Although Complete Communities 2.0 is our strongest type policy tool in that it is adopted as by-law, full implementation of these policies requires our elected officials to vote in accordance with these policies. It is our hope that Council is supportive of policies laid out in Complete Communities 2.0 and that this document will be used to assist our elected officials in making informed decisions that further contribute to the long term sustainability of our city.

## QANDA

### What questions do you have?

Q Brett
11 August 20

Will prioritization of serviced land for development in built -up areas factor in lands like the Public Market where th ere will be additional costs to clean up contaminated sites? *Submitted at virtual event*

A Publicly Answered

The greenfield phasing plan only prioritizes future greenfield areas. Sites like Public Markets are part of the existin g built-up area; in the plan's overall prioritization, the existing built-up area is prioritized over greenfield areas for t he use of development-enabling tools such as infrastructure investment, planning, public realm improvements, etc . (see 6.1 of the General Growth section).The costs of remediating contaminated sites is typically borne by the de velopment proponent, but the public sector may help if the costs of doing so are prohibitive to development. Plan policies would support this as a way of incentivizing development in the existing built-up area.

Q Brett
11 August 20

What is density bonusing? *Submitted at virtual event*

A Publicly Answered

A Density Bonus is an incentive tool allowing developers to increase the density of their development, normally in exchange for building or contributing to a community-based project. Density bonusing and inclusionary zoning are tools that encourage and/or require the development of affordable housing that is integrated with market housing.

Q Brett
11 August 20

Given the increased work from home, currently and for the future, what is the driving force behind seeing down to wn as a primary destination? *Submitted at virtual event*

A Publicly Answered

Notwithstanding the long term future for offices, Downtown still provides an excellent opportunity to accommodate growth in an area that strongly supports complete communities principles - it strongly supports sustainable transp ortation options as well as commercial and cultural amenities.  In addition, plan policies recognize it as Winnipeg's "window to the world" and its chief economic driver, where intensification will add to its strength and vibrancy.

## QANDA

# What questions do you have?

Q Brett
11 August 20

Why is the city letting infill procide in a wild west haphazard manner instead of waiting until fall for the planning dir ection? *Submitted at virtual event*

A Publicly Answered

There are currently regulations in place governing infill development, including the existing Complete Communitie s Direction Strategy, the Winnipeg Zoning By-law, and Secondary Plans in some neighbourhoods. The new plan ning documents, including Complete Communities 2.0 and proposed Residential Infill Guidelines, which are antici pated to launch in the Fall, will build on thre current regulations. In the meantime, there continues to be demand for infill development and people wanting to build it. The current regulations will continue to govern infill developm ent until new regulations and guidelines are in place.

Q Brett
11 August 20

What is the current greenfield to infill ratio in the city? If the City is to come anywhere near its sustainability goals, it seems that the ratio will need to be significantly tilted to infill development. Is the 50/50 ratio enough to meet ou r 20% reduction by 2030 based on 2011? *Submitted at virtual event*

A Publicly Answered

From 2011 to 2018, 45% of new residential growth occurred in the existing built-up area. Winnipeg's Climate Acti on Plan determined through emissions modeling that 50% of new residential units will need to occur within strate gic infill areas by 2030. This may not seem ambitious enough as a long-term goal, but if no actions are undertake n to make infill easier, more desirable, and more predictable, we would expect that number to decrease over time through the depletion of easier opportunities.The Climate Action Plan can be found here: https://winnipeg.ca/susta inability/PublicEngagement/ClimateActionPlan/pdfs/WinnipegsClimateActionPlan.pdf.

## QANDA

# What questions do you have?

Q Brett
11 August 20

Is there any intent or mechanism included to incentivize grocery stores in older neighbourhoods? Hard right now t o walk or bike to a grocery store given how they have left many of the core areas. *Submitted at virtual event*

A Publicly Answered

Complete Communities is fairly narrow in scope in that it prescribes how new commercial uses, including grocery stores, can be introduced in older neighbourhoods, but it doesn't speak to how they might be incentivized.The dra ft OurWinnipeg is a higher-level document that broadly addresses related issues through the following proposed p olicies:1.17 Neighbourhood Needs Assessment. Invest in neighbourhood revitalization and supportive land uses without contributing to gentrification or the displacement of systemically disadvantaged people by layering interde partmental and community data to better understand socio-economic needs, gaps, and resource pooling required for collaborative action.2.22 Local Food Security. Enable sustainable, local, affordable, healthy agricultural food sy stems that include access to land, scalable production, processing, storage, distribution, preparation, consumptio n, and disposal, to achieve food security and build community cohesion.3.17 Sustainable Transportation Connecti vity. Prioritize enhancements to the public transit system and active and public transportation network that improv e their viability and access to places such as educational institutions, employment opportunities, recreation and li brary facilities, providers of essential goods and services, and health providers, especially for neighbourhoods mo st impacted by poverty.4.5 Healthy Food. Pursue access to locally-sourced, health food production and distributio n as a fundamental component of community health, climate change mitigation, and poverty reduction.

Q Brett
11 August 20

As there is an intensification target for Downtown, how do you plan to meet that target? Are there also plans to co nnect with WPS (Winnipeg Police Service) to ensure that Downtown is a safer place to reside or live in? *Submitt ed at virtual event*

A Publicly Answered

The intensification target aims to establish a minimum of 350 new dwelling units per year in the Downtown each y ear until 2030, and 500 dwelling units per year after 2030. In order to accommodate the forecasted demand for h ousing, the City should provide for predictable development through the timely delivery of growth-enabling and gr owth-supportive infrastructure.

## QANDA

# What questions do you have?

Q Brett
11 August 20

Targeting 50% of growth in established communities isn’t that much of a stretch target when we are already at 45 %. Why not target greater sustainability? *Submitted at virtual event*

A Publicly Answered

The flipside of the intensification target is the need for greenfield land, while this need is tied to the City's desire to accommodate new single family dwelling. As long as the City intends to accommodate this demand, there's only s o far this target can be pushed, given that single family homes can't be accommodated in infill areas at a scale of 1,600 new units a year over 20 years, which is what is forecasted.We considered a 60% intensification target but f ound that meeting these numbers required suppressing the amount of new multifamily units developers would be willing to build in greenfield areas to at least some extent (because the numbers have to come from somewhere). This was not desirable because we want to ensure new neighbourhoods can be complete, too.Now it's certainly p ossible that the housing market ends up building more multifamily dwellings relative to the forecast - in fact, we've already been seeing this in the last few years - which would mean we would stand a better chance of meeting or exceeding the target. Of course if it flips the other way, 50% may end up being quite challenging.To a large exten t, the specific number we end up achieving will be determined by factors outside the City's control. Instead, we wo uld emphasize City decision makers focus on what they can control, that the City take tangible actions to make d evelopment in the existing built up area easier, more desirable, and more predictable.Finally, we also expect that if no such actions are undertaken, this number will naturally fall due to the depletion of easier infill development o pportunities over time.

Q Brett
11 August 20

Can you provide any comments on the process/timing for overlaying plans for infrastructure investment and trans portation (not transit) corridor improvements on the broad our Winnipeg plan? *Submitted at virtual event*

A Publicly Answered

The City's Infrastructure Plan prescribes the recommended timing of City capital projects. If a major road project i s needed before development in a certain area can occur, it is logical that the planning for this area should align with this timeline. This was one of a number of determining factors that influenced the phasing plan recommendati ons.

## QANDA

# What questions do you have?

Q Brett
11 August 20

Hi and thanks for doing this! I was wondering if there's any discussion around form-based zoning as opposed to our current zoning practices? *Submitted at virtual event*

A Publicly Answered

Typically, once cities adopt new development plans prescribing high-level policies, zoning by-laws are then revise d to ensure alignment. This is our intent, at which time we would then consider form-based alternatives to convent ional zoning.

Q Brett
11 August 20

Are you going to set aside lands for schools and libraries, etc. *Submitted at virtual event*

A Publicly Answered

Of course! When proposals for new subdivisions or area plans are received by the City they are circulated to a wi de range of stakeholders, including school divisions, so they can advise of their needs. It is at this stage that land is set aside for such community needs.

Q Brett
11 August 20

What initiatives will be put forth to encourage community involvement, especially with new residential developmen ts? What emphasis will there be on religious/community centres? *Submitted at virtual event*

A Publicly Answered

The draft OurWinnipeg proposes the following policies:1.11 Representative and Participatory Democracy. Create meaningful engagement opportunities with impacted residents and stakeholders, ensuring notification and informa tion-sharing on decision-making processes and when public feedback will infludence the outcome.3.16 Optimize F acility Access. Maximize the use of existing municipal assets to promote recreation, community development, and social interaction, while optimizing equitable access, infrastructure reinvestments, service delivery methods, and r esource management.6.23 New Communities. Plan New Communities to identify and include a defined level of s ervice for public infrastructure and resource requirements, or approved alternative, to achieve complete communit ies including transit, recreation, parks, libraries, emergency services, and digital communications technology infra structure.

## QANDA

### What questions do you have?

Q Brett
11 August 20

What considerations have been given to the negative impact of gentrifying the downtown area on current margina lized residents-new comers,elderly folks,indigenous peoples? *Submitted at virtual event*

A Publicly Answered

We have seen some single-room occupancy hotels shut down, which would be a source of displacement. Propert ies like the St. Regis and the St. Charles are sitting empty largely because the owners found it too costly to keep up those old buildings. Whether or not there is redevelopment interest in those properties remains to be seen.

Q Brett
11 August 20

In the three intensification scenarios, there is breakdown of housing types (single-family, multi-family, etc). Are tho se simply chosen targets, or were those breakdowns calculated somehow? And if, how? *Submitted at virtual eve nt*

A Publicly Answered

It should also be noted that the City is bringing forward the recently complete Housing Needs Assessment report t his fall, which should provide us a better understanding of where the need is the greatest and what type of housin g the city should be focusing on.

Q Brett
11 August 20

What consideration has been given to re-evaluating our current parking minimums? *Submitted at virtual event*

A Publicly Answered

We have seen some single-room occupancy hotels shut down, which would be a source of displacement. Propert ies like the St. Regis and the St. Charles are sitting empty largely because the owners found it too costly to keep up those old buildings. Whether or not there is redevelopment interest in those properties remains to be seen.

## QANDA

# What questions do you have?

Q Brett

11 August 20

Given the reaction among residents of mature communities to inappropriate infill, which is planned too grow, and t herefore will increase pressure on those city councillors, what can you do to change the build/sell/move on model , and steer developers to become genuinely neighbour and neighbourhood friendly. *Submitted at virtual event*

A Publicly Answered

A key objective within Complete Communities Direction Strategy 2.0 is that our Mature Communities will continue to play a key role in advancing our goal of building more complete communities. Welcoming more people into our Mature Communities will require thoughtful infill development that ensures building design responds to the local c ontext. To ensure City policies are implemented in a way that accommodates growth and change without losing w hat makes our neighbourhoods unique, the Complete Communities Direction Strategy 2.0 has identified, as a key action, the creation of Residential Infill Guidelines for Mature Communities. The Guidelines cover a broad range of development and design issues that include local context, site layout, building design, building mass (size and scale), privacy concerns, landscaping, and parking. The Guidelines will not dictate what type of architectural style a building should take, but rather will help create a standard of development within our mature neighbourhoods th at respects the character of the neighbourhood it is in.

Q Brett

11 August 20

When you say making infill easier what does that actually look like? There are older neighbourhoods having infill t hat has a negative impact on existing homes. Compatibility is a big issue. The Old Grace Coop is a good model th at could be replicated. *Submitted at virtual event*

A Publicly Answered

Complete Communities 2.0 commits to a residential intensification target that directs 50% of new residential devel opment to built up areas of the city. The goals of policies in the Established Neighbourhoods section (page 87) a re intended to support contextually sensitive infill development. Goal 2 (page 93) includes policies that outline loc ation criteria which identify where residential densification is most appropriate in Established Neighbourhoods. Goal 2 (page 96) outlines design guidelines that should be incorporated into new development to ensure new co nstruction in older neighbourhoods is considerate of area context. These policies empower the forthcoming Resid ential Infill Guidelines that will provide more detailed policy and regulation guiding infill development in Winnipeg. All of these new policies are intended to provide more clear and consistent expectations for all stakeholders rega rding infill development. The intention is with these policies in place, the standard for infill construction will be rais ed, neighbourhood residents will be assured of a certain quality of development and developers will have “rules” t o follow when undertaking infill development. It is our intention these policies and regulations will ultimately result in a smoother process for all stakeholders impacted by infill development.

## QANDA

# What questions do you have?

Q Brett
11 August 20

Where and how are we going to access official information on which areas are to have infill housing? *Submitted at virtual event*

A Publicly Answered

Complete Communities 2.0 is recommending that infill housing be accomodated throughout the City.

Q Brett
11 August 20

Have decisions to put so much emphasis on continued suburban sprawl been driven by developers, or by concer n for sustainability targets tied to Paris Climate Accord, and social justice commitments of the Truth and Reconcili ation Report? *Submitted at virtual event*

A Publicly Answered

Recommendations to proceed with suburban development come from the need to accommodate growth.This gro wth is closely tied with the City's Climate Action Plan (https://winnipeg.ca/Sustainability/PublicEngagement/Climat eActionPlan/default.stm). The Plan recognizes we need to be a more climate resilient city.

Q Brett
11 August 20

Trees are a major element of the look and feel of our neighbourhood. Shouldn't there be provisions in complete c ommunities to preserve mature trees and plant new trees? I saw mention of "room for trees", but no more. *Subm itted at virtual event*

A Publicly Answered

Established Neighbourhoods goal 6 (page 99) emphasizes the importance of preserving and expanding Winnipeg ’s tree canopy.  Complete Communities 2.0  supports the creation of the Residential Infill Strategy that will provide more detailed policies and regulations regarding infill development.  The Infill Strategy is recommending new land scaping requirements that will require planting new trees when undertaking all forms of residential development in Mature Communities.

## QANDA

# What questions do you have?

Q Brett
11 August 20

Where does TOD land in here? and how have you defined it? *Submitted at virtual event*

A Publicly Answered

One of the primary objectives of the updated Complete Communities document is to ensure integration of land use and transportation planning. This includes tying the intensity of redevelopment to proximity to frequent transit service. This approach has been tailored across policy areas including the Downtown, along corridors, to centres, within Established Neighbourhoods or in Major Redevelopment Sites. The Mobility section outlines numerous supportive policies that enable transit oriented development to occur. Further, Major Redevelopment Sites along the Southwest Rapid Transit Corridor are where Winnipeg's emerging TOD communities are currently developing. Major Redevelopment Sites policies continue to support TOD development in alignment with Winnipeg's TOD Handbook. It is anticipated future Rapid Transit routes will be located within or adjacent to existing arterial rights of way. Corridor Policies in the Complete Communities Direction Strategy 2.0 have been developed to ensure TOD style development can be undertaken that along these future Rapid Transit lines.

Q Brett
11 August 20

Does the social component of this doc include better policing? Lighting is expensive and good but it doesn't make safe streets. *Submitted at virtual event*

A Publicly Answered

The draft policy content includes an intention to move to a more proactive approach to community safety based on root causes / social determinants of health. Some specific policies for further reference include 4.3, 4.6, and 5.7 in OurWinnipeg.

## QANDA

### What questions do you have?

Q Brett
11 August 20

The proposed widening of Kenaston from Taylor to Academy and the St. James Bridge has soared from an estim ated $129-million in 2011 to $450-million in 2018. Will a new cost-benefit analysis be conducted to assess whethe r this project should be scaled-back, especially given the CoW's goal to significantly reduce dependency on single -occupant vehicle use as part its climate change strategy referenced in OurWinnipeg? *Submitted at virtual event*

A Publicly Answered

The document that gets into detail on the road network is the Transportation Master Plan. The Public Works depa rtment is starting the process of updating that document that is coming up.

Q Brett
11 August 20

The proposed widening of Kenaston from Taylor to Academy and the St. James Bridge has soared from an estim ated $129-million in 2011 to $450-million in 2018. Will a new cost-benefit analysis be conducted to assess whethe r this project should be scaled-back, especially given the CoW's goal to significantly reduce dependency on single -occupant vehicle use as part its climate change strategy referenced in OurWinnipeg?

A Privately Answered

Duplicate

## QANDA

### What questions do you have?

Q Brett
11 August 20

For new communities or developments, would an impact fee still be required? I understand there is a current legal challenge to this but as we move forward with building new communities and invite people to live in these commu nities, should it be better to just remove this fee? *Submitted at virtual event*

A Publicly Answered

The City of Winnipeg has gone through a period of growth that has impacted the City's operating and capital cost s and revenues. This growth is placing pressure on public infrastructure and the need for City Council to invest in additional capacity to accommodate growth. At the same time, the condition of existing infrastructure is deteriorati ng. An impact fee is one of several tools a city can use to fund the costs of a growing city. An impact fee can help ensure that growth pays for growth. It recognizes that new or expanded infrastructure is required to accommodat e growth throughout Winnipeg and imposes some of the costs of this infrastructure on the properties that benefit f rom the new or expanded infrastructure.

Q Brett
11 August 20

Historical buildings. If a building is not going to be used and subject to decay and potentially vandalism, arson, et c why would we want to preserve this? I understand the want to maintain the facade but if it's going to become de relict what is the point? Would a timeline be offered in order to keep the building stable. *Submitted at virtual even t*

A Publicly Answered

Although vacancy is not ideal, there are several listed historical buildings in the city that have been vacant or dere lict for several years and have been successfully rehabilitated into fully occupied buildings. With proper mothballin g efforts, regular inspections, financial incentives (at times), and some patience, these long-vacant heritage buildi ngs can eventually be restored to their former glory. Some recent examples include the James Avenue Pumping Station, the Metropolitan Theatre, the Merchant’s Hotel, and the Fortune Block. I encourage you to tour around th e Exchange District or the Forks, especially during warmer weather. There you will see that many of those buildin gs were once vacant too and are now full of life.

## QANDA

# What questions do you have?

Q Brett
11 August 20

2045 plan should be tied to climate change targets, and it is very difficult to reconcile the promotion of sprawl whe n the world is already on fire, and by 2045 we will be seeing massive climate driven migration, likely impacting Wi nnipeg. Is the 2045 plan an improvement over prior plans with respect to Climate Change targets? It seems to be big step backwards. *Submitted at virtual event*

A Publicly Answered

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 accommo dated in the existing built-up area of the city. To achieve this target, the City will need to expend considerable effo rt in making new development in these areas easier, more desirable, and more predictable. This will be an import ant part of offsetting the depletion of easier infill development opportunities as they are exhausted over this By-law 's 20-year time horizon. This is a step forward in comparison to prior plans which did not contain any intensificatio n targets for infill development.

Q Brett
11 August 20

Is there a plan for re-development of abandoned north-end properties as infill and/or is there is plan for north end revitalization? What is being done to address stigma of living in the North End? *Submitted at virtual event*

A Publicly Answered

The only program with respect to revitalization is the City's Housing Rehabilitation Investment Reserve which prov ides a total of $1,000,000 toward various Housing programs in designated Housing Improvement Zones (HIZ) incl uding property repairs. William Whyte and North Point Douglas Neighs are two North End neighbourhoods desig nated as HIZs. These programs are funded by the City and administered by community renewal orgs. There are 5 HIZs city wide that receive funding currently, but there is interest in reviewing the program including its boundarie s. The yearly allocation of $1,000,000 has remained relatively unchanged since the program was developed in 20 00. The City has also had programs to use City owned surplus lands to support affordable housing projects. The most recent was a 2 year pilot in William Whyte that expired in Jan. 2020. Council recently adopted a motion (Jul y, 23, 2020) to design a new program after that one and expand it to all 5 HIZs.

## QANDA

### What questions do you have?

Q Brett
11 August 20

I've noticed most infill developments are done on a previous single lot area then two infill structures (houses) are built on that single lot. Is that how infill development's going to be moving forward? *Submitted at virtual event*

A Publicly Answered

Infill development is a broad term than includes a diverse range of housing typologies (i.e. small scale residential, low rise residential, medium density residential) developments. The type of lot upon which infill can be accommod ated will vary on a case-by-case basis, and take into account the compatibility of the proposed infill development with the surrounding area.

Q Brett
11 August 20

Given that the current suburban development pattern is insolvent (it cannot financially support its own infrastructu re past the first life cycle, never mind 2nd or 3rd), isn't planning for such "demand" for single-family homes essent ially driven by the fact that it is subsidized by future generations (ie. the opposite of sustainable)? *Submitted at vir tual event*

A Publicly Answered

The Financing Growth section directs the City to ensure that growth is fiscally sustainable.

Q Brett
11 August 20

How often is this proposed plan (if approved) going to be revisited or recalibrated based on current situation or ne ar-term projections to ensure that the initial proposal is still meeting its goal towards 2040? *Submitted at virtual e vent*

A Publicly Answered

The City does a formal review of the plan every five years. However, we are recommending that certain targets, such as the intensification target and the supply of vacant serviced and planned greenfield land be reported on an nually to City Council.

## QANDA

### What questions do you have?

Q Brett
11 August 20

Given that humans create sewage and not houses, and that mature areas have a much smaller population than d ecades ago, and that we use less water per capita than in the past, wouldn't it stand to reason that current pipe I nfrastructure in infill areas is largely sufficient to accommodate infill growth, at least to previous population levels? (Also, land drainage issues can be addressed using strategies such as green roofs, additional street trees, and re duced parking reqmts). *Submitted at virtual event*

A Publicly Answered

Generally that may be the case, but not always, and certainty is needed before a development can be approved f or construction.Some areas like Osborne Village have seen significantly more density added since its piped servi ces were originally installed.New development leads to increased non-permeable surfaces in a neighbourhood, w hich places a greater land drainage burden on combined sewers.The greatest concern with local water capacity is not about domestic use (showers, toilets, etc.) but fire protection. Bigger buildings need high levels of water press ure to fight potential fires, and original pipes were often not installed with larger multifamily buildings in mind. Of c ourse this need can be mitigated to an extent by the installation of sprinklers in a new building, but this adds costs and may jeopardize the economic viability of the project.

Q Brett
11 August 20

How can we follow this plan as it is further discussed and implemented? *Submitted at virtual event*

A Publicly Answered

You can look for updates on the website to follow the progress of the plan through the approval process, starting with first reading at City Council (which will set a public hearing date), the public hearing (at Executive Policy Co mmittee), and ultimately City Council consideration of the proposed By-law.

Q Brett
11 August 20

Where can we find a list of new communities planned for development? *Submitted at virtual event*

A Publicly Answered

This would be best found in the greenfield phasing plan (p. 26) and the New Communities section (p. 79) of the p roposed plan.

## QANDA

### What questions do you have?

Q Brett
11 August 20

The gasoline tax in Manitoba is among the lowest in Canada. The condition of our roads in Winnipeg is among th e worst and our investment in rapid transit lags other cities. Has the CoW examined proposing to the Province of Manitoba a new civic or Winnipeg Region gas tax dedicated to infrastructure so that “growth pays for growth”? *S ubmitted at virtual event*

A Publicly Answered

Every effort is being made to produce a policy draft that takes into account challenges and opportunities that tran scend jurisdictional boundaries in order for effective government partnerships to evolve. Some high-level OurWin nipeg draft policy references to this end are listed below: 1.8, 1.12, 2.3, 2.5, 2.6, 2.9, 3.11, 6.7.

Q Brett
11 August 20

Thank you for answering my mix-use question. For residential towers what is the formula for the amount of green space needed for recreation (Much like Vancouver seems to achieve). *Submitted at virtual event*

A Publicly Answered

Currently we only use a flat % (8% if fronting a street, 10% if riverbank land that has minimal landscaping and not street front) of open space based on an area being developed (for green field). We do not currently have a densit y factor built into our process, but it’s something we were planning to looking into that as part of our next paramet er review.

Q Brett
11 August 20

Have tents been designated affordable housing. *Submitted at virtual event*

A Publicly Answered

Tents as affordable housing are not mentioned in the plan.

## QANDA

### What questions do you have?

Q Brett
11 August 20

Did the policy developers look at any cities outside of North America re: their growth strategies (i.e. Europe). *Submitted at virtual event*

A Publicly Answered

Policies in Complete Communities 2.0 were informed by best practices in urban planning. Although we did not specifically draw on policy from European cities, many accepted best practices in urban planning have come from Europe, including an emphasis on creating walkable environments, integrating public transportation systems with land use, encouraging non-motorized transportation, supporting mixed use development and adopting progressive Climate Change policy. During the drafting of Complete Communities 2.0, specific examples of best practice were taken from a number of western Canadian cities as well as progressive American cities including Minneapolis, Minnesota and Portland, Oregon.

Q Brett
11 August 20

Maybe you could explain the difference in mandate between “Our Winnipeg” and this “2045 Completer Communities Plan”. *Submitted at virtual event*

A Publicly Answered

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). Complete Communities 2.0 aligns with OurWinnipeg's policy direction to ensure that our City's desired sustainability outcomes are fully implemented and achieved through Winnipeg's physical development.

## QANDA

### What questions do you have?

Q Brett
11 August 20

If the complete communities plan calls for neighbourhood sensitive development, why was the infill plan presente d last winter proposing bylaws which would apply to all mature areas in the City, regardless of the great differenc es between the various neighbourhoods? *Submitted at virtual event*

A Publicly Answered

One of the main objectives of the Residential Infill Guidelines is to provide clarity, consistency, and some flexibilit y in creating building designs that meet the objectives outlined in OurWinnipeg and the Complete Communities Di rection Strategy 2.0, while ensuring that new development responds to the local context. To achieve this, the Gui delines will cover a broad range of development and design issues that include local context, site layout, building design, building mass (size and scale), privacy concerns, landscaping, and parking. The Guidelines are not intend ed to dictate what type of architectural style a building should take, but rather will help create a standard of develo pment within our mature neighbourhoods that respects the character of the neighbourhood it is in.

Q Brett
11 August 20

Plans for housing policy and development? More urban growth needed around the rapid transit. Core area in fill h ousing projects, multiple housing projects. *Submitted at virtual event*

A Publicly Answered

All of the points you raised are covered in the Complete Communities 2.0 By-law.

Q Brett
11 August 20

The plans for possible homes and condos that may be built on the Kapyong Barracks site that is now indigenous land, will the land then be leased to the new home buyers? *Submitted at virtual event*

A Publicly Answered

Complete Communities 2.0 identifies the Kapyong Barracks as a Major Redevelopment Site. Policies for Major R edevelopment Sites include that development be guided by a front-end collaborative planning process. Details ar ound how the land will be used will be determined through the planning process.

## QANDA

# What questions do you have?

Q Brett
11 August 20

When can we have something like sky train or Metro train? *Submitted at virtual event*

A Publicly Answered

A Transit Master Plan for Winnipeg is currently in development and the project team is considering all options. Bu ilding light rail infrastructure costs many times more than bus rapid transit infrastructure. To justify the cost, in mo st cities, the decision to change a rapid line from bus to rail is based on criteria such as how many people use the service now and how many may use the service in the future to justify the cost. The Winnipeg Transit Master Plan will set criteria for when a light rail line should be considered.

Q Brett
11 August 20

Could we have a paid bicycle supervision project at each local mall?

A Publicly Answered

This level of detail is not covered in OurWinnipeg. Action-oriented ideas are welcome but would need to be consid ered further within the policy implementation and priority-setting process and evaluate the amount of community b enefit toward the sustainable development goals compared to other City priorities.

Q Brett
11 August 20

Do the Peg Indicators mirror or coincide with the UN SDG indicators for each of the 17 goals? For greater clarity, does PEG actually measure progress towards the UN SDGs?

A Publicly Answered

The United Way Winnipeg and International Institute for Sustainable Development went through a collaborative pr ocess to determine the indicators that would be collected and represented on Peg. Their 2019 report describes th e connections with the SDGs and can be found here: https://www.mypeg.ca/2019-our-city-a-peg-report-on-winnip eg-and-the-sustainable-development-goals/ Peg begins to tell a story about of the current state of community that helps identify the work to be done towards achieving the ultimate goals. This is a starting point and other sets of i ndicators at various levels of detail that align with the SDGs could be incorporated going forward in the Strategic Priorities Action Plan process.

## QANDA

### What questions do you have?

Q Brett
11 August 20

If you are addressing poverty. Does that mean you will stop fining and charging superfluous fees and lower prope rty taxes to lower income Winnipeggers.

A Publicly Answered

Policies 3.12, 3.13, 4.13 and others describe proverty reduction intentions. Policy 1.8 (Accountable Revenue Gen eration) speaks to how equitably this can be done. OurWinnipeg draft policy does not go into the level of detail of who should pay or how much but ability to pay should not be a barrier to recieving City services as described in P olicy 1.7 (Equitable Service Access).

Q Brett
11 August 20

Is the final OurWinnipeg2045 document a statutory plan?

A Publicly Answered

Yes, it is a by-law as required by the City of Winnipeg Charter which is Provincial legislation.

Q Brett
11 August 20

How come human rights and equality is always for someone else? What about us regular people who just want to live in peace? Why aren't we considered, instead of "gender" people and cyclists.

A Publicly Answered

Human rights and equity applies to everyone but this doesn't mean that everyone is treated equally. Policy 1.7 (E quitable Service Access) describes that there should be a base level of services provided to everyone and that th ere shouldn't be barriers to participation. Policy language throughout the draft begins to set priorities based on th e needs of systemically disadvantaged groups or neighbourhoods because it benefits the quality of life of the who le city if people are able to have a base quality of life.

## QANDA

# What questions do you have?

Q Brett
11 August 20

Who are these stakeholders you speak of? *Submitted at virtual event*

A Publicly Answered

There is a Community Advisory Committee of 14 diverse members https://winnipeg.ca/Interhom/CityHall/OurWinnipeg/AdvisoryCommittee.stm, there are 13 key stakeholder organizations including United Way Winnipeg, Winnipeg Chamber of Commerce, Green Action Centre, Youth Agencies Alliance, Winnipeg Regional Health Authority and others. We invited participation to increase representation  from community-based organizations including those that represent Indigenous peoples, poverty reduction groups, neighbourhood renewal organizations, youth and many more. If you know of others or are part of organizations that have feedback, please get in touch.

Q Brett
11 August 20

When you are talking about supporting Community Partnerships, what does that actually look like? *Submitted at virtual event*

A Publicly Answered

This depends: each different project or initiative requires different levels of governments and community organizations. We want to assess and improve relationships so we are moving in the same direction. There are a lot of best practices and lived experience and we can do well by learning from each other.

Q Brett
11 August 20

Which partners and communities? What if you are not part of an organization? How do you get accountability if you aren't part of an organization? *Submitted at virtual event*

A Publicly Answered

Public engagement is a process that provides opportunity for all Winnipeggers to provide feedback about the draft Plan whether as individuals or as members of a community group. The public hearing process is another opportunity to register to speak. More information can be found here: https://winnipeg.ca/clerks/cityHall/PublicHearingProcess.stm.

## QANDA

### What questions do you have?

Q Brett
11 August 20

Will this plan stop the city from allowing developers from tearing up our mature neighbourhoods? *Submitted at vir tual event*

A Publicly Answered

There is more detail in Complete Communities regarding the type of development that should occur in mature nei ghbourhoods. More information here: https://winnipeg.ca/interhom/CityHall/OurWinnipeg/CompleteCommunities.st m. The Residential Infill Strategy is also in progress right now.More information here: https://winnipeg.ca/PPD/Pub licEngagement/InfillStrategy/default.stm.

Q Brett
11 August 20

Will they be fixing the roads? *Submitted at virtual event*

A Publicly Answered

Road maintenance and repair is a level of detail that will be guided by OurWinnipeg's vision for sustainable and a ctive transportation and expressed in more detail in the City's Transportation Master Plan that is under review.

Q Brett
11 August 20

How will you go about ensuring that data collected won't be skewed, ex. if an organizations main concern is housi ng, then that will be their main focus, or if their main focus is diabetes? As examples. *Submitted at virtual event*

A Publicly Answered

OurWinnipeg and its implementation process will focus on peer- reviewed data that provides the most factual and representative state of the community with respect to its sustainable development goals.  The reason that indicat ors from the Peg initiative were included as preliminary indicators is that they are the product of extensive and div erse community engagement and expertise. The Strategic Priorities Action Plan process is intended to be a colla boration with stakeholders that think beyond thier individual interests and  work toward decision-making processe s that intersect many issues and have the most the public benefit.

## QANDA

# What questions do you have?

Q Brett
11 August 20

Does it include upholding the law and getting rid of panhandlers and squatters in public spaces? *Submitted at vir tual event*

A Publicly Answered

OurWinnipeg provides policy intent to understand and address root causes of poverty, homelessness, economic opportunities and safety proactively for human dignity. It is not a document that provides detailed guidance on law enforcement measures.

Q Brett
11 August 20

What will supporting the social determinants of health look like, when healthcare is provincially mandated? Will th e city take on more social programs to promote better healthcare? *Submitted at virtual events*

A Publicly Answered

Looking at three pillars of sustainability. COVID-19 is one example of a health issue impacting municipal services and the local economy. The social determinants of health angle is encouraging the City to think in a way that look s at evidence, needs and root causes of poverty (for example).The Winnipeg Regional Health Authority was invol ved in the process and encouraged policy to address healthy built environments, green space, recreation, afforda ble housing, local food and other ways to meet basic needs. Policy 4.1 (Health Equity) and 4.11 (Equitable Servic e Access) contribute to a healthy community can contribute within the municiapl mandate.

Q Brett
11 August 20

Can you please list all members of advisory committee and also who are all the stakeholders of the 13? *Submitt ed at virtual events*

A Publicly Answered

The advisory committee members are listed here: https://winnipeg.ca/Interhom/CityHall/OurWinnipeg/AdvisoryCo mmittee.stm. We wanted two organizations representing different perspectives for each goal area. If you know of others stakeholder groups who may be interested to participate, please let them know we would like to hear from them.

## QANDA

# What questions do you have?

Q Brett
11 August 20

Also, right now community profiles are currently being done, will you be connecting with them to see what their fin dings are for the different areas of the city? *Submitted at virtual event*

A Publicly Answered

Yes, we would be very interested in that data as it would help to inform priority actions.

Q Brett
11 August 20

Can you provide examples of enforcement mechanisms? *Submitted at virtual event*

A Publicly Answered

Policy 1.9 (Responsive Change Management) describes indicators, benchmarks and targets [as accountability me chanisms.] which can hold governments to account. Policy 2.1 (Climate Action Target) has a greenhouse gas e missions reduction target and deadlines to achieve them. OurWinnipeg draft policy doesn't identify enforcement mechanisms for all policy but that would be an important consideration of the Strategic Priorities Action Plan proc ess.

Q Brett
11 August 20

What are these community needs? My needs are never met. Who's needs are you going to be met? *Submitted a t virtual event*

A Publicly Answered

Needs in the context of OurWinnipeg are those of the collective community that are fundamental to basic needs b eing met and a high quailty of life in the future. The OurWinnipeg goals and community indicators help the City m easure and respond to unmet needs in the community within its span of control and influence, and beyond that, s eek partnerships to ensure that fundamental needs are equitably addressed. See also answer to Question 5.

## QANDA

# What questions do you have?

Q Brett
11 August 20

Is there a staff role at the City who is responsible to ensure the plan is followed, monitored, evaluated and reported on? *Submitted at virtual event*

A Publicly Answered

Identifying accountability measures is anticipated to be part of the Strategic Priorities Action Plan next steps if Council and Province approve the draft policy. Continuing to build awareness within the organization, through inter-departmental champions and collaboration will be important going forward.This is the City's Plan once adopted and responsibility for ensuring the Plan is followed rests with the organization as a whole. The democratic public decision-making process also ensures the community has a role in holding the City accountable for making policy-based decisions.

Q Brett
11 August 20

How do you plan to implement sustainable transportation so there is less reliance on cars? *Submitted at virtual event*

A Publicly Answered

From a Transit perspective, plans include adding frequent transit near higher density areas.Complete Streets is also included - there's a hierarchy of users. This is about shifting so that most affordable and environmental sustainable options are integrated into city building through land use and transportation.There's also a Transportation Master Plan review and Transit Master Plan which are ongoing projects that will get to the detailed level and take their lead from the OurWinnipeg policy.

Q Brett
11 August 20

I appreciate the level of focus on sustainability. There is a mention of Community Benefits Clauses and Social Procurement (or as Calgary calls it, Community Driven Procurement) and working with Social Enterprises. To change the internal procurement policies to focus on this, would it require further council approval, or would this document be enough? *Submitted at virtual event*

A Publicly Answered

If approved by Council, OurWinnipeg will be a statutory plan. There are 131 policies and we will be looking at a prioritization process.

## QANDA

# What questions do you have?

Q Brett
11 August 20

Is there a glossary related to land planning? Eg difference between Density and Intensification?

A Publicly Answered

There is a glossary in OurWinnipeg but does not include those terms.Page 40 here: https://winnipeg.ca/Interhom/CityHall/OurWinnipeg/Documents/OurWinnipeg.pdf.These terms may be in the Complete Communities glossary.Page 165 here: https://winnipeg.ca/Interhom/CityHall/OurWinnipeg/Documents/Complete-Communities.pdf.

Q Brett
11 August 20

Who are these partners? *Submitted at virtual event*

A Publicly Answered

Partners in the OurWinnipeg context include any groups external to the City of Winnipeg that share responsibility for the advancement of sustainable development goals on behalf of the community. See also answers to questions 6 and 8.

Q Brett
11 August 20

And a follow up to my question about the partnerships if a organization would like to partner with you, how would they get in touch? *Submitted at virtual event*

A Publicly Answered

The City welcomes any and all partnerships for the goals (UNSDG #17) and to that end can reach out through the contact email OurWinnipeg@winnipeg.ca or contact your area Councillor as well.

## QANDA

# What questions do you have?

Q Brett
11 August 20

Have the decision makers been engaged along the way (to ensure that they have understanding of the process, a nd ideally, the outcome)? *Submitted at virtual event*

A Publicly Answered

Senior leadership and staff have been invited to participate and review the policy drafts throughout the process a nd this has brought us to a level of comfort to bring this draft forward for public feedback.

Q Brett
11 August 20

I would prefer this council did less planning and fix the roads. *Submitted at virtual event*

A Publicly Answered

Transportation infrastructure needs is one of many significant issues that all cities including Winnipeg need to pla n for and address to ensure that a high quality of life for all is achieved in the future.

Q Brett
11 August 20

If the plan is referencing the SDGs, will the final measures be related to the SDGs? *Submitted at virtual event*

A Publicly Answered

There will be alignment with the SDGs and measures that will enable the City and community to monitor progress so we can see where we are in relation to the goals.

## QANDA

# What questions do you have?

Q Brett
11 August 20

For youth non-profit organization. What’s the available access of support or resources we can get from the local of fice? *Submitted at virtual event*

A Publicly Answered

Policy 1.16 (Equitable Funding Distribution) speaks to review or development of criteria so funding is equitable dis tributed to organizations that support the City's goals. The level of detail on who should recieve funding or not is n ot covered in OurWinnipeg.

Q Brett
11 August 20

Given that one of the major issues with the current iteration of OurWinnipeg is that the Zoning By-law often doesn 't allow most of what is stated as City goals (without a litany of variances and conditional uses), are there any pla ns to overhaul the Zoning By-law to better align with the new OurWinnipeg/Complete Communities to allow more as-of-right? *Submitted at virtual event*

A Publicly Answered

The draft policy is not intended to idenify the tools; it is meant to provide a foundation of how we should approach issues or priorities. The intention is that by-laws flow from the OurWinnipeg policy. It would make sense that ever ything is updated based on OurWinnipeg if approved. Changes proposed in Complete Communities as well; sugg est asking this on next Wednesday as well.

Q Brett
11 August 20

Another thing as part of the stakeholders, have you consulted with people who are looking at what future trends a re? As in electric vehicles, climate change, human migration, etc. *Submitted at virtual event*

A Publicly Answered

Yes. OurWinnipeg policy in draft has been informed by background studies, best practices, subject-matter experts and the best available population projections sourced from the Conference Board of Canada.

## QANDA

# What questions do you have?

Q Brett
11 August 20

Can you provide a ballpark of the funding required to execute on this plan in its entirety and what the public and p rivate sectors appetite is to finance this plan. *Submitted at virtual event*

A Publicly Answered

No.There has been no attempt to date to quantify this plan.  The proposed Plan implementation process would in clude a determination of budgeted actions already aligned with policy and additional actions that could be prioritiz ed and pursued within the City's existing budget.

Q Brett
11 August 20

There was not representation on the committee of 14 for Environmental Resilience. *Submitted at virtual event*

A Publicly Answered

The terms of reference for the Community Advisory Committee can be found at: https://www.winnipeg.ca/Interho m/CityHall/OurWinnipeg/Documents/Advisory-Committee/Terms-of-Reference-Advisory-Committee.pdf.

Q Brett
11 August 20

Does language, proactivity, partnering, sustaining, equality, etc include a moratorium on tearing up our mature nei ghbourhoods? *Submitted at virtual event*

A Publicly Answered

Complete communities language is important to determine how to develop infill housing in mature neighbourhood s that fit within the community character while accommodating change and diversity of options. The Residential In fill Guidelines that are anticipated to be public in Fall 2020 will provide more detail on this.

## QANDA

### What questions do you have?

Q Brett
11 August 20

What does my health or anyone's health have anything to do with fixing streets? *Submitted at virtual event*

A Publicly Answered

Growing cities that build for health include options that encourage walking and other forms of active transportatio n. More walking and other active transportation by more people more often and in a proportionately smaller geog raphic area not only makes a population healthier and more socially connected, but results in less linear kilometer of street infrastructure to fix for its population. Policy 6.16 (Complete Streets) speaks to safeguarding people at ri sk of fatality or injury. If road users and roads are safer then presumably less resources are needed for emergenc y services.

Q Brett
11 August 20

As you consider indigenous inclusion and participation, how have the TRC's Calls to Action fit into this plan? Are t hey referenced, with which ones the city is committing to address? *Submitted at virtual event*

A Publicly Answered

Policy 5.4 notes the TRC calls to action and calls for justice that create this important lens. The Indigenous Relati ons Division is working towards the calls to action at the municipal level.

Q Brett
11 August 20

Since land use and transportation are two sides of the same coin, what is being done to ensure that transportatio n decisions are actually helping meet the goals of OurWinnipeg/Complete Communities, instead of hindering? *Su bmitted at virtual event*

A Publicly Answered

We are looking at an integrated approach this time around with respect to land use planning and transportation a nd the draft policy sets the framework for that.

## QANDA

# What questions do you have?

Q Brett
11 August 20

What is slow creep? *Submitted at virtual event*

A Publicly Answered

The wording of the question refers to 'scope creep' rather than 'slow creep'.  Scope creep is the real or perceived assumption of [service] responsibility beyond a government or organizational purpose or mandate.

Q Brett
11 August 20

Hi Neil, Laura and Gary, thank you for the opportunity to participate. As a proud/lifelong resident of Fort Garry I h ave seen the south end grow substantially over the years. I was a youngster when Linden Woods and Whyte Rid ge were being built. I often refer to the new developments in Winnipeg as island communities as they don't blend i nto each neighbourhood like Fort Garry, Riverview, Lord Roberts, Earl Grey and River Heights do. These commu nities are standalone and surrounded by large fences. I am sure infill development will happen over the next 20 ye ars. The new communities, such as Waverly West, South Point and Bridgewater rely on personal vehicles. Comm unity centres, parks and firehalls often come much later in the development and planning. Does Our Winnipeg204 5 enable the City of Winnipeg to have greater say or perhaps taking a greater lead and more involvement in the a ctual development of new neighbourhoods and communities in the future, similar to how they were built decades ago? *Submitted at virtual event*

A Publicly Answered

Yes. OurWinnipeg policy enables the pursuit of Complete Communities as the 'blueprint' for further growth in exist ing areas of the city.  Detailed policy direction for this vision is found in the companion Complete Communities Dir ection Strategy 2.0 where there are specific references to 'Infill' and 'Established Neighbourhoods'.The City of Win nipeg works closely with developers in the planning of new communities. In the New Communities section of CC DS 2.0, there is a framework for how planning for new neighbourhoods will occur. Each new community requires the creation of a plan, which is intended to ensure that the components of a complete community are planned for prior to any development taking place. (Goal 1: New Communities section). These plans must be approved by Cit y Council.Also, recognizing that some neighbourhoods built in the past do not connect well with adjacent neighbo urhoods, we have added a new policy (4.1 of the New Communities section), which is about enhancing connectivi ty between neighbourhoods in new communities.

## QANDA

# What questions do you have?

Q Brett

11 August 20

There was not representation on the Committee of 14 for the Environmental Resilience Goal for greens space, na tural areas, green planning waterways. Many cities have biodiversity plans. On Page 21 Objective 5 Protect and Value ecosystems as essential Components to Quality of Life is very weak language. *Submitted at virtual event*

A Publicly Answered

Public and open spaces were discussed and advocated for regularly by a number of OurWinnipeg Advisory Com mittee members. We integrated language on green infrastructure. We rely on green spaces and climate action. W e adopted and elevated policy from Winnipeg's Climate Action Plan that you can find here: https://winnipeg.ca/Su stainability/PublicEngagement/ClimateActionPlan/default.stm. If you have input on stronger language, that would be helpful.A biodiversity plan may flow out of this process if identified as a priority if that is a gap.

Q Brett

11 August 20

Will you stop closing street to cars? Drivers have rights too? It's unfair to prohibit cars from using Wellington Cres cent. *Submitted at virtual event*

A Publicly Answered

Policy 6.16 (Complete Streets) focuses on safety of users ahead of convenience. Policy 1.7 (Equitable Service A ccess) also applies here and would suggest weighing what is in the community benefit and reduces barriers to pa rticipation.

## QANDA

### What questions do you have?

Q Brett
11 August 20

One of the challenges is that often the SDG's are linked… ie.. Hunger can't be addressed without dealing with SD G 1. Equity can't be addressed without addressing SDG 1. They are all linked to city issues, whether the city is di rectly responsible or not. How are you planning on addressing this? *Submitted at virtual event*

A Publicly Answered

Poverty reduction is in the economic prosperity section to connect the dots; includes engaging the community for self-sufficiency so everyone can participate in all areas of city life. The 131 policies can't be seen in isolation. Th ere are a number of policies that link in different layers, the evidence, and the different approaches or lenses to s olutions to complex challenges.We have tried to link the policy connections through 6 different sustainable develo pment goals as identified using the initials of related goals at the end of each policy direction statement as applica ble.We have used the term 'systemically disadvantaged groups', so we look at barriers to participation that exist a nd ensure those needs are prioritized.

Q Brett
11 August 20

What is the plan towards more low income housing, in the city of Winnipeg? *Submitted at virtual event*

A Publicly Answered

In OurWInnipeg 2045, there is a foundation so strategies on housing can evolve. Policy 5.2 references housing a nd frames it as a fundamental human right. Details exist in the Complete Communities 2.0 draft and the there is a housing policy and implementation plan which requires updating.

Q Brett
11 August 20

Is tackling homelessness part of the plan in being proactive or are will we continue in being reactionary (by tearing down shanties and blaring sounds under the bridge). *Submitted at virtual event*

A Publicly Answered

Some policies talk about poverty reduction and 5.3 talks about ending homelessness using a 'housing first' appro ach. Policies under good health and well being talk about social determinants of health and making sure needs ar e met.

## QANDA

# What questions do you have?

Q Brett
11 August 20

What will the policy due in regards to funding be re-directed to appropriate groups? (i.e. police some funding to co mmunity groups) If that's within the policies scope? *Submitted at virtual event*

A Publicly Answered

The high level draft policy in OurWinnipeg that addresses this question is policy 1.16 (Equitable Funding Distributi on) under the Leadership and Good Governance goal on page 20. Policy 1.6 (Results-based Budgeting) also sug gests we evaluate how to achieve the greatest community return on investment.

Q Brett
11 August 20

That answer raises the question of implementation. A lot aspirational plans fall flat when there isn't buy in of senio r staff. How have they been engaged and ensure that they are fully on board with goals and implementation? *Su bmitted at virtual event*

A Publicly Answered

City senior leadership and employees have been working closely with us throughout and this has brought us to th e point of bringing this draft for public feedback.

Q Brett
11 August 20

River Heights needs more low income housing, is this goal or policy for the future? *Submitted at virtual event*

A Publicly Answered

Policy 5.2 (Affordable and Supportive Housing Options) describes housing as a human right so that would mean t hat there should be affordable housing options in all neighbourhoods so they are complete with a diversity of inco me levels living there. The City can support the development of affordable housing through land use and zoning t ools. Social housing is a Provincial responsibility. Policy 5.3 (End Homelessness) speaks to Housing First Policy t hat could support ending homelessness and  policy 6.33 (Affordable and Supportive Housing Options) discuss th e kind of housing options that would support a sustainable mix of options.

## QANDA

# What questions do you have?

Q Brett
11 August 20

Why was I not informed when my neighbour's house was taken down last year? *Submitted at virtual event*

A Publicly Answered

This level of detail is not covered in OurWinnipeg. Demolitions require a permit. Please contact Zoning & Permits Branch, Unit 31 - 30 Fort Street or call 204-986-5140 for details on the process.

Q Brett
11 August 20

Would your plan encourage more resident associations to be partly or totally funded by the city. My suggestion is to simply to bring a more continuous community approach to understand the needs and vision of the community. *Submitted at virtual event*

A Publicly Answered

Policy 1.10 and 1.11 (Representative and Participatory Democracy) supports active and representative participati on of community members on issues that impact them. Resident associations are one form this could take to ach ieve. Policy 1.16 speaks to funding of community organizations and how to determine priorities for funding for co mmunity benefit.

Q Brett
11 August 20

In light of recent questions about funding to police, has there been any recommendation to re-allocate funding to wards social programs to prevent the need for policing? *Submitted at virtual event*

A Publicly Answered

Policy 4.3 (Proactive Health Intervention) speaks to how the City can be more proactive in addressing the root ca uses of socio-economic challenges residents face and understanding the social determinants of health. Policy 4.6 (Community Safety) speaks to crime prevention and trusting relationships but the policy doesn't describe how thi s would happen or if redistribution of funds in needed. Economic Prosperity policy 3.12 (Poverty Reduction) links the need for basic needs to be met. A debate on re-allocating funds would occur during annual review of the mult i-year budget. More detail on Winnipeg Police Service priorities can be found in their strategic plan "A Culture of Safety for All".

## QANDA

### What questions do you have?

Q Brett
11 August 20

Is the policy going to address a more stable "state of emergency" solutions, especially for those who are systemat ically disadvantaged" although we hope it doesn't happen again, it definitely seems like something that needs to be thought out more, in regards to SDG. *Submitted at virtual event*

A Publicly Answered

The draft OurWinnipeg talks about resilience, so we can be prepared for change and adapt quickly and collaborat ively. Two policies speak most directly to this, 1.9 (Responsive Change Management) and 4.7 (Community Safet y). Other policy that supports resilience all year round, not just in crisis situations includes circular economy (2.15) , community economic development, local food supply (2.22), affordable and supportive housing (5.2).

Q Brett
11 August 20

There is not a Masterplan for Greenspace, there are plans that cover part of this topic such as the upcoming Recr eation and Parks Strategy and Urban Forest Strategy, but much is missing from both of these. There are not park s and connecting corridors laid out while land is still is available. National goals are for 30% natural areas protecte d by 2030. The Master Transportation Plan has streets and roads and plans and objectives. Greenspace is increa singly important to people with the tree crisis looming, waterways overdeveloped, urban heat island effect, loss of bio diversity. Greenspace is not an add on or simply quality of life. Enhancement and increasing greenspace shou ld be part of the goal beyond protect and value. Winnipeg Climate Action Plan lacked greenspace content and foc used on GHG. *Submitted at virtual event*

A Publicly Answered

Thank you for sharing your perspective on a potential policy gap, the importance of greenspace and natural areas and alignment between City plans. We heard greenspaces were also important to participants of Phase 1 public engagement and integrated into the policy. Environmental Resilience, Objective 5 sets the stage for valuing the ro le natural ecosystems and green spaces play. Policy speaks to green infrastrucutre (2.20), public spaces (4.13), major open spaces (6.27), urban forests (2.21) and local food (2.22).

# QANDA

## What questions do you have?

Q Brett
11 August 20

Does the low income housing policies you have planned take into account the Province's plan to sell of the stock in Manitoba Housing and the potential fallout? *Submitted at virtual event*

A Publicly Answered

Policy doesn't specifically speak to that detailed context as this is a 25 year plan and its goals should outlast any specific Council or Provincial government actions although they do impact the City. Government action or inaction doesn't occur in isolation and collaboration and partnership are critical. Policy 1.12 (Integrated Regional Planning ) identifies housing choice, and policy 4.4 (Affordable and Supportive Housing Options speaks to the need for tho se partnerships. The Complete Communities Direction Strategy 2.0 has some additional housing policy detail for r eview as well.

Q Brett
11 August 20

Infill and density are an important goal for the city but what is the plan to avoid turning areas into urban heat islan ds. How will Trees and greenspace must be be incorporated in to infill planning. It is a mid-level to low priority for the city that has not happened yet. *Submitted at virtual event*

A Publicly Answered

Policy 2.21 (Leverage Green Infrastructure) speaks to the urban forest role in mitigating and adapting to the urba n heat island effect. Policy 6.2 (Complete Communities Characteristics) include access to nature which would app ly to new and infill development. OurWinnipeg sets the direction for the City but it does not identify the priority lev el for what will happen first.The Strategic Priorities Action plan will begin the process of policy alignment to the bu dget as that sets priorities. The Residential Infill Guidelines are anticipated for public engagement in Fall 2020 an d may shed some light on this.

## QANDA

# What questions do you have?

Q

### Brett

11 August 20

Hello, with the goal of sustainable development and the growth of our city, citizens/residents expect/want more se rvices from their city. How does the plan approach the funding gap/deficit with respect to infrastructure (roads/wat er), parks, community centres. The city has grown by thousands of people during the past two decades and thous ands of residential dwellings have been built, yet the city struggles financially to meet what new communities requ ire and at the same time the city still needs to maintain the infrastructure what existing communities have/assets management. How does the plan address support for existing neighbourhoods, yet be ready to support future nei ghbours? *Submitted at virtual event*

A

### Publicly Answered

Policy 1.8 (Accountable Revenue Generation) and policy 1.6 (Results-based Budgeting) speak to offseting servic e costs  and maximizing community return on investment intergenerationally. Policy 6.7 (Fiscally Sustainable Gro wth) speaks to the development of tools to equitably share costs related to development, 6.23 (New Communities ) speaks to a defined level of service for pubic infrastructure to achieve complete communities. Policy 6.30 discus ses what a full range of municipal services for urban land use designations which includes existing neighbourhood s. Complete Communities Direction Strategy 2.0 describes these policies in more detail.

# Appendix D – Forum responses

# Forum Topics

*No comments for second English forum.

*No comments on French forums.

## English

# What actions should the City of Winnipeg take to help accomplish the goals proposed in OurWinnipeg?

### Context

OurWinnipeg uses a framework of **six sustainable development goals**:

- Leadership and Good Governance
- Environmental Resilience
- Economic Prosperity
- Good Health and Well-Being
- Social Equity
- City Building

Part of making progress on these goals means understanding the barriers that communities face so the City can work together with community partners to respond to them. OurWinnipeg policy doesn't tell us exactly how to achieve the goals, but outlines ways to think about issues in an equitable way.

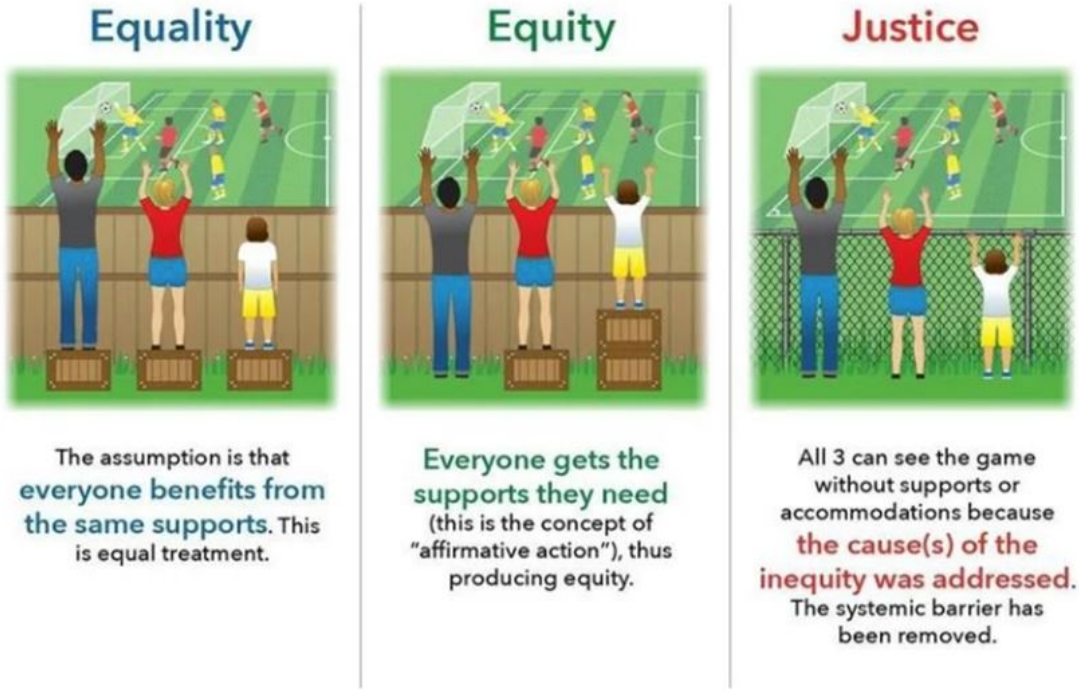
(For a summary of policy intentions please see the policy index in the **draft OurWinnipeg document**).

There are barriers to social, economic and political participation that limit the community's ability to achieve OurWinnipeg's sustainability goals. Winnipeggers experience life differently depending on factors such as:

- how much money they have;
- how healthy they are;
- opportunities for education and employment;
- where they live (e.g. housing or neighbourhood characteristics);
- their identity and the colour of their skin.

Municipal and societal systems impact access, affordability and availability of goods, services, safety and opportunity. This is an important element of the draft OurWinnipeg document that deserves discussion. It

proposes that the needs of systemically disadvantaged groups (i.e. under-represented, under-served, and/or vulnerable members of the community) are prioritized to remove the barriers to participation, achieve equity, and leave no one behind. The image below is provided to enhance understanding of the difference between Equity and Equality:




Source: **http://agentsofgood.org/wp-content/uploads/2017/04/Equality-vs-Equity-Illustration3.jpg(External link)**

The City has considerable influence over the achievement of sustainable development goals for the community through its decision-making authority, policy direction, and resources at its disposal. Key areas of influence include:

- allocation of municipal budgets (e.g. revenue generator, priority setting, capital and operating, grant provider);
- policy creation, regulation and enforcement (e.g. planning and land use, building construction);
- service delivery (e.g. water, solid waste, transportation, emergency services, libraries, recreation);
- public asset and infrastructure investor, owner, manager, and operator;
- economic development facilitator;
- major employer and purchaser of goods and services, owner and manager of assets;
- public and employee education provider (e.g. training, reconciliation, engagement); and,
- public safety.

## Discussion:

We want to start a conversation about potential priority actions by the City that use its areas of influence above to:

- address the barriers to participation identified above;
- respond to the most pressing community needs;
- provide the greatest positive impact on the desired and interconnected goal outcomes and related trade-offs; and,
- accomplish priority actions by using existing levels of taxation and resources differently

## Question:

**What priority actions would you propose for the City based on the information above?**

For reference:

- **OurWinnipeg 'At-A-Glance'**
- **Goal 1-Pagers**
- **OurWinnipeg – Draft Plan**

# Comments

- user20201904 5 months ago

> The city should be doing more to protect existing trees in the development process; it should make builders responsible for the well-being of the trees on and adjacent to their lot, ensure that the people operating equipment are trained to avoid harming trees, and require substantial fencing of enough space around trees adjacent to construction areas to protect them from abuse. The city should also require proper plans to protect trees and proper landscaping with trees as part of the building plan approval process. Builders should pay for every tree they remove or kill, like Hydro does. In the worst cases, builders cut down a number of trees on their lot to make room, and then put down stones instead of planting anything significant. This is cheap to build and cheap to maintain, but it takes away from the urban canopy with its environmental benefits, and it wrecks the look and feel of a well treed neighbourhood.

- HannahM 5 months ago

> One thing that I think is essential to support the City in determining if we are meeting is the UN Sustainable Development Goals is the stratification of indicators. While it is important to follow trends of aggregate indicators for the entire City of Winnipeg, we also need to identify differences between groups of community members and monitor if policy actions are widening or closing

these differences. I would strongly suggest that the OurWinnipeg's Indicators section (page 37) include a plan to stratify indicators to understand differences (e.g., between neighborhoods, by income levels, language spoken, racial, ethnic and Indigenous identifiers, etc.).

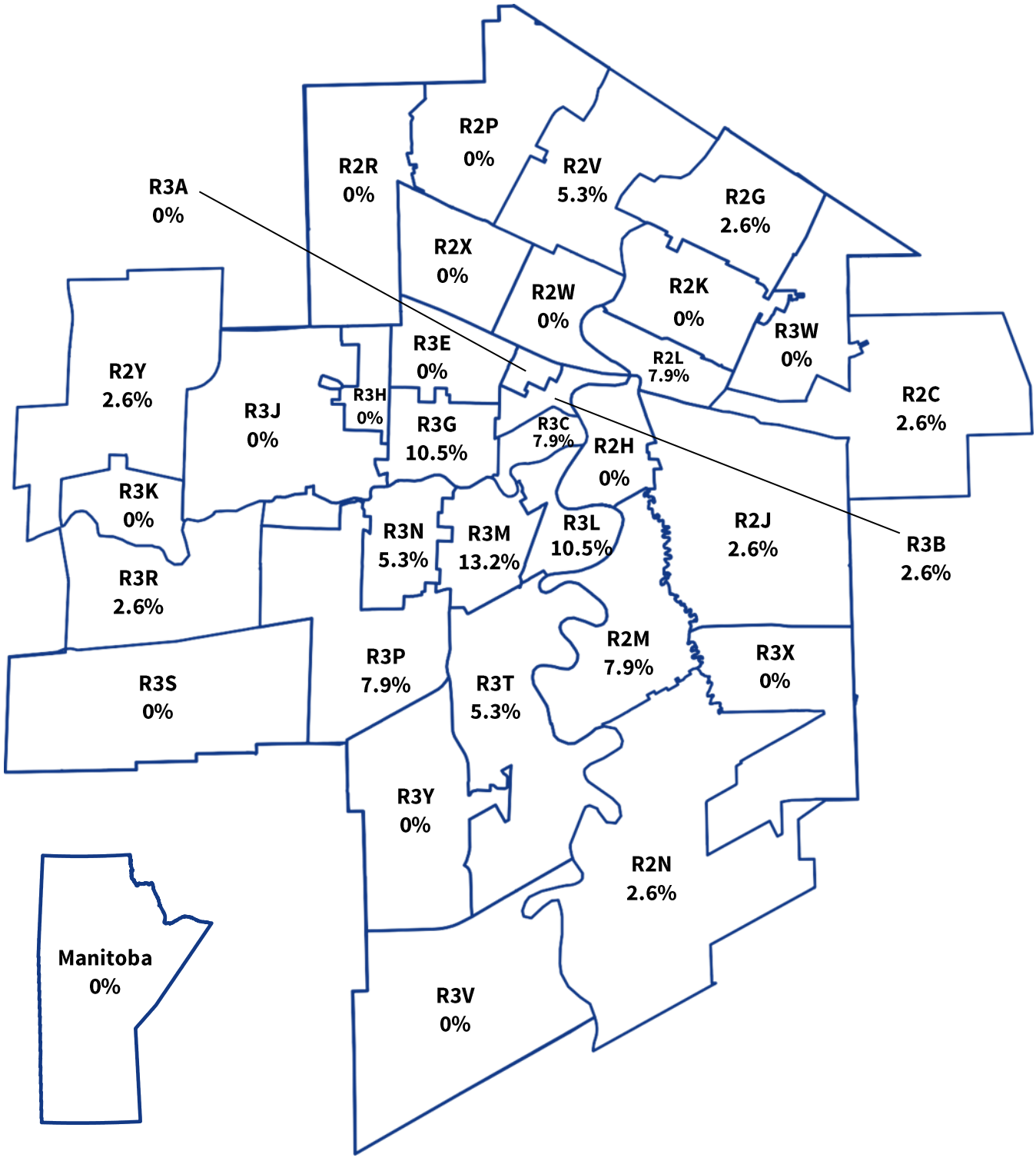
- HannahM 5 months ago

I really appreciate the "Equality – Equity – Justice" graphic for the reflection it sparks. For example, see the discussion raises in this post - **https://culturalorganizing.org/the-problem-with-that-equity-vs-equality-graphic/**. City of Winnipeg is demonstrating leadership by engaging in such discussions about how policy can respond to barriers that limit opportunity – let's ensure that such deliberations make systemic forms of racism and oppression visible and policy actions consider and respond to root causes of disadvantage.

# Appendix E – Survey respondent postal code map

**Geographic Distribution**

Respondents were asked to provide the first three characters of their postal code. Respondents represented each ward within Winnipeg.



# Appendix F – Written submissions

The Chamber
The Winnipeg Chamber of Commerce

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August 27, 2020

Gary Holmes
Planning, Property and Development Department
City of Winnipeg
1st Floor - 55 Garry Street
Winnipeg MB R3C 4K4

Dear Mr. Holmes:

On behalf of The Winnipeg Chamber of Commerce I wanted to thank the OurWinnipeg team for taking time to meet with representatives from our membership on July 23rd along with a follow-up meeting on August 13th. As promised, we'd like to provide some written feedback on the OurWinnipeg and Complete Communities drafts.

To begin, we would like to commend the city for the work it has done in developing these documents. There has clearly been a lot of time devoted to this task, and we sincerely appreciate the efforts made to engage groups like The Chamber throughout the process.

We're particularly encouraged that many of the major topics covered in our submission were included in these drafts, such as promoting more infill development, protecting and expanding employment lands, engaging in regional planning, adopting a frequent transit model, and enabling more indigenous economic zones (urban reserves).

That said, there are a few notable areas where we think there are opportunities for enhancement:

**Strengthen infill development incentives.** We appreciate the drafts include a residential intensification target, but some of our members believe 50% doesn't go far enough. We would encourage you to consider a more aggressive target and/or be more explicit in outlining incentives that could be used to encourage more infill development. We also feel strongly the city should fund a comprehensive infrastructure study that will identify the best opportunities for infill development and their related costs.

**Put more emphasis on the movement of goods.** Beyond a few passing references, there is little in either document that addresses the movement of goods throughout the city. It's important this is not overlooked, as our city requires the efficient movement of goods to not only serve our local population, but to take advantage of trade opportunities across Canada and throughout the world. Winnipeg is an established centre for transportation and logistics, largely due to the work of Centreport, and thousands of jobs directly depend on the movement of goods.

**Embrace technology and accommodate disruption in transportation planning.** There is no significant mention of the role technology could play in maximizing the efficiency of the existing road network and identifying areas for improvement. Likewise, there is no mention of micromobility options (e.g. scooter or e-bike share programs), and surprisingly, for a document with a 25-year timeframe, no reference to autonomous vehicles and the impact they might have on transportation planning, infrastructure investment and land use.

**Incorporate impact fees as a planning tool.** The recent court decision on impact fees necessitates a change in the city's approach to negotiating and adopting any sort of development charge. They shouldn't be viewed as a financial tool, but as a mechanism to encourage positive planning outcomes (e.g. increased infill development). As we always have, The Chamber would encourage the use of an area-specific pricing model along with policy-based discounts (e.g. waiving fees for downtown development).

**Eliminate the living wage goal.** We have attached a letter from November 2019 that was sent to the Chief Corporate Services Officer that outlines several concerns The Chamber has around establishing arbitrary wage targets that go beyond existing provincial legislation. In addition to the points in the letter, we would add that:

- Requiring potential vendors – including those who operate on a national scale – to rewrite their pay structures to qualify for City of Winnipeg contracts could have a material impact on the number and quality of bids received for tender opportunities.
- A minimum wage requirement could also prevent many small businesses or newer businesses from competing for city contracts.
- The City recently calculated that a "living wage" would add $350,000 to its own salary costs. It can be safely assumed if this requirement were imposed on contractors that it would result in a corresponding increase in contract costs as well.

**Enhance the focus on the arts.** Winnipeg is renowned for its creative assets and the arts/creative sector plays a critical role in encouraging economic development, enhancing quality of life, and acting as a catalyst for urban development and renewal. There is an opportunity for the city to embed these key principles within OurWinnipeg and Complete Communities. We would urge you to ensure the role of the arts and creative sector is well defined within both documents.

In closing, we would like to thank you again for the presentation on the draft documents and the opportunity to contribute our feedback. If you would like to discuss these recommendations further or require input from Chamber members on any other aspect of the OurWinnipeg plan, please feel free to contact me at lremillard@winnipeg-chamber.com or at 204-944-3318.

Sincerely,

**The Winnipeg Chamber of Commerce**



## Green Action Centre's Response to Complete Communities 2.0 Survey

**Submitted September 15, 2020**

Contact: [redacted]

Green Action Centre appreciates the opportunity to share our views and recommendations on the Complete Communities 2.0 Survey. We look forward to continuing to provide input in other meaningful ways, to further shape this significant strategy for the City of Winnipeg.

**Survey Questions**

Regarding the alignment of development with transit services, CCDS proposes a number of policies intended to direct growth towards transit services, as outlined in Goal 3 (pages 21 & 22) of the strategy. Please refer to the Primary Transit Network map for further details.

**This includes:**

High multifamily residential densities may be encouraged Downtown, at existing rapid transit stations, and along corridors. Medium multifamily residential densities may be encouraged along the Primary Transit Network. Locating large and medium office development downtown or near to a Primary Transit Network station.

1. What is your level of agreement with aligning the density of development with the components of the proposed transit network?

    - **Strongly agree**
    - Somewhat agree
    - Neutral
    - Somewhat disagree
    - Strongly disagree
    - Don't know/need more info

2. Please explain:

    Combining population density (residential or office developments) with proximity to transit simply makes sense. This should be combined with parking reductions/maximums and incentives such as transit passes to encourage the use of transit.

3. Regarding the growth target of a minimum of 50% of all new housing units being accommodated in the existing built-up area of the City as outlined in Goal 2 (page 20) of the CCDS 2.0:

    Do you think that the 50% growth target in the existing built-up area is:

- Too ambitious
- Not ambitious enough
- Just about right
- **Other: Maximize infill as much as possible beyond the 50% minimum.**

4. Please explain:

   We are not qualified to identify a precise percentage; however, it should be maximized as much as possible as indicated in the phrasing, i.e. a *minimum* of 50%. We also appreciate that this target aligns with Winnipeg's Climate Action Plan.

5. Goal 6 of CCDS 2.0 proposed that City enabling tools (e.g. financial incentives, partnerships, planning, infrastructure upgrades) should be targeted to the following areas, in order of priority:

   - Downtown
   - Priority Corridors
   - All other corridors
   - Existing built-up area
   - Greenfield

   As the long-term plan for where development should be focused in Winnipeg, how do you feel about these development priorities?

   - Strongly agree
   - **Somewhat agree**
   - Neutral
   - Somewhat disagree
   - Strongly disagree
   - Don't know/need more info

6. Please explain:

   We would add Reinvestment Areas to the list (before Greenfield).

## GENERAL FEEDBACK

### 7. How could the proposed Complete Communities Direction Strategy 2.0 be improved?

Complete Communities 2.0 is an excellent document and we were impressed by it overall. We do see room to strengthen the strategy in the following areas and have proposed possible rewording where appropriate to clarify our intent.

- Increase the use of and strengthen the language around transportation demand management
- Move beyond 'supporting or facilitating all modes of transportation' to actively managing transportation demand to: (1) reduce single occupant vehicles and (2) flatten the curve to match demand with our existing transportation system capacity
- Include cycling along with pedestrian improvements, especially in Downtown section
- Introduce ecofiscal policies and environmental costs/impact analysis in addition to financial analysis
- Use images that show protected bike lanes rather than painted or buffered lanes (or worse, sharrows as shown on p66)
- Support the unbundling of parking from units in multi-family residential developments, with a separate charge/permit process for parking[1]
- Introduce the idea of Parking Benefit Districts that reinvest a portion of the revenue generated into local area improvements, e.g. landscaping, lighting, sidewalks, street furniture, cycling and transit amenities[1]
- Work to overcome hurdles that prevent the City from charging an annual fee per parking space in surface lots Downtown to encourage development, such as Montréal has done[2]
- Include reference to a Commuter Trip Reduction requirement for large employers to implement measures that meet mode split targets and supports sustainable modes of travel, such as done in Washington[3], Seattle[4], Santa Monica[5], San Francisco[6] and Portland[7].
- Introduce a surcharge to ride-hailing companies for the use of Winnipeg streets, such as done in Chicago[8] and New York City[9], and direct the revenue to AT and transit service improvements

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[1] https://greenactioncentre.ca/healthy-travel/recap-parking-and-the-city/

[2] http://spacing.ca/montreal/2010/01/17/the-parking-lot-tax/

[3] https://www.wsdot.wa.gov/transit/ctr/home

[4] https://www.seattle.gov/transportation/projects-and-programs/programs/transportation-options-program/commute-trip-reduction-program/ctr-requirements

[5] https://www.sequoia.com/2019/03/santa-monica-transportation-demand-management-ordinance/

[6] https://sfenvironment.org/commuter-benefits-ordinance-sf

[7] https://www.portlandoregon.gov/transportation/75487

[8] https://abc7chicago.com/finance/chicago-congestion-tax-for-uber-lyft-starts-/5818233/

[9] https://www.ibisworld.com/industry-insider/analyst-insights/nyc-congestion-surcharges-on-ride-hailing-apps-set-to-bolster-municipal-tax-revenue/

- Consider going beyond the EcoPass program to introduce a Downtown-wide bus pass subsidy that is cost-shared with businesses, such as done in Columbus[10]
- Include discussion of the need for a city-wide parking strategy, beyond Downtown, combined with other transportation demand strategies

**INTRODUCTION - VISION AND PRINCIPLES**

- **Principle 3 (p9) Active transportation and transit friendly**
  Change wording as follows: "*Complete Communities supports a pedestrian, cycling [or active transportation] and transit friendly environment*…"

- **Principle 5 (p9) Definition of Complete Communities**
  Add to list as follows: "*Complete Communities builds on future, planned-for-assets, such as the rapid transit network, pedestrian and cycling network, and CentrePort.*"

**GENERAL GROWTH**

- **Characteristics of Complete Communities (p10)**
  *"Complete communities facilitate a range of transportation options. In many instances, the priority of modes of transportation or the most used mode of transportation will differ from one part of the city to another based on the area's context. Modes of transportation other than the private automobile should be encouraged where they can provide convenient and realistic travel choices.*"

  The CCDS continues to focus on 'facilitating' a range of transportation options rather than prioritizing sustainable modes, particularly vulnerable road users (as noted in *OurWinnipeg 2045*, 6.16 Complete Streets, p33). Rather than simply encouraging modes of transport other than the private automobile, we recommend specifying City enabling tools to actively manage transportation demand and reduce single occupant vehicles. This is the crux of the issue – single occupant vehicles are the norm in Winnipeg. Green Action Centre recognizes that private vehicles are part of the mix of transportation options. However, encouragement to use sustainable modes is not enough, as it is not a level playing field in Winnipeg. The only way we can reduce the need to continually expand the capacity of our transportation system (for financial, environmental and social benefits) is to reduce demand. Reducing single occupant vehicles is the obvious and clear approach to accomplish this; they are the proverbial elephant in the room.

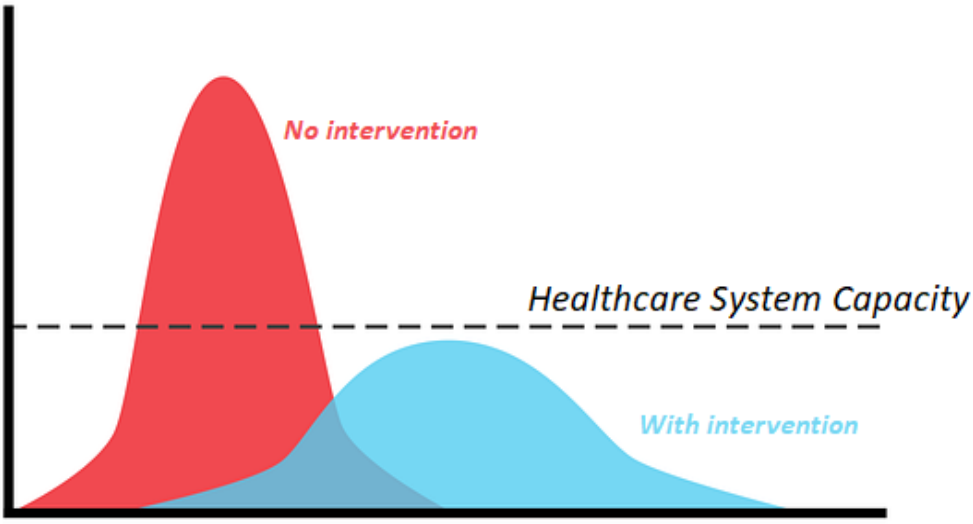
  While we recognize that context determines the suitability of different transportation options on different routes, the City has many tools available to create the desired outcome of a more sustainable transportation network overall (both environmentally and financially). As City planners well know, we have essentially been designing our

[10] https://www.bloomberg.com/news/articles/2017-08-07/downtown-columbus-will-subsidize-bus-rides-for-workers

transportation network almost exclusively for private vehicles, which is what we now have. And it is recognized in the CCDS 2.0 that our current approach is not sustainable (Financing Growth, Introduction, p30). Additionally, it is essential that we manage transportation demand for the City to meet the mode split target of 50% for Auto-driver in the Climate Action Plan (p21, Section 5.1).

The concept of transportation demand management (TDM) is not mentioned until the Downtown section (p45). We would like to see an enabling sentence such as that used for TOD in the Introduction for Rapid Transit Corridors (p59). For example, "*Winnipeg should utilize a variety of transportation demand management tools to support a sustainable transportation system*." Or in Housing (Policy 1.3, p146) but reworded to fit with TDM measures: "*Employ tools such as density bonusing and inclusionary zoning that encourage and/or require the development of affordable housing that is integrated with market housing. Identify minimum affordability and accessibility requirements in the development of such tools*."

In a recent blog post[11], Michel Durand-Wood provided an insightful comparison between our pandemic response of flattening the curve, given our health care system capacity, and the City's response to congestion given our transportation system capacity. It is excerpted below with permission.




*The key takeaway of this graph is that, faced with the threat of the COVID pandemic, we had two options: increase capacity to fit the curve, OR flatten the curve to fit capacity.*

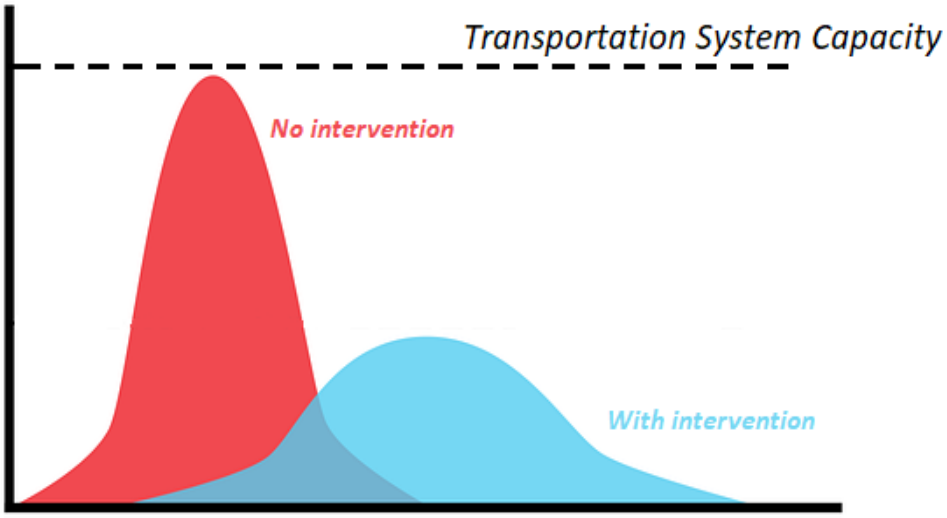
*Increasing our healthcare capacity by building hundreds more hospitals, buying huge quantities of ambulances and respirators, and hiring thousands of doctors, nurses and*

[11] https://www.dearwinnipeg.com/2020/08/03/friendly-manitoba-a-daytrippers-guide-to-roads-covid-and-other-pecksniffery

*healthcare aids would have been an incredibly expensive undertaking. Not to mention the ongoing cost of maintaining all those empty hospitals, and paying all those idle healthcare workers, in the down periods between global pandemics (or between multiple waves of a single pandemic), seems like an awfully huge waste of valuable resources.*

*Which is probably why we, and the rest of the world, chose the second option: flattening the curve.*

*So why do we continue to choose the opposite with our transportation system?*




*When faced with two hours of peak vehicle traffic per day, instead of taking steps to flatten that curve to fit capacity, we choose to continually increase capacity to fit that ever-growing peak, by widening roads, building overpasses, and prioritizing traffic movement over everything else.*

*And not only is that extremely expensive to build in the first place, but the ongoing costs incurred to maintain it all, including for the 22 hours/day in between peaks when we don't even need it, is bankrupting our City. Nevertheless we persist. We push our elected representatives to build more, wider, faster roads to increase capacity.*

- **Goal 3, Policy 3.1 (p22) Affordability of TOD**
  *High multifamily residential densities may be encouraged Downtown, at existing rapid transit stations, and along corridors. Support the highest densities in this range in closest proximity to transit stations*."

While we support this policy, we recommend the inclusion of affordability or other requirements given that experience elsewhere has shown that high-priced TOD did not result in decreased vehicle ownership or usage despite proximity to transit.[12]

## FINANCING GROWTH

- **Goal 2 (p31) Financially and environmentally sustainable city**
  Reword as follows: *"2.0 Strive for financially and environmentally sustainable city infrastructure, capital assets, and services*."

  The plan should incorporate Green and Fair budget principles as well as identify how to solve structural barriers such as urban sprawl, ex-urban commuters being subsidized by Winnipeg taxpayers, drivers not being charged the real cost of driving single occupancy vehicles, and municipalities lacking authority to implement mobility pricing.

  > *An ecofiscal policy corrects market price signals to encourage the economic activities we do want (job creation, investment, and innovation) while reducing those we don't want (greenhouse gas emissions and the pollution of our land, air, and water).* - ecofiscal.ca
  >
  > *I will begin with the proposition that in no other major area are pricing practices so irrational, so out of date, and so conductive to waste as in urban transportation.* - William Vickrey, "Pricing in Urban Transportation," *American Economic Review*, 1963.

  This section focuses primarily on one factor – perverse fiscal policies that incent unsustainable behaviors instead of ecofiscal alternatives that encourage, enable and incent more sustainable choices. Ecofiscal failures are also linked to structural and leadership failures in governance.

  What are ecofiscal policies?

  In reviewing provincial and municipal budgets over the years, Green Action Centre has identified a set of green and fair fiscal policies to promote sustainable behavior and create a more just and sustainable society, such as *OurWinnipeg 2045* and Complete Communities Direction Strategy 2.0 intends.

  1. A green and fair budget makes it easier and more rewarding to act sustainably (e.g. free or low-cost recycling and public transportation services) and costlier to act unsustainably (e.g. by removing perverse subsidies for sprawl, waste and fossil fuel consumption).

[12] https://usa.streetsblog.org/2010/10/25/avoiding-the-unintended-consequences-of-transit-oriented-development/

a. Green infrastructure and social investments make it possible for Manitobans to live sustainably and flourish.
b. Green incentives, taxes and fees encourage sustainable choices.

2. Sustainability implies full-cost accounting, including externalities, to assess the costs and benefits of actions and investments (i.e. global social, ecological and economic costs and benefits of building, energy and transportation choices).
3. Other things being equal, users who impose social costs should pay for those costs (user-pay and polluter-pay to internalize the social costs imposed).
4. But also ensure that basic welfare and human development needs (e.g. housing, health and education) are provided for all citizens.

Principles 1 and 2 lead to a more sustainable society. Principles 3 and 4 represent two aspects of an equitable or just society that need to be reconciled—paying the social costs of one's actions and meeting basic human needs and rights. In spite of a potential tension between them, justice requires attention to both.

Identifying and resolving barriers to a more sustainable Winnipeg

These green and fair fiscal principles shed light on measures that obstruct progress towards OurWinnipeg's vision "to be a thriving, sustainable, and resilient city."

a) Winnipeg perversely subsidizes throwing organic waste out with the garbage, while proposing a flat charge on utility bills for a green bin alternative. Council suspended consultation on organics diversion following the outcry.

   Solution: Winnipeg's 2011 Garbage and Recycling Management Plan (GRMP), adopted by Council, included ecofiscal financing (which Council ignored). The GRMP specified that greener waste diversion alternatives (recycling and composting) should be supported from property tax revenues while garbage pickup costs should be charged on the utility bill. Green Action Centre has refined this proposal[13] with cost containment, Pay As You Throw, and low-income bill mitigation measures as well.

b) Urban sprawl is costly and unsustainable for Metro Winnipeg and other municipalities, requiring more kilometres of water, sewer, hydro lines, roads and bus service per person and discouraging a modal shift away from cars.

   Solution: Development should increase density, local services and sustainable transportation, and occur where public transit and service infrastructure are available.

c) Exurban commuters are subsidized by Winnipeg taxpayers, who pay for streets used daily, at no cost, by commuters from neighbouring bedroom communities. This (a) lowers the tax burden on comparable exurban homes, which (b) incents exurban

[13] https://greenactioncentre.ca/wp-content/uploads/2018/05/GA-Briefing-Note-Composting-Policy-for-submission-to-CoW-ClimateActionPlan-Feb2018.pdf

migration, which (c) increases commuting emissions. Further, (d) the City is pressured to limit tax increases to remain competitive (e) leading to underfunded and deteriorating infrastructure and services.

Solution: Riley Black, who provided the above analysis[14], proposes that Winnipeg employers be required to deduct a commuter fee from paychecks of exurban employees, thereby restoring partial user pay, adding to Winnipeg's tax base, and reducing the Winnipeg/exurban tax differential.

d) Car and truck owners and drivers are not charged the costs they impose on society. Subsidies distort real costs of driving, promote single occupancy vehicles over transit, enable urban sprawl, and distort city and provincial budgets. Potholes are filled and underpasses built without adding a penny to the cost of driving, while bus riders experience regular fare increases. City policies say, "Take the bus." City budgets say, "Take your car if you have one."

Solution: A green and fair alternative is *mobility pricing* commensurate with the social costs of vehicles by means of higher fuel, vehicle, road and parking taxes and fees to reflect user pay, polluter pay, damage and safety compensation, and a fair contribution to general revenues.

e) Municipalities lack the authority to implement mobility pricing measures.

Solution: The Province should give municipalities mobility taxing powers, so they don't rely on property taxes and utility bills to fund motor vehicle infrastructure and services.

f) Exurban commuters lack public transportation alternatives.

Solution: The Province should create a Metro Winnipeg Sustainable Transportation Authority like TransLink for greater Vancouver, Metrolinx for greater Toronto, and Société de transport de Montréal. Its mandate would be to provide sustainable, affordable public and active transportation in the Metropolitan Region. It would require mobility pricing and other powers to carry out its mandate. Alternatively, the City could require exurban commuters to purchase a transferable transit pass and offer them park and ride opportunities at the Perimeter. This would help alleviate the issue of taxed businesses moving outside the city.

- **Financial Tools (p33), Impact fee**
  *3.1.1 Use an impact fee to cover the growth-related share of the City's capital costs of infrastructure.*

[14] https://www.policyalternatives.ca/publications/reports/high-cost-free-riding-and-how-we-fix-it

As identified in the introduction to the Financing Growth section, Winnipeg has a growing structural deficit. Existing funding sources at inflation-adjusted levels of taxation are unable to meet the growing infrastructure and service needs of the city (Introduction to OurWinnipeg Review – starting the conversation[15]).

In response, the City has tried to extract more money from developers and new homeowners with a growth impact fee to achieve "Fiscally Sustainable Growth." However, this initiative, in its present form, was recently rejected by the courts.

Whatever the outcome of the "growth should pay for growth" initiative, there is a larger elephant in the room that the city (and province) should no longer ignore – the social costs of and enormous subsidies to motor vehicles leading to these discouraging trends (Introduction).

> *In the City's most recent Citizen Survey, the most common suggestion for quality of life improvement continues to be "Roads / Infrastructure", representing 41 per cent of all responses. The next highest is "Crime / Policing" at 15 per cent.*
>
> *A majority of Winnipeggers use motor vehicles rather than Transit, walking, or cycling as the primary mode of travel for work purposes. Winnipeg also has the lowest per capita Transit ridership among comparator cities.*

However, the Introduction also highlights this opportunity:

> *Disrupting the City's financial sustainability challenges by inspiring openness for alternatives to status quo systems, processes, and approaches that may not achieve desired results and limit innovation in a rapidly-changing world;*

We submit that a needed alternative to the status quo is ecofiscal financial management throughout city operations. In transportation, mobility pricing for private vehicles should fund the road network upon which they depend as well as more sustainable alternatives.

We recognize, from the barriers to sustainability cited earlier, that Winnipeg requires cooperation from the Province and Winnipeg Metropolitan Region to implement some of the proposed solutions. But it can start by adopting green and fair budgeting principles, moving on them in areas within its jurisdiction, conducting an impact analysis of the uncompensated costs of private motor vehicles, and arming itself to negotiate with the Province and Metropolitan Region.

This will require leadership within the public service and elected officials.

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[15] https://winnipeg.ca/Interhom/CityHall/OurWinnipeg/Documents/Goals/Lenses-and-Topic-Areas.pdf

**DOWNTOWN**

- **The Forks, 1.4 (p 40) Mixed use and active transportation-oriented approach**
  Reword as follows: "*Ensure the Forks continues to be developed as a distinct, all-season gathering place, through a mixed-use and active transportation-oriented approach…*"

- **Downtown plan, 1.7.b (pp40-41) All modes of transportation**
  *Defines a vision, parameters, and policies for future development and redevelopment, all modes of transportation, the transportation network, and urban design*

  Again, there is an emphasis on all modes of transportation. Instead, there must be a clear prioritization of sustainable modes or vulnerable road users, and reducing the number of single occupant drivers.

- **Goal 4 (p43) Reducing the impact of automobile use**
  Reword as follows: "*Ensure land use decisions reduce the impact of automobile use to enhance the pedestrian and cycling experience Downtown*."

- **Policy 5.2 (p43) Continuity of pedestrian and cyclist-oriented activity**
  Reword as follows: "Contribute to the continuity of pedestrian and cyclist-oriented, street level activity to help make the distance between districts and destinations more enjoyable.

- **Goal 6 (p44) Modes of preference**
  Reword as follows: "*Ensure walking or cycling are modes of preference, and that pedestrian and cyclist comfort, convenience, and amenity continue to be primary determinants of design decisions*.

- **Policy 6.4 (p44) Pedestrian amenities**
  Reword as follows: "*Pedestrian and cycling amenities 6.4 Invest in pedestrian and cycling improvements that promote direct, efficient, and enjoyable connectivity between defined districts, destinations, and clusters, and are in accordance with the City of Winnipeg Accessibility Design Standard."*

- **Policy 6.10 (p45) Priority snow clearing**
  Reword as follows: "*Priority snow clearing 6.10 Continue to provide enhanced snow clearing service on streets, sidewalks, bike lanes, the Riverwalk and strategic park spaces Downtown to maintain year-round mobility and access.*"

- **Policy 6.11 (p45) Accessibility during development**
  Reword as follows: "*6.11 (A) Review the City of Winnipeg Manual of Temporary Traffic Control on City Streets (MTTC) to reflect best practices in pedestrian and cyclist connectivity and accessibility during Downtown development*."

- **Goal 7 and Policy 7.2 (p45) Transportation demand management**
  Reword as follows to strengthen beyond encouragement and promotion:

  "*7.0 Ensure the sustainability of the transportation network by facilitating mode shifts through the use of transportation demand management*"

  "*7.2 Implement Transportation Demand Management (TDM) strategies Downtown that reduce dependence on and demand for the use of personal automobiles …*"

- **Policy 7.8 (p45) Downtown Parking Strategy**

  Not having seen any draft of the Downtown Parking Strategy, we are not able to comment other than our general support for managing parking supply in the downtown, including demand-based pricing.

  A city-wide parking strategy is also needed, combined with TDM strategies, to avoid people simply turning to large malls that offer substantial free parking. We also recommend encouraging shopping centres to implement a paid parking option for prime parking spots, similar to that done by Cadillac Fairview at Polo Park.[16]

- **Goal 8 (p46) Prioritize pedestrian comfort**

  While we applaud the emphasis on pedestrian-related policies downtown, we would like to see cycling receive emphasis as well. Downtown is a major destination for employment, shopping and entertainment, and cycling seems to be missing from this section. If the intent of CCDS 2.0 is to direct medium and large employers downtown, then cycling needs also have to be addressed. When Stantec made the bold move of deliberately relocating their Winnipeg office downtown, they found that many employees who had intended to cycle to the new location did not do so due to lack of cycling facilities and safety concerns.

  We are also seeing the rise in micro-mobility technology, like e-scooters. While we are curious what will happen to this sector following the pandemic (given it is heavily financed by venture capital), we do not see it disappearing. Green Action Centre staff had the opportunity to hear from Lime and other micro-mobility companies at various conferences, and it's important to note how they see bike lanes as a critical component. Lime stated that they will not invest in cities that are not growing their protected bike lane network, as this is by far the preferred infrastructure by their users. For Winnipeg to be competitive and attract these companies, we must have a connected network of protected bike lanes, especially downtown.

[16] https://globalnews.ca/news/5061127/winnipeg-premium-polo-parking/

**Urban and Regional Mixed Use Corridors**

- **Vision (p55) Range of transportation options**
  This section also emphasizes a 'wide range of transportation options' rather than emphasizing sustainable modes over single-occupant vehicles, and actively managing transportation demand to reduce single occupant vehicles.

- **Goal 3 (p55) Pedestrian and cycling environment**
  *Ensure Corridors provide a comfortable pedestrian and cycling environment and attractive public realm*

  Overall, we support the goal and subsequent policies but would like to see more reference to cycling beyond Policy 3.5.

- **Goal 6 (p58) Integration of land use and transportation**
  Reword as: "*Facilitate [or Enable] the integration of land use and transportation.*"

  We support this goal but would like to see stronger wording than simply to encourage.

**Corridors - Rapid Transit Corridors**

- **Policy 1.2.e. (p61) Parking maximums**
  Great to see parking maximums for TOD though we would like to see it applied more broadly, beyond rapid transit corridors.

- **Policy 2.5 (p62), Parking reductions**
  *Parking innovation-2.5 Consider reductions to motor vehicle parking requirements for development adjacent to Rapid Transit Corridors through provision of parking offsets including: a. High-quality, indoor bicycle parking; b. On-site car share vehicles; and c. Innovative parking strategies such as district parking and shared parking agreements*.

  Thrilled to see parking reductions though would like to see it applied more broadly beyond RT corridors, such as noted in the Mobility section.

**NEW COMMUNITIES**

- **Policy 1.1.2 (p80) Fiscal and environmental impact analysis**
  Reword as: *"Require that the proponent prepare a fiscal and environmental impact analysis to evaluate the proposal's financial implications to the City and to inform decision-making, where the City determines such analysis to be necessary*.
  New communities should also require an environmental costs and impact analysis.

- **Policy 2.1.e (p84) Address implications**
  *e. Implications on the City's ability to finance this infrastructure*
  Add a new bullet after this (or combine the two): "*Implications on the environmental impacts and costs as related to the City's Climate Action Plan*."

**ESTABLISHED NEIGHBOURHOODS**

- **Policy 8.10 (p101) Traffic calming and school route planning**
  "*Work with local neighbourhoods to further pedestrian and cycling safety initiatives such as the implementation of traffic calming measures and school route planning*."

  This policy would be strengthened by including reference to the need to support development and implementation of School Travel Plans or, at a minimum, reference their continued importance as part of Winnipeg's Pedestrian and Cycling Strategies. Several school travel plans have been developed across the city but have not been implemented due to lack of funding.

**CAPITAL REGION**

- **Introduction (p127) Transportation priorities**
  *"In addition to wastewater infrastructure, the ability to provide a finely-tuned integrated transportation system that can link employment areas to markets locally, regionally, nationally and globally is critical to the Capital Region's economic success. To do so, the City of Winnipeg will apply a regional lens to its Transportation Master Plan and will seek continued collaboration on transportation priorities that are mutually agreed upon*."

  We would suggest including discussion of a regional transportation authority for the Capital Region.

**MOBILITY**

- Overall we wholeheartedly endorse this entire section (pp131-135). However, we would like to see it strengthened with a requirement for large employers to meet mode split targets and provide support for employees to choose sustainable modes.

- We would also like to see specific reference to children's mobility beyond school route planning (Established Neighbourhoods, Policy 8.10, p101). Children are a large population that are often overlooked in transportation planning, road and neighbourhood design, and are a significant audience among vulnerable road users. Children's mobility requires a different approach, since destinations and routes will vary greatly from adults who walk/bike. Children's access to safe roads for walking, biking and rolling, and access to safe outdoor spaces for play should be highlighted in the discussions about active transportation, community design and sustainable transportation. For example:

- Include children's active and independent mobility as an essential component of children's healthy growth and development.
- Note that children's health is closely linked to access to outdoor space, independent play and active transportation options.
- Add children's mobility to the list of characteristics for Complete Communities.
- Include accessible walking and rolling infrastructure to children's services such as daycares, community centres and parks, as well as schools.

- **Policy 4.2 (p133)**
  We completely support this policy but would suggest additions to the list of considerations for parking reductions, including[17]:
  - Streetscape improvements to encourage walking
  - Carshare membership subsidy for new owners/tenants [such as that provided by Streetside for condo developments in the Exchange District] or bus pass subsidy
  - Multi-modal wayfinding signage
  - Unbundled parking
  - No parking rates discounted beyond a daily pass
  - Parking cash-out for non-residential parking

**IMPLEMENTATION**

- **Policy 3.6 (p158), Budget alignment**
  We support the goals of the Implementation section, in particular Goal 3 (p158) "*Ensure the goals and policies of this By-law are realized*." However, we would like to see an additional policy with wording about budget alignment in general, beyond private investors as outlined in Policy 3.6.

- **Implementation Table (Figure 13, pp159-164)**
  We strongly recommend including environmental impacts in the Implementation Table in addition to capital and operational impacts, in alignment with the Climate Action Plan.

- **Implementation Table starts p159:**
  We were disappointed to see that the policies of most interest to our organization are ranked as low priority, e.g. Downtown pedestrian facility guidelines, wayfinding signage, exploring parking maximums and shared parking, etc.

[17] https://default.sfplanning.org/plans-and-programs/emerging_issues/tsp/TDM_Menu_Options-062316.pdf

**GLOSSARY**

- **Definition of sustainable transportation (p173)**
  We would suggest rewording as follows: "*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. Sustainable transportation is affordable, operates efficiently in an environmentally sound manner, offers choice of transport mode with incentives to promote modes with the least environmental impact, and supports a vibrant economy*."

**8. What aspects of the Complete Communities Direction Strategy 2.0 are you supportive of?**

There are many aspects we support, too many to mention, but key ones are detailed below. Overall, we would like to recognize the creation of a new Downtown Plan, the alignment with the forthcoming Transit Master Plan, the requirement of a Secondary Plan for Major Redevelopment Sites, the addition of the Mobility section, and the new designation for Major Open Spaces.

- **Cold climate and winter cities** (p10 and elsewhere)
  - Recognition of Winnipeg as a winter city and designing for such.

- **General Growth**, Policies 3.4-3.6 and 3.8-3.9 (p22)
  - Related to major and medium offices being located either downtown or within 300m walking of a primary transit route.

- **Downtown**
  - Introduction, section on Mobility (p37)
  - Policy 7.3, Pedestrian and cycling strategies (p45)
  - Policy 7.4, Bike parking (p45)
  - Policy 7.6, Supporting rapid and reliable transit (p45)

- **Urban and Mixed Use Corridors**
  - Good to see inclusion of cycling in characteristics: "*Contain urban design features that make them accessible, safe, and attractive for pedestrians and cyclists"*
  - Goal 3, relating to pedestrian environment and public realm:
    - Policies 3.1.2, 3.1.4, 3.1.5, 3.1.6, 3.1.7 (p55)
    - Policies 3.3.1, 3.3.2 (p56)
    - Policy 3.5 (p56): "*Design the public realm and right-of-way to promote improvements to the pedestrian and cycling environment, including pedestrian- and transit-oriented streetscaping enhancements.*
    - Same policies for Regional Mixed Use Corridors, i.e. 3.7, 3.8, 3.9 (p56)
    - Policy 4.3.c. (p57)

- Goal 6, integrating land use and transportation (p58) is very much welcomed though would like to see stronger wording than simply to encourage.

- **Rapid Transit Corridors**
  - Policy 1.2.d. (p61), internal and external mobility connections
  - Policy 1.2.e. (p61) thrilled to see parking maximums though we would like to see it applied more broadly beyond TOD on rapid transit corridors.
  - Policy 1.2.o. (p61), minimum residential densities
  - Policy 2.5 (p62), thrilled to also see parking reductions though would like to see this applied more broadly beyond RT corridors: "*Parking innovation-2.5 Consider reductions to motor vehicle parking requirements for development adjacent to Rapid Transit Corridors through provision of parking offsets including: a. High-quality, indoor bicycle parking; b. On-site car share vehicles; and c. Innovative parking strategies such as district parking and shared parking agreements*."

- **Commercial Areas and Mixed Use Centres**
  - Support these paragraphs in the intro (p63):
    - "*The City's approach to managing commercial areas focuses on accommodating their operational requirements while ensuring greater alignment with the overall Complete Communities vision over time. This includes encouraging the establishment of commercial uses in mixed-use buildings, improving walkability, and supporting transit and active transportation while emphasizing high-quality urban design*."
    - *"As Mixed Use Centres become increasingly mixed use, they should incorporate patterns of density gradation where the highest densities are located closest to major transit stops, in accordance with transit-oriented development principles. Densities should then decrease with distance from the transit stops (see Figure 11)."*
  - Vision (p69) – "*Over the long term, they will become vibrant, pedestrian-friendly areas connected by multiple modes of transportation, offering a variety of housing options, activities, services, and jobs."*
  - Goal 5 and Policies 5.3 and 5.6 (p72), residential mixed-use intensification of Mixed Use Centres, pedestrian-oriented neighbourhood, allow for future sidewalks, pedestrian-oriented siting of buildings

- **Major Redevelopment Sites**
  - Goal 1 (p77) Good to see this mobility wording: "*The redevelopment of these sites will embody the principles of sustainability within a well-designed, walkable environment*."
  - And policies 1.2.d-f (p77): "*d. External and internal mobility connections (e.g. streets, rear lanes, sidewalks, cycle paths, transit); e. Public realm improvements; f. Identification of current or proposed transit service*"
  - Policy 2.3 (p77), strong multi-modal and AT linkages

- Goal 3 (p78), "*Design Major Redevelopment Sites as Complete Communities that embody principles of sustainability within a well-designed, walkable, and active transportation friendly environment*."
- Policy 3.8 (p78), Complete Streets

- **New Communities**
  - Good to see this paragraph in the Introduction (p79): "*Given the potential impact that this growth will have for the future of the city, it is necessary to ensure that New Communities are provided in an environmentally-sound, economical, and timely manner and are planned to be complete, providing long-term sustainability.*"
  - Great to see inclusion of local amenities and green/healthy mobility in Policies 3.7, 3.8 and 3.9 (p85)
  - Great to see Goal 4 (p85) and subsequent policies 4.1, 4.2 and 4.3 about internal and external connections (including permeability): "*4.0 Maximize connection within neighbourhoods and between existing and future adjacent neighbourhoods*."
  - Also great to see Policy 5.1, neighbourhood design including multi-modal connections, paths, transit

- **Established Neighbourhoods**
  - Great to see Goal 1 (p93): "*Encourage compatible residential development within Established Neighbourhoods to build more Complete Communities and align with the City's residential intensification target*."
  - Lots of policies to like but especially policies 2.2, 2.3, 2.7, 2.8, 2.9 (p96) and 3.3 and 3.4 on affordable housing options (p98)
  - Also like Goal 4 (p96): "*Ensure neighbourhoods accommodate a range of commercial services and amenities within walking distance to meet daily needs*."
  - Great to see these policies on amendments to existing secondary plans or for neighbourhoods without secondary plans (p100): "*7.1 Support amendments to existing secondary plans that further the vision, goals and policies of this By-law*." "*7.2 Consider the creation of secondary plans in Established Neighbourhoods when the City determines an area is a strategic location for growth and that more detailed direction is needed for matters beyond the general framework provided by the policies contained within this By-law*."
  - Also like the ability to repeal the secondary plan of an Emerging Community once complete: "*7.4 Upon full build-out of an Emerging Community that is governed by a secondary plan, repeal the secondary plan if it is no longer needed to guide development.*"
  - Excellent to see Goal 8 (p101): "*Facilitate the redevelopment of Established Neighbourhoods that contributes to the further development of walkable, bikeable and transit-oriented communities in accordance with city pedestrian and cycling strategies*."

- Lots of great pedestrian and cycling policies but particularly like the following (p101): 8.7 (traffic calming), 8.9 (additional connections to fill gaps in AT network) and 8.10 (safety initiatives).

- **Employment Lands**
  - Great to see Policy 7.1.a-d (p111): "*7.1 Require that Employment Land areas be designed in accordance with the following design standards: a. Facilitate a high standard of transit and active transportation connectivity. Opportunities to enhance this connectivity in existing Employment Areas shall be encouraged; b. Streets that provide direct connections to transit service should provide facilities and amenities for pedestrians, cyclists, and transit; c. Pathways and sidewalks should be provided to connect businesses to transit stops; d. Encourage a high standard of design along collector and arterial roads, particularly those with transit service, through landscaping, fencing, building elevations, and architectural elements*;"

- **Rural and Agricultural Areas**
  - Great to see local food production in Goal 3 (p116): "*Support local food production and encourage income diversification.*"

- **Indigenous Economic Development Zones**
  - Great to see the Vision and Goal 1 (p126): "*Welcome and facilitate the creation of urban reserves within Winnipeg*."

- **Capital Region**
  - Good to see regional transportation network included in Policy 2.3 (p129): "*Coordinate with regional partners and the Province of Manitoba to enhance and maintain a regional transportation network in the Capital Region.*"
  - Good also to see that they will work with the WMR in compiling and monitoring environmental, social and economic indicators (Policy 2.4, p129).

- **Mobility**
  - Really exciting to see the addition of this section on integrating land use and transportation planning.
  - Wholeheartedly endorse the entire section (pp131-135) and in particular:
    - Introduction (p131): "*The Mobility section of this By-law is comprised of policies that were drafted as part of previously endorsed Council policy in the Transportation Master Plan and the Pedestrian and Cycling Strategies. By including these policies in a statutory land use plan such as Complete Communities 2.0, they will be elevated to higher prominence and can be more effectively implemented through integrated planning and land use processes*."
    - Vision (p132): "*Through successful integration of transportation systems and land use planning, Winnipeg will become a better connected and*

*more economically sustainable, environmentally responsible, and socially equitable city*."

- Goal 1 (p132): "*Integrate transportation and land use by providing a transportation network that supports the urban structure and the concept of Complete Communities*."
- Goal 4 (p133): "*Pursue innovative parking strategies that encourage transportation means other than the personal automobile, encourage a more efficient use of land, and enable the establishment of more affordable housing options*." Also Policy 4.1.1 (p133): "*Explore maximum parking regulations and shared parking to reduce the oversupply of parking*." and Policy 4.2 (p133): "*Provide opportunities in the development approval process to reduce the number of parking spaces required by the Winnipeg Zoning By-law, when transportation demand offsets are present."*
- Policy 6.1 (p135): "*Incorporate minimum pedestrian, bicycle, and transit system connection into the plan approval process*."

- **Parks and Recreation**
  - Great to see there are plenty of references to AT and connecting to parks (see Goal 1 and associated policies, esp 1.3, 1.4 on p142): "*Ensure land designated for public parks, recreation facilities and supporting open space is sufficient to provide all Winnipeggers ample, year-round opportunities for physical recreation, leisure, play, sport, natural experiences, and active transportation.*"
  - Also like Policy 2.3.c (p142) about winter city: "*Encourage year-round activity while accommodating and celebrating Winnipeg as a winter city.*"
  - Also like Policies 3.2, 3.3 and 3.4 (p143): "*3.2 Mitigate the impact of physical barriers, such as busy streets, lack of public transit options, and unsafe pedestrian crossings, when planning the allocation, layout and pedestrian connections to park sites and recreation facilities*." "*3.3 Ensure community and regional parks and facilities can be serviced by all modes of transportation*." "*3.4 Prioritize park provisioning and recreation services to advance the goals of health and social equity for all residents*."
  - We fully endorse the creation of a new designation for Major Open Spaces (Policy 4.1.3, p143).

- **Housing**
  - Good to see affordable and diverse housing options (starting on p145), which became particularly critical the past several months with the pandemic disproportionately affecting those in overcrowded living situations (i.e. due to poverty or low incomes rather than density).
  - Good to see these options provided to developers to help increase possibility of affordable housing developments Policy 1.5.c-d (p146): "*c. Enabling density increases; and d. Reducing parking requirements where the proponent can demonstrate other viable transportation options.*"

- **Urban Design**
    - Great to see Policy 1.4 (p149) on winter city design: "*Support exemplary winter city design through site planning and building techniques that encourage year-round use of streets and civic spaces, facilitate walking and cycling, maximize sun exposure, minimize wind, and facilitate snow removal.*"
    - Several great policies in this section, particularly wayfinding in Policy 3.7 (p151): "*Enhance and expand pedestrian wayfinding information Downtown as well as in Mixed Use Centres and Corridors. 3.7.1 Develop pedestrian and cycling wayfinding guidelines.*"
    - Like how this policy seems to point towards solutions like bioswales or permeable pavement (Policy 4.5, p152): "*Support the innovative and sustainable design of streets, public spaces, and parking lots that reduces impervious surface and are effective for our climate in order to reduce run off, improve water quality, and promote enhanced climate resiliency*."

- **Implementation**
    - Policy 3.8 (p158) "*Support creative solutions that may challenge conventional practices to achieve the goals and policies of this By-law*."
    - Policy 3.11 (p158) "*Pursue community partnerships and sponsorships in order to increase capacity towards mutually beneficial objectives.*"

**9. How do you see yourself in this vision for growth?**

Green Action Centre's primary efforts focus on sustainable and active transportation, transportation demand management, waste minimization efforts, as well as general public engagement on sustainability issues. We are committed to working with the City to realize the transparent and accountable implementation of the Complete Communities Direction Strategy 2.0.

**10. Any additional comments?**

Thank you for the opportunity to share our feedback. We look forward to further potential engagement and collaboration, and we welcome any questions you may have at this time.

**Additional resource links**

- https://greenactioncentre.ca/clean-energy-environment/a-new-deal-for-winnipeg-and-transportation/
- https://greenactioncentre.ca/clean-energy-environment/steps-toward-a-green-new-deal-for-manitoba-planning-budgeting-and-restructuring-for-change/
- https://greenactioncentre.ca/wp-content/uploads/2018/05/GA-Briefing-Note-Composting-Policy-for-submission-to-CoW-ClimateActionPlan-Feb2018.pdf
- https://www.policyalternatives.ca/publications/reports/high-cost-free-riding-and-how-we-fix-it
- https://www.policyalternatives.ca/publications/reports/imagine-winnipeg (Environment chapter)
- https://vtpi.org/ and https://www.vtpi.org/sotpm.pdf

URBAN DEVELOPMENT INSTITUTE OF MANITOBA

September 15, 2020

Sent via e-mail

**RE: UDI comments on draft OurWinnipeg and Complete Communities 2.0 documents**

Dear Mr. Jopling and Mr. Robinson,

UDI is pleased to be involved in the City of Winnipeg process to amend the *OurWinnipeg* document and the accompanying *Complete Communities Direction Strategy*. We appreciate the conversations to date and look forward to further collaboration towards creating regulatory documents that will stand the test of time for both regulators and industry community builders. We strongly believe that the key to a successful regulatory regime is strong participation from many stakeholders, including industry experts, in the establishment of those regulations.

UDI appreciates that it is the City's intent to engage with industry stakeholders in order to address certain concerns with the current draft, but more so to improve the current draft by contributing expertise, time and effort to those improvements. We envision a fulsome engagement process, including the possibility of facilitated interactive discussions over the coming months before the document is provided to City of Winnipeg Council for First Reading. UDI sees certain directions in the document that are very positive, and some that seem more challenging upon initial review. We believe that with further concerted, focussed effort, both industry and the City will be in a better position to mutually support Council's consideration of a first draft document.

To that end, we are including a chart that outlines a series of questions, concerns and comments on various items included in the draft document. This chart should not be considered an exhaustive list to be responded to – rather we see it as a work in progress and forming the basis for the anticipated series of discussions.

We look forward to your response.

Sincerely,

[redacted]

[redacted]

Enc.

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| 1 | p. 11 | | Guiding Documents | The Plan refers to several guiding documents – 12 existing, 11 that are "underway". | Several of the guiding documents have not yet been written and/or adopted. We think it's essential that these documents / strategies are consistent with the draft Complete Communities document; it will be difficult to apply policy in cases if they are working at cross-purposes.<br><br>When will these accompanying documents be prepared / adopted? How will the City provide opportunities for input? | | |
| 2 | p. 16 | | Urban Structure Hierarchy | For properties located within more than one overlapping land use designation, the document includes a hierarchy under which higher level designation policies take precedence. | The clarity here is important – in the previous plan, it was unclear which policies took precedence when several designations applied to the same parcel/area. That said, there will be less 'wiggle room' to select among policies. | | |
| 3 | p. 18 | 2.1 | Intensification Target | The document calls for 50% of new housing units to be built within the existing built-up area; to achieve this goal, the City says it will make developing in these areas easier, more desirable, and more predictable. | The existing built-up area includes everything within City limits outside of New Communities, Rural / Agricultural Areas, and select Recent Communities (e.g. Sage Creek and Waverley West). Based on this definition of 'built-up area', the intensification rate is already 45% (so presumably, 50% should not be too hard to achieve). However, if the defined built-up area boundaries were to ever change, the 50% target could easily become unachievable (particularly for single-family homes). | | |
| 4 | p. 20 | 2.2 | Intensification Target | The document includes "benchmarks" to help measure the achievement of the intensification target: | Depending on the relative yearly splits of the three noted housing types, the numbers won't necessarily add up to 50% of all units being built within the existing built-up area. It may be particularly difficult | | |

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| | | | | 20% of single-family / semi-detached, 50% of new row houses, and 75% of all new apartment units should be located in the existing built-up area. | to achieve 20% of new single-family starts within the built-up area (i.e. up to 400 homes a year based on current numbers). It's also unclear if these 'benchmarks' are in fact targets that will be monitored and/or enforced.<br><br>How will the benchmarks be measured, and could a lack of ability to measure result in a lack of support for new community growth? | | |
| 5 | p. 20 | 2.4.3.3 | Infrastructure Review | The document indicates that the City will prioritize a review of the capacity of water / sewer / land drainage to support infill development. | This is crucial, but it should take place *prior* to setting any targets. Several policies and objectives in the plan require an understanding of servicing capacity in order to be achieved, particularly those relating to prioritization/phasing of areas for development. | | |
| 6 | p. 22 | 3.1 | Align Density with Transit | The document indicates that the highest multi-family densities should be directed to areas with the best transit service. | While in theory this is a best practice, it may come into conflict with the goals of providing higher densities in New Communities, which are not well served by transit routes (at least in the short term). Moreover, the areas best-served by transit are often infill areas, which politically can be difficult to densify from an approvals perspective. It should also be noted that neither the Transit Master Plan nor its maps have been finalized or adopted (so definitions, levels or service, and other factors are all still in draft form, but will have important policy implications on land use). | | |
| 7 | p. 26 | 4.3 and 4.4 | Phasing of New Communities | The document prioritizes the servicing / planning of greenfield areas in accordance with a new system (4 tiers | It's unclear how the prioritization of these tiers occurred (and the criteria in draft online materials seems very subjective and perhaps a little arbitrary). | | |

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| | | | | of short-to-medium term lands; 2 tiers of long-term lands). | Particularly puzzling is the fact that Precincts that have plans in place, DASZs approved, and development underway are ranked lower than new areas that hadn't been identified for development in previous plans. Some policies refer to phasing order of infrastructure improvements (City-led), while others refer to the phasing order of development (developer-led) – there needs to be clarity as to who is driving the phasing.<br><br>The tiering of new communities will likely be of utmost concern for UDI members, as it relates to precinct planning and the ability to seek entitlements for greenfield lands. The rationale for prioritizing areas over others seems somewhat flawed, and in certain cases, doesn't reflect actual developability of the lands in question (e.g. South Transcona). Any consideration of market choices here? | | |
| 8 | p. 26 | 4.5 | Phasing of New Communities | The City is prohibiting precinct plans from being written for "lesser tier lands" until plans for all higher tier lands have been initiated. | (see above) | | |
| 9 | p. 26 | 4.6 | Phasing of New Communities | "Development of one site may be delayed until the build-out of a preceding site is substantially completed if the lower-tier development would require the inefficient extension of municipal infrastructure and community services." | This policy, depending on how it is interpreted, may have serious implications for planned/future subdivisions within planned Precinct areas. Need to confirm with the City on what basis the decision will be made to delay a development. | | |

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| 10 | p. 26 | 4.7 | Phasing of New Communities | "Development within a site may be delayed until completion of all growth-enabling infrastructure necessary to support it at full build-out." | While balancing phasing with growth-supportive infrastructure can make sense, it's unclear in this case who decides which pieces of "growth-enabling infrastructure" are necessary to support a community at full build-out, and how they will determine the amount of development to be delayed. | | |
| 11 | p. 26 | | Sector Plans | The document calls for sector plans to be initiated for Wilkes South and St. Vital Perimeter South prior to the next review of Complete Communities; Sector plans must be written for all Rural / Ag areas prior to writing precinct plans | If Sector Plan is general enough and provides very high-level guidance, this shouldn't be a major concern (e.g. similar to overall Waverley West AMP and 7 sub-area Neighbourhood AMPs). However, if Sector Plan requirements were to become too stringent/detailed, the Sector Plan itself may be of little value in relation to the subsequent Precinct Plan. | | |
| 12 | p. 28: | 4.10 and 4.11 | Amending the Phasing Plan | In order to amend the greenfield phasing plan, an amendment to Complete Communities 2.0 is required; a proponent would need to provide a strong rationale for amending the plan | There are currently many questions and concerns regarding the phasing plan; these should be discussed with the City at length prior to First Reading and/or Plan adoption. | | |
| 13 | p. 29 | 6.1 | Prioritizing Growth | The locations of growth are prioritized as follows, as it relates to the use of "enabling tools" to facilitate development:<br>1. Downtown<br>2. Corridors (within 200 metres) – a. Priority Corridors and then b. All other Corridors<br>3. Existing built-up areas<br>4. Greenfield development | The policy is vague, as it prioritizes areas for development as it relates to the use of "enabling tools" to facilitate development. What are these enabling tools and how does the City plan to use them more in certain areas over others? | | |

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| 14 | p. 31 | 1.1 | Financing Land Development | The City notes the following principles for financing land development: Benefits Received, Fairness / Equity, Accountability / Transparency, Revenue Security / Reliability, Competitiveness, Collaboration | These principles sound good in theory. However, implementation is key. Who (City Administration / Developer / third party economist) will determine the benefits received from a major piece of infrastructure? Who will allocate the costs proportionally and administer them? | | |
| 15 | p. 32 | 3.1, 3.2, 3.4 | Financing Growth | • Use impact fees to cover growth-related share of City's capital costs of infrastructure<br>• Apply area charges where the costs are proportionally shared over a benefitting area<br>• Update / Amend the Development Agreement Parameters<br>• Enhance the City's authority to collect revenue to finance land development | Impact fees (or development cost charges) are utilized by many municipalities across Manitoba (and across Canada). However, they are generally tied to specific projects/costs (not general revenues). Many jurisdictions charge fees on a per acre basis (which encourages density) and charge differential rates based on area infrastructure needs (rather than a flat fee across select areas of a City). Cities that charge DCCs will generally spend years working collaboratively with industry partners to devise a system that's clear, consistent, and fair. Any discussion of impact fees locally must consider the unique local context for financing growth/development (e.g. DAPs, TSRs, W&W self-sustaining and pays dividend, etc.).<br><br>The use of impact fees, particularly considering the recently announced court decision, is of upmost interest to UDI members (as will the application of new area charges). An amendment to the Development Agreement Parameters could fundamentally alter the costs / procedures of land development in Winnipeg – the development | | |

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| | | | | | industry should be at the table collaborating with the City on the matter. | | |
| 16 | p. 32 | 3.3 | Fiscal Impact Analysis | The City will require development proponents to submit a fiscal impact analysis for development proposals so that the City can evaluate the financial implications; these studies may be reviewed by a third party (paid for by the proponent)<br>(repeated in Precinct Plan section – p. 82) | Will the City accept and approve a fiscal impact analysis (and third-party review) that confirms a net benefit to the development (essentially negating the argument that 'growth doesn't pay for growth')? How will the results be used? | | |
| 17 | p. 34 | 1.2 | Alternative Servicing | The City notes its willingness to consider "sustainable alternatives" to municipal services, provided that the applicant can demonstrate that a comparable level of service can be provided safely / economically, and that it has been deemed acceptable by the PW / WW / PPD | The consideration of alternative servicing methods/standards is a welcome policy, particularly in infill areas where capacity may be limited, land drainage coefficients may be hard to meet, and other obstacles to servicing exist. However, buy-in from all City departments (particularly Water and Waste and Public Works) is going to be key.<br><br>UDI members will want to understand how alternatives will be considered (e.g. engineer's report as part of a development application?), and that there's administrative support from PW and WW, as well as the capacity for them to review / evaluate these alternatives. | | |
| 18 | p. 55 | 2.2 | Corridor Intensification | The City wants to encourage development along corridors through investing in growth supportive infrastructure and the public realm, | Encouraging intensification along corridors that have the transportation and servicing capacity to support growth is good policy. However, departmental support (e.g. servicing capacity clarity) and political | | |

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| | | | | providing financial incentives, local planning, and increasing servicing capacities. | support will be important, as intensification / density is often opposed by residents. | | |
| 19 | p. 55 and 56 | 3.0 | Corridor Intensification (Urban Design) | The City wants to ensure that higher density development along corridors is attractive and context sensitive, by screening parking from view, using a mix of materials / colours / articulation, using step backs, direct access to sidewalks, pedestrian friendly ground levels, etc. | Promoting context sensitive infill development is good policy. However, political and administrative support is necessary, particularly in cases where proposed higher density developments do meet the general urban design principles outlined here. **Flexibility** is also key as it relates to urban design, as infill lots often face a variety of physical and contextual constraints. | | |
| 20 | p. 63 | | Intensification on Commercial Sites / Mixed Use Centres | The City acknowledges that retail is changing, and that there's currently a surplus of commercial lands. The document calls for the intensification (presumably residential) of existing commercial areas (mall sites) to create true mixed-use communities on these large sites. The document differentiates Regional and Community Mixed Use Centres (primarily by size and location). | This is a trend that has been happening in larger Canadian cities for the last decade or so. Many existing mall sites are currently 'maxed-out' for development, with parking requirements being the limiting factor. The intensification of these sites might prove difficult considering the economics of structured parking and current parking ratio requirements. Flexibility in meeting parking ratios will need to be considered. | | |
| 21 | p. 79 | | Prioritization of Servicing | The City notes that it will prioritize the servicing and sequencing of new Communities based on the Tiering outlined on p. 26, in order to ensure that development occurs when City-funded infrastructure is planned to be built. | While tying major infrastructure to growth phasing can make for good policy, it may be difficult to achieve in practice. For example, funding/prioritization for large capital projects is often politically driven, not only at the local level, but at the Provincial / Federal level for tri-partite funding agreements. Will Council (and other orders of | | |

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| | | | | | government) stick to the phasing plan outlined in Complete Communities 2.0? If not, will alterations to the phasing plan be considered without requiring a plan amendment? | | |
| 22 | p. 82 | 1.1 | Precinct Plans | The document highlights the usual requirements for a precinct plan, although two stand out:<br>• The identification of necessary City-funded growth enabling infrastructure (and costs)<br>• The preferred location of antenna systems. | How would a development proponent be responsible to determine need and cost for City-funded infrastructure? | | |
| 23 | p. 82 | 1.4 | Phasing within Precincts | The City notes that it "may" review and administer phasing within the precinct, to ensure the efficient provision of city services. | It's very important that development proponents have a say in the phasing of development – phasing will have impacts on costs, engineering, servicing, marketing, etc. | | |
| 24 | p. 84 | 1.7 | Boundary Adjustments | Boundary adjustments now require by-law amendments, whereas previously, boundary adjustments could be approved by the Director (p. 75 of the original Complete Communities document). | Perhaps this was an oversight. Minor boundary changes shouldn't be subject to a full amendment process. A simple boundary change would now require a lengthy (and potentially contentious) approvals process, leading to delays and added costs – was this just an oversight? | | |
| 25 | p. 84 | 3.4.1 | Encourage Back Lanes | The City encourages the use of back lanes on narrow lots (not defined) to allow for on-street parking, snow storage, and to enhance the public realm | While narrower lots have the potential to create issues for on-street parking and snow storage, there are several potential solutions available (e.g. reduced flares, joint driveways, etc.) that would preclude the need for back lanes on most streets. Land use planning shouldn't be dictated solely on maintenance | | |

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| | | | | | / parking concerns. There is a need to clarify what is considered to be a 'narrow lot'.<br><br>As narrower lots have become standard for single family homes, is the intent to push to have rear lanes for nearly every single-family block (except lake lots, for example)? This could have impacts on the market, a significant proportion of which prefer front driveways. | | |
| 26 | p. 84 | 3.4.2 | Maintenance Operations | "Ensure that City maintenance operations adjust service delivery, where feasible, to promote greater densities and narrower lot widths." | This is a good policy, provided that PW and/or WW abide by this provision (e.g. consider reducing/eliminating flares, consider alternative/innovative snow storage practices, etc.) – is there buy-in across departments? | | |
| 27 | p. 85 | 3.8 | Public Realm | The City promotes a "comfortable pedestrian environment and attractive public realm" through some of the following urban design policies:<br>• Minimizing building setbacks from the street<br>• Encouraging back lanes<br>• Limiting the widths of front driveways<br>• Promoting access to multi-family and commercial buildings off of secondary streets | Much of the public realm is dictated by the Zoning By-law and other City By-laws. For example, minimizing setbacks from the street is often in conflict with minimum front yard requirements or alignments; limiting the widths of front driveways can be restricted by driveway and flare regulations. Better alignment of City By-laws should be a priority as it relates to the public / pedestrian realm.<br><br>Without by-law harmonization, meeting the public realm goals will require variances / non-conforming approach permits / public hearings / etc. This results in extra costs / risk / uncertainty. | | |
| 28 | p. 86 | 5.1 | Neighbourhood Design Guidelines | The document indicates an intent to develop / implement a set of "performance-based neighbourhood | It's unclear what is meant by "performance-based" design guidelines. It's crucial that these guidelines are not overly prescriptive, as landowners / | | |

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| | | | | site design guidelines" for New Communities, which would consider (among other factors) the network of collector and local streets and "green design principles". | development proponents often have their own internal guidelines / criteria to fit their unique vision for a new subdivision. Considerations include impacts of increasing subjectivity, and how implementation/monitoring would work (e.g. inspections? Enforcement?) | | |
| 29 | p. 87 | | Established Neighbourhoods | Almost the entire built-up area of the City (including greenfield lands in many precincts) are considered "Established Neighbourhoods" – these are then broken down into Mature Communities and Recent Communities (with Emerging Communities being a subset of the latter). | The City may want to consider whether or not there's a discrepancy between the Established Neighbourhood Map and the Urban Structure Map. Some "Recent Communities" are identified as Established Neighbourhoods on the former, while not considered part of the "Built-Up Area" in the latter. This may create confusion, as it relates to the application of policy and things like intensification targets. | | |
| 30 | p. 93 | 1.6 | Intensification in Established Neighbourhoods | The City notes that intensification in Established Neighbourhoods should be guided by various factors, including adjacent zoning/uses/built form, lot characteristics, proximity to the transformative areas (e.g. Mixed Use Centres, Corridors, etc.), transit, and servicing capacity. | For information. | | |
| 31 | p. 95 | | Housing Typologies in Established Neighbourhoods | • Medium Rise Residential – generally 4 to 6 storeys<br>• Low Rise Residential – generally 3 to 4 storeys; including apartment buildings, townhouses (including | There seems to be some overlap between Low Rise and Small Scale residential (in terms of storeys and built form). This should be clarified, as it may have implications for the evaluation of infill applications.<br><br>Any consideration for high-rise? (e.g. at arterial-collector intersections) | | |

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| | | | | stacked), semi-detached, duplexes, etc.<br>• Small Scale Residential – generally 1 to 3 storeys, including single-detached up to townhouses | | | |
| 32 | p. 93 and 94 | 1.7 to 1.9 | Housing Typologies in Mature Communities | The document notes that mid-rise residential will generally be accommodated on arterials, low-rise residential will be encouraged on arterials/collectors, and small scale residential 'may' be accommodated on collectors / locals with back lanes (in all 3 cases, "where compatible"). | It would be interesting to understand the City's intended rationale for accommodating small-scale residential on local streets with back lanes only (rather than on all local streets). This may be too prescriptive, and might potentially contradict policies encouraging context-sensitive infill development. | | |
| 33 | pp. 96 and 97 | 2.7, 2.9, | Urban Design in Established Neighbourhoods | The document outlines several urban design policies for development in Established Neighbourhoods, including that:<br>• Single-family buildings relate to the street through features such as "porches, awnings, and dormers"<br>• Commercial buildings direct pedestrian access to main building entrances from the street / have transparent storefront displays<br>• Multi-family buildings should have "unit entrances with direct access to the street" | While these are generally good urban design principles, they can pose challenges for new developments if implemented inflexibly. For example:<br>• Main street access / transparent storefront displays can be difficult for pad developments on existing mall sites, or other new commercial developments where access is primarily from the parking lot (due to the challenges that two entrances and lack of back wall space provide)<br>• Multi-family buildings with main floor unit access directly to the street have heightened concerns regarding safety / break-ins / privacy | | |

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| | | | | • Taller buildings should use step-backs | • The use of building step-backs can help mitigate potential impacts (e.g. shadows / privacy concerns); however, depending on lot size / building layout, step-backs may compromise project feasibility, due to internal issues such as stair-well locations / efficient unit layout / etc. | | |
| 34 | p. 98 | 4.5 | Major Retail Uses | A policy notes that "Major Retail uses will not be permitted in Established Neighbourhoods". | While likely not the intention, this would preclude the development of Major Retail Uses in already identified commercial areas (e.g. Kenaston & Waverley, Fermor & Dawson, McPhillips and North Point) – these areas are all designated as Established Communities (Recent Communities) with no higher-level designation superseding them in the urban structure hierarchy. Some of the areas noted above exceed the parameters of "Community Mixed-Use Centres", which aren't mapped. The City may want to consider rewording the policy to avoid unintended consequences. | | |
| 35 | p. 100 | 7.4 | Secondary Plans in Emerging Communities | "Upon full build-out of an Emerging Community that is governed by a secondary plan, repeal of the secondary plan if it is no longer needed to guide development." | Secondary Plans typically haven't been repealed post build-out. The Secondary Plans are supposed to guide development, even as neighbourhoods change in the future (as evidenced in many of their policies). What's the rationale for their repeal? | | |
| 36 | p. 101 | 8.5 | Sidewalks | The document calls for all developments to provide a private pathway that connects to a public sidewalk/pathway where present | There may be some instances where this is not feasible and/or appropriate. | | |

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| 37 | p. 104 | | Protection of Employment Lands | The City acknowledges that industrial land is often targeted for conversion to more profitable land uses, that a significant portion of job growth will be in industrial/manufacturing, and notes that as a "finite resource" of regional importance, Employment Lands need to be protected. | The City is in a challenging position, in that they strongly emphasize the need to protect employment lands while acknowledging that industrial development in the city is not currently competitive. The City may want to consider more flexibility when it comes to employment lands. | | |
| 38 | p. 107 | 4.2, 4.3, 4.5 | Protection of Employment Lands | The document notes that the City will "strongly discourage" the conversion of Employment Lands to other designations. A plan amendment will be required to either create new Employment Lands, or to convert Employment Lands to other land use designations.<br>Several criteria would need to be met to allow for the redesignation to or from Employment, including:<br>• Demonstrated need<br>• Lands aren't required over the time horizon of this plan<br>• No negative impacts on adjacent Employment Lands | The strong wording of the policy will likely preclude the conversion of employment lands. However, due to external factors (e.g. competitiveness issues, differences in RM servicing standards, CentrePort, etc.), the City may want to consider more flexibility for its employment lands. | | |
| 39 | p. 107 | 2.3 | Alternative Servicing Standards | The City endeavours to explore "alternative Employment Lands servicing standards" to promote competitiveness relative to Capital Region municipalities. | Over the past decade or so, it's become clear that industrial development in Winnipeg is becoming less and less competitive with that of the Capital Region. If Winnipeg is serious about retaining / supporting industrial development within its boundaries, it will need to explore ways in which to compete – | | |

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| | | | | | exploring alternative servicing standards is a positive step. | | |
| 40 | p. 107 | 3.5 | New Core Industrial Areas | The City wants to encourage the provision of Core Industrial areas in the planning of new Employment Lands. | It's unclear where these Core Industrial (e.g. M3) lands would be located, considering the potential for land use conflicts. Areas that would logically accommodate this type of development (e.g. Public Market lands) have recently been converted to other uses.<br><br>Where does the City envision these new Employment Lands (particularly if Core Industrial Areas are to be considered)? Their location could have major implications in terms of adjacent land uses and land investments (both existing and future). | | |
| 41 | p. 113 | 3.5 | Rural and Agricultural – Residential | Residential development will be considered in Rural and Agricultural areas where secondary plans exist (e.g. St. Vital South Perimeter, Wilkes South), provided the properties have existing frontage on an improved ROW and match immediately prevailing densities. In Rural and Agricultural areas without sector plans, residential subdivision will only be considered where there's no net gain in the number of parcels / buildable lots (e.g. residual land is consolidated). | This may preclude development in areas that already have secondary plans (albeit outdated ones). Is this the intent? | | |

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| 42 | p. 117 | 5.1, 5.2 | Rural and Agricultural – Sector Plans | The document notes that a 'sector plan' must be prepared and endorsed by Council as a secondary plan prior to any of the Rural and Agricultural areas being redesignated as New Communities and prior to the preparation of precinct plans within that sector. (It's noted on p. 113 that these plans will be undertaken by the City).<br><br>A sector plan will include a vision, high level policies, population projections, the size/location of precincts, phasing, high level infrastructure (e.g. arterials, feedermains, and interceptors) and the identification of "City-funded growth-enabling and growth-supportive infrastructure and their approximate costs". | There are both pros and cons with Sector Plans in these large, undeveloped areas:<br><br>Pros:<br>• Understanding high-level infrastructure locations / needs prior to developing a Precinct Plan<br><br>Cons:<br>• An additional layer of planning (with Complete Communities, the Sector Plan, and the eventual Precinct Plan, there would be three layers of secondary plans for one particular area)<br><br>There will need to be clarity on the level of detail required at the Sector Plan level. | | |
| 43 | p. 121 | 1.1 to 1.3 | Public Major Open Space | Any redesignation or "repurposing" of lands in the Public Major Open Space designation requires a plan amendment and a secondary plan for those lands. The redesignation or repurposing of areas less than two acres in size are an exception, provided they occur only once every five years and meet the secondary plan requirements outlined in 2.2. | The two-acre requirement may be too small (e.g. a multi-family proposal on golf-course lands) and the secondary plan requirement may not always be applicable (e.g. for a Thermea-type development). Also, how was the five-year interval determined? Does first to apply automatically take that allotment? | | |

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| 44 | p. 121 | 2.2 | Major Open Space – Secondary Plans | When a secondary plan is required for a Major Open Space, it should include a natural features / habitats inventory and preliminary natural area / tree preservation report, building details, transitions, connections, servicing, phasing, among many other requirements. | For information. | | |
| 45 | p. 125 | | Airport Area | The City notes the need to support the airport's 24-hour operation status and protect it from land use conflicts. Policies call for adherence to the AVDP (the AVPA Secondary Plan, AVPA PDO, and the Airport Vicinity Acoustic Insulation By-law) and notes it should be reviewed every 10 to 20 years. | Protection of the airport's 24-hour operations is crucial for the growth and diversification of the regional economy. At the same time, there may be opportunities for intensification at the mixed-use centre of Polo Park and the mixed-use corridor of Portage Avenue. A comprehensive review of the airport protection documents can help ensure that potential intensification in the area does not negatively impact the airport's long-term future and viability. | | |
| 46 | p. 126 | | Urban Reserves (or Indigenous Economic Development Zones | The City calls for the facilitation and creation of urban reserves, by working with First Nations to negotiate Municipal Development and Services Agreements (MDSAs) in order to coordinate servicing, land use compatibility, by-law harmonization, etc. | As urban reserves become more common in Western Canada, the City should consider a framework for negotiating MDSA's and ensuring land use compatibility.<br><br>UDI may be interested in how urban reserve policy develops in Winnipeg, as it relates to servicing agreements, land use regulation / standards, etc. (all of which may relate to competitiveness). There may be opportunities for joint ventures. | | |

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| 47 | p. 127 | | Capital Region – Overview | The document notes that steps to strengthen cooperation within the Capital Region have been taken recently, including the creation of a regional growth strategy / action plan, and the establishment of service-sharing agreements with adjacent municipalities. It notes that the City will advocate for a well-designed / sustainable Regional Plan (that preserves prime agricultural land) and that the City will support providing essential infrastructure and shared services to the Capital Region. | Some contradiction here with 'competitiveness' language elsewhere in the document? | | |
| 48 | p. 129 and 130 | 1.1, 3.2, 3.3. | Capital Region – Policies | The City will work collaboratively with regional partners on regional planning initiatives; it will monitor land supply and the absorption of residential / employment lands in the Capital Region; and, it will work towards maintaining or increasing Winnipeg's share of population / economic growth. | Working towards increasing Winnipeg's share of population / economic growth may be in conflict with the adjacent municipalities, who likely want to increase their share of growth as well. | | |
| 49 | p. 132 | 1.7 | Transportation Impact Studies | The City will look to finalize and adopt new guidelines for the preparation of transportation impact studies. | While clarity and consistency are important for setting study criteria, it's important to note that different types of development (or stages of planning) may require different levels/types of study. Input from consulting engineers and/or UDI would be important in the development of these guidelines. | | |

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| 50 | p. 133 | 4.0 | Parking | The document calls for innovative parking strategies, including:<br>• Exploring the use of parking maximums<br>• Allow for additional parking reductions, taking into consideration factors such as proximity to transit routes / stations, provision of car sharing, proximity to major amenities / parking structures, enhanced cycling facilities, among others<br>• Allowing payment in lieu of parking or to reduce parking requirements (funds towards municipal share parking facilities)<br>• Increase supply of short-term on street parking (e.g. flexible pricing)<br>• Explore establishing designated on-street car share parking areas<br>• Enable parking to be managed by district parking Downtown and in high density mixed-use areas<br>• Enable widespread integration of electric vehicle charging infrastructure in new multi-family developments | Parking is often a limiting factor for development, particularly in cases where parking minimums exceed market demand, where small/oddly shaped lots make for inefficient layouts, and where density necessitates expensive structured/underground parking. Parking innovations that allow additional reductions / flexibility to meet demand are welcome.<br><br>Parking maximums may have unintended consequences, particularly in cases where market demand for parking exceeds the maximum (leading to externalities that the City may have to deal with). | | |

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| 51 | p. 135 | 5.0 | Bike Parking | It's noted that the City's two Zoning By-laws should be updated to enhance requirements for high-quality bike parking and "end-of-trip facilities" in new developments and develop bike parking guidelines. The City also notes the need to continue to partner with BIZs and businesses to implement short-term bicycle parking in the ROW. | Active transportation plays an important role in making our City healthier and more environmentally sustainable. As "end-of-trip facilities" can have important implications for built form (e.g. Are showers required? Are indoor bike lockers required?), it will be important for the City to clarify what it means (and include flexibility in its implementation). Clarity is needed in terms of what is meant by "end-of-trip facilities", as well has how requirements would be implemented (e.g. via Zoning By-law?). | | |
| 52 | p. 135 | 6.0 | Plan Approval – Cycling and Pedestrian Facilities | It's noted that minimum pedestrian, cycling, and transit connections should be incorporated into the Plan Approval process and Secondary Plan process, through guidelines and checklists. | There may be concern about the continual expansion of Plan Approval scope. | | |
| 53 | p. 137 | 1.1, 1.2 | Railway Operations | The City calls for the adoption of guidelines for new development in proximity to freight rail operations, including the identification of safety measures and the types of applications where safety measures will be required. It also notes that the City should consider "regulating sound and vibration levels" within new residential developments within the vicinity of rail operations. | The FCM "Guidelines for New Development in Proximity to Railway Operations" document was prepared over 7 years ago – use these?<br><br>In terms of sound and vibration levels, it's not clear how the City would regulate these. | | |

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| 54 | p. 146 | | Affordable Housing | The document includes several policies to promote/support the provision of affordable housing, including:<br>• Investigating its integration into City facilities<br>• Employing tools such as density bonusing and inclusionary zoning<br>• Prioritizing the sale of City-owned lands to proponents who will include at least 25% of affordable housing in their proposal<br>• Offering incentives to developers, including density increases, reduced parking requirements / costs / delays / regulatory barriers | The provision of affordable housing is a laudable goal, and key planning challenge in many cities. Incentives for developers to provide affordable units (voluntarily) would likely be preferred over density bonusing (not likely feasible in Winnipeg). Inclusionary zoning also has its challenges.<br><br>Who decides what is affordable, who has access to affordable housing, how it's allocated, and who covers the costs? | | |
| 55 | p. 148 to | | Urban Design | The document emphasizes the need for attractive urban design and includes policies promoting:<br>• "winter city design"<br>• Improving the public realm<br>• Pedestrian emphasis, including wayfinding guidelines<br>• Great buildings (including items such as windows, awnings, lighting, reduced setbacks, hidden parking, etc.)<br>• The creation of a separate signage by-law | While good urban design is important, there's a need for flexibility. As an example, there can be major challenges with tree preservation on infill sites – proponents shouldn't be penalized. | | |

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| | | | | • Innovative land drainage solutions<br>• Strengthening requirements for new developments regarding mature tree retention | | | |
| 56 | p. 156 | | Implementation | The City notes that the By-law is only as good as its implementation, adding that it will use indicators to measure success and undertake regular reviews of the by-law. It also notes that the City intends to develop a "Strategic Priorities Action Plan" for OurWinnipeg and Complete Communities. | Does the City have the capacity to create, define, and track several indicators, or to evaluate / translate the results? Who will be undertaking the regular reviews? Why wouldn't a Strategic Priorities Action Plan be included as part of this process? | | |
| 57 | p. 157 | 1.2 | Implementation – Community Engagement | The City notes the need to "ensure community engagement is a component of the planning process and is a fundamental tool in building ownership of this By-law" | Engagement is a crucial component to planning. It will be of utmost importance that this planning process heed its own engagement language, and that opportunities for dialogue / review / revision be granted prior to the by-law receiving First Reading. Perhaps a pause in the OurWinnipeg review process is needed so that meaningful engagement can occur. | | |
| 58 | p. 157 | 2.0 | Implementation – Coordinating Plans | The document notes that development / land use by-laws, policies, initiatives, guidelines, applications, etc. should be assessed against the goals / policies of this by-law; if they deviate, they aren't to be supported or approved. | For information. | | |
| 59 | | | Implementation – Secondary Plans | The document notes a requirement for the preparation of secondary plans (sectors / precincts / Major | This policy calls for precinct plans in many areas (including the majority of areas primed to see major infill development). The language throughout the | | |

| # | Page | Section | Topic | Description | Planning/Land Use Comments / Questions | UDI Suggested Changes | Action |
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| | | | | Redevelopment Sites / Major Open Space Redevelopment / BRT station areas / etc.) in cases where the City needs “a comprehensive land use, servicing, and design solution” for a specific area. | document suggests that the City may be leading these secondary plans. If the City is indeed anticipating that they’ll be leading the secondary planning processes as outlined, is there human resource capacity to undertake these plans in a timely fashion? | | |
| 60 | P. 158 | | Creative Solutions | The City supports creative solutions that “may challenge conventional practices” to achieve the goals and policies of the By-law. | This is welcome, as creative solutions are frequently required for planning/development challenges. It’s important that there’s departmental and political buy-in for this to work. | | |

**Other notes of interest:**

- Lots of language to support various forms of development (e.g. infill, higher density housing, mixed-use development, employment uses, etc.)
- It's noted that the vision statement for Complete Communities 2.0 was confirmed through public consultation, however the vision appears largely the same as it was 10 years ago
- Multi-family housing starts have exceeded single-family housing starts every year since 2012, p. 13
- **"…45% of all new residential units having been located in the existing built-up area of the city between 2011 and 2018." P. 13 – this is of note, particularly as the City has set a target of 50%; however, the built-up area boundary seems somewhat arbitrary.**
- **The City acknowledges that new suburbs have become denser (with the newest achieving net densities of 12 to 15 units per acre) p. 13 – this helps dispel the misconception that new suburbs are low density, single-family 'sprawl'.**
- The City estimates an additional 38,000 new jobs will be created between 2016 and 2036; they highlight a significant shortfall of vacant, serviced industrial land (p. 14)
- There's a large surplus of commercial lands, including in several New Communities – there will be a need for flexibility in cases where there is no demand for commercial.
- **The document notes that between 1971 and 2019, the City's population grew by 37% while the developed land area grew by 96%** - this isn't entirely accurate (flaws in the mapping), although the City does acknowledge that reduced household size is largely the reason for the need for additional housing
- **The document notes that there's a $6.9 B infrastructure deficit (p. 15)**
- **There's an acknowledgement that the City does "not fully understand the extent to which the existing built-up area can accommodate significant growth, most notably with regards to the potential limitations of the existing piped servicing network…" (p. 15)** – this could have major implications for the City's intensification targets, and by proxy, the City's supply of greenfield land.
- The City acknowledges that there's "questionable" competitiveness relative to Capital Region RMs, in terms of non-residential growth (p. 15)
- **The City acknowledges the importance of integrating policy with City budgeting / investment (p. 18)**
- **The City acknowledges that greenfield development is necessary, particularly to accommodate single-family housing**; they note that there would be consequences if greenfield were to be halted (e.g. exurban growth, increase in housing costs) (p. 19)
- "Request that the Province of Manitoba change existing legislation to allow the City to enter into development agreements with developers via the development permit process" (p. 20) (alternatively written as "via the building permit process" in the Actions table). This could have significant implications to development, as conditions / costs could be imposed outside of the development approvals process.
- The document calls for the provision of office development in different areas of the city (p. 22)
- The document calls for the maintenance of **a 3- to 5-year supply of vacant serviced greenfield land** (p. 26) – is this enough to provide choice / accommodate demand / etc., especially considering City infrastructure / permitting delays can significantly impact the provision of that supply?
- "In order to **maintain a minimum 10-year supply of planned greenfield land**, the Director shall initiate precinct planning" (p. 26) – does this mean that the precinct plans are going to be City-led?
- **"Collaborate with the development industry to refine the City's understanding of its residential land supply and timing requirements" (p. 28)– now is the time for this collaboration**
- **The document states that the City's current funding model is not sustainable (p. 30)**

- **Regarding Capital projects, the City notes the need to understand and plan for the "full lifecycle cost of capital investments", and notes the need to "determine the growth-related components and the City's share of costs" (p. 31)**
- The City notes that development proposals seeking to intensify uses must also consider municipal services / growth supportive infrastructure such as libraries, recreation centres, fire stations, etc. (p. 33) – how will the City deal with development proposals that call for intensification in areas where these facilities are lacking or at capacity?
- Ensure a coordinated approach to downtown planning, including through the development of a "Downtown Plan" and formally identifying unique districts; the City also calls for district-specific residential growth targets to support and attract amenities (p. 40 and 41) – was there not a Downtown Plan developed in the recent past, outlining unique districts?
- The document calls for the establishment of fees and a licensing program for standalone surface parking lots downtown (p. 43) – UDI members may be interested in any policy/regulation that increases the costs of holding onto downtown surface lots, as they may become more attractive for development opportunities
- The document notes that Corridors provide the best opportunity (outside of downtown) for mixed-use intensification, provided that higher densities are balanced with context sensitivity (p. 49)
- Two types of Corridors are highlighted: Urban Mixed Corridors (generally arterials in the core) and Regional Mixed Use Corridors (generally arterials in suburban areas) (p. 49) –some Regional Mixed Use Corridors (e.g. stretches of Pembina, McPhillips, and Portage) are not well suited for "minimal setbacks from the public right-of-way" or "fine-grained and transparent street level facades"
- There are several policies relating to the intensification of Mixed Use Centres, particularly relating to design – some might not be easily achieved (e.g. those relating to pedestrian frontages, future public ROWs, etc.)
- The document calls for "local area Corridor planning" as a tool to promote orderly development along corridors; it's noted that the use of minimum building heights might be considered in these Corridor plans (p. 58)
- The City wants to encourage Transit Oriented Development (TOD) around rapid transit stations (p. 59), and notes that Station Area Plans for areas within 400 to 800 metres of stations should be prepared (p. 61)
- The document calls for innovative parking strategies in TOD areas, such as on-site car-sharing, indoor bike parking, district parking and shared parking (p. 63)
- The City notes that it might require the applicant to pay for a third-party review of their commercial proposal, if the City suspects that its development is of a scale that might have negative impacts on existing commercial areas (p. 69) – is this type of requirement (or potential requirement) common? **Should the City be limiting competition and/or protecting existing commercial from competition?**
- "Promote development within the Polo Park Regional Mixed Use Centre that is consistent with the Airport Vicinity Protection Area Planned Development Overlay" (p. 70)
- **The document notes several requirements for Major Redevelopment Site secondary plans** – several of these requirements (e.g. building details and placements, public realm improvements, identification of proposed transit service) seem to either be too detailed for what would usually be required in a secondary plan, or outside the scope of the proponent (p. 77)
- The document calls for the use of "minimum density standards" for new development in major redevelopment sites (p. 78)
- The City only allows for "compatible development" to take place within the South Point Douglas Major Redevelopment Site area prior to the adoption of a secondary plan, but not others (p. 78) – this is likely due to the fact the SPD is not vacant, while most of the other MRSs are

- Lands designated as New Communities need to follow the policies of the Rural and Agricultural designation **until a precinct plan is adopted as a by-law (no more non-statutory plans apparently**) (p. 79)
- **It's noted that existing secondary plans (pre- Complete Communities 2.0) will be aligned with the policies of Complete Communities 2.0 through future reviews and amendments** – when has a Precinct Plan been reviewed? Who will bring them into alignment? (p. 82)
- The City calls for the development of housing for larger families and multi-generational households (p. 84) – this is a laudable goal and there's likely market demand; however, the policy lies in a section that refers to housing affordability (and larger homes with several rooms tend not to be affordable)
- The City notes that **established neighbourhoods are "stable, but not static"** – this is a great line, and should be used at every infill development public hearing (p. 87)
- **In the pre-amble to "Emerging Communities" (which include neighbourhoods like Sage Creek and Bridgwater Forest), the City notes that these neighbourhoods are "relatively low-density residential neighbourhoods" and "primarily single-family residential" – this isn't quite the case, as the densities in these communities are often higher than in mature neighbourhoods, and many have a robust mix of housing types**
- The City calls for the development of the Residential Infill Strategy (underway) to direct the location and design of residential infill in Mature Communities through planning and design guidelines "implemented through regulation" to ensure infill achieves various goals (p. 95) – is the City going to incorporate these design guidelines into the Zoning By-law? The draft Infill Strategy seemed to focus on smaller scale infill development like lot splits (a minor proportion of overall infill development in terms of unit count) rather than larger infill developments (e.g. low-rise and mid-rise) – is this going to change?
- The City wants to undertake a background study for the Erin and Wall industrial corridor to establish planning objectives for the area (p. 95)
- The City calls for increasing the coverage of the urban tree canopy in Established Neighbourhoods by 10% over the next five years – it's unclear how this will be achieved (p. 100)
- The City has a goal of strategically encouraging and guiding growth in Established Neighbourhoods through the use of secondary plans (p. 100) – policies include supporting amendments to existing plans that further the vision of Complete Communities 2.0 and creating new secondary plans in Established Neighbourhoods in areas that the City considers strategic for growth and needing more detailed direction. Who will write these plans (City? Consultants?)
- The City calls for the 'integration' of bike parking facilities into new commercial, multi-family residential, and mixed-use buildings, noting that they should be secure and designed for four-season use (p. 101) – Does this mean that the facilities need to be indoors? We may want clarity on this from the City, as it could have impacts on building design
- The City will develop indicators to identify Reinvestment Areas (areas with aging housing, obsolete facilities, higher poverty, and a lack of maintenance) – the City would like to encourage redevelopment and infill in these areas (to be identified through the indicators) (p. 103)
- **The document notes that "quasi-industrial uses" that are more commercial in nature should be accommodated in General Industrial designated lands (p. 106)**
- **The document notes the need to undertake an "Employment Lands competitiveness analysis" (p. 107) – was this not part of the scope of the recent Employment Lands study?**
- The document notes that Rural and Agricultural areas ("Sectors") will serve as the City's long-term greenfield lands, and will be planned at a high-level; the City notes the need to prevent the fragmentation of these lands (p. 112)
- The document promotes the idea that Rural and Agricultural areas should be utilized for small-scale / specialized agricultural production – while good policy in theory, there are potential land use conflicts to consider (e.g. in planting "medicinal crops" in close proximity to residential areas), and the argument for lower transportation costs/logistics is weak (whether production is just within the City's boundaries or 5 km outside of them is irrelevant).
- Where a statutory plan isn't in place, the minimum site area shall be 40 acres (p. 115) – this is consistent with the Zoning By-law (A Zone)

- It's noted that precincts (within Sector Plan areas) should accommodate a total population of 5,000 to 15,000 residents upon full build-out (p. 117)
- The document notes that the integration of transportation and land use must consider the 5 Ds – Design, density, diversity, destinations, and distance (p. 131)
- The document notes that except in situations where it's not possible, that lots that back onto a rear lane "should" take access from the lane (p. 135)
- The document notes that residential development "or other new sensitive uses proposed through a secondary plan process" must be at least 300 m away from an active snow dump site, unless the proponent can demonstrate through an impact study (to be approved by the City) that shows adequate nuisance mitigation measures, compatibility, and no impact on operations. New disposal sites will be established in areas with compatible land uses (e.g. Rural and Agricultural, Employment, etc.), and at least 300 m away from sensitive uses and existing / planned residential (p. 138).
- In terms of riverbank lands / flood prone areas, the city notes that where possible, a setback of 30 m should be maintained from the normal high water mark of waterways / waterbodies, to protect riparian areas; the City would like to acquire lands along waterways through land dedication when subdivisions go forward (p. 140).
- The City would like to enhance the linear park system through the acquisition of riverbanks and rail corridors (p. 142)
- The document includes a Parks and Recreation policy calling for the provision of "a balanced distribution and supply of accessible and inclusive quality parks, recreation facilities, trails and natural areas based on defined levels of service" (p. 142) – it's unclear what they mean by "defined levels of service", and where that will be stated.
- **The City calls for the establishment of "requirements for minimum natural area provisions" (p. 144) – UDI should likely be involved in any establishment of minimum natural area provisions**
- **The City calls for the development of "neighbourhood housing plans" that align with Complete Communities; it's unclear what these would entail, and what purpose they'd serve (p. 146)**
- The City calls for the development and maintenance of a comprehensive "supply and demand analysis of housing needs" across the entire City. The purpose would be to identify ways to fill gaps in housing need / potentially set targets (p. 147)
- **In regards to implementation, the document notes the need to plan collaboratively in a "multi-disciplinary manner across City of Winnipeg departments" and the community (p. 157)** – this will be key
- p. 119 Major Open Space is a new designation, and is differentiated between Public (generally major City parks and publicly owned golf-courses) and Private (private golf courses, for the most part).

## OURS-Winnipeg Response to the City of Winnipeg Proposed 2020-2045 Planning Documents

### September 21, 2020

OURS-Winnipeg Co-Chairs
[redacted]

- OurWinnipeg 2045: Development Plan (Draft)
- Complete Communities: OurWinnipeg Direction Strategy (Draft)
  https://engage.winnipeg.ca/planning-for-our-shared-future

### INTRODUCTION

OURS-Winnipeg (Outdoor Urban Recreational Spaces – Winnipeg) is a city-wide, community-based, green space advocate organization with a focus on urban green spaces, river and nature corridors and the urban forest. Parks, green spaces (including golf courses) and natural areas are essential to making Winnipeg an attractive place to live, work and visit.

OURS-Winnipeg supports the vision for General Growth to ensure the city is livable, affordable, and desirable for all. OURS-Winnipeg has major concerns with the framework and direction the documents (Draft, OurWinnipeg 2045 and Complete Communities: OurWinnipeg Direction Strategy) provide regarding environment, climate change, water, green spaces, park lands and natural areas. We are concerned with the lack of policy and targets throughout the draft plans and guiding documents that would ensure this vision could be fulfilled and green spaces protected from development.

### MAJOR CONCERNS/ISSUES

1. **Major Open Space (MOS) policy will enable development on park lands and green spaces. There are a number of polices in the documents that support enabling development on Major Open Spaces (regional parks, nature parks, forests golf course lands, riparian areas, tree canopy).**

   **We are particularly concerned by the designation of Major Open Space** in Winnipeg's draft documents which begins with singling out the scale and character of major open spaces identifying them attractive to development. Some of the MOS shown on the map (CC 2.0 p. 120) are Kildonan Park, Bois des Esprit, Whittier Park, King's Park, Canoe Club Golf Course and Kilcona.

   **The city must change the MOS policy to ensure the preservation of green space, parks and natural areas for a growing urban population.** Winnipeg's population is forecast to grow by 120,000 over the next 20 years. Hotter summer days, storms and flooding events are forecast to increase. The climate change impact must be mitigated by larger green spaces, natural areas and a wide-spread tree canopy.

   - Development on park land would set Winnipeg behind and apart from other Canadian cities that are planning for and adding to their green space and natural areas.

- Winnipeg has 6% parkland (of total city area) - below average compared to other major Canadian cities which are at 9% parks (2020 Parks People Report (https://ccpr.parkpeople.ca/#nav)
- Winnipeg has 36% natural areas in its parks - below average compared to other major Canadian cities at 44%.
- Adding golf course lands (1% of total city area) to parks and recreation lands would increase parkland to 7%, still below average of other major Canadian cities
- Development on MOS would reduce Winnipeg's below average amount of parkland

Winnipeg must have a plan to better protect and increase its greenspace and natural areas and urban canopy and to discourage plans to develop it.

## 2. Wording of Major Open Space document will facilitate permanent loss of public green space

We are concerned that the Major Open Space designation, as worded, **will enable development** on the largest green space and parklands, including riverside, parks and forests in the city. The current wording of MOS policy references these lands as desirable for development without any reference to their importance in climate change mitigation and ecological benefits to citizens.

**MOS policy has guidelines for how development would occur**

In contrast to the Winnipeg Employment Lands policy (CC 2.0 4.0 to 4.3, 4.10, p.104), MOS outlines how development could occur. It identifies MOS as "significant lands", and relevant when there is a proposal to convert land to another use.

**Contradictory content**

MOS provides seemingly contradictory ideas. CC. 4.1.3 p. 143 "Demonstrate the City's commitment to natural area preservation specific to large scale parcels by the added designation of Major Open Space". These protections only come into effect when there is a development plan approved. Where is the demonstrated preservation commitment for smaller parcels that do not require a development plan?

**The intent of a development plan is to develop**

Protecting parkland is a very small subset within the secondary plan. Secondary plan application submission requirements do not ask for a park, natural areas or tree protection plan. For areas smaller than two acres a secondary plan and a park plan are not required at all. https://winnipeg.ca/ppd/Documents/Zoning/DevelopmentApplication/Secondary-Plan-SP-or-SP-Amendment-SPA.pdf

**Enabling development on Major Open Spaces would present barriers to park planning**

There are polices in the documents that enable development or disposal of Major Open Space lands (regional parks, nature parks, forests golf course lands, riparian areas, tree canopy). These policies do not reflect a commitment to protect green space and natural areas and more likely compromise them.

### 3. MOS designation appears development focused

**Without an overall plan, a multitude of secondary plans and small plans would shape development on the park lands. This could be viewed as ad hoc development and accompanying ad hoc protection of some green space.** The plan provides no limits or boundaries or caps. Could limitless small proposals be accepted, all meeting the five year increment limit? How many large plans could be accepted? What is the plan to prevent the majority of the land from being developed? **The approval of one secondary play or small plan could set a precedent for continuous development.**

**The new Major Open Space designation as it is presently worded has the potential to enable unlimited development and permanent loss of publicly owned green space over the duration of the 25 year plan** by identifying large open spaces as attractive for development and reducing more robust planning and approval process. Strong targets for intensification are not countered by strong targets to protect green space or the urban canopy.

**It would seem that the Major OpenSpace lands would receive the best protection if they were to remain with Parks and Recreation** and have policies like those in Employment Lands (CC 2.0 4.0 to 4.3, 4.10, p.104)to discourage conversion to other uses and a plan like Heritage Conservation to protect a valued resource. (1.1 to 1.2, 2.1 to 2.4, 3.1 to 3.3, 4.5 p. 153 - 155)

### 4. Timely, meaningful public Engagement NOT SUFFICIENT during pandemic

**In the midst of an unprecedented global pandemic timely, meaningful public engagement opportunities for the review of the draft documents were not sufficient.** That portion of the population that does not have access to the Internet was excluded from the consultation. Even library internet was not available.

**There remains a large gap in policy directives regarding green space and climate adaption and mitigation even though** many groups were consulted over the making of this document. This is reflected in the dearth of green space protection, water protection and climate adaption and mitigation policy with related natural solutions.

It is unclear what the scope of public feedback received was, and how it was incorporated into the OurWinnipeg policy and how it was evidence informed.

### 5. Guiding Documents incomplete or unfunded or outdated

**The pandemic delayed completion of guiding documents including the Parks Strategy, Urban Forest Strategy, Tree by-law, Recreation Strategy and Infill Strategy.** With these documents in public engagement phases their input to the planning documents would be limited if available at all. Funding for a Climate Adaption and Resiliency Strategy was declined in the 2020 Budget potentially leaving a gap in place of what it could have provided.

6. **UN Goal contradiction**

**One would expect the primary goal for regional parks, nature parks, forests golf course lands, riparian areas, tree canopy to be UN Goal #2 Environmental Resilience**. Instead Major Open Space is placed in UN Goal #6 City Building (OurWinnipeg 2045 p. 17) which is primarily a development goal. This placement suggests the primary goal of MOS is development over protection.

The separation of Parks and Recreation, Major Open Space and Riverbanks among three sections of the document compromises a holist environmental perspective for planning and protection. These three have an environmental focus and should be primarily grouped together as UN Goal #2 Environmental Resilience does with Life below Water, Life on Land, Climate Action, and Clean Water

7. **City is open to re-purposing or sale of public green space**

**City is moving in a direction away from protecting/enhancing its parkland and urban canopy**

Recent budget planning decisions approved by the City have not supported park planning and have opened the door to development on parkland.

The "**Transformative Fund" and "Re-purposing of Golf Course Lands" enables housing development on publicly owned golf lands with a goal of reducing infrastructure deficit**.". The Transformative Fund and Repurposing of 30% of Golf Lands Plan (2020 multiyear budget) includes the conversion of publicly-owned greenspace to housing to help pay for the infrastructure deficit.

**The "Requirements to Provide Services" list could be seen to result in reducing priority and investment for Park Planning, Tree Planting and Tree Pruning** (except DED) by labeling them as "Not Required "services. Not investing in park planning would not bode well for Major Open space.

**8. Strong climate adaption policy and targets are needed**

**We are in the midst of a climate crisis. Parts of the world are literally on fire. Climate Adaption benefits will be reduced by the proposed policy resulting in loss of tree canopy cover and conversion of parkland to development**.

Winnipeg is third highest among Major Canadian cities forecast to experience higher summer temperatures. The urban canopy is a critical tool for communities in combating the effects of extreme heat. Research has shown that large green spaces provide the greatest cooling benefits for hot summer days and river corridors provide cooling refuge for people and wildlife.

It is concerning that the city has chosen to not fund a Climate Adaption and Resiliency Strategy, has listed Park Planning, Tree Planting and Tree Pruning (except DED) as "not required" services when they would be contributors to Climate Adaption and Resiliency. The Government of Canada has identified extreme heat is a significant public health issue in Canada.

### 9. Charter Protection

Winnipeg's forefathers placed a **high value on the protection of park land giving it Charter protection that requires a 2/3 vote** of all of Council before it can be disposed of. That protection was not identified in the Major Open Space section. Although it may not normally be the practice to include charter items in a planning document it is of extraordinary significance in MOS and would be required for the approval of almost every development application.

## OURS-WINNIPEG REQUESTS

### 1. Master Plan for Green Space

A Master Plan for Greenspace to be implemented by the City of Winnipeg to preserve, protect and enhance its forest, green spaces, natural environment, river corridors and connecting corridors. The 2011 City planning documents OurWinnipeg and Complete Communities provided limited direction for planning and monitoring of green space. With the current pace of development it is more important than ever to plan to provide sufficient protection for trees, green spaces, natural heritage and river corridors.

A growing population is putting pressure on the City to maintain quality green spaces and natural areas for its citizens. The number of residents in Winnipeg continues to increase while the amount of green space does not. Adding to the concern, Winnipeg is below average compared to other Canadian cities when it comes to hectares per population of green space.

Other major cities have visionary green space plans:

- London, UK is a National Park City with 50% green space
- Montreal is creating the country's largest park. The proposed 3,000-hectare "Great West Park" will be eight times the size of New York City's Central Park.
- Vancouver is the greenest city in Canada through its Greenest City Action Plan (GCAP)
- Edmonton has the longest park system in Canada, including golf courses
- Toronto's Rouge National Urban Park is the first of its kind as a national park based in a city

### 2. Clearly articulate the protection intent of the MOS section

It appears counter intuitive that protection of Major Open Spaces comes WITH a policy to develop it. Provide wording for strong protection of major open spaces and green spaces and downplay potential for development.

### 3. Policy to enable development of golf course lands must be discouraged.

Recognition of golf courses as Charter protected land and their inherent contribution of a myriad of services must not be overshadowed by their attractiveness for development. Planning to protect the golf lands is necessary to ensure the land will be around for future generations. Golf Lands are situated on park zoned land; are publicly owned, heritage properties, used year round, pay their own way, contribute revenue to the city and provide ecosystem services. The golf course lands are not counted as Parks and Recreation land and so do not add to the total percentage of city parkland. Golf Services

Special Operating Agency was listed as a "Not required" service in a 2020 budget planning document. This listing could be seen to support development of this park zoned land.

**4. Complete additional plans and analysis to support decision making**

The 2011 Complete Communities called for a Parks Management Plan and Urban Forest Management plans which are underway.

Plans that should be added to the Implementation Action List:

- Winnipeg Master Plan for Green Space
- Biodiversity Plan like Toronto, Calgary, Edmonton, Montreal, and Vancouver have and as supported by CC 4.3.2 p. 144 "Demonstrate a commitment to biodiversity and ecological integrity through planning, regulation, collaboration".
- Climate Adaption and Resiliency Plan
- Tree Canopy Cover and Impervious Surfaces
- Water Management Plan
- Climate Adaption plan combined with capital asset management
- Wildlife Passage Engineering Guidelines designed to help decision makers with recommendations that will incorporate the needs of wildlife into transportation projects

**5. Protection for river corridors, a precious resource for a River City**

Improve health of riparian areas and their water by adopting the Provincial Planning Regulations that require at least a 30-meter buffer (wherever possible) for development along riverbanks. Studies have shown that a much wider buffer is required for ecosystem protection. Winnipeg previously received and is still using an exemption that is a weaker version of the provincial regulation. The river corridors are mess due to more frequent flooding, erosion, unsightly rip rap repairs, weed infestations, major loss of tree canopy and development too close to the river to maintain integrity of the river banks.

**6. Replace CC 4.4.2 p. 143 with "Increase green space and natural areas to keep pace with population growth and protected area targets by increasing requirements for parks and natural area provisions."**

The city must plan to have enough greenspace to provide parks to a growing population, to meet national targets for preservation of natural areas and to provide comfort for the increasing number of days with extreme heat. The Province of Manitoba targets protection of 17% of natural land areas by 2020. The Global and Federal target is 25% protection by 2025 and 30% by 2030; 50% is desired.

Winnipeg Arts Council
Response to:

August 2020

## *OurWinnipeg 2045 and Complete Communities 2.0*

Property and Planning Department, City of Winnipeg

## *OurWinnipeg 2045*

With the change in framework design for the new version of *OurWinnipeg*, the accessible narrative employed in the 2011 version has been replaced with the goals/objectives style of planning. Perhaps this allows for more precise measurement applications, but additional descriptive sections that link the two versions would expand understanding for anyone's purpose. The ideas and language employed only nine years ago remain relevant and critically important and were compiled through a comprehensive and lengthy consultation process.

The previous version of *OurWinnipeg* was structured under three focus areas: A City That Works, A Sustainable City, and Quality of Life. Reorienting the document around the United Nations 17 Sustainable Development Goals keeps Winnipeg in step with urban development thinking in a global context, but the draft document fails to capture the importance of culture as a lens through which all of the SDGs are intended to be viewed. According to UNESCO,

> *The safeguarding and promotion of culture is an end in itself, and at the same time it contributes directly to many of the SDGs — safe and sustainable cities, decent work and economic growth, reduced inequalities, the environment, promoting gender equality and peaceful and inclusive societies. The indirect benefits of culture are accrued through the culturally-informed and effective implementations of the development goals.*
>
> Hosagrahar, Jyoti. *Culture: at the heart of SDGs:* The UNESCO Courier, 2017 no. 1, April-June 2017. P. 12

This was more evident in *OurWinnipeg 2011*, particularly under the Creativity section which much more accurately captured the importance of the arts as a vehicle for achieving many different goals. Although the arts and public art are mentioned in *Complete Communities 2.0,* without the substance of **pages 83 to 86, Quality of Life, 03-3 Creativity** in the 2011 version of *OurWinnipeg*, there is little context for the arts and public art as integral to the quality of life and as city-building entities. Also, the affirmation of the Winnipeg Arts Council as the City's mechanism to deliver arts programs and the City's Public Art Policy, as stated in 2011, remains necessary to remind elected officials and civic officials of a system that is transparent, accountable and comparatively low-cost. The current draft only refers to the arts in terms of community development (Policy 1.15) and downtown development (Policy 3.6). The arts are not vehicles for development purposes alone, but ultimately have their own value.

UNESCO defines "Culture" as the set of distinctive spiritual, material, intellectual and emotional features of society or a social group, that encompasses, not only art and literature, but lifestyles, ways of living together, value systems, traditions and beliefs. (UNESCO 2001)

Notably, UNESCO is not the only organization to advocate for culture and the arts as a key element to all areas of urban development. The United Cities and Local Governments (UCLG) said in 2010 that the trio of economic growth, social inclusion and environmental balance did not adequately address development concerns across the globe and issued a declaration entitled *Culture: Fourth Pillar of Sustainable Development*. This declaration, reaffirmed and endorsed numerous times since then by organizations around the world, calls on cities and local and regional governments to:

- Integrate the dimension of culture into their development policies;
- Develop a solid cultural policy;
- Include a cultural dimension in all public policies;
- Promote the idea of culture as the fourth pillar internationally, in particular in international policy making.

In order to truly achieve the objectives of the UN 17 SDGs, the *OurWinnipeg* review process should include a cultural analysis throughout its examination of *all* of the Goals, Objectives and Policies. In its current state, there is little context for the arts and public art as integral to the quality of life and as city-building entities.

As an entry point to this discussion, the arts should be identified as integral and most certainly in the mention of:

- **Economic Prosperity**
  Quality Education – Study after study has proven the effectiveness of the arts in building creativity, learning and critical thinking. All necessities for an educated population.
  Decent Work and Economic Growth – The arts and cultural industries are an economic driver for Winnipeg. (*Culture to the Core, The Economic and Social Impact of the Arts in Winnipeg, Winnipeg Arts Council, 2020*). Jobs, funds reinvested in local trades and communities, support the local economy while providing arts experiences to the entire population.
- **Good Health and Well-being**
  The human need for artistic involvement, for creative experience and cultural belonging is expressed through the arts. On page 16 of *OurWinnipeg 2045*, a healthy city is described without reference to the arts. Quality of life includes access to the arts and public art as a factor in place-making.
- **Social Equity**
  When governments invest in the arts, the conditions of social equity are expanded. Arts experiences can be had at no cost and available to all, provide social cohesion and healthy alternatives for youth. Among the determinants from the Reconciliation agreement are those addressing the arts, education and Indigenous access.
- **City Building**
  Industry, Innovation and Infrastructure – In this description, the arts and especially public art should be listed as contributing factors to the design, vibrancy and livability of a city.

The **City of Winnipeg Public Art Policy** (adopted by Council on October 27, 2004) should be included as a Council-Endorsed Guiding Document (*Complete Communities 2.0* page 11). The arts and public art, along with the above concepts should be merged into *OurWinnipeg 2045* repeatedly, to achieve context,

perspective and developmental accuracy. Mention of "Culture and Heritage," and "Inclusive Public Places" is not enough to convey what the arts mean to Winnipeg.

## *Complete Communities 2.0*

If the definition of "Complete Communities" includes 4. Promotion of arts and culture, 7. High quality local spaces, 10. Safe(ty) and Accessibl(ity), 11. Schools, 13. Parks, (Planning for our shared future: Our Winnipeg & Complete Communities, page 5), then the arts and public art must be referenced consistently and often.

In the several lists that purport to describe the definition and characteristics of Complete Communities, mention of the arts (4. Promotion of arts and culture, p.6) appears, but only as a site on a map. This suggests a marketing scheme when the arts and public art should be imbedded throughout the narrative as a constituent of sense of place (place-making). **Built form, urban structure, the public realm, gateways, various City facilities and community focal points** should often be public art sites, but without any indication of the efficacy of public art in the new version that point is missed.

**Capital projects** offer the opportunity to include public art within the capital project budget, and thereby enhance infrastructure and contribute to all the elements listed as vital to Complete Communities.

Characterizing **Downtown as a focal point for Arts, Culture and Entertainment** is significant, but the arts and public art should mean more to the City than downtown amenities. Arts access through public art in neighbourhoods (eg. St. Vital, the Maples, Transcona), through recreation programs across the city and engagement programs that invite all Winnipeggers to participate are surely what Complete Communities should strive for.

Before proceeding with commentary on Public Art specifically, it would be worthwhile concluding on the official definition of Public Art as stated in the City of Winnipeg Public Art Policy. A full list of definitions in that Policy also includes the role of the Winnipeg Arts Council, but pertaining to Public Art:

> **Public Art:**
>
> 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 domain and created in any medium, including:
>
> - Artworks created for specific locations.
> - Exhibits/performances/artwork installations located in a public space.
> - The integration of art and architecture to enhance the design of urban or public spaces.
> - Collaboration of artists with architects, landscape architects, urban designers, planners and engineers to create unique environments or features, which integrates art into the urban fabric of the city. Examples include glass or water features, landscape elements, paving, furniture, and parts of buildings, sound and light works, earthworks, works

that address design concerns of environmental systems such as waterways, garbage disposal, recycling facilities and landfills.

- Artworks produced through the involvement of the community.

As an aside, **Performing Arts** (although a possible element of a Public Art project) should be assured of suitable space outside of the Public Art context. This plan is an opportunity to draw attention to the City's responsibility for performing arts venues and their long-term neglect. However, it is not accurate to conflate the two: capital investment in a municipal facility like Rainbow Stage is an important City responsibility, but it is not, nor is it a replacement for, a healthy public art program.

On page 38, *Complete Communities*, the need to "partner" with relevant organizations is noted. Again, a reminder that the Winnipeg Arts Council is mandated by the City as **the primary partner** in the creation and delivery of Public Art, and in sustaining and advancing all the arts in Winnipeg.

On page 150, *Complete Communities*, 3.4 is not a strong enough or entirely accurate statement. The Winnipeg Arts Council should again be named as the responsible entity for the implementation of the City's Public Art Policy and for engaging partners. The "promotion" of such activity, however, would be welcome.

Also on page 150, the photo should be credited to Nuit Blanche, 2018 (major artworks organized by the Winnipeg Arts Council). The Winnipeg Arts Council is a producing partner of Nuit Blanche.

Additional information about **museums**:

In 2018 the Winnipeg Arts Council received responsibility from the City for providing support to five museums and for developing a museums granting program by 2022. Notable in the revisions of both *OurWinnipeg* and *Complete Communities* is a change in how the City addresses museums.

The reference to City-owned museums as a means of generating cultural tourism has been retained (though it has moved from the primary *OurWinnipeg* document to the *Complete Communities* companion). Beyond their tourism value, the language of "providing opportunities for heritage education, truth-telling and reconciliation" (Policy 5.9) is less committal than the previous language directing the City to act as a responsible steward" (Quality of Life, Creativity, Direction 2) and to "promote City-owned museums as a venue for education and for engaging children and youth." (Quality of Life; Creativity; Direction 5). As important as cultural tourism may be, it is not as important as the support of museums as vehicles of historical record, our tangible and intangible heritage, and thereby the identity of the people of Winnipeg.

There appears to be no consideration of non-City-owned museums such as those mandated to the Winnipeg Arts Council by the City in 2018.

**Conclusion:**

The Winnipeg Arts Council understands that municipal plans must be updated to remain relevant and effective given changing conditions. If, however, *Complete Communities 2.0* really begins with the

United Nations Sustainable Development Goals, then consideration of the plan through a cultural lens is essential. Connective tissue between 2011 and 2020 would be an invaluable asset to understanding.

The Winnipeg Arts Council is obligated to focus on the arts (all disciplines) and Public Art as defined in the City of Winnipeg Public Art Policy as mandated. We have attempted to emphasize the critical importance of these components in the redraft of the municipal plan, to not lose the optimistic flavour of the 2011 version. Without some adjustments to the new version, the arts and their economic and social impact in Winnipeg is diminished.

DOWNTOWN WINNIPEG BIZ

# Complete Communities 2.0 Downtown Winnipeg BIZ Feedback

Thank you for including the Downtown Winnipeg BIZ in the review process of the Complete Communities 2.0 draft. We have reviewed the document, focusing on the Downtown vision and policies and have summarized our feedback below.

**Primary Topic Areas:** (pg. 37-38)

The four primary topic areas; land use, mobility, urban design, and arts, culture and entertainment; used to structure the policies addressing the Downtown area outline a positive vision and a platform to support a vibrant Downtown. We share this vision for Downtown development and question if the City's four-year funding model is aligned to support enacting this development platform within the Downtown.

**See the Possibilities**: (pg.39)

The imagery used to depict the potential transformations supported by the Complete Communities principles, should include active transportation infrastructure and mixed-use development. We propose including an image similar to either of the ones below to capture the complete vision for Downtown Winnipeg development.




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#finditdowntown



(Niagara Region – Complete Streets by IBI Group)

**Policies and Goals:** (pg. 40-48)

In general, the content within the Downtown section of the Complete Communities draft provides a well-rounded vision for the Downtown. There are a few characteristics and components of Downtown that we would like to see incorporated in the goals and policies. We have outlined these suggestions for your consideration below:

Land Use:
Social Services – *Work with key organizations to ensure existing social services remain accessible to vulnerable populations and to facilitate the development of additional facilities as required.*

Public Realm & Urban Design:
Sustainable Streetscapes – *Enhance the quality and sustainability of streetscape planting through the integration of green infrastructure and low impact design strategies*.

Arts, Education, and Culture:
Multiculturalism and Indigenous Development – *Foster a multicultural community and diverse commercial development through community engagement and diverse partnerships.*

- Multiculturalism and diversity inform the current character and identity of Downtown Winnipeg. This has been substantiated through data collected in the 2018 Probe survey where Winnipeggers were asked to select 3 words that describe downtown: Multicultural and Diversity were in the top 3. We believe it is important to maintain this diversity in future Downtown development.

**Implementation Table:** (pg. 159-160)

The implementation table is a great tool to help the community and stakeholders understand the City's priorities and action plan. We believe that the following revisions may be of consideration for specific action items related to Downtown Development:

- Develop a Downtown Plan: We would like to emphasize that we agree this is a high priority and necessary to strategically implement the Complete Communities principles in the Downtown.

- Increasing the priority level of 'Review and amend the Downtown Zoning By-Law'
    - The abundance of red tape within this by-law prevents investment and development in downtown. Modernizing this by-law will support many of the other downtown development goals.

- Increasing the priority level of 'Review the City of Winnipeg Manual of Temporary Traffic Control on City Streets (MTTC) to reflect best practices in pedestrian connectivity and accessibility during Downtown Development.'

- Adding an action: *Review timeframe and process of the Urban Design Review*

Save Our Seine
river environment inc.

## POSITION STATEMENT ON the CITY OF WINNIPEG PROPOSED 2020-2045 PLANNING DOCUMENTS

### *INTRODUCTION*

The Board of Save Our Seine River Environment Inc. (SOS) is presenting this position statement related to review of two draft documents that have been prepared by the City of Winnipeg for public comment in July-August 2020:

- *OurWinnipeg* 2045: Development Plan (Draft)
- Complete Communities: OurWinnipeg Direction Strategy (Draft)

**About Save Our Seine River Environment Inc.**

Save Our Seine River Environment Inc. (SOS), is a not-for-profit community-based stewardship organization and registered charity whose mandate is to protect, preserve, enhance, and promote the enjoyment of the Seine River. The SOS vision is to create a sustainable and protected urban Seine River Greenway that provides a healthy habitat for wildlife and adds to the quality of life of all citizens. SOS objectives regarding the Seine River Greenway: To preserve, protect and enhance; To restore and repair; To raise public education & awareness; To improve public access to the Seine River greenway and To work in partnership with governmental, business and other non-profit organizations for stewardship planning of the Seine River greenway.

SOS has been active for 30 years and is the organization that provides major clean-up, restoration and care of the Seine River and its greenspace. To carry out its work, SOS receives funding from the City of Winnipeg as well as from a variety of other sources including the Province of Manitoba, The Government of Canada, community foundations and private donations. We have well over 500 individuals who are actively engaged with SOS through our e-news and social media as well as many St. Vital and St. Boniface businesses that are engaged with our work.

SOS has provided solicited and unsolicited feedback to the City of Winnipeg and the Province of Manitoba on proposed development, planning and polices related to the urban Seine River Greenway. SOS is a respected environmental voice. The voice of the environment is critical at this unprecedented time in human history: the Anthropocene[1], climate change, reconciliation with our Indigenous peoples, COVID-19 and increased concerns for healthy community and sustainable living.

### *OUR CONCERNS*

While there are several points that we agree with in these documents and several areas we disagree with, we have **six** major concerns:

1. **Our key concern is with the overarching framework these documents provide:** The importance and value of the environment, natural spaces and river corridors has been greatly understated in the draft planning documents. The phrase “Recognize and preserve Winnipeg's parks, green spaces and riverbanks as green oases in our urban setting” was in OurWinnipeg 2011. The biggest and best natural lands left in the City have been moved into a category called Major Open Space (policy 6.27, OurWinnipeg 2045) in which the word “preserve does not appear. In the 2020 draft documents, riverbanks are in the "Strategic Infrastructure and Resources" section

[1] Anthropocene: relating to or denoting the current geological age, viewed as the period during which human activity has been the dominant influence on climate and the environment

(Transportation, Telecommunications, Garbage and Recycling) Parks are in "Urban Structure Supports" and Major Open Spaces are in "Additional Areas". Overall these proposed planning documents are strongly framed toward "development" (population growth, need for more housing units, and a "shortage of land" to develop for employment, commercial and industrial uses). There is almost no language related to retention and protection of green spaces. OurWinnipeg 2045 does not adequately frame the urgency to address environmental, social and public health issues.

This latter framing is critical at this time of our earth of the Anthropocene. There is very little language related to retention and protection of green spaces.

a. The "Flood Prone Areas and Riverbanks" section does not include the rivers (water) only riverbanks. Parks and Recreation section does not include the rivers, only riverbanks. The Seine River and three other rivers and some creeks continue into surrounding municipalities without a plan for continuity of this natural resource. Edmonton has a plan that Winnipeg could adopt. It is called Wildlife Passage Engineering Guidelines designed to help decision makers with recommendations that will incorporate the needs of wildlife into transportation projects including bridge building and prevention of vehicle wildlife collisions.

   **We are concerned as these proposed planning documents provide the framing for all future policies and development within the City.**

2. **Our second key concern regards "Major Open Space" "Major Open Space."** We are concerned that OurWinnipeg 2020-45 does not clearly state an intent to retain or protect public and private Major Open Spaces and that the policy statements in Complete Communities (p.118-123) facilitates their conversion for development. According the map shown on p. 120, this would include the following areas along the Seine River Greenway: Bois-des-Esprits, Windsor Park Golf Course, St. Boniface Golf Course, Niakwa Golf Course, Lagimodière-Gaboury Park, Whittier Park and possibly other greenspace areas.
   a. We are concerned in particular with the statement on p. 121 under Visioning: section 1.3: *"Re-designating or repurposing areas that are comprised of less than two acres of Major Public Open space may be processed without requiring a Complete Communities 2.0 amendment or necessitating a formal secondary plan process."*

3. **Lack of recognition of the Seine River:** The Seine River is not shown on the only map in OurWinnipeg 2020-2045 (figure 2). It only appears on one map in Complete Communities (Map 14, page 120). The Seine River must be shown on every map so that each category of proposed land use will be seen and understood in relation to the location of the Seine River. It is as much a part of the geographic landscape of the city as the Assiniboine and the Red Rivers.

4. **Dire Consequences for Our City:** We feel there could be dire consequences to the health of the Seine River Greenway (flora and fauna), to the health of people, to the health of our climate, and to property values by development of these areas.

5. **Limited Engagement:** We are also concerned that there has been very limited amount of public input into the proposed plan and implementation documents and limited time for review over the summer months.

6. **Background of Planning and Policy Concerns:** We understand that these proposed planning documents must be considered against a background of other concerning related policy development within the City of Winnipeg.

   a. **We are aware of other recent related proposed City work** that is occurring during the summer months including "Requirements to Provide Services" that outlines what the City considers to be not required

services (park planning, tree planting, tree pruning (except DED) Golf Services Special Operating Agency (recreation park lands bordering the Seine River,) etc. and work by a consultant to propose measures to re-purpose public golf courses, including housing of which over 4 kilometers border directly adjacent the Seiner River corridor.

b. **The City of Winnipeg has made unfulfilled commitments** to work on planning documents over the years. There have been promises by the City of Winnipeg to finalize a number of critical environmental-related planning documents including those listed below. Since these have not been completed, these two proposed planning documents do not have an environmental foundation.

## *OUR POSITION*

These planning documents are designed to be in place for the next 25 years. Our position is that we must represent the interests of the Seine River, its Greenway, the flora and fauna represented, the people now and in the future including our children and grandchildren. **We are not able to endorse this plan and its implementation strategy as is**. **We require the following <u>eleven items</u> to be addressed:**

1. **That there be an overarching vision with holistic consideration of the environment incorporated** into all planning, land use and capitol asset decisions and to these proposed overarching planning documents with a clear understanding as to intersections with greenspace, natural areas, climate change adaption, Indigenous knowledge, equity, water resources, public health, biodiversity, and national and global targets.

2. **We ask for stronger environmental and greenspace protections and policies** for the Seine River Greenway areas as well as for all of the City of Winnipeg rather than leaving these open for development.

3. **We request the withdrawal of "Major Open Space" designation** as it allows unlimited ad hoc development on the aforementioned prime greenspace areas: Bois des Esprits, Windsor Park Golf Course, St. Boniface Golf Course, Niakwa Golf Course, Gaboury Lagimodiere Park, Whittier Park and other greenspace areas.

4. **We ask that the "Major Open Space" section of Complete Communities be moved to** "Urban Structure Supports" section where parks and recreation, heritage conservation, urban forest, and ESNL reside. If the intent is to protect greenspace and natural areas this would be a congruent fit. If the intent is to develop Major Open Spaces than leaving them in "Additional Areas" is a congruent fit as this section (reinvestment areas, employment lands, rural and agriculture). The Major Open Space definition in policy 6.27 (OurWinnipeg) must be updated to include development if that is the intent and added to the glossary in Complete Communities. Clearly the policies as written within MOS will facilitate long term development well into the future on natural areas, river corridors, forests and parks having significant implications for the Seine River Greenway and all of Winnipeg.

5. **We strongly ask that the City of Winnipeg establish a riverway riparian conservation zone to protect surrounding ecosystems.** Currently the City of Winnipeg is not aligning even with the Provincial Planning Regulations that require at least a 30-meter buffer for development along riverbanks. A 30-meter buffer is actually a very narrow buffer. Studies have shown that a much wider buffer is required for ecosystem protection.

6. **We strongly ask that the City of Winnipeg consult with the public and critical stakeholders** including First Nations organizations, environmental researchers and organizations, climate change researchers, public

health organizations and researchers, recreation organizations and researchers, urban planners, businesses and others. This plan is far reaching and has impact for the next 25 years. It should be carefully considered with all stakeholders in mind and should not be rushed through. The City must add an opportunity for the public to respond to a second draft of OurWinnipeg 2045 and Complete Communities 2.0 before the public hearing at Executive Policy Committee meeting. Public engagement must not be sacrificed in the rush for completion, especially with the disruption caused by the COVID pandemic. Our 25-year vision has an opportunity to benefit from this opportunity to vision in a new and different light. The City of Winnipeg's 25-year vision and planning documents are at the top of the hierarchy of important documents produced by the city. The public was given a few weeks in the heat of the summer to comment on the first draft that was three years in the making. It is a commonly accepted practice for city documents that are much lower in the hierarchy to have second and even third drafts provided for the public to review.

7. **We strongly endorse that the City of Winnipeg aim to become an exemplar and leader among cities** at this unprecedented time in human history: leading in greenspace protections and policies. We strongly encourage investment in supporting greenspace and related planning and policies.

8. **We strongly ask the City to work on plans and policies that have been delayed for many years** including the start, update or completion of:
   1) A Secondary Plan for the Seine River Greenway
   2) A Master Plan for Greenspace in the City of Winnipeg
   3) A biodiversity plan such as Vancouver, Toronto, Montreal, Calgary and Edmonton have
   4) Climate Adaption and Resiliency Strategy (component of Climate Action Strategy 2018) (funding declined in 2020 Budget)
   5) Urban Forest Strategy
   6) Recreation Strategy
   7) Tree By-law
   8) Species at Risk Recovery Strategy
   9) Other related environmental, ecosystem, greenspace and climate change strategies

9. **We recommend the return of golf course lands to the Parks and Recreation** and by-law as protected land rather than open for privatized development and long-term leases.

10. **We requested that the Seine River recognized** and be shown on the maps in both documents.

11. **Finally, we ask that SOS be advised of an immediate opportunity to meet with the City of Winnipeg** representatives to discuss these important planning and implementation documents.

On behalf of the SOS Board of Directors and SOS Advisors we present this position statement. **Date: August 30, 2020**

[redacted]

Laurie Ringaert, Save Our Seine River Environment Inc.
President

[redacted]

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September 15, 2020 VIA: Email

City of Winnipeg Planning Department
Winnipeg, MB

Attn: Mr. David Jopling, Chief Planner,

Re: *Our Winnipeg, Complete Communities* Waters Business Park designations

Mr. Jopling,

In 2014 Terracon approached the City requesting a change to The Waters Business Park land use designation from General Manufacturing to Business Park under Our Winnipeg to enable rezoning to an MMU zoning under the then current zoning bylaw.

At that time Terracon had been approached by a hotelier about a possible hotel development at The Waters. Following the success of Waterside Estates just up the road, we were also considering residential development. The MMU zoning would have given us the flexibility to consider all market options. At the same time there was low interest in the land for its designated uses.

The current draft of *Our Winnipeg* has now mapped The Waters as Employment Land and *Complete Communities* has given it an Employment Land designation of Business Park. The Business Park designation is very prescriptive/restrictive and would not give us the flexibility we were looking for when we had sought out the Business Park designation and MMU zoning in 2014."

The attached Appendix 1 was prepared for Terracon Development by Donovan Toews and the team at Landmark Planning and Design. Donovan is available to discuss it further as required.

After your review of the Landmark comments, Terracon is requesting your support to designate The Waters Business Park as a "Major Redevelopment Site" as part of the current *Complete Communities* review. By creating a Major Redevelopment Site that is supported by the guiding principles of *OurWinnipeg* and *Complete Communities Direction Strategy*, Terracon envisions a successful mixed-use development where people can enjoy and contribute to a sustainable and thriving city.

As always, we, and the team at Landmark are available to discuss further. We look forward to your response.

Sincerely,

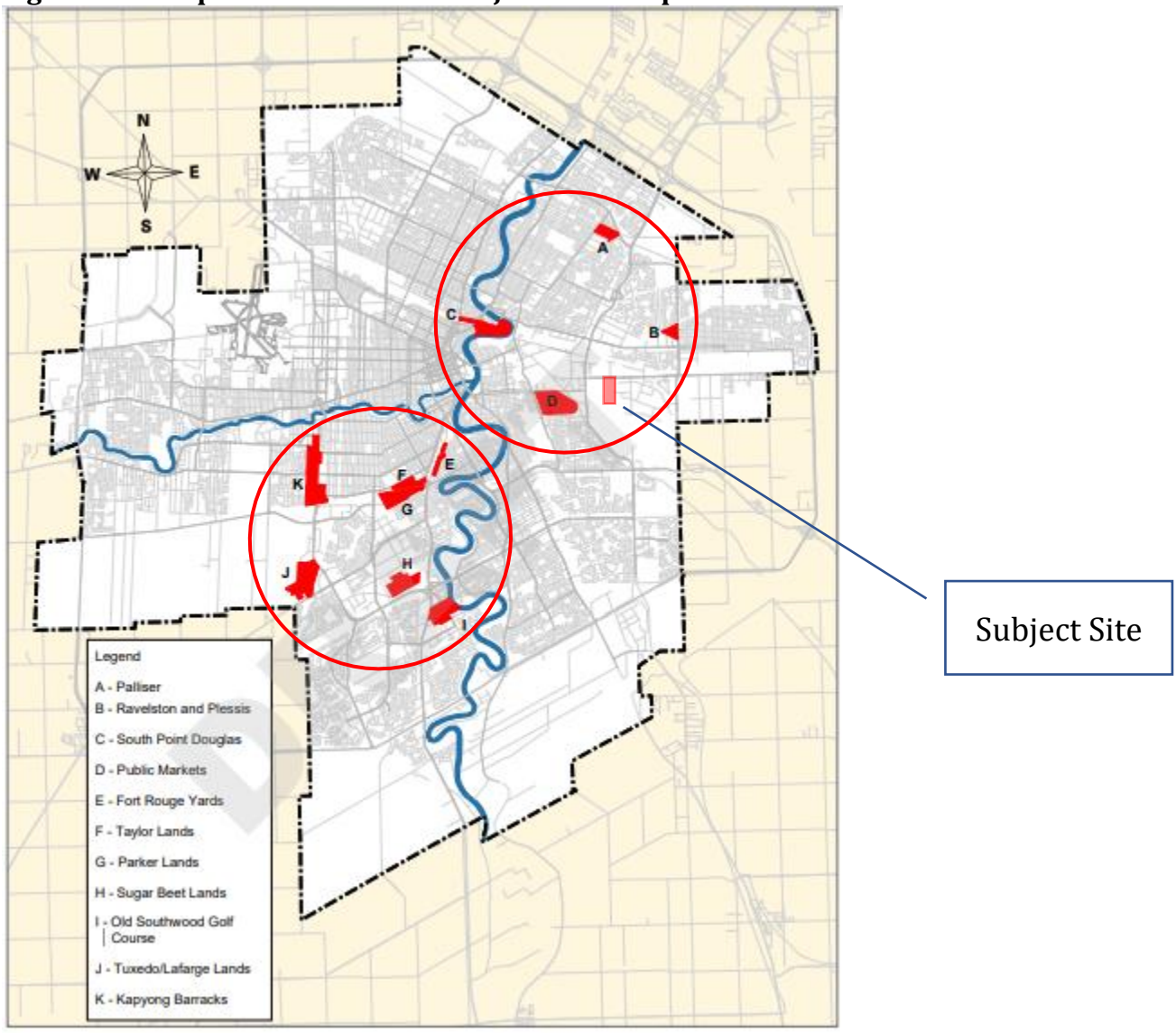
Terracon Development Ltd.
[redacted]

## Appendix 1 - Landmark Planning
## City of Winnipeg Submission for DRAFT Complete Communities
## Case for Major Redevelopment Site Addition

### 1.0 Introduction

*Complete Communities* Designates a number of areas within Winnipeg as Major Redevelopment Sites (Figure 1). These sites are industrial sites that demonstrate potential for redevelopment for a higher and better use that suits the overall objectives contained in *OurWinnipeg* and its companion document *Complete Communities*. The sites are generally located in two sectors – one in the southwest and one in the northeast quadrants of Winnipeg.

**Figure 1 – Complete Communities Major Redevelopment Sites**



Terracon Development Ltd. is the owner of a 113-acre+/- parcel of land located at the intersection of Dugald Road and Mazenod Road in Winnipeg (see 'Subject Site' in Figure 1). The subject site is a largely vacant parcel generally located within a larger industrial area. The site is similar to other sites currently designated as Major Redevelopment Sites (MRS) in a number of ways – primarily due to the fact that the subject site is an industrial site that is no longer viable or desired as an industrial site, and has potential for redevelopment for a higher and better use that would meet the objectives of *OurWinnipeg* and its companion document *Complete Communities*.

Accordingly, the owners of this parcel would like the City to consider designating the subject site as a Major Redevelopment Site. This document provides a preliminary case to accompany the request. **It is anticipated that further discussions and supplementary supporting information will be required in order to for the City of Winnipeg to fully consider this request as part of the overall OurWinnipeg review process.**

## 2.0 Site Context

The subject site is located along Dugald Road (PTH 15) – a major roadway corridor and bounded on the south limit by the Greater Winnipeg Water District Rail line (Shoal Lake rail). The site is flanked by both newer and older industrial uses. Figure 2 shows the subject site in relation to the Public Markets site. The sites can be considered similar inasmuch as they are of a similar size, they both include vacant industrial land (one is brownfield, one is greenfield), good road access, and rail flankage. Neither site is adjacent to a planned rapid transit corridor, however both sites are served by public transit. The Public Markets site was recently approved to accommodate a mix of light industrial uses and relatively dense residential development.

**Figure 2 – Site Location and Context**




## 3.0 Major Redevelopment Site Criteria

Complete Communities 2.0 includes the following descriptions of Major Redevelopment Sites:

- "Areas that once thrived under particular land uses in the past may no longer be needed for those purposes today. Some of these underused sites have significant strategic value, since they present opportunities for the City to capitalize on existing infrastructure through intensification."
- "Major Redevelopment Sites present large-scale opportunities to enhance Winnipeg's urban fabric by repurposing obsolete land uses as new developments."
- "Major Redevelopment Sites have the advantage of drawing on existing infrastructure, including roads, underground pipes, and sewers."
- "Given the advantage of their location within existing communities - specifically their ability to capitalize on existing infrastructure and services - the City should maximize the potential of Major Redevelopment Sites."

While the subject site does not perfectly match any one of the existing Major Redevelopment sites, it does share a substantial number of characteristics of these sites while also meeting many of the stated objectives for Major Redevelopment sites. Complete Communities acknowledges these differences:

- "The redevelopment of Major Redevelopment Sites 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. Because of the different characteristics of each site, the land use mix will differ. Some Major Redevelopment Sites, such as Tuxedo/Lafarge and Public Markets, will accommodate a significant amount of employment uses, while the others will be primarily residential."

Complete Communities 2.0 highlights key characteristics of Major Redevelopment Sites as follows:

- Large, functionally obsolete or under-utilized lands, such as former industrial areas.
- Located within the existing urban framework, often along rail lines, major corridors or rapid transit corridors and adjacent to existing communities.
- Often serviced by some level of existing infrastructure.
- Present opportunities for transformative and strategic mixed-use infill and intensification.
- May present challenges to redevelopment, such as inadequate infrastructure capacity, access limitations, and contamination.
- Site area typically 15 acres or more.

Terracon Development Ltd. believes that the subject site would be more appropriately designated as a Major Redevelopment Site. The site is generally consistent with the Major Redevelopment Site criteria as described in the Complete Communities document and that designation is more consistent with the realities of 2020 and what we see evolving over the next 25-50 years.

## 4.0 Comparison of Major Redevelopment Sites

The following chart outlines an overview of the subject site as it relates to the criteria noted for Major Redevelopment Site selection. [a comparison of other MRS sites added to the chart could be carried out to provide a deeper comparison].

| Criteria | Subject Site |
|---|---|
| Large, functionally obsolete or under-utilized lands, such as former industrial areas. | **Yes.**<br>Land is underutilized in an existing industrial area. |
| Located within the existing urban framework, often along rail lines, major corridors or rapid transit corridors and adjacent to existing communities. | **Yes.**<br>Land is located along a rail line, and a major corridor. |
| Often serviced by some level of existing infrastructure. | **Yes.**<br>Land is served by existing infrastructure. |
| Present opportunities for transformative and strategic mixed-use infill and intensification. | **Yes.**<br>Land can be transformed into mixed use infill. |
| May present challenges to redevelopment, such as inadequate infrastructure capacity, access limitations, and contamination. | **Land does not present these challenges.** |
| Site area typically 15 acres or more. | **Yes.**<br>Site is 10x this size. |

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September 1, 2020

Mr. Michael Robinson
Senior Planner City of Winnipeg
PLANNING, PROPERTY, AND DEVELOPMENT DEPARTMENT URBAN PLANNING
204-986-3213 michaelrobinson@winnipeg.ca
1st Floor, 15-30 Fort Street, Winnipeg, MB R3C 4X5

Mr. Robinson,

After reviewing the draft Complete Communities Direction Strategy 2.0, I have concerns regarding the priority (tiering) that the City of Winnipeg has placed on my companies' lands for New Communities designation.

It has been communicated with your office through several meetings, supported by expert consultant's opinion, that the 110 acres +/- is ready for development based on existing municipal infrastructure, services and demand in the area.

My corporation has retained a planner to proceed with a precinct plan in order to assist the City of Winnipeg in creating much-needed housing stock in the eastern area of the city.

I am formally requesting that the subject land, with the following roll numbers (09009851100 & 09010205200) be moved to Tier 1 of the "Greenfield Phasing Plan" in order to immediately proceed as a New Community.

Thank you,

[redacted]

#

VERITAS
DEVELOPMENT GROUP LTD

September 14, 2020

City of Winnipeg
510 Main St.
Winnipeg, MB

**Attention: Michael Robinson**

Dear Michael:

**Re: Complete Communities Direction Strategy 2.0 - City Of Winnipeg Document**

We thank you for including Veritas Development Group in this process for reviewing the proposed new Complete Communities 2.0 document. This is an extremely important document for setting the direction for future growth for the City of Winnipeg in both the short and long-term.

Background work completed by the City of Winnipeg in this document has been very informative in terms of the fiscal realities and problems associated with continued unfettered City land expansion due to greenfield urban sprawl. It is refreshing to see that the City of Winnipeg understands that this is not a sustainable practice and that significant changes to enhance increased densification in Mature areas is critical.

As you are aware, Veritas Development Group has concentrated our efforts in low scale infill densification in Areas of Stability within Mature Communities. I've also been involved in a number of Heritage redevelopment projects in the Downtown area as we felt these were important projects to help save these important historical buildings as well as to provide housing choices for new families in these highly desirable areas.

In more recent years, Community groups have become much more organized and vocal in their opposition to almost every infill development proposed in their respective areas. Development proposals in infill areas are submitted to Planning which are often supported based on current criteria. These variance and/or rezoning applications are typically supported at to the Board of Adjustment or Community Committee hearings. It has been our experience that almost all of these approvals get appealed by the highly organized and vocal community groups. Decisions made on Appeal Committees are often dictated by the luck of the draw depending on which Standing Policy Committee happens to be on rotation to hear appeals. Some Councillors are more supportive of infill development whereas others are not.

Our biggest concern as an infill developer is that we have very little certainty as to what will be approved or not for our projects. As long as Community groups can fight every variance through the appeal process, infill development will continue to be a struggle on a project by project basis.

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To attract the large scale infill development required to increase the project split to 50% infill and 50% greenfield, the barriers and uncertainty currently affecting infill development must be effectively addressed. Winnipeg already has the oldest housing stock in Canada and resistance to change has been a big issue.

Another concern as an infill developer, is that we are trying to establish a voice in the City development process to champion infill development whereas large huge corporations often have the ear of the City with their primary goal of ever increasing urban sprawl and greenfield development as this fits their business model. The infill voice can be drowned out quite quickly as we are primarily comprised mostly of smaller developers trying to make a difference.

I understand that both greenfield and infill development are necessary to meet the population expansion targets over the short and long-term for the City. Some Cities have put a virtual moratorium on greenfield development which seems like an extreme position and certainly not an option for the City of Winnipeg politically and practically.

We applaud the efforts of the City to obtain engineering studies identifying which Mature Community areas have the infrastructure capacity to handle more immediate infill as well as areas which require upgrading. This information would obviously be beneficial in terms of identifying areas for a more immediate infill densification while at the same time addressing local Community group concerns that they will literally run out of water to flush their toilets with even one more "lot split".

The population growth census data clearly indicates that many Mature Communities have experienced population decline since 1971 while the City as a whole has grown significantly. This is easily predictable as the size of each family unit has been dropping significantly from when many of these homes were built in the early 1900's. Upgrading many of these homes is not practical as the foundations are over 100 years old and the structural components are at or near their life span. Other concerns include radon gas issues as there is no poly moisture barrier beneath the basement slabs; leaky and cracked foundations; asbestos contamination; lack of insulation in the 2 x 4 walls; and antiquated ventilation systems.

Replacing homes on a house by house basis in Mature Communities is not a financially viable proposition in most instances. Our typical purchase price for an old "teardown" in the St. Vital area is around $245,000. Demolition costs, new sewer and water street connections together with environmental reports and remediation can easily inflate these costs to over $280,000. Clearly, simply building a single home on one of these 50' lots is not a financially viable proposition when a lot can be bought in the suburbs for less than half of this cost. If replacing homes on a house by house basis was a financially viable option, much more of this type of infill development would have occurred organically already.

The best way to stimulate new construction in these Mature Community areas is to reduce the land cost per unit which requires lot splits. If we can reduce the land cost in half to approximately $140,000, we can be more competitive with suburban lot prices. Requesting lot splits and increase densification in Mature Community areas has been presented as simply greed on behalf of the infill developers. This is just not the case. There just is not a financial model which allows for infill development without increased density unless existing homeowners are prepared to sell their homes for half the market price.

Infill development helps to keep these Mature Community areas sustainable. City dollars need to be spent in areas where population growth is the strongest. Population growth expansion in the suburban areas has "forced" the City to fund new expensive schools, community centres, daycare's, libraries, recreational facilities etc. in these areas. With fixed revenue to spend, this reallocation of resources often leaves the existing facilities and amenities in Mature Community underfunded. More recently, some infill development has helped to stop the population decline in many of the Mature Community areas. However, the population gain in these areas has not attained 1971 census levels and is still much less than in greenfield areas which still demand these services.

It is clearly evident that infill development helps the environment. This is identified in the Climate Action Plan which is backed up by facts and science. Further, infill density increase is also environmentally responsible as indicated in the Complete Communities 2.0 document for many obvious reasons. One of the negative impacts of infill development is the inevitable loss of some mature trees on these larger lots which is required to facilitate lot splits and more lot coverage. Thankfully, trees are a renewable resource and can be replanted although they take years to grow to a mature size. The environmental effects of losing some trees pales in comparison to the net environmental advantages of infill densification.

In summary, it is my opinion that for infill development to flourish to achieve the 50% unit development target, significant changes to the barriers to allow infill development must be addressed. The best way of doing this would be to have the infill design guidelines approved by the City as a By-law. This would remove most, or all, of the risk from the infill developers perspective when we purchase properties planned for infill development. Removing the uncertainty would also help larger developers create the business environment needed to help them participate in infill densification.

We applaud your and the other Planners efforts in putting this important document together. We trust that the City Councillors will support this document and initiative so it actually gets implemented effectively and quickly.

As always, I am willing and prepared to meet or discuss any topics pertaining to infill development and look forward to seeing where this Complete Communities 2.0 document goes.

Yours truly,





**DRAFT - Comments on Complete Communities:**

Mike Carruthers, Ladco Company Limited, September 1, 2020.

Interpretation and Implementation

- Will be varying interpretations of many policies, and policies that can be viewed from opposite perspectives.
- Must be viewed through various lenses; City Council, community, industry ect - all will read it differently.
- Many guiding documents are not complete or in draft. How can these documents direct CC when these have not been approved by City Council and not policy?

Intensification Target (p 18 under General Growth): 50% of new dwellings be accommodated in the existing build up area and a minimum of 350 new dwelling units per year in the Downtown. What happens if/when it is not achieved?

P 20, request the province to change existing legislation to allow the City of enter into development agreements with developers via the development permit process. This could lead to unintended consequences (i.e. no development ready land). City needs to be very careful and very specific with what they are requesting and how it will be used.

Office developments:

- Major (p. 22) larger than 10Km2 or 107kft2. Focussed on downtown but may be accommodated within 300m of a Primary Transit Network station, with preference for a Mixed Use Corridor, taking into consideration amongst other items "*existing* level of transit service". What about areas that right now do not have great transit but will in time, or an area that if had such a use would be able to support higher level of transit. Using "existing" transit is not good long term planning, should be focused on future.
- Similar to Medium Office Development, 21,000-107,000ft2, a 21Kft2 office building is not very big, but through the policies in this plan, could be rejected in suburban settings. "Is encouraged downtown or within 300 m of a primary transit network station, discouraged elsewhere, take into consideration implications on transit operations which evaluating proposals to located outside these areas". This is very open to interpretation and needs to be re-visited. Uses such as office in suburban settings should be viewed as positive and encouraged (complete communities, employment, reverse traffic flow, enabling better transit ect) not negative. Already see offices moving out of Winnipeg, policy like this will drive out more. Where is 300m from?
- Office use is permitted in commercial zoning and also a number of secondary plans contemplate office use, same with servicing and transportation reports (i.e. in WW and also Precinct G). Will the City be amending the zoning by-law and secondary plans? What about in the interim, what if an office use comes forward on a zoned site, will the City refuse a building permit?

- Transit, in most suburban areas, transit comes later. As the areas intensify and build out, transit follows. What is now not on a "primary transit" route, may be in the future. Plus, office uses would enable and assist transit ridership. Catch 22 in suburban settings.
- Map on pg 50 identifies the primary transit network, different than what Transit provided on the Aug 31 call, much of the suburbs not included, some streets don't exist (i.e. Bison)
- There are policies in this plan that call for redevelopment of commercial sites, to make these more "complete" office and employment will be critical.

Business Park Office development only permitted in Business Park areas. Precinct G, south of the snow dump contemplates office, institutional, light industrial. Same as the WW secondary plans. How does this match with these policies?

Greenfield phasing p 26

- Policy to maintain a 3-5 year supply of vacant serviced greenfield land – what is "vacant serviced" mean? Does this mean serviced lots?
- A 10 year supply of planned land – what is "planned land" Does this mean DASZ?
- Maintain a reasonable supply in each quadrant of the City. South T?
- Policy stating "Development within a site may be delayed until completion of all growth-enabling infrastructure necessary to support it at full build out" This is concerning and open to a wide range of interpretation.
- General comments/questions about the Phasing:
    - How does the airport area get to be #1 when there is no sewer service?
    - I see why south of Bonivista and the WWSPA are #s 2 and 3, but why is the remainder of Precinct G not in the same category? No discussion from PW on limiting development in Precinct G (transportation study, phasing), only that development in the south portion restricted until the alignment for Chief Peguis Trail is set. What does the Arlington Bridge have to do with Precinct G?
    - Why is Precinct D ahead of completing precinct G, servicing for D comes through G?
    - Why is Fort Whyte in #4, it needs sewer and is rather insignificant in the big picture?
    - Why is South Transcona even on this list, should likely be an AG area. There is no sewer, no LDS and only a 2-lane highway servicing it.
- Where is the AECOM study?

Financing Growth, (p 30).

- The introduction sets the stage for further fees…p 30:
    - "…the City's current funding model is not sustainable, which means that the City has to consider a variety of new approaches to effectively address its infrastructure deficit"
    - "The City has also been growing in an unsustainable way…"
    - "establishing a sound financial framework to support the necessary infrastructure required for the growth and development of the city is complex"
- This will require a lot of work, collaboration and buy-in from industry.

Corridors (p 49)

- Best opportunity for mixed use intensification outside of downtown, primary transit network, design - Pembina Highway is on a regional mixed use corridor.
- Promoting minimal setbacks, direct access to sidewalks, street façade treatments, pedestrian friendly – NOTE: Zoning by-law often has special setbacks to protect areas from encroachment when the street needs to be widened. Portions of Pembina Highway have larger setbacks.

Commercial and Mixed Use Centres p 63

- Community mixed use centres, this would include WW and Southdale p 67, accommodate larger local oriented commercial businesses with occasional major retail uses, between 15 and 99 acres in size.
- Envisioned to accommodate higher residential densities and an increase mix of land use over time, this should include office uses over 21Kft2.
- Generally good connectivity to corridors, primary transit network (not according to the map on pf 50) and city road network.
- Capable of transformative change over time.
- Goal 5 on p 72 specifically encourages residential mixed use intensification of mixed use centres. WWD is often opposed to residential intensification.
- Goal 6 also contemplates other compatible land uses in mixed use centres such as light industrial and office uses.

Pg 84, Policy 3.4.1 “encourage back lanes to service narrow lots”, what are narrow lots? 30’?

Mobility (p 131)

- New guidelines for the preparation of transportation impact studies. Where is this at? What is the process?
- Exploring maximum parking regulations and shared parking to reduce the oversupply of parking. Tenants identify parking needs and requirements. Unintended consequences could include forcing parking onto adjacent streets.

Strategic Infrastructure and Resources (p 136)

- Rail line policy, create guidelines for development adjacent to rail lines (are these the FCM policies, if so that’s fine, we follow, if not then what?)
- Active and closed landfills. Discourage residential development in proximity to active landfills, setting a minimum separation distance and buffering. Brady is the only active landfill, not sure if this is directed at WW or future development south and east of Brady. WW is already approved.
- Closed landfills, what changes? existing City policy, control zones 45-90 m.

- Snow Dumps: residential development 300m away, or closer with an approved impact study. Similar to Precinct G language
- Major roadways: require mitigation measures (we do this with setback, berm and fencing). Restrict access to expressways. What else?

Parks and Rec (p 142).

- Acquisition of riverbanks and rail corridors. More info.

Housing (p 145)

- …density bonusing and inclusionary zoning that encourage and/or require the development of affordable housing…" red flag.

Good morning Michael,

Hope all is well at the City and the CCDS 2.0 project is proceeding in a positive manner.

In the shuffle of dealing with a variety of project deadlines the past two days, I neglected to send in my comments on the draft CCDS 2.0 document by the end of the day yesterday. I'll provide these to you now, and if you can still use them great.

My redline comments are attached – most are clarification in nature 'what does this mean, this could be clearer, etc.'. The vast majority of my comments are more friendly suggestions on how to improve the document – thinking back to the days of my high level involvement during the draft of the original CCDS document. Others are just highlighting of text / policies to flag language for more internal review and info (e.g ignore the highlight only text unless there is a redline comment).

A few high level comments:

- The are a number of sections in the document for growth areas and infill / densification in existing neighbourhoods where language to the effect of 'allow for densification / intensification along corridors or in nodes *where compatible with the surrounding neighbourhood*' (emphasis mine). I think the City needs to provide some clarification in this language and essentially pick a side. 'Densification where compatible with surrounding neighbourhood' almost always devolves into a NIMBY / no change argument with the surrounding neighbourhood at the public hearing stage. If the City wants to foster and enable this growth, then it needs to more clearly default on the side of growth and not the NIMBYs. Even the inclusion of a 'where feasible' or 'where practical' proviso would help, but the City needs to pick a side here. The City won't get the density and intensity it wants without this. This is ultimately a political issue;
- There is no call, policy statement, or action item anywhere in this document for the development of a comprehensive brownfield redevelopment strategy or program. Winnipeg is the only major city in Canada that does not have one, and it is a significant impediment to redevelopment. The vast majority of Major Redevelopment Sites within the City of Winnipeg are brownfield sites – for example, two of our own current projects at Fort Rouge Yards and Bishop Grandin Crossing are Major Redevelopment Sites and brownfield sites. Property tax credits in line with the ESA costs for redevelopment of brownfield sites and other regulatory, process, or financial incentives are par for the course in other major Canadian cities. This is not a call for 'free-bees' for the development community as opposed to using any and all tools to get these brownfield sites back into 'contributing' properties to the City's tax base. This is something I've been personally calling for close to 20 years. Missed opportunity here;
- Document formatting question or point. I think a slight change in formatting is needed to better be able to cite specific sections or policies. This is something that I noted within working with the current CCDS. An example – Growth chapter has a Policy 2.2 and other chapters have a Policy 2.2. Referencing or calling them out in a document / staff report / etc. can be cumbersome. A simple change of adding the chapter or alphanumeric of the chapter to the goal or policy would help. Adding a 'G' for Growth chapter to the front of the Goal or Policy # would make it much easier, e.g. Policy G.2.2 for Growth Policy 2.2, Policy F.2.2 for Financing Growth Policy 2.2. etc. Not wed to any particular approach, but something to think about. Having reviewed a number of OCP documents from elsewhere in Canada for work and on the CIP Awards Jury, ease of reference is something that is noted in other documents, and not so much

in the current (and proposed new) CCDS document. My two cents for making the document easier to use.

Thanks for the opportunity to provide comments and redlines on the document. If you can use them, great. I do think the new CCDS 2.0 is a definite improvement over the existing CCDS document in terms of clarity, detail, etc.

Feel free to reach out if you have any questions or concerns. Cheers.

[redacted]
[redacted]
Ironclad Developments Inc.

[redacted]
[redacted]
[redacted]
W: www.ironcladdevelopments.com

Hello Michael and Mike,

Thank you for meeting with us on Thursday, August 20, 2020 to discuss the draft Complete Communities Direction Strategy 2.0.

I've tried to capture some of the comments and discussion that we have had over the months (years) both in advance and after the current draft was released for comment. To be honest I have struggled to compile them and there is certainly much rehashing and some rambling below.

I trust you have, or will receive shortly, comments from UDI, which we support and I have tried not to repeat at length. Please consider the comments below as additional or perhaps adding a bit of Qualico perspective, Qualico specific context as well as provide some summary of our discussion in August – I don't think there is anything new and I apologize in advance for repetition and rambling.

I hope that the path forward to addressing our concerns is a collaborative one. Unfortunately I don't think that they can be addressed with wording changes or adjustments to specific policies and have not included an exhaustive list of edits/notes on the specific policy provisions in the document. I have given it much thought and have been working through the document page by page making notes but without first addressing the broader topics I am struggling to come up with specific edits.

With that please see below.

***General Comments***

The changes in the proposed draft Complete Communities Document seem to be much more substantial than a review. The plan includes significant changes to the urban structure and policy changes that have potential to significantly change existing development rights.

- Is there specific direction from Council to the Administration that these changes are responding to?
- What are the issues/challenges that the City is facing that this new draft is attempting to address that a review/update could not have addressed?
- How many of the studies/projects called for in the original version of Complete Communities have been completed and formed the basis for the new document?
- This plan seems to include provisions/policies that are dependent on policy decisions that have not yet gone to Council, the public and/or on studies that have not yet been completed (or are not available to the public). The simplest example is the Transit Master Plan, the draft of which is not available to the public. The map of transit routes has already changed from the one presented in the document and neither have been endorsed/adopted by council. How can we meaningfully review and provide comment on policies that we cannot completely understand how they might impact our current projects or future opportunities?

***Commercial Development in New Communities***

As discussed, I believe the document as currently written, would not allow the creation of a Village Centre similar to Sage Creek. At a minimum we would be asking for a significant number

of exceptions to the directions in the plan. The South St. Boniface Area Structure Plan allows for a minimum of 50 net developable acres and maximum of 90 net developable acres of commercial within the Village Centre, made up of a number of legal parcels with zoning designations including C3, C2, C1 and RMF-L, RMF-M and RMF-S.

The policy within the document refers to the size and scale of the commercial within a new community, but should only reflect the intent to be achieved allowing the actual numbers to be further articulated in a local area planning process and finally stated in the Zoning by-law or agreements. This ensures that the local context and local nature is able to be reflected in the proposed development.

Clause 3.6 discourages the location of Major Office uses in areas outside of Downtown or areas within 300m of a Primary Transit Network station. Although it does not prohibit the use, it certainly leaves room for argument. With this clause in place, the location of the Qualico Head Office building and future similar office uses within the Village Centre would be impacted. To ensure the viability of the retail uses within the Village Centre, office uses in communities like Sage Creek should be encouraged despite the fact that transit will not be place.

Anchor tenants are critical to any commercial site, and the format of these anchors are constantly changing. Therefore, detailing the size and scale within the document restricts the changing dynamics of commercial uses.

Definition of Commercial site
"…a commercial site may consist of multiple legal properties when functioning as a single site, but remain bounded from adjacent properties by public rights-of-way." This would mean that the Qualico office building is not part of the Commercial Site due to its separation by a street and that the south and north sites are considered two sites rather than one. Why would a public right-of-way create a boundary rather than be considered an important component of a commercial area. Are back lanes included in the public right-of way as described in this policy?

These policies taken together seem to discourage the concept of mixed use centres in new communities that will provide opportunities for truer complete neighbourhoods. From what we understand of the proposed draft transit master plan the primary transit corridors look to follow straight lines and the shortest routes through a neighbourhood. This will inevitably push buses to larger order collector or regional roads taking them outside "village centres" and out of the pedestrian oriented places that we are trying to create. This is certainly based on many assumptions and perhaps there is an answer but based on the information available this seems to be the opposite of the vision for complete communities. It is a major issue for Qualico that the Land Use Plan Policy is being based on thoughts/draft policies and ideas not adopted by Council that have the potential to work against the progress that we have made in the past decade.

***Corridors***

Where in the plan for development along the City's transportation network, particularly regional roads, do we acknowledge or understand the needs of the economic traffic (goods movement

and commuter traffic)? As a city where our network is primarily made of roads that provide a large variety of services from transit, goods movement, local trips, cross town trips, regional highway connections we seem to be planning to turn many of them into pedestrian oriented shopping and living streets.

- Can the existing infrastructure support this change?
- Is there a plan to accommodate the displaced economic traffic? Funding of a complete inner ring or freeway system?
- If not displacing the traffic, is there a market for significant retail and residential adjacent to roads providing this type of transportation?

This is likely a topic that would benefit from coordination with an update to the transportation master plan and clearer delineation of a road hierarchy.

***Phasing***

Qualico feels that to undertake phasing of land a fulsome understanding of infrastructure capacities must be completed. If this base of information was available it would allow for the development of comprehensive infrastructure plans in conjunction with a land use plan. This process would allow administration, developers, the general public and most importantly decision makers to have actual information to base decisions on. The proposed revision to Complete Communities, while it does identify some of the gaps in this foundational work, still sets directions that seem to be based on a presumed (or hoped for) results of the work it identifies as needed.

- As described to us it seems that the phasing was developed based on the opinions of administration without input of discussion from industry, land owners, the public, or decision makers. As a land owner and member of the development industry we did not participate in any discussions with the City related to phasing. We have asked repeatedly what the priorities were based on, this question has never been satisfactorily answered. A servicing study that was completed as part of the residential land supply study has never been made available and the matrix that this study produced has been shared but none of the supporting information or rational for how areas were ranked has been. Reviewing the matrix certainly raises questions. How does south Transcona rank higher than previously approved areas – transit seems like it might be a factor but I assume that it is based on the yet to be made public Transit Master Plan that has not been presented to council and the map shown to us on a call recently was different than the map in the draft document. Do the priorities/matrix scores change based on the new map? The administration also indicated on the last industry call that the residential lands study results didn't inform the prioritization but did not provide any follow up comments on what did.

- During the Complete communities draft engagement that has been ongoing administration indicated that Ridgewood and Precinct Q (both precincts with completed plans and approved or active zoning applications) were deemed to be in the 3rd of four tiers of development because admin indicated that transportation infrastructure was required for build out. This was new

news to us as owners of land in both areas who were intimately involved in the drafting and adoption of the precinct plans and engineering studies. Is there new information that can be shared with us?

- We have recently begun to understand possible limitations to development in Neighbourhood B of Waverley West, a priority 1 area. We are hopeful that an upcoming meeting with Water and Waste may provide some clarity but the City recently completed a Precinct plan for the area that did not raise any issues of this magnitude that I am aware of. Neither were issues raised as part of our phase 1 subdivision and rezoning application. We are no risking a significant delay in our ability to initiate development in a Priority 1 area and may need to look to lower priority areas to continue to provide a housing supply to the market. This unfortunately seems to be the perfect example of why infrastructure and land use must go hand in hand. A sector plan (ASP) was completed over a decade ago, 7 precinct plans (NASP) have been completed, the last area to develop is in the highest rank of priority and it may not be able to be developed without significant regional infrastructure upgrades and it seems that we won't actually know what may or may not be needed until a study that hasn't started yet is complete.

- The document states that the City needs better infrastructure information and the examples above seem to confirm this, if we are not aware of what is needed to provide the required city services to different areas how can we hope to follow priorities? We believe it is a significant problem to set specific policies, such as prioritization, without this level of information.

- The document states in Clause 4.5 that "Precinct planning shall not commence for a lesser tier lands until plans for all higher tier lands have, at minimum, been initiated." What does "initiated" mean from the City's perspective?

- This clause could limit the ability to proceed in areas. For example,
    - The Remainder of Q is the lowest tier in the short to medium term lands, however, it is uncertain as to whether Waverley West B, a first tier area, can even build out before the next area proceeds.
    - The Airport Area West residential is tier 1 however, the sewer study has just been released and there is no commitment to build the infrastructure required for this area.
    - This document places the Remainder of Q as the lowest tier within the short-to-medium term lands, but until now there has been no discussions about the amount to be built before WCP or Wilkes are confirmed.
    - The Remainder of G and Remainder of Q are both low tier areas however, some areas within these two precincts have no infrastructure limits.
    - Transcona is Tier 2 due to a rating of 4.5 out of 5 for transit, however there is no decision on location or funding for the Eastern Transit Corridor.

  We understand from our discussions that this isn't the intent. But the intent needs to be much more clearly articulated to ensure that this does not create unintended disputes.

  If the document ends up including a discussion or policies on phasing it needs to ensure clarity on the intent of the Phasing tier system, including specific timelines for review and timing for initiation of Sector and secondary plans. Additional clarity confirming that the intent would be

to allow developer initiated plans is also necessary. As the section reads now, as we discussed, it could easily be understood that the City intends to require that all plans be initiated and completed by the City.

Qualico is a major landowner in all three (3) of the areas defined as "Long term lands", where Sector Plans will be required. Our comments relating to each of the specific areas are as follows:

1. ***St. Norbert***
   - The original precinct area was too small and confirmation of servicing in the area needs to account for the enlarged area shown in the document.
   - One of the main infrastructure concerns in this area is the realignment of Highway 75 and how that alignment will impact future development in the area. This will require early involvement by Manitoba Infrastructure with the City and landowners in the area.

2. ***South of Wilkes***
   - The majority of residents south of Wilkes would prefer to see the area remain as it currently exists.
   - Qualico does not have a concern with designation of these lands as agricultural provided that the timing for initiation of the Sector Plan is within 5 to 10 years to align with our development timelines.
   - In addition, initiation of a Sector plan must include confirmation of the major infrastructure requirements for the entire Sector that will allow the Agricultural lands to transition to a New Community.
   - Once the Sector plan has been completed, separate precincts can be created that should align with the goals of all the landowners.

3. ***South St. Vital***
   - The developable lands in the St. Vital Perimeter South sector should be designated as a precinct instead of long term lands that require a Sector Plan. This is not truly an agricultural area, it is a built out area with a couple of larger parcels that have not yet been developed.
   - The built out area could be designated as rural residential to reflect what is actually built, with the future development lands within a new precinct area.
   - It appears that there is little value in having an additional planning layer for this area.

***Sector Plans***

We agree with the concept of Sector Plans as preliminary planning studies that will guide the development of future precincts. Our general comments relating to Sector Plans are as follows:

1. *Timing*

   Clause 4.9 provides that "Sector plans should be initiated for the Wilkes South and St. Vital Perimeter South sectors before the next planned review of the *Complete Communities 2.0* to inform the update of the greenfield phasing plan". No timing is given for the initiation of the St. Norbert sector. Why?

We have concerns that no definite timing for the next review of Complete Communities is stated which leaves uncertainty as to the timing for initiation of the sector plans. Complete Communities should include policies requiring a regular review – in line with provincial legislation.

2. *Plan Preparation*
   The document states that "…the City will, in the coming years, be undertaking sector plans …". This statement may be interpreted to mean that the City does the plan, including confirmation of infrastructure requirements, capacity issues, timing, etc. As Qualico is a major landowner in all of the three long term land areas requiring sector plans, we feel that we should be given the opportunity to initiate and lead the preparation of sector plans for these areas with reimbursement of planning costs by the landowners within the sector.

3. *Definition*
   The definition of "Sector plan" does not refer to the need for a comprehensive review of the infrastructure required within the sector.

As I mentioned above I have found it very difficult to get into the detail of every section of the document and provide a comprehensive list of specific changes. The draft represents the summation of a significant amount of material, some of which is not available for review which makes the task more difficult.

I am working, and will continue to work, through the current document line by line making notes and will happily share them with you when I am able to make sense of them (being my notes not the doc). As you are both keenly aware this is a ton of content and I know you have committed significant effort to this update, it is greatly appreciated. I sincerely look forward to the constructive debate and work that I hope will come out of our feedback to strengthen the plan for our City.

Please do not hesitate to reach out to us for clarity or to elaborate on any comments above. Thank you again for your work on this and your openness to meet with us and listen to our thoughts and concerns.

Regards,
[redacted]

[redacted]

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