Minute No. 305
Report – Standing Policy Committee on Property and Development, Heritage and Downtown Development – March 7, 2022

Item No. 1 Lights Out Winnipeg Bird-friendly Policy

COUNCIL DECISION:

Council concurred in the recommendation of the Standing Policy Committee on Property and Development, Heritage and Downtown Development and adopted the following:

1. That the Lights Out Winnipeg Bird-friendly Policy, attached as Appendix A, be approved.

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

Report – Standing Policy Committee on Property and Development, Heritage and Downtown Development – March 7, 2022

DECISION MAKING HISTORY:

Moved by Councillor Gilroy,

That the recommendation of the Standing Policy Committee on Property and Development, Heritage and Downtown Development be adopted by consent.

Carried

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On March 16, 2022, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development, Heritage and Downtown Development and submitted the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

On March 7, 2022, the Standing Policy Committee on Property and Development, Heritage and Downtown Development concurred in the recommendation of the Winnipeg Public Service and submitted the matter to the Executive Policy Committee and Council.

COUNCIL DECISION:

On January 27, 2022, Council concurred in the recommendation of the Standing Policy Committee on Property and Development, Heritage and Downtown Development and adopted the following:

1. That an extension of time of time up to 90 days be granted for the Winnipeg Public Service to report back with a “lights out” policy for Council consideration related to public buildings.

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

Report – Standing Policy Committee on Property and Development, Heritage and Downtown Development – March 7, 2022

DECISION MAKING HISTORY (continued):

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On January 19, 2022, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development, Heritage and Downtown Development and submitted the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

On January 17, 2022, the Standing Policy Committee on Property and Development, Heritage and Downtown Development submitted the following to the Executive Policy Committee and Council:

1. That an extension of time up to 90 days be granted for the Winnipeg Public Service to report back with a "lights out" policy for Council consideration related to public buildings.

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

Councillor Klein submitted supporting documentation titled "Nature Canada: Bird Friendly City".

COUNCIL DECISION:

On September 29, 2021, Council adopted the recommendation of the Standing Policy Committee on Property and Development, Heritage and Downtown Development:

1. That the Canadian Standards Association Bird Friendly Design Standard, which covers bird-friendly building design for new construction and existing buildings and is summarized in Appendix A, be adopted for use as the City's recommended bird friendly design standard, to be implemented within 30 days of approval.

2. That the Public Service report back within 120 days with a "lights out" policy for Council consideration related to public buildings.

Report – Standing Policy Committee on Property and Development, Heritage and Downtown Development – March 7, 2022

DECISION MAKING HISTORY (continued):

COUNCIL DECISION (continued):

3. That the Public Service undertake consultation with the development industry, design professionals, academics, and other relevant stakeholders as part of future review processes for both the Downtown and Winnipeg Zoning By-laws, to incorporate bird-friendly design standards.

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

ADMINISTRATIVE REPORT

Title: Lights Out Winnipeg Bird-friendly Policy

Critical Path: Standing Policy Committee on Property and Development, Heritage and Downtown Development – Executive Policy Committee – Council

AUTHORIZATION

Author	Department Head	CFO	CAO
J. Veitch	J. Kiernan	N/A	M. Jack

EXECUTIVE SUMMARY

On September 14, 2021, the Standing Policy Committee on Property and Development, Heritage and Downtown Development (SPC-PD) directed the Winnipeg Public Service to report back within 120 days with a “lights out” policy for Council consideration related to public buildings, to reduce collisions with buildings for night-migrating birds.

The Public Service has responded to additional related direction received by SPC-PD on September 14, 2021, by publishing bird-friendly web resources on the City of Winnipeg website and making applicants, through the development application and permitting processes, aware of the Bird Friendly Design Standard endorsed by the City of Winnipeg.

This report introduces a Lights Out Winnipeg Bird-friendly Policy to minimize building collisions for night migrating birds by turning off lights in municipal buildings. This policy also directs the City to conduct an awareness campaign during peak bird migration seasons to encourage all City employees as well as the general public to turn off lights within buildings at night.

As the division responsible for implementing a majority of this policy, Municipal Accommodations (Assets and Project Management Department) is supportive of the policy, and has confirmed that the proposed actions can be accommodated amongst the City of Winnipeg’s municipal building inventory.

If the recommendations are concurred in, the City of Winnipeg will formalize actions outlined in the Bird-friendly Policy, attached asAppendix A.

Going forward, the Public Service will integrate discussions about regulatory bird-friendly standards into upcoming zoning by-law update consultations.

RECOMMENDATIONS

1. That the Lights Out Winnipeg Bird-friendly Policy attached as Appendix A be approved.

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

REASON FOR THE REPORT

On September 14, 2021, the SPC-PD directed the Winnipeg Public Service to report back within 120 days with a “lights out” policy for Council consideration related to public buildings.

IMPLICATIONS OF THE RECOMMENDATIONS

If the recommendations of the report are concurred in, the Public Service will implement the attached Lights Out Winnipeg Bird-friendly Policy to turn lights off in municipal buildings, and initiate a “lights out” public awareness campaign during migratory seasons.

HISTORY/DISCUSSION

On June 25, 2018, the SPC-PD referred the recommendation of the Riel Community Committee to develop Bird Safe Building Guidelines to the Urban Design Advisory Committee.

The Public Service researched precedents and brought forward a report on September 14, 2021. One of the recommendations was that the Winnipeg Public Service report back within 120 days with a “lights out” policy for Council consideration related to public buildings.

In a 2013 study, Avian Conservation and Ecology estimated that about 25 million (between 16 and 42 million) birds are killed by colliding with windows in Canada annually. This can happen during the day or at night. According to the Canadian Standards Association (CSA), nighttime collisions occur because illuminated buildings create a beacon effect for night-migrating birds.

While windows pose risks to birds throughout the year, risks are significantly higher during the migration periods (in Winnipeg, this is mid-March to early June and late August to early October). Birds are stressed, sleep- and food-deprived, unfamiliar with the local landscapes, and are therefore more susceptible to collisions. Reducing light pollution in buildings through well-designed lighting and by turning off interior lights during migratory seasons can reduce instances of nighttime collisions.

The proposed Lights Out Winnipeg Bird-friendly Policy (Appendix A) is pertinent throughout the year, but its implementation is most important during peak bird migration seasons. This policy:

- formalizes procedures to ensure lights are turned off in municipal buildings. Proposed procedures will vary according to type of municipal building (e.g. City-owned or leased, City-occupied or occupied by an external organization).

- includes procedures to ensure interior building lights are turned off and/or dimmed at night, wherever it is safe to do so. Employees will be asked to turn off their office lights when they leave their respective offices, use task lighting, and/or draw office blinds; and are encouraged to take similar measures at home.
- acknowledges that exterior lighting exists to maintain personal safety and protect property from theft or vandalism. Therefore, when replacing exterior light fixtures on municipal properties, the City will ensure that light fixture choices are both safe for people and 'dark sky compliant'.
- directs the City to undertake a semi-annual public awareness campaign during peak bird migration seasons to encourage all Winnipeg residents to turn off lights, use task lighting, and draw window blinds at home and in the office.

The proposed policy will not apply to buildings occupied by Winnipeg Police Service or Winnipeg Fire Paramedic Service, as these are 24/7 security sensitive operations.

Bird-friendly implementation work already underway includes the following:

- Council has endorsed the use of the Bird-friendly Building Design Standard, and the Public Service is working with applicants through the development application and permitting processes to promote and test these guidelines.
- The Public Service has compiled and posted bird-friendly web resources on the City's website.
- As directed by Council in the September 14, 2021 report, the Public Service will include targeted stakeholder consultation related to bird-friendly building design as part of the proposed omnibus update to Winnipeg's two existing zoning by-laws.

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FINANCIAL IMPACT

Financial Impact Statement Date: February 8, 2022

Project Name:

Lights Out Winnipeg Bird-Friendly Policy

COMMENTS:

There are no material financial implications associated with the recommendations contained in this report. The policy may, in time, result in decreased utilities costs in civic buildings but the amount, if any, is not readily determinable at this time.

Mike McGinn Feb. 8, 2022
Mike McGinn, CPA, CA
Manager of Finance

CONSULTATION

This Report has been prepared in consultation with:

- Assets and Project Management
- Winnipeg Fire Paramedic Service
- Winnipeg Police Service
- Legal Services (as to legal issues)
- Customer Service and Communications
- Office of the Chief Administrative Officer

OURWINNIPEG POLICY ALIGNMENT

OurWinnipeg provides policy direction to "reduce the environmental impact of our activities" (Section 02-2, Environment).

In addition, the draft *OurWinnipeg 2045* (second reading completed July 22, 2021) contains multiple policies supporting environmental resilience, positive health outcomes in built and natural environments, low-impact ecosystem management, and other policies to protect natural systems in urban environments.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

The Winnipeg Climate Action Plan states that through "working with partners to reduce emissions, the City can…enhance connectivity of green spaces and parks throughout Winnipeg to support biodiversity and natural systems (p. 1)". The Lights Out Winnipeg Bird-friendly Policy is an additional way to support biodiversity, as it reduces risks to birds.

WINNIPEG POVERTY REDUCTION STRATEGY

N/A

SUBMITTED BY

Department: Planning, Property & Development
Division: Urban Planning & Design Division
Prepared by: Karin Kliewer
Date: February 8, 2022
File No: N/A

Attachments:

Appendix A –Lights Out Winnipeg Bird-friendly Policy

Winnipeg

CITY OF WINNIPEG POLICY NO. XXX-XXX

POLICY TITLE *Lights Out Winnipeg Bird-friendly Policy*	**ADOPTED BY** *City Council*	**EFFECTIVE DATE** *XXXXXXXX*
ORIGIN / AUTHORITY SPC PDHDD	**CITY POLICY NO**	**MOST RECENT CONSOLIDATION** *XXX-XXX*

1. Purpose:

Birds are an important part of the natural environment and building design plays a role in approximately 25 million bird deaths in Canada each year, typically through collisions with glass on buildings. Research has shown that the risks are significantly higher during bird migration periods. Nighttime collisions occur because illuminated buildings create a beacon effect for night-migrating birds.

The Policy will mitigate harmful effects to birds caused by illuminated buildings at night. City actions related to turning lights off in municipal buildings will be accompanied by seasonal public awareness campaigns encouraging residents across Winnipeg to do the same in their homes and workplaces.

2. Definitions:

2.1 "Bird-friendly" means actions that create a more positive environment for birds, which includes mitigating bird collisions with buildings.

2.2 "Dark Sky Compliant" means lighting that:

- **a)** Is only on when needed
- **b)** Is located only in the area that needs it
- **c)** Is no brighter than necessary
- **d)** Minimizes blue light emissions
- **e)** Is fully shielded (pointing downward)

2.3 "Peak Bird Migration Seasons" means the times of year where migrating birds pass through Winnipeg, which is mid-March to early June, and late August to early October.

2.4 "Municipal Buildings" means any building owned, leased, or operated by the City of Winnipeg. Distinctions between types of public buildings can be found in Section 5 of this policy.

2.5 "Municipal Properties" means City-owned properties on which City-owned Municipal Buildings are located.

POLICY TITLE	EFFECTIVE DATE	MOST RECENT CONSOLIDATION
Lights Out Winnipeg Bird-friendly Policy	*XXXXXXXX*	

3. Lights Out Winnipeg, Bird-Friendly Policy

3.1 The City will introduce procedures to ensure lights are turned off in Municipal Buildings, wherever it is possible and safe to do so.

3.2 This policy is pertinent throughout the year, but its implementation is most important during Peak Bird Migration Seasons.

3.3 Procedures to ensure lights are turned off in Municipal Buildings will vary according to type of Municipal Building (e.g. City-owned or leased, City-occupied or occupied by an external organization), in accordance with Section 5 of this policy.

3.4 Considerations for building interiors include the following:

a) Interior building lights are to be turned off at night. When replacing light fixtures or undertaking renovations, consideration should be given to task lighting as well as light fixtures that include an automatic timer.

b) Employees are to turn off office lights when they leave their respective offices, use task lighting, and/or draw office blinds; and are encouraged to take similar measures at home.

3.5 Exterior building lighting exists to maintain personal safety and protect property from theft or vandalism. When replacing exterior light fixtures on Municipal Properties, however, the City will ensure that light fixture choices are both safe for people and Dark Sky Compliant.

3.6 The City will undertake a semi-annual public awareness campaign during Peak Bird Migration Seasons to encourage all Winnipeg residents to turn off lights, use task lighting, and draw window blinds at home and in the office.

3.7 This policy will not apply to buildings occupied, frequented or otherwise used by the Winnipeg Police Service, Winnipeg Fire Paramedic Service, or other sensitive operations that must operate unhindered for public safety.

POLICY TITLE	EFFECTIVE DATE	MOST RECENT CONSOLIDATION
Lights Out Winnipeg Bird-friendly Policy	*XXXXXXXX*	

4. Responsibilities

4.1 Municipal Accommodations Division

a) Formalize procedures to ensure lights are turned off in Municipal Buildings, as outlined in Section 5 of this document;

b) Ensure new purchases of exterior fixtures for City-owned Municipal Buildings, and/or the properties on which they are situated, are Dark Sky Compliant;

c) Develop inventory of Type 1 and Type 2 buildings (as outlined in Section 5) that could participate;

d) Identify buildings on the Inventory described in subsection c) that pose a greater risk to birds;

e) Consult with appropriate site staff or others at Type 1 and Type 2 buildings described in subsection d) to inform them of the Policy, and assist in developing site-specific implementation plans;

f) Develop list of any potential resource implications.

4.2 Real Estate Division

a) Integrate Bird-friendly Policy expectations into communications and/or agreements with organizations leasing City-owned Municipal Buildings

4.3 Corporate Communications

a) Create a Communications plan to outline tactics to help build awareness amongst City staff and the general public. Among other things, this could include a city-wide message to all City staff, posts on the City of Winnipeg social media sites, and media releases.

4.4 CAO's Office

a) Send a semi-annual email to all staff during peak migration season, encouraging all staff to turn lights off in offices and at home.

POLICY TITLE	EFFECTIVE DATE	MOST RECENT CONSOLIDATION
Lights Out Winnipeg Bird-friendly Policy	*XXXXXXXX*	

5. Appendix – Municipal Building types and proposed implementation approaches

5.1 This section outlines different types of Municipal Buildings, and includes the proposed approaches to implement the lights out policy according to Municipal Building type.

a) Type 1 Buildings

(i) Description: City-owned Municipal Buildings such as libraries, community centres, pools, arenas, etc.

(ii) Approach: any of these facilities not already undertaking a lights off practice will be encouraged to begin. Municipal Accommodations staff will seek feedback from building contacts related to implementation. Of particular interest will be buildings with numerous windows, which pose greater risks to birds (e.g. libraries, etc.).

b) Type 2 Buildings

(i) Description: leased buildings where City is the tenant (lessee).

(ii) Approach: any of these facilities not already undertaking a lights off practice will be encouraged to begin. Municipal Accommodations staff will seek feedback from building contacts related to implementation. This may include site staff, and/or contract service providers, (janitorial) to devise the best method of achieving lights out.

c) Type 3 Buildings

(i) Description: City-owned assets leased or licensed to external entities who pay their own utilities.

(ii) Approach: City to integrate language encouraging applicants to turn off lights into communications or lease/licence agreements.

d) Type 4 Buildings

(i) Description: Police/fire stations, emergency services.

(ii) Approach: These are either operated more independently, have 24/7 operations, or have more security procedures, and shall be exempt so as to maintain autonomy.