Minutes – Executive Policy Committee – June 16, 2021

PUBLIC HEARINGS

Item No. 1 OurWinnipeg 2045 Plan – By-law No. 120/2020
File PW 1/2020

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

The Executive Policy Committee concurred in the recommendation of the Winnipeg Public Service, as amended, and recommended to Council:

1. That the OurWinnipeg By-law No. 120/2020, attached as Appendix A, and as amended in accordance with Appendix C, be forwarded to Council for second reading, with the following additional amendments:

    A. That the relevant Major Open Space and the Parks and Recreation sections be amended to include:

        i. A Master Greenspace Plan for citywide greenspace planning that considers municipal golf courses as major nature preserves and greenspace and includes:

            a. A Biodiversity Policy for Winnipeg that will detail, among other things, an ecological network that is interdependent, reciprocal, healthy, connected and integrated with the built environment and life on the land; one rooted in Indigenous traditional knowledge of land, community, and ecology.

            b. A Corridor Plan to protect, and enhance Winnipeg forests, green spaces, natural environment and natural area corridors including Winnipeg's connecting riverbank corridors.

            c. Tracking the status of greenspace and regular reporting to the public and Council. As part of the biodiversity policy, a requirement of an annual report to Council structured in line with the Durban Commitments Local Governments for Biodiversity.

    B. That development on City-owned land that is designated as Major Open Space, zoned PR, under Parks jurisdiction, or used as parks be prohibited.

    C. That a portion of the Booth neighbourhood, as outlined in Appendix F, be changed from a Mature Community to a Recent Community.

EXECUTIVE POLICY COMMITTEE RECOMMENDATION (continued):

D. That a portion of the Norberry and St. George neighbourhoods, as outlined in Appendix G, be changed from a Mature Community to a Recent Community.

2. That funding for the development of a Biodiversity Policy be referred to the 2022 budget process.

3. That the Public Service be directed to amend the By-law in accordance with Recommendation 1 and bring same directly to Council for second reading.

4. That the OurWinnipeg By-law No. 120/2020 be forwarded to the Minister of Municipal Relations for review and approval.

5. That upon approval of the OurWinnipeg By-law No. 120/2020 by the Minister of Municipal Relations, and third reading and adoption by Council, By-law No. 67/2010 and the companion Direction Strategies: *A Sustainable Winnipeg, Sustainable Transportation and Sustainable Water and Waste,* be repealed.

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

DECISION MAKING HISTORY:

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

Moved by Councillor Gilroy,

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

Carried

Moved by Councillor Rollins,

WHEREAS Winnipeggers want to see their green spaces and natural areas, managed like other infrastructure assets with planning, budgets and accountability and parks, golf courses, river corridors, connecting corridors, cemeteries, boulevards, rail and hydro corridors should be placed at the heart of urban planning as they contribute to environmental sustainability, social equity, economic prosperity and population health;

AND WHEREAS Winnipeg has always needed to manage their open space sustainably by responding to sudden environmental changes like flooding events and other extreme weather challenges like grassland fires brought on by climate change;

AND WHEREAS environmental and ecological advocates like OURS-Winnipeg and Save Our Seine represent and involve local residents of all ages in a shared vision to preserve, protect and enhance urban greenspace and to retain golf courses as nature preserves and recreational greenspace;

AND WHEREAS youth in Winnipeg have called on Council to respond to their Climate Justice concerns; and June 5th marks The United Nations Decade on Ecosystem Restoration aiming to halt the degradation of ecosystems, and restore them to achieve global goals to prevent catastrophic climate change;

AND WHEREAS Winnipeg has a below average amount of Parks and Open Space (only 6%) compared to other Canadian cities (average 9%), Winnipeg greenspaces are suffering from high use due to COVID-19, and Winnipeg will need more greenspace for conservation and recreation to keep pace with its growing population;

DECISION MAKING HISTORY (continued):

THEREFORE BE IT RESOLVED that the recommendation of the Winnipeg Public Service be concurred in with following amendments:

- In Recommendation 1, delete the period after "second reading" and replace with the following:

  ", with the following additional amendments:

  A. That the relevant Major Open Space and the Parks and Recreation sections be amended to include:

     i. A Master Greenspace Plan for citywide greenspace planning that considers municipal golf courses as major nature preserves and greenspace and includes:

        a. A Biodiversity Policy for Winnipeg that will detail, among other things, an ecological network that is interdependent, reciprocal, healthy, connected and integrated with the built environment and life on the land; one rooted in Indigenous traditional knowledge of land, community, and ecology.

        b. A Corridor Plan to protect, and enhance Winnipeg forests, green spaces, natural environment and natural area corridors including Winnipeg's connecting riverbank corridors.

        c. Tracking the status of greenspace and regular reporting to the public and Council. As part of the biodiversity policy, a requirement of an annual report to Council structured in line with the Durban Commitments Local Governments for Biodiversity.

  B. That development on City-owned land that is designated as Major Open Space, zoned PR, under Parks jurisdiction, or used as parks be prohibited."

- Add the following new recommendations and renumber the remaining recommendations accordingly:

  "2. That funding for the development of a Biodiversity Policy be referred to the 2022 budget process.

  3. That the Public Service be directed to amend the By-law in accordance with Recommendation 1 and bring same directly to Council for second reading."

DECISION MAKING HISTORY (continued):

Yea:	Bowman, Allard, Browaty, Gillingham, Gilroy, Mayes, Rollins	7
Nay:		0

Carried

Moved by Councillor Mayes,

That the recommendation of the Winnipeg Public Service be concurred in with following amendments:

- In Recommendation 1, delete the period after "second reading" and replace with the following:

  ", with the following additional amendments:

  A. That a portion of the Booth neighbourhood, as outlined in Appendix F, be changed from a Mature Community to a Recent Community.

  B. That a portion of the Norberry and St. George neighbourhoods, as outlined in Appendix G, be changed from a Mature Community to a Recent Community."

Yea:	Bowman, Allard, Browaty, Gillingham, Gilroy, Mayes, Rollins	7
Nay:		0

Carried

Moved by Councillor Gilroy,

That the recommendation of the Winnipeg Public Service be concurred in, as amended, and forwarded to Council.

Yea:	Bowman, Allard, Browaty, Gillingham, Gilroy, Mayes, Rollins	7
Nay:		0

Carried

DECISION MAKING HISTORY (continued):

Moved by Councillor Gilroy,

That the following supporting reasons be provided, namely:

1. Our Winnipeg is our guiding document. It's the document that supersedes all other documents. It's exciting to be part of this document. There are not many opportunities where Councillor's get the opportunity to be a part of a 25-year plan, to be part of the implementation of that, so it's very exciting.

2. Our guiding development plan really tackles issues around Indigenous rights, greenspace, climate change, and protecting and enhancing our urban forest. And there's six goals for Winnipeg that include leadership and good governance, environment and resilience, economic prosperity, good health and well-being, and social equality and city building.

3. I am very proud of the work of the public administration has done, all of the citizens that have come forward in helping us shape and guide this document process, and all of our Council colleagues who have been part of the process through the different debates through different committees and listening at the public hearings, so thank-you everyone.

Carried

Moved by Councillor Gilroy,

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

Carried

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On May 18, 2021, the Executive Policy Committee further adjourned the public hearing to its meeting on June 16, 2021, at 9:30 a.m. in the Council Building, 510 Main Street.

On May 13, 2021, the Executive Policy Committee adjourned the public hearing to its meeting on May 18, 2021, at 9:30 a.m. in the Council Building, 510 Main Street.

PUBLIC HEARING SUMMARY

File:	PW 1/2020
Before:	Executive Policy Committee His Worship Mayor Bowman, Chairperson Councillor Allard Councillor Browaty Councillor Gillingham Councillor Gilroy Councillor Mayes Councillor Rollins
Public Hearing:	June 16, 2021 May 18, 2021 May 13, 2021 Council Building, 510 Main Street
Applicant:	The City of Winnipeg (Director of Planning, Property and Development)
Subject:	A proposal to repeal and replace OurWinnipeg Plan By-law No. 67/2010 with OurWinnipeg 2045 Development Plan.
For submission to:	Council
Prepared by:	A. Poitras, Manager of the Decision Making Process Executive Policy Committee
Report date:	June 17, 2021

Executive Policy Committee Recommendation:

On June 16, 2021, the Executive Policy Committee concurred in the recommendation of the Winnipeg Public Service, as amended, and recommended to Council:

1. That the OurWinnipeg By-law No. 120/2020, attached as Appendix A, and as amended in accordance with Appendix C, be forwarded to Council for second reading***, with the following additional amendments:***

    A. That the relevant Major Open Space and the Parks and Recreation sections be amended to include:

        i. A Master Greenspace Plan for citywide greenspace planning that considers municipal golf courses as major nature preserves and greenspace and includes:

a. ***A Biodiversity Policy for Winnipeg that will detail, among other things, an ecological network that is interdependent, reciprocal, healthy, connected and integrated with the built environment and life on the land; one rooted in Indigenous traditional knowledge of land, community, and ecology.***

b. ***A Corridor Plan to protect, and enhance Winnipeg forests, green spaces, natural environment and natural area corridors including Winnipeg's connecting riverbank corridors.***

c. ***Tracking the status of greenspace and regular reporting to the public and Council. As part of the biodiversity policy, a requirement of an annual report to Council structured in line with the Durban Commitments Local Governments for Biodiversity.***

B. ***That development on City-owned land that is designated as Major Open Space, zoned PR, under Parks jurisdiction, or used as parks be prohibited.***

C. ***That a portion of the Booth neighbourhood, as outlined in Appendix F, be changed from a Mature Community to a Recent Community.***

D. ***That a portion of the Norberry and St. George neighbourhoods, as outlined in Appendix G, be changed from a Mature Community to a Recent Community.***

2. ***That funding for the development of a Biodiversity Policy be referred to the 2022 budget process.***

3. ***That the Public Service be directed to amend the By-law in accordance with Recommendation 1 and bring same directly to Council for second reading.***

4 ~~2~~. That the OurWinnipeg By-law No. 120/2020 be forwarded to the Minister of Municipal Relations for review and approval.

5 ~~3~~. That upon approval of the OurWinnipeg By-law No. 120/2020 by the Minister of Municipal Relations, and third reading and adoption by Council, By-law No. 67/2010 and the companion Direction Strategies: *A Sustainable Winnipeg, Sustainable Transportation and Sustainable Water and Waste*, be repealed.

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

Note: The wording in bold and italics denotes amendments made by the Executive Policy Committee.

The Executive Policy Committee provided the following supporting reasons for its recommendation:

1. Our Winnipeg is our guiding document. It's the document that supersedes all other documents. It's exciting to be part of this document. There are not many opportunities where Councillor's get the opportunity to be a part of a 25-year plan, to be part of the implementation of that, so it's very exciting.

2. Our guiding development plan really tackles issues around Indigenous rights, greenspace, climate change, and protecting and enhancing our urban forest. And there's six goals for Winnipeg that include leadership and good governance, environment and resilience, economic prosperity, good health and well-being, and social equality and city building.

3. I am very proud of the work of the public administration has done, all of the citizens that have come forward in helping us shape and guide this document process, and all of our Council colleagues who have been part of the process through the different debates through different committees and listening at the public hearings, so thank-you everyone.

Exhibits Filed:

1. Application dated April 15, 2021
2. Council Decision of January 28, 2021; contains report from the Director of Planning, Property and Development dated December 7, 2020
3. First Reading of By-law No. 120/2021 by Council on January 28, 2021
4. Notification of Public Hearing to:
   - A. Minister of Municipal Relations dated March 26, 2021
   - B. Applicant dated March 26, 2021
   - C. Administration dated March 26, 2021
   - D. Rural Municipalities of West St. Paul, East St. Paul, Springfield, Ritchot, MacDonald, Headingley, Rosser, Treaty One Development Corporation, Long Plain First Nation, and Peguis First Nation dated March 26, 2021
5. Notifications of Public Hearing for newspaper advertisements received April 21 and 28, 2021
6. Report from the Urban Planning and Design Division dated April 30, 2021
7. Presentation dated May 13, 2021, by the Winnipeg Public Service in support of the matter
8. Presentation dated May 13, 2021, by Emma Durand-Wood, Trees Please! Winnipeg Coalition, in support of the matter
9. Video Submission by Chiedza Mugurungi in support of the matter
10. Presentation in opposition to the matter submitted by Councillor Santos
11. Documentation dated May 13, 2021, from Councillor Nason in opposition to the matter
12. Presentation dated May 13, 2021, in opposition to the matter submitted by Shelley Sweeney
13. Presentation dated May 13, 2021, in opposition to the matter submitted by Muriel St. John, Crescent Park Rescue Committee (CPR) and OURS-Winnipeg (Outdoor Urban Recreational Spaces)
14. Presentation dated May 13, 2021, in opposition to the matter submitted by Ron Mazur, Co-Chair, OURS-Winnipeg
15. Presentation dated May 13, 2021, in opposition to the matter submitted by Pam Lucenkiw
16. Presentation dated May 13, 2021, in opposition to the matter submitted by Michele Kading, Save Our Seine
17. Presentation in opposition to the matter submitted by Bev Pike
18. Presentation in opposition to the matter submitted by Cynthia Dietz

19. Documentation dated May 13, 2021, from Roxana Mazur, Kingston Crescent Residents' Association, in opposition to the matter
20. Communication dated May 10, 2021, from Dave Green in opposition to the matter
21. Communication dated May 9, 2021, from Grace Ma in opposition to the matter
22. Presentation dated May 13, 2021, in opposition to the matter submitted by Corinne Caron
23. Presentation dated May 13, 2021, in opposition to the matter submitted by Richard Huybers, Chairman, Cross Country Ski Association of Manitoba
24. Communication dated May 13, 2021, from Laurie Penton, Manager, Windsor Park Nordic Centre, in opposition to the matter
25. Communication dated May 7, 2021, from Laurie Penton in opposition to the matter
26. Communication dated May 13, 2021, from Matt Glavin, Terracon Development Ltd., in opposition to the matter
27. Communication from Councillor Lukes in opposition to the matter
28. Communication dated May 13, 2021, from Len Van Roon in opposition to the matter
29. Communication dated May 12, 2021, from Carla Epp in opposition to the matter
30. Communication dated May 9, 2021, from Craig Henderson in opposition to the matter
31. Communication dated May 9, 2021, from Dan Kolson in opposition to the matter
32. Communication dated May 9, 2021, from Gayle Kolson in opposition to the matter
33. Communication dated May 12, 2021, from Jared Ladobruk, Executive Director, Golf Manitoba, in opposition to the matter
34. Communication dated May 10, 2021, from Hal Loewen in opposition to the matter
35. Communication dated May 10, 2021, from Ryan Lucenkiw in opposition to the matter
36. Communication dated May 10, 2021, from Brenda McEachern in opposition to the matter
37. Communication dated May 11, 2021, from Karin McSherry, Executive Director, Cross Country Ski Association of Manitoba, in opposition to the matter
38. Communication dated May 5, 2021, from Dusty Molinski in opposition to the matter
39. Communication dated May 10, 2021, from Mike Morawski in opposition to the matter

40. Communication dated May 10, 2021, from Weldon Penner in opposition to the matter
41. Communication dated May 6, 2021, from Laurie Ringaert, President, Save Our Seine River Environment Inc., in opposition to the matter
42. Communication dated May 13, 2021, from Patricia Robertson in opposition to the matter
43. Communication dated May 9, 2021, from Linda Seyers in opposition to the matter
44. Communication dated May 10, 2021, from Paul Thorimbert in opposition to the matter
45. Communication dated May 9, 2021, from Alexandra G. (Alix) Venema in opposition to the matter
46. Communication from Ian Walker in opposition to the matter
47. Communication dated May 10, 2021, from Erik Wallace in opposition to the matter
48. Communication dated May 10, 2021, from Mark Wiehler in opposition to the matter
49. Communication dated May 11, 2021, from Colleen Metge in opposition to the matter
50. Communication dated May 11, 2021, from Derick Young in opposition to the matter
51. Communication dated May 12, 2021, from Fenella Temmerman in opposition to the matter
52. Communication dated May 11, 2021, from Ina, Tim and Michael Prokipchuk, Residents of Niakwa Park, in opposition to the matter
53. Communication dated May 12, 2021, from Leslie Klass and Burton Ayles in opposition to the matter
54. Petition in opposition to the application submitted by Michelle Olivson
55. Communication dated May 7, 2021, from Kristin Macaulay in opposition to the matter
56. Communication dated May 13, 2021, from Terry Shaw, Executive Director, Manitoba Trucking Association, with respect to the matter
57. Presentation dated May 13, 2021, with respect to the matter, submitted by Mark Cohoe, Bike Winnipeg
58. Presentation in opposition to the matter, submitted by McGowan Russell Group
59. Communication dated May 4, 2021, from Denis De Pape with respect to the matter
60. Recording of Representations
61. Notice of Adjournment dated May 27, 2021
62. Recording of Representations

REPRESENTATIONS:

In Support:

John Kiernan, Director of Planning, Property and Development
Emma Durand-Wood
Mel Marginet
Ben McGillivray
Chiedza Mugurungi
Darcy Penner
David Pensato

In Opposition:

Burton Ayles
Daniel Buchanan
Corinne Caron
Diane Dawiskiba – Palliser
Art Defehr
Cynthia Dietz
Councillor Ross Eadie
Carla Epp
Charles Feaver
Matt Glavin
Dave Green
Craig Henderson
Richard Huybers
Michele Kading
Leslie Klass
Councillor Kevin Klein
Dan Kolson
Gayle Kolson
Jared Ladobruk
Hal Loewen
Pam Lucenkiw
Ryan Lucenkiw
Councillor Janice Lukes
Grace Ma
Kristin Macaulay
Roxana Mazur
Ronald Mazur
Brenda McEachern
Karin McSherry
Dusty Molinski
Michael Morawski
Colleen Metge

In Opposition (continued):

Councillor Shawn Nason
Michelle Olivson
Weldon Penner
Laurie Penton
Bev Pike
Ina Prokipchuk
Tim Prokipchuk
Michael Prokipchuk
Laurie Ringaert, President
Patricia Robertson
Susan Russell
Councillor Vivian Santos
Linda Seyers
Muriel Gerarda St. John
Shelley T. Sweeney
Fenella Temmerman
Paul Thorimbert
Len Van Roon Jr.
Alexandra G. (Alix) Venema
Ian Walker
Erik Wallace
Mark Wiehler
Jackie Wilkie
Derick Young

For Information:

Mark Cohoe
Denis De Pape
Terry Shaw

For the City:

G. Holmes, Principal Planner, Planning, Property and Development Department
L. Rempel, Planner, Planning, Property and Development
M. Robinson, Principal Planner, Planning, Property and Development
M. Pyl, Planner, Planning, Property and Development

Exhibit "6" referred to in File PW 1/2020

ADMINISTRATIVE REPORT

Title: *OurWinnipeg 2045* Plan – Public Hearing – By-law 120/2020 (PW 1/2020)

Critical Path: Executive Policy Committee – Council

AUTHORIZATION

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

EXECUTIVE SUMMARY

A Public Hearing by the Executive Policy Committee is required for the OurWinnipeg By-law No. 120/2020 (the "By-law") as prescribed by subsection 227(1) of the City of Winnipeg Charter. The Public Hearing is a prerequisite to Second and Third Reading by Council. The Province of Manitoba must also approve *OurWinnipeg 2045* before Third Reading and adoption by Council. Adoption of the By-law would result in the repeal and replacement of *OurWinnipeg* By-law 67/2010 and the companion direction strategies entitled: *A Sustainable Winnipeg*, *Sustainable Transportation* and *Sustainable Water and Waste*.

OurWinnipeg is the City's 25-year development plan. *OurWinnipeg 2045* builds on *OurWinnipeg* that was adopted in 2011 and integrates high-level policy content from its three companion Direction Strategies.

The *OurWinnipeg 2045* Plan meets the requirement under Section 224 of *The City of Winnipeg Charter* as follows:

> Council must, by by-law, adopt a development plan, in this Part referred to as "Plan Winnipeg", which must set out:
>
> (a) the City's long-term plans and policies respecting
>
> (i) its purposes,
>
> (ii) its physical, social, environmental and economic objectives, and
>
> (iii) sustainable land uses and development;
>
> (b) measures for implementing the plan; and
>
> (c) such other matters as the Minister or Council considers necessary or advisable.

The *OurWinnipeg 2045* Plan is required to be in conformance with Provincial Land Use Policies per subsection 226(5) of The City of Winnipeg Charter.

The *Complete Communities Direction Strategy 2.0* By-law No. 119/2020, reviewed concurrently, is a city-wide secondary plan that accompanies *OurWinnipeg 2045*, and guides physical growth, development, and land use through more detailed policy direction.

The *OurWinnipeg 2045* Plan confirms the vision, elevates current community needs and sets the stage for a collaborative and strategic implementation path forward in response to public, stakeholder and rightsholder feedback throughout the review. *OurWinnipeg 2045* enables an ongoing call to action for sustainable development and human rights that was inspired by the United Nations Sustainable Development Goals as the foundation for global and local policy development, community return on investment and measurement of progress. The interjurisdictional opportunities and issues for Winnipeg are systemic and interconnected. *OurWinnipeg 2045* creates space for genuine reflection, for learning, and for prioritizing people who the systems have disadvantaged.

The policy direction in *OurWinnipeg 2045* includes the following opportunities:

- Strengthening civic systems that support community resilience
- Accounting for the social, environmental, and economic impacts of municipal investments for broader community return
- Working in partnership for community benefit
- Removing barriers for systemically disadvantaged groups through a commitment to human rights and equity
- Integrating Indigenous perspectives and reconciliation throughout the plan
- Embedding targets for greenhouse gas emissions reduction to guide climate action
- Reinforcing the social determinants of health, health equity, and healthy built environments as a basis for proactive service delivery
- Addressing poverty and climate change solutions as innovative economic drivers
- Shifting transportation to more sustainable modes and less reliance on personal vehicles
- Prioritizing infill development and phasing new community development to accommodate growth and growth-supportive infrastructure in a more fiscally-sustainable way through an intensification target

Upon adoption of *OurWinnipeg 2045*, the City will focus implementation efforts through its influence within the Leadership and Good Governance and City Building goals, and through collaboration with government partners, community organizations, business, and a diverse representation of residents, to achieve the goals of Environmental Resilience, Economic Prosperity, Good Health and Well-Being, and Social Equity. Through *OurWinnipeg 2045*, the City commits to decision-making processes that operationalize and advance the 6 goals, 21 objectives and 131 policy directions in a representative and equitable manner with the community it serves. To do so, the City will begin by unpacking policy intentions, studying evidence, and aligning service and budget priorities with policy direction, through a facilitated and co-created *Strategic Priorities Action Plan* process.

Engagement feedback provided the basis for iterative document edits throughout all phases of the review process. The draft of *OurWinnipeg 2045* presented for Phase 3 engagement starting July 13, 2020 and resulting input contributed to proposed edits (See Appendix B Phase 3 Public, Stakeholder and Rightsholder Engagement Summary to this report).

RECOMMENDATIONS

1. That the OurWinnipeg By-law No. 120/2020, attached as Appendix A, and as amended in accordance with Appendix C, be forwarded to Council for Second Reading.

2. That the OurWinnipeg By-law No. 120/2020 be forwarded to the Minister of Municipal Relations for review and approval.

3. That upon approval of the OurWinnipeg By-law No. 120/2020 by the Minister of Municipal Relations, and Third Reading and adoption by Council, By-law No. 67/2010 and the companion Direction Strategies: *A Sustainable Winnipeg, Sustainable Transportation and Sustainable Water and Waste*, be repealed.

4. 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

Section 227(1) of the City of Winnipeg Charter (Hearings on Plan Winnipeg by-laws) states:

> After council gives first reading to a proposed Plan Winnipeg by-law, and before second reading,
>
> (a) the city must give notice of a hearing by the executive policy committee of council respecting the proposed by-law; and
>
> (b) the executive policy committee must conduct a hearing and submit its report respecting the proposed by-law to council.

The Development Procedures By-law (By-law 104/2020 – "Part 4 Development Plan") states that:

- EPC is the hearing body for
  - (a) a public hearing in respect of a development application to which this Part applies; and
  - (b) a combined hearing involving a development application to amend
    - (i) the Development Plan; or
    - (ii) Complete Communities.
- Council is the approving authority in respect of a development application to which this Part applies.

IMPLICATIONS OF THE RECOMMENDATIONS

OurWinnipeg 2045 is the City of Winnipeg's overarching development plan and, as such, is meant to inform decision-making at all stages and levels at the City. Policy intents of *OurWinnipeg 2045* include accountable revenue generation, community capacity and economic development / investment, municipal services provision, strategic procurement among many others. These policy intents, in isolation or in conjunction with others, will undoubtedly have a financial impact on the City for years to come. At present, the sheer number of variables involved precludes any attempt to reasonably quantify the financial impact of *OurWinnipeg 2045.* The financial and other implications will be the subject of future reports to be considered by Council or committees thereof in that the reports will be in alignment with *OurWinnipeg 2045* upon its adoption.

If the recommendations of this report are concurred in:

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

- City Clerk will send a certified copy of the OurWinnipeg By-law and the Executive Policy Committee Clause adopted by Council to the Minister of Municipal Relations (Sec 228(1) and 229(1) CWC). The *Complete Communities Direction Strategy 2.0* By-law may be held in abeyance until the Minister approves, approves subject to conditions, or rejects the OurWinnipeg By-law.
    - (Sec. 228(2) CWC) As soon as practicable after complying with Sec 228(1), the City must give notice by ordinary mail to every person who made submissions at the hearing conducted by the executive policy committee of Council respecting the proposed by-law, stating that

        (a) Council has given second reading to the proposed by-law;

        (b) a copy of the proposed by-law has been submitted to the Minister for approval; and

        (c) any person who made submissions at the hearing respecting the proposed by-law may file an objection, with stated reasons, with the Minister within 14 days after the day the notice is given.

- Upon Ministerial approval of the OurWinnipeg By-law, Council may give Third Reading to the OurWinnipeg By-law (Sec. 229(3) or 230(2) CWC) followed by Third Reading to the *Complete Communities Direction Strategy 2.0* By-law.

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

- The OurWinnipeg 2045 Plan is required to be in conformance with Provincial Land Use Policies per subsection 226(5) of The City of Winnipeg Charter.

- The Chief Administrative Officer will lead the initiation of the plan implementation process (Strategic Priorities Action Plan) upon Second Reading.

- It should be recognized that *OurWinnipeg 2045* was conceived under the framework provided by the City of Winnipeg Charter Act as it existed at the time of writing. Enactment of Provincial Bill 37 will require that all development plan, secondary plan and zoning by-laws of Capital Planning Region member municipalities, including the City of Winnipeg, must be consistent with Plan 20-50 within three years of being adopted by the Capital Planning Region.

HISTORY/DISCUSSION

HISTORY

- On July 20, 2011 Council gave Third Reading and adopted OurWinnipeg By-law No. 67/2010 and the By-law came into force on August 17, 2011.

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

- In June 2017, a 14-member Community Advisory Committee was established. The committee provided valuable and diverse expertise, perspectives and recommendations during ten meetings and throughout the review process.

- Phase 1 of the review was publicly launched in September 2017 and focused on understanding what's important to residents of Winnipeg and imagining Winnipeg's future. The *OurWinnipeg Review: Phase 1 Report to the Community (2018)* was received as information by Council on May 24, 2018.

- Phase 2 of the review occurred in 2018 through early 2019 and focused on the realignment of existing policy and testing its ongoing relevance through a review and co-creation process involving internal and external stakeholders.

- Phase 3 of the review occurred late in 2019 through late 2020 and focused on finalizing a draft Plan on which to seek feedback. Public engagement took place for one month starting on July 13, 2020 through the City's 'Engage Winnipeg' online information sharing and feedback site. Stakeholder and rightsholder engagement also began on July 13, 2020 and continued until October 30, 2020. Online and virtual engagement tools were used due to the community presence of COVID-19 and resulting provincial health regulations that restricted in-person events and meetings.

- On January 28, 2021, the OurWinnipeg By-law 120/2020 was given First Reading by Council.



DISCUSSION

***OurWinnipeg 2045* Overview**

OurWinnipeg 2045 is the City's 25-year development plan. It provides a visionary goal, objective and policy direction framework to guide leadership and governance with respect to priority-setting, service delivery, resource allocation and decisions about how the city grows. This guidance in turn influences the degree of environmental resilience, economic prosperity, good health and well-being and social equity that exists in the community. *OurWinnipeg 2045* is supported by the *Complete Communities Direction Strategy 2.0*. This city-wide secondary plan bylaw guides physical growth, development, and land use through more detailed policy direction.

The *OurWinnipeg* review process has benefited from input by residents, community stakeholders, rightsholders, and City subject matter experts, resulting in a co-created draft Plan. Through this process, *OurWinnipeg 2045* reflects a shared vision for a sustainable, high quality of life that can be embraced and experienced by all who make Winnipeg home now, and twenty-five years from now.

Highlights of the *OurWinnipeg 2045* Plan are provided below:

- Built on a framework of six localized goals inspired by the United Nations' efforts to advance human rights and sustainable development on a global scale.
- Leadership and Good Governance, Good Health and Well-Being, and City Building have been elevated in addition to the economic, environmental, and social sustainability goals in the 2011 version of *OurWinnipeg*.
- Builds on policy intent from the 2011 version of *OurWinnipeg* by incorporating more committed policy direction and results-oriented language aligned with localized sustainable development goal outcomes.
- Policy reflects community priorities through collaboration and co-creation with key stakeholders, rightsholders and a Community Advisory Committee.
- Includes a commitment to policy implementation through a Strategic Priorities Action Plan that will include a process for creating criteria with which to decide on priority actions and align budgets with policy direction.
- Introduces a preliminary set of community indicators that will evolve into more comprehensive evidence of the community and organizational state to inform priority actions and measure progress toward goal outcomes.
- Includes additional policy emphasis in the following areas:
    - Strengthening civic systems that support community resilience;
    - Accounting for the social, environmental, and economic impacts of municipal investments for broader community return;
    - Working in partnership for community benefit;
    - Removing barriers for systemically disadvantaged groups through a commitment to human rights and equity;
    - Integrating Indigenous perspectives and reconciliation throughout the plan;
    - Embedding targets for greenhouse gas emission reductions to guide climate action;

- Reinforcing the social determinants of health, health equity, and healthy built environments as a basis for proactive service delivery;
- Addressing poverty and climate change solutions as innovative economic drivers;
- Shifting transportation to more sustainable modes and less reliance on personal vehicles;
- Prioritizing infill development and phasing new community development through an intensification target to accommodate growth and growth-supportive infrastructure in a more fiscally sustainable way.

Highlights of Phase 1 Engagement

- The *OurWinnipeg* review team held a Community Leaders Forum, attended community events and festivals, planned focused discussions and provided ways for the public to be involved through the *SpeakUpWinnipeg.com* website.
- The *OurWinnipeg Review: Phase 1 Report to the Community* (2018) accounts for what was heard from stakeholders and the public. A high-level summary of feedback presented in this report includes:
  - Update the policy language to be clearer and more intentional;
  - Consider relative prioritization of actions for greater impact;
  - Carefully consider how and where the city grows to accommodate anticipated population growth. As part of this we will need to consider the impacts that growth has on quality of life, how we get around in the city, and our community's physical, social, economic and environmental goals; and
  - Commit to measuring, evaluating and reporting on progress.
  - Common messages that emerged from the report include:
    - How We Grow
      - Plan-based Approach: Where and when the city grows should be based on a clear and strategically prioritized plan.
      - Existing Communities: Maximize existing infrastructure and services by accommodating growth in existing communities, including downtown, through context sensitive infill and mixed-use development.
      - New Communities: Make sure new neighbourhoods are designed with a range of housing and sustainable transportation options, to meet the broad needs of a diverse community.
      - Public Spaces: Provide quality public and green spaces in all neighbourhoods.
    - Getting Around in the City
      - Transportation Options: Increase the range of transportation options, such as walking, cycling and public transit, to help people access daily needs.
      - Transportation Network Safety: Design and maintain the transportation network to be safe and accessible, paying specific attention to winter conditions.
      - Road Condition and Convenience: Enhance the physical condition of (and traffic flow on) roads, using effective construction methods and schedules that are more responsive to road users and adjacent properties.
    - Quality of Life

- Affordable Housing: Increase access to affordable housing.
- Community Assets, Programs and Events: Enhance community spaces, programs and social interactions to maximize public benefit; ensure easy access, respond to local needs and build a sense of belonging.
- Natural Areas and Green Space: Preserve natural areas and provide access to greenspace for recreation.
- Reconciliation: Rebuild relationships with Indigenous peoples toward a more equitable future while understanding our shared history and how this history affects us all today.
- Arts and Culture: Celebrate the heritage, arts and cultural diversity of our community.

- Health and Safety
  - Proactive Approach: Increase the impact of City resources by proactively addressing root causes and doing it right the first time.
  - Health Services: Ensure access to health services and provide emergency response services that address the needs of the community.
  - Mental Health and Addictions Supports: Support people who are living with mental illness and addictions to address their needs, and support the health and safety of all community members.
  - Food: Increase access to healthy, local and affordable food.
  - Safety: Address the real and perceived feelings of personal safety, injury prevention and well-being in public spaces and neighbourhoods so people are comfortable to go out any time of day.
  - Water Quality and Waste Management: Manage community waste and provide access to clean water and stewardship of water resources to protect the environment and public health.
- Civic Engagement and Governance
  - Implementation: Ensure that planning efforts result in timely and effective implementation.
  - Guided by Principles: Align City goals with principles of environmental sustainability, social equity, and economic prosperity.
  - Evidence-Informed Decision Making: Make sure all decisions are based on solid data and analysis, and outcomes are evaluated to make sure the City is on the right track, to help make better decisions in the future.
  - Innovation: Embrace innovation to support more sustainable practices and outcomes.
  - Trust: Desire for government decision-making processes and political and administrative leadership to be more transparent, accountable, evidence-informed and visionary.
  - Responsive Engagement: Improve existing decision-making process and increase access and awareness about how to participate. Listen to and meaningfully incorporate representative community feedback into decisions.

- Coordinated Partnerships: Invest in relationship building, community organizing, and collaboration between community members, leaders, organizations and the City to realize Winnipeg's full potential.

This feedback was integrated into Phase 2 of the engagement process.

Highlights of Phase 2 Engagement

- The following key tasks were executed during this phase of the review:
  - Internal stakeholders were consulted on the merits of existing *OurWinnipeg* policy direction and whether meaningful implementation steps had occurred since its adoption in 2011. The consensus view was that it was difficult to fully assess the ongoing merits of policy direction without additional context, and that insufficient progress had been made toward policy implementation.
  - Best practice research was performed with the intent of providing clearer context for existing policy direction to test its ongoing relevance. This research revealed recent work by the United Nations to create a globally significant human rights-based framework for sustainable development. The 17 United Nations Sustainable Development Goals (UNSDGs) became the inspiration for 6 localized goals and a proposed framework for *OurWinnipeg 2045* policy. The intent of this approach was to preserve and enhance the existing sustainability theme, and build City subject matter expert consensus on the outcomes to achieve.
  - Additional research identified a number of cities world-wide that have embraced the UNSDG framework as a means of assuming responsibility for and measuring progress against the goals. Locally, a United Way Winnipeg initiative known as 'Peg' had also developed a set of community indicators for Winnipeg and aligned this measurement model with the UNSDGs. This work paints a relevant picture of the current state of the Winnipeg community. This work provided evidence to guide the development of draft objectives and policy direction for the *OurWinnipeg 2045* goals.
  - A number of tasks were conducted by the *OurWinnipeg* review team at this stage of the process:
    - Each existing policy direction statement in *OurWinnipeg 2011* and its companion documents, was realigned within the proposed new sustainable development goal framework;
    - Policy language was assessed for strength and degree of commitment in response to feedback previously provided;
    - A determination was made of areas where more policy emphasis would be beneficial based or where gaps existed based on evidence of the current community and organizational state;
    - Policy redundancies were identified and eliminated;
    - *OurWinnipeg 2011* companion documents were also reviewed for relevant policy content which was retained. More recent City plans or strategies that address companion document content, but were more up to date, were also integrated into the review for policy consideration. This deemed the companion documents redundant and proposed for repeal; and,
    - A policy numbering system was introduced for ease of referencing and input tracking.

- The Community Advisory Committee members and City subject matter experts were engaged to test and validate the proposed policy framework and realigned policy. This was deemed necessary because the proposed goal and objective framework represented a significant departure from the 2011 *OurWinnipeg* document structure. Specific external organizations were also invited to share their perspectives through a policy co-creation process. These organizations were referred to as 'anchor institutions' because of their broad community membership and expertise that was aligned with the draft goals, objectives and policy intent. The *OurWinnipeg* review team supplemented this outreach by attending ten community events and workshops to build its knowledge related to the goals.
- Feedback on the proposed localized sustainable development goal framework was positive overall. In addition, the *OurWinnipeg* review team tested policy intent, and perceived gaps of the *OurWinnipeg 2011* plan against the sustainable development framework. Anchor institutions and approximately 100 City subject matter experts also evaluated draft policy against current community and City needs identified. City subject matter experts participated in an iterative process that included 16 presentations and discussions, and the circulation of five drafts over an eight-month period to build consensus and improve policy quality. Drafts were also circulated periodically to anchor institutions and the Community Advisory Committee for additional feedback.
- During this iterative process, enhancements were introduced based on feedback received and ideas generated, with the intent of improving the quality, clarity and usability of the draft Plan. These enhancements included:
  - Identifying policy interconnections across multiple goals where applicable;
  - Highlighting policy intent using short form intent labels; and,
  - Introducing goal narratives, a policy index, and a glossary to enhance understanding of the vision and policy context, highlight policy interconnections, and improve document navigation.
- A specific commitment to policy implementation was embedded in the draft policy wording in response to one of the strongest messages of Phase 1 and Phase 2 engagement. This commitment was also reflected in seeking feedback on the proposed Strategic Priorities Action Plan process overview.
- A number of early action ideas were requested and provided that will serve as input and help inform a co-created prioritization process to be initiated post-adoption with the community.
- The *OurWinnipeg* review team met with City Councillors, by Community Committees, and Provincial representatives to present an overview of the Plan framework for early feedback, discussion and clarity of intent.
- Six written submissions from the following organizations provided additional feedback for consideration in the draft Plan:
  - Canadian Community Economic Development Network Manitoba
  - Manitoba Artist Run Centres Coalition
  - Manitoba Eco-Network
  - Right to Housing Coalition - City Working Group
  - Winnipeg Airports Authority
  - Winnipeg Chamber of Commerce

Highlights of Phase 3 Engagement

- Phase 3 included finalizing a draft Plan through an interdepartmental co-creation process. The draft released for Phase 3 engagement was the product of interactive policy refinement and consensus-building, previous engagement feedback, evidence of the current state of the community, and a review of other City plans and strategies. This process included one-on-one meetings with Councillors to share the draft Plan for discussion and comments.
- Phase 3 public engagement began on July 13, 2020 through the Engage Winnipeg online information sharing and feedback site due to the impact of COVID-19 and resulting Provincial health regulations on the community. Virtual stakeholder and rightsholder outreach and engagement started concurrently and continued until October 30, 2020. The former engagement site: *SpeakUpWinnipeg.com*, was retired, with content migrated to *Engage.Winnipeg.ca* and *Winnipeg.ca*.
- The City invited feedback from the public, stakeholders and rightsholders on the draft *OurWinnipeg 2045* Plan to assess whether inputs captured throughout the review process were reflected in the document. The following represents a summary of key messages from this phase of engagement (for more detail see Appendix B):
    - The majority of participants in a public survey responded that:
        - the six sustainable development goals are a valuable way to focus City priorities and measure progress to achieve a more sustainable quality of life;
        - the proposed *OurWinnipeg 2045* policy in draft provides appropriate direction for actions by the City to achieve each of the six goals; and,
        - the City is currently doing poorly or very poorly with respect to the proposed goal, objective and policy framework.
    - Policy intent needs to be clearer and written in plainer language, with more user-friendly navigation.
    - Policy needs to be clearly connected to actions, and given the City's perceived history of inaction, there is skepticism about implementation of the Plan.
    - City decisions should better reflect community needs and priorities.
    - Skepticism was expressed that feedback provided would influence the final Plan content, particularly with respect to representation from marginalized voices.
    - Stronger, more committed policy language was desired with respect to specific policy content, including the terminology used to convey policy intent.
    - Interconnected themes arose from the feedback received, indicating that specific and pressing concerns within the community need to be addressed as a priority.
    - Some private and non-profit groups requested that a higher profile be given in the Plan to interests they represent.
    - Feedback suggested that a representative and participatory approach to the creation of a *Strategic Priorities Action Plan* process would be welcomed by stakeholders and rightsholders.
- Edits made to the final Plan as a result of this feedback have been accounted for in Appendix C to the First Reading report tabled by Council on January 28, 2021. These edits include resolution of policy gaps, wording clarifications or inconsistencies, and copy edits identified through this phase of the review process. Appendix C to this report also includes Errors and Omissions identified after First Reading.

OurWinnipeg 2045 **Implementation Opportunities and Challenges Moving Forward**

- Changing the organizational focus to align with community outcomes and provide more transparency and accountability in key areas of control, influence, and leadership toward desired goals;
- Looking beyond individual government mandates to highlight the City's current service role and impact on desired community outcomes and alleviating the perception of 'scope creep';
- Disrupting the City's financial sustainability challenges by inspiring openness for alternatives to status quo systems, processes, priorities and approaches that compromise desired results or limit innovation in a rapidly-changing world;
- Enhancing infrastructure capacity by connecting climate action, health outcomes, and economic innovation to explore green solutions that benefit a growing population more cost-effectively;
- Broadening participation in government decision-making through processes that welcome input from under-represented and under-served voices in the community;
- Mitigating undesired impacts of climate change by integrating targets that focus City leadership on action in areas of significant control and influence.
- Addressing expensive reactionary approaches to service delivery over time by collaborating with community leaders on proactive, needs-based action and community-led solutions;
- Bolstering community capacity through locally-driven economic opportunity that engages those who currently face barriers to participation and self-sufficiency;
- Addressing policy implementation challenges by identifying an evidence-informed process for prioritizing actions and investments that deliver the most cross-beneficial long-term community return. To this end, two outstanding motions referred to the *OurWinnipeg* review process in 2020 as follows, will be integrated into the *Strategic Priorities Action Plan* process:
    - Council Motion of March 20, 2020: In the first year of each multi-year budget cycle, under the oversight of the Budget Working Group, the Chief Administrative Officer shall ensure that the Public Service prepares draft operating and capital budget forecasts for the period of the budget cycle and presents recommendations to the appropriate Committees for consideration and discussion.

        a) In preparing the draft operating budget projections and capital budget forecasts, the Public Service shall take into account the strategic priorities identified by Council and outlined in *OurWinnipeg* and its associated implementation strategies, as well as corporate and departmental strategic plans.
    - Executive Policy Committee Motion of July 15, 2020: The Executive Policy Committee did not concur in the recommendation of the Winnipeg Public Service and referred the Service Delivery Responsibilities of the City of Winnipeg report to the *OurWinnipeg* review to provide opportunity for Council and public input.
- Council has the authority to adopt *OurWinnipeg 2045* following provincial approval, but also to approve any subsidiary plans, policies, programs, budgets and actions to implement the *OurWinnipeg 2045* Plan, and to consider amendments subsequent to its adoption. The intent of the Plan implementation process is to support this authority by establishing evidence-informed criteria, indicators and data to support decisions and priority actions that deliver on the City's policy commitments within its areas of influence

and control. The *Strategic Priorities Action Plan* is intended to optimize the achievement of *OurWinnipeg 2045* goal outcomes by providing guidance to the City with respect to budget proposals, service plans and community partnerships on a shorter-term and reoccurring basis throughout the Plan lifecycle.

***OurWinnipeg* Review – Engagement Lessons Learned**

- The *OurWinnipeg* review team worked with internal subject matter experts to promote and achieve alignment with existing strategies and plans in progress. Each existing City strategy or plan have engagement strategies built into their processes and therefore incorporate public and stakeholder feedback into the policy directions that *OurWinnipeg* elevates. Therefore, although *OurWinnipeg 2045* engagement had a relatively small sample of direct participants in proportion to Winnipeg's population, the Plan reflects the public interest through a synthesis of many voices, as well as best practice research.
- Pursuit of additional representations and perspectives is critical to broader understanding and endorsement of the Plan and its successful implementation. Creating space for ongoing and challenging conversations to occur can lead to shared learning, stronger partnerships, stronger commitment and systemic change.
- Engagement invitations with First Nations, Métis and Inuit rightsholders on a government to government basis should be focused on building early and ongoing reciprocal relationships and meaningful participation that is coordinated across all municipal activities.

FINANCIAL IMPACT

Financial Impact Statement

Date: April 19, 2021

Project Name:

OurWinnipeg 2045 Plan –Public Hearing– By-law 120/2020 (PW 1/2020)

COMMENTS:

OurWinnipeg is the City of Winnipeg's overarching development plan and, as such, is meant to inform decision-making at all stages and levels at the City. Policy intents of OurWinnipeg include accountable revenue generation, community capacity and economic development / investment, municipal services provision, strategic procurement among many others. These policy intents, in isolation or in conjunction with others, will undoubtedly have a financial impact on the City for years to come.

At present, the sheer number of variables involved precludes any attempt to reasonably quantify the financial impact of OurWinnipeg 2045. That said, in preparing annual operating and capital budget submissions, the Public Service shall take into account the strategic priorities identified by Council and outlined in OurWinnipeg 2045. Alignment with these strategic priorities will also inform future reports to be considered by Council or committees thereof and such reports will, if applicable, include specific financial implications of the recommendations contained therein.

Mike McGinn April 19, 2021

Mike McGinn, CPA, CA
Manager of Finance

CONSULTATION

This Report has been prepared in consultation with:

- Office of Public Engagement
- Legal Services (as to Legal Issues)

OURWINNIPEG POLICY ALIGNMENT

N/A

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

N/A

SUBMITTED BY

Department: Planning Property and Development
Division: Urban Planning and Design
Prepared by: Laura Rempel and Gary Holmes
Date: April 30, 2021
File No: PW 1/2020

Attachments:

Appendix A - By-Law No. 120/2020 and *OurWinnipeg 2045*

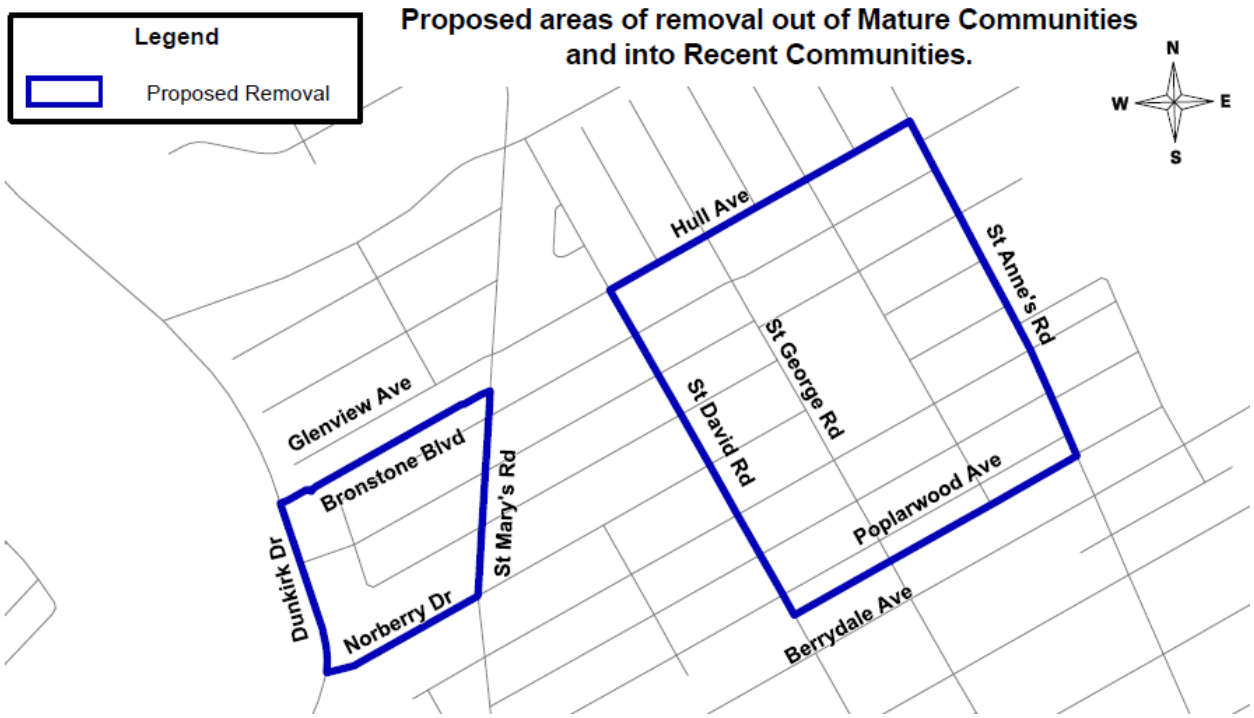
Appendix B - Phase 2 and Phase 3 Public, Stakeholder and Rightsholder Engagement Summary

Appendix C - *OurWinnipeg 2045* First Reading Draft Errors, Omissions and Recommended Edits for Second Reading

APPENDIX F



APPENDIX G


Legend
Proposed Removal
Proposed areas of removal out of Mature Communities and into Recent Communities.
N
W
E
S
Hull Ave
St Anne's Rd
St George Rd
St David Rd
Poplarwood Ave
Berrydale Ave
Glenview Ave
Bronstone Blvd
St Mary's Rd
Dunkirk Dr
Norberry Dr