Agenda – Council – May 27, 2021

Report – Executive Policy Committee – May 18, 2021

Item No. 7 Winnipeg Metropolitan Region Draft Plan 20-50

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On May 18, 2021, the Executive Policy Committee concurred in the recommendation of the Winnipeg Public Service and submitted the following to Council:

1. That the list of comments on the Draft Plan 20-50 as outlined by the Public Service in Appendix A to this report be forwarded to the Winnipeg Metropolitan Region prior to the June 1, 2021 deadline.

2. That the Public Service work closely with the City's representative(s) on the Winnipeg Metropolitan Region Board (future Capital Region Board) to advance the City's position on the regional Plan.

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

Report – Executive Policy Committee – May 18, 2021

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On May 18, 2021, the Executive Policy Committee concurred in the recommendation of the Winnipeg Public Service and submitted the matter to Council.

ADMINISTRATIVE REPORT

Title: Winnipeg Metropolitan Region Draft Plan 20-50

Critical Path: Executive Policy Committee – Council

AUTHORIZATION

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

EXECUTIVE SUMMARY

The Winnipeg Metropolitan Region (WMR) released the draft Regional Growth and Servicing Plan (attached as Appendix C) on April 9, 2021 for public consultation. This is the first ever regional plan for the Winnipeg Capital Region. Draft Plan 20-50 (the Draft Plan) covers the 18 municipalities of the Metropolitan Region, including the City of Winnipeg. The WMR has asked that public feedback on the Plan be received by June 1, 2021. We anticipate the WMR will be submitting the Plan, together with a summary of public feedback, to the Minister of Municipal Relations, Province of Manitoba. If Bill 37 receives Royal Assent, the Province will require a Regional Planning By-law be adopted by a new Capital Planning Region Board.

Public Service comments on the Draft Plan are provided in Appendix A of this report. Comments are categorized into high, medium and low level concerns with respect to potential implications to the City. The Public Service is recommending Council support forwarding the list of comments to the WMR. The lengthy set of detailed comments could be refined and brought to resolution through additional conversations and engagement with the WMR and Province through the City's representatives on the WMR Board and the soon to be established Capital Planning Region Board.

RECOMMENDATIONS

1. That the list of comments on the Draft Plan 20-50 as outlined by the Public Service in Appendix A to this report be forwarded to the Winnipeg Metropolitan Region prior to the June 1, 2021 deadline.

2. That the Public Service work closely with the City's representative(s) on the Winnipeg Metropolitan Region Board (future Capital Region Board) to advance the City's position on the regional Plan.

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

REASON FOR THE REPORT

The WMR is seeking input on Draft Plan20-50 from all who wish to be included in the Draft Plan20-50 Review Report that will be submitted to the Minister of Municipal Relations, the Honourable Derek Johnson, before June 1, 2021. The Public Service would like Council to formally submit the City of Winnipeg's interests and concerns in regards to the draft plan so that collaborative dialogue can occur. The City has a continued and strong interest in participating within a collaborative framework to address regional growth and servicing and supports the introduction of a regional plan.

IMPLICATIONS OF THE RECOMMENDATIONS

Direction from Council will give the City's representatives on the WMR Board endorsement to engage with, and represent the City's position, to WMR member municipalities and the WMR on regional planning matters.

Comments included in Appendix A will inform the WMR and the Province of Manitoba regarding the City's interests and concerns on the Draft Plan for the region.

The Public Service will work with the WMR and the Province to resolve outstanding issues and ensure a smooth transition to adoption and implementation of the Plan.

HISTORY/DISCUSSION

On November 2, 2020, the Province of Manitoba gave first reading to Bill 37 - *The Planning Amendment and City of Winnipeg Charter Amendment Act* which reintroduced the former Bill 48 with a number of amendments.

Bill 37 establishes a new Capital Planning Region consisting of the 18 municipal members of the Winnipeg Metropolitan Region. The stated mandate of the Capital Planning Region is to enhance economic and social development by improving and coordinating sustainable land use and development in the region through adopting a Regional Planning By-law.

Bill 37 requires that the Regional Planning By-law contain, among other things, plans and policies respecting the physical, social, environmental, economic and fiscal objectives for the Capital Planning Region for at least a 30-year time span. The intention is for the Draft Plan to be adopted by the Capital Planning Region as the Regional Planning By-law as required per Bill 37.

All development plans, secondary plans and zoning by-laws of Capital Planning Region member municipalities, including the City of Winnipeg, must be consistent with the Regional Planning By-law within three years of being adopted by the Capital Planning Region. This includes *OurWinnipeg* and the *Complete Communities Direction Strategy* both of which are in the process of being reviewed. In addition, land use development proposals, received by the City of Winnipeg, that do not conform with the Regional Planning By-law must be refused without a hearing.

Draft *OurWinnipeg 2045* policy highlights working in collaboration with the Province in a number of areas also identified in the Draft Plan including land resources, housing, sustainable infrastructure development, regional water resource management, strategic procurement, and circular economy. An updated draft of *OurWinnipeg 2045* will be submitted to the Province for approval following second reading.

At the time of writing, the Capital Planning Region has yet to be established by the Province as per Bill 37. The WMR has invited public feedback on the Draft Plan. All feedback received by June 1, 2021 will be compiled and submitted with the Draft Plan to the Minister of Municipal Relations. Following Royal Assent of Bill 37, the newly formed Capital Planning Region will be required to adopt a Regional Planning By-law as outlined in Bill 37. The process of adopting the Draft Plan as the Regional Planning By-law will be defined in the regulations for Bill 37.

Regional planning is critical to ensure the Winnipeg region remains competitive on a national and global scale. A regional plan will help in reducing the conflicts and competition for development and resources between local governments within the region and draw parties together toward common goals. As such, collaboration and compromise will be important so the region as a whole can benefit. The Draft Plan seeks to integrate land use, transportation and infrastructure planning efforts of each member municipality so the region can grow in a predictable manner and continue to attract business, development and people to the area. In addition, once adopted, the Regional Planning By-law is expected to help establish priorities. It is recognized that Winnipeg contains a majority of the capital region population and generates a majority of the economic activity and development. Success in regional planning will be defined by Winnipeg's success in achieving the goals set out in the Draft Plan.

The Draft Plan is structured based on five integrated policy areas:

- Integrated communities and infrastructure – a long range regional growth and servicing plan contemplates efficient and effective regional coordination of infrastructure investment as the foundation of every strong community
- Investment and employment – by planning regionally we ensure that local economies are not developed in isolation
- One environment – responding to the effects of extreme weather requires a shared approach
- Resource management – resources support a growing economy; they generate income, employment and support export opportunities
- Collaborative governance – good working relationships are the foundation to incorporate the needs of communities and build a prosperous Winnipeg Metropolitan Region for all

The Draft Plan includes three general policy area designations: Metropolitan Core, Inner Metropolitan Area and Outer Metropolitan Area. Winnipeg falls within the Metropolitan Core and Inner Metropolitan Area. While the policies of the Metropolitan Core apply only to the City of Winnipeg, policies of the Inner Metropolitan Area also apply to areas of Headingley, East St. Paul and West St. Paul (see Schedule 1 - Winnipeg Metropolitan Regional Structure to 2050 Map attached as Appendix B). The Draft Plan expects the majority of growth to occur within Winnipeg, the two designated areas in and around the city, and other Urban Centres (within the commuter shed area identified by the Draft Plan). The Draft Plan also directs growth and development to employment areas, a majority of which are located in the City. In large part, the Winnipeg focused policies mirror those currently found in *OurWinnipeg* and the *Complete Communities Direction Strategy*.

The Draft Plan proposes density targets which will need to be clarified and carefully managed as they may be tied to future infrastructure and servicing funding. Future collaboration will be important as the future Capital Planning Region seeks to roll out a series of 22 more detailed plans and strategies on a variety of issues to be completed in the years following adoption of the Plan, as shown in the table below:

Future Work Items for Plan 20-50:

1	*Regional Servicing Strategy*	2021
2	*Regional Sludge Management Master Plan*	2021
3	*Regional Infrastructure Investment Prioritization Framework*	2022
4	*Regional Transportation Master Plan Update*	2022
5	*Zero Emission Vehicle (ZEV) Strategy*	2024
6	*Regional Housing Strategy*	2024
7	*Natural Asset and Green Infrastructure Study*	2021
8	*Regional Resilience*	2021
9	*Natural Assets Network Priorities Plan*	2022
10	*Regional Climate Action Plan*	2022
11	*Agricultural Impact Assessment Tool*	2022
12	*Regional Agricultural Master Plan*	2023
13	*Shared Benefit Framework*	2021
14	*Regional Economic Development Framework*	2021
15	*Goods Movement Study*	2021
16	*Circular Economy Materials Flow Analysis*	2023
17	*Development Permitting Framework*	2022
18	*Shared Data Standards and Agreements Templates*	2022
19	*Land Use Designation Framework*	2022
20	*Regional Asset Management Framework*	2023
21	*Service Sharing Framework*	2023
22	*Regional Asset Management Program*	2024
23	*Density Guide*	TBD

The Public Service has reviewed the Draft Plan. Comments from various departments have been consolidated under the key themes further described below. A detailed listing of comments on individual policies is provided in Appendix A and categorized according to importance (high/medium/low) and potential implications to the City.

Key Themes:

1. **The Draft Plan exhibits good alignment with the existing OurWinnipeg development plan and Complete Communities Direction Strategy, but requires updating to reflect draft OurWinnipeg 2045 and Complete Communities 2.0.**
   The Draft Plan's adaptation of the City's Urban Structure appears to be based on the existing Complete Communities Direction Strategy, but does not capture changes made in proposed Draft 2.0 (at First Reading stage). Specifically, there are mapping inconsistencies between the Draft Plan's Regional Structure and CCDS 2.0's Urban Structure. There is also new policy nuance in 2.0 directing different levels of density that is insufficiently captured in the Draft Plan policies. The City suggests that changes be

made to the Draft Plan's Metropolitan Core policies (p. 53) to better reflect the City's new approach.

While the City is pleased to see reference to the United Nations Sustainable Development Goals in the Draft Plan's introduction, and 6.65 Monitoring and Reporting, it encourages their greater integration throughout the document with clear alignment in policy and metrics.

2. **Clarity is required with regard to how Draft Plan policies will be interpreted, applied and implemented by the WMR (future Capital Planning Region Board) and the Province.**
   Many of the Draft Plan's policies provide for a wide range of possible interpretations, making it difficult to communicate the degree to which the City should be concerned about them. For example:
   - The Draft Plan prescribes minimum density requirements to infill development located Downtown, along Regional Mixed Use Corridors and Rapid Transit Corridors, and in Regional Mixed Use Centres and Major Redevelopment Sites. However, it is unclear how they would be administered. Would they be applied to every new building, or would the requirements be measured across the entire site over the 30-year time horizon of the plan?
   - The Draft Plan restricts municipalities from extending water or wastewater services unless it can demonstrate a need (1.2.6). How is an "extension" defined – does it include local pipes, or only regional? Will it be evaluated on a Precinct basis, or on a subdivision or building permit basis? Who will be the final arbiter of need?

3. **The Draft Plan includes instances of interventions into matters that are traditionally of local jurisdiction.**
   Depending on how proposed policies are interpreted, the Draft Plan may intervene into roles traditionally provided by local governments, including:
   - Mandating minimum densities without regard for neighbourhood compatibility or market conditions (1.1.5)
   - Mandating standardized development plan designations (5.1.1)
   - Mandating standardized permit application forms (5.1.2)
   - Limiting vehicular access on Portage Ave, Pembina Hwy, and Main St (2.4.2)

   Additionally, the Draft Plan directs the future Capital Planning Region Board to establish a large number of new plans, policies, and strategies, many of which may have significant implications on City planning activities and service delivery. Moreover, there is no indication of the extent to which the City will be bound by them and/or how it can inform their development. Examples include:

   - How might a Regional Infrastructure Investment Prioritization Framework (1.2.2) impede the City to set its own administrative and political priorities?
   - To what extent will the City be bound by the terms of a Service Sharing Framework (5.4.2)?

   The identification of City Urban Structure designations such as Regional Mixed Use Centres and Major Redevelopment Sites is concerning in that it duplicates the OurWinnipeg/Complete Communities Urban Structure. Having two sets of the same policy may make amendments much more cumbersome to process.

4. **Draft Plan implementation will require significant City resources.**
   To a large extent, the Draft Plan is a “plan to plan”, outlining a large number of additional plans, strategies, and programs that will need to be developed in coming years. This work will require significant City resources in the following ways:

   - As a future member of the Capital Planning Region, the City will likely be bound to contribute its share of its operating funds, which will in part be used to fund this work.
   - Public Service resources will be required to engage in the development of this work.
   - The Draft Plan will require the City to undertake plans and strategies of its own.

   Not only will the City have to commit resources to engaging in the development of future Capital Planning Region plans, strategies, and policies, but municipalities will also be required to undertake work of their own. The extent and range of this future work is noted in Appendix A. Consequently, the Draft Plan will be a significant driver of Public Service resources over the next several years.

Multiple departments within the Public Service with a prospective interest in a regional plan were contacted and contributed comments which are summarized in Appendix A. While it is not comprehensive, the list provides a general summary of the variety of comments that arose during internal consultation. Responding departments included the following:

- Office of Sustainability (WW)
- Water and Waste
- Public Works
- Assets and Project Management
- Community Services
- Innovation and Technology Services
- Winnipeg Fire Paramedic Service

The Public Service is recommending Council support forwarding the summary of comments to the WMR and ultimately the Province, and that the City continue to advance these issues through its representatives on the WMR Board (soon to become future Capital Planning Region Board). Public Service comments have been developed based on an isolated review of the Draft Plan without an opportunity for discussion and request for clarification from the WMR or Province. While we were privy to earlier presentations of the proposed content, this was the first opportunity to review draft policy language. The draft Plan is still very early in its review process and it is possible that some of the concerns expressed could be alleviated with more robust discussion.

FINANCIAL IMPACT

Financial Impact Statement

Date: April 30, 2021

Project Name:

Winnipeg Metropolitan Region Draft Plan 20-50

COMMENTS:

The financial implications of the Winnipeg Metropolitan Region (WMR) Draft Plan 20-50 may be far-reaching and significant. As noted in the body of the report, areas identified in the Draft Plan including land resources, housing, density targets, sustainable infrastructure development, regional water resource management, strategic procurement, etc. will inform decision-making at all stages and levels at the City. Plans, strategies, and programs that will follow adoption of the WMR Draft Plan 20-50 will undoubtedly have a financial impact on the City for years to come.

At present, the sheer number of variables involved precludes any attempt to reasonably quantify the financial impact of the WMR Draft Plan 20-50. However, in preparing annual operating and capital budget submissions, the Public Service shall take into account the strategic priorities identified by Council and, to the extent they are influenced by the WMR Draft Plan, future reports to be considered by Council or committees thereof will, if applicable, include specific financial implications of the Draft Plan.

Mike McGinn April 30, 2021

Mike McGinn, CPA, CA
Manager of Finance

CONSULTATION

This Report has been prepared in consultation with: N/A

OURWINNIPEG POLICY ALIGNMENT

N/A

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

N/A

SUBMITTED BY

Department: Planning Property and Development
Division: Urban Planning and Design
Prepared by: Valdene Lawson, RPP MCIP
Date: May 6, 2021
File No:

Attachments:

Appendix A: Public Service comments on Draft Plan 20-50

Appendix B: Schedule 1: Winnipeg Metropolitan Regional Structure to 2050 Map

Appendix C: Draft Plan 20-50 - Regional Growth and Servicing Plan