APPENDIX 1

Winnipeg

OurWinnipeg 2045
Development Plan



Corporate vision

To be a vibrant and healthy city which places its highest priority in quality of life for all its citizens.

Corporate mission

Working together to achieve affordable, responsive and innovative public service.



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Niimaamaa, by KC Adams, Val Vint and Jaimie Isaac, means "my mother" in Cree, Ojibway and Michif. It represents motherhood, that water is life, and the need to protect Mother Earth.

Land and Water Acknowledgement

Winnipeg lies within Treaty No. 1 territory and the traditional homeland of the Métis Nation The water we drink comes from Shoal Lake 40 First Nation on Treaty Three territory.

The City of Winnipeg recognizes the importance of First Nations, Inuit, and Métis Peoples (also referenced in this Plan as Indigenous Peoples and governments) connected to Winnipeg's history, and the vibrant, diverse people who make up Indigenous communities today.

The City of Winnipeg acknowledges the harms and mistakes of the past, and is dedicated to upholding Indigenous rights, and to moving forward in partnership with Indigenous communities in a spirit of truth, reconciliation and collaboration.

Authority for the Plan

As a creation of the Province, The City of Winnipeg (the "City") is bound by provincial legislation including The City of Winnipeg Charter Act (the "Charter"). Section 224 of the Charter provides that the City must, by by-law, adopt a development plan. *OurWinnipeg* is the City's development plan, which sets a vision for the next 25 years. The Province of Manitoba must approve *OurWinnipeg* before it can be adopted by Council. Section 234 of the Charter provides that secondary plans, including *Complete Communities Direction Strategy 2.0* (*Complete Communities*), must be consistent with the development plan. The City's development plan must also conform with the Provincial Planning Regulation.

Section 235 of the Charter provides that, while *OurWinnipeg* does not require that any public works, undertakings and development be proactively undertaken, it does require that all secondary plans and development within the city be consistent with *OurWinnipeg* policies.

OurWinnipeg 2045, articulates the City's goals and aspirations at the highest level, and serves to guide the physical, social, environmental, and economic objectives and sustainable land uses and development of our city. *OurWinnipeg 2045* will serve to align all other statutory and strategic City documents such as shorter term Corporate Strategic Plans, Council policy, budgets and implementation tools on specific issues or areas. During the review, content from existing plans was amalgamated and elevated into *OurWinnipeg*, for example, from the three 2011 *OurWinnipeg* Direction Strategies and *Winnipeg's Climate Action Plan*. Collaboration for policy alignment occurred with plans under development, for example, the Transportation Master Plan and Poverty Reduction Strategy.

Figure 1: Authority of plans guiding City of Winnipeg activities



Urban Structure

An urban structure is a planning tool that differentiates between areas of the city based on their periods of growth and characteristics. This approach recognizes the uniqueness of different neighbourhoods and provides the basis for fitting policies and strategies to the specific development opportunities and limitations in each area of the city. An urban structure map provides a framework to prioritize growth and change in places where it has positive environmental, economic, health, social, and city building outcomes.

Periodically, changes to *Complete Communities*' urban structure may be necessary or advisable. For Council to make any of the following changes to the urban structure, Council will be required to amend *OurWinnipeg* as well as *Complete Communities*:

- Changing any land from the "Rural and Agricultural" designation to another designation
- Changing any land from the "Airport Area" designation to another designation
- Changing any land from another designation to the "Airport Area" designation

To make any other change to the urban structure, Council needs to amend only *Complete Communities*. In the event of a change to the boundaries of The City of Winnipeg, Council will be required to amend *Complete Communities* and *OurWinnipeg* accordingly.

MAP OF URBAN STRUCTURE

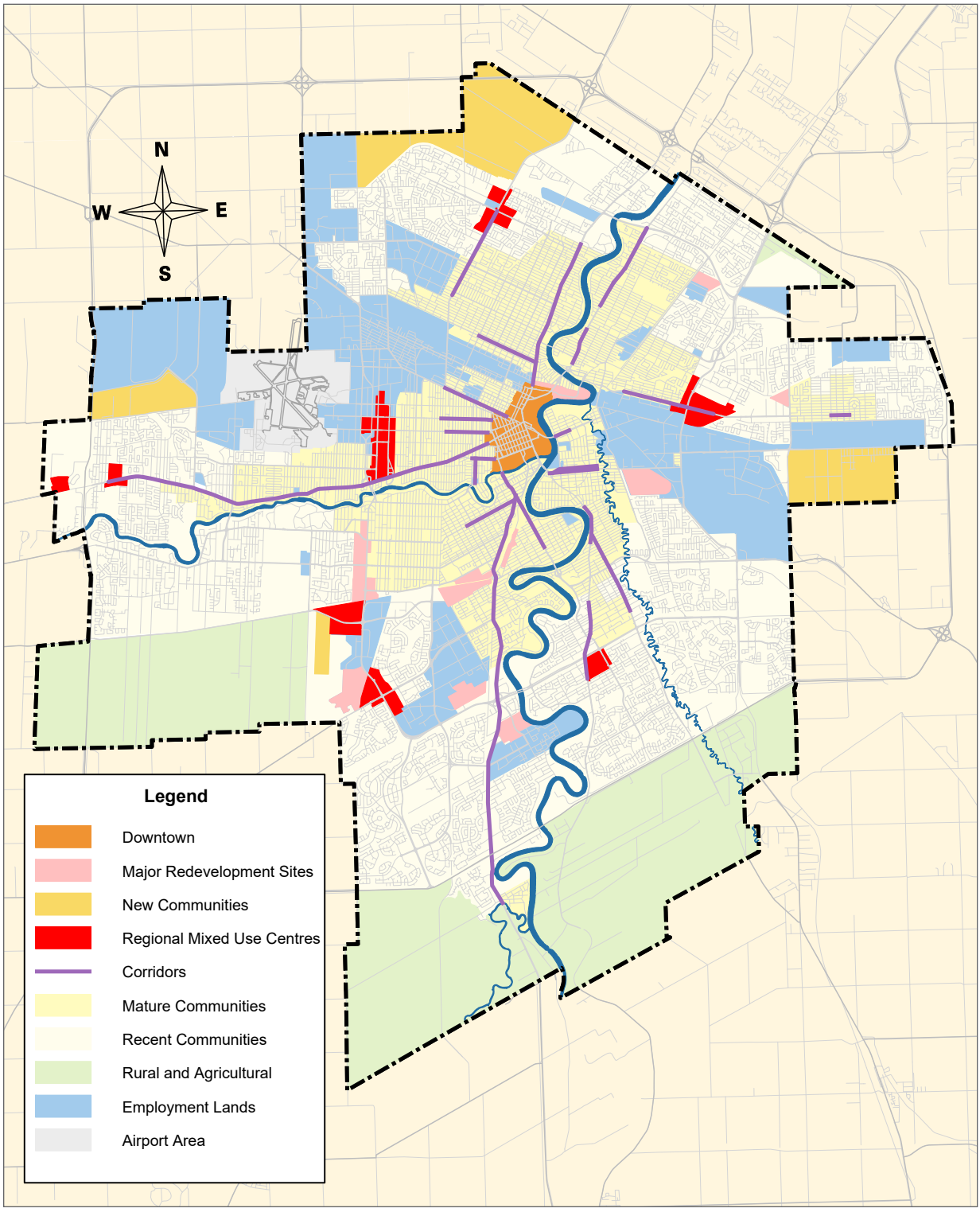

Figure 2: Urban Structure Map from *Complete Communities.* Winnipeg lies within Treaty No. 1 territory and the traditional homeland of the Métis Nation.

How to Use *OurWinnipeg*

OurWinnipeg is meant to be referenced at all stages and levels of City decision-making to ensure there is alignment with the framework used to identify and respond to community needs. Policy context is framed by a community vision expressed through six interconnected sustainable development goals. The narrative describes the City's role in controlling or influencing desired outcomes. *OurWinnipeg* also functions as an accountability tool to validate the alignment of Council decisions with policy.

This Plan is organized by goals, objectives, and policies. As this is a 25 year plan, the framework provides a cascading level of detail, from high-level vision to policy directions (see Figure 3) that inform and align all other detailed City plans and strategies for community benefit). It defines the community's vision and identifies the City's commitment to implementing that vision. Plans for implementation are outlined later in this Plan.

Note: Policies should be used in combination not in isolation as they function as interconnected layers. For example, OurWinnipeg guides the City to plan for financial impacts through the life-cycle of a municipal activity (1.6), while removing systemic barriers to participation (1.7), while partnering with diverse community members to identify community needs (1.11), while reducing greenhouse gas emissions (2.1). This way we seek to maximize the intersectionality and co-benefits of actions.

Goals: provide a brief, clear statement of outcomes to be achieved.

Objectives: provide key building blocks to achieve the goal, that can be measured over time.

Policies: provide high-level direction statements that are structured in a consistent "what, for whom and why" format, to provide clarity about policy intent as a basis for action. The policy intent is highlighted at the beginning of each policy for ease of reference. In some cases there are multiple policies with the same intent but prescribe different goal lenses or approaches to achieve the same outcome. The Policy Index (see Figure 4) is a tool that creates a list of all of the policy intent for quick reference.

Goal Initials: Abbreviations highlight beneficial goal interconnections and considerations applicable to the policy. Goal abbreviations include:

LG: Leadership and Good Governance

ER: Environmental Resilience

EP: Economic Prosperity

HW: Good Health and Well-being

SE: Social Equity

CB: City Building

Document Structure Example

Goal: Social Equity

Objective: Build bridges spanning ideas, cultures, identities and generations on a foundation of truth, understanding and rights-based reconciliation.

Policy:

5.4 Reconciliation with Indigenous Peoples

Prioritize municipal implementation responsibilities within the United Nations Declaration on the Rights of Indigenous Peoples, the Truth and Reconciliation Commission of Canada's Calls to Action and the National Inquiry into Missing and Murdered Indigenous Women and Girls' Calls for Justice.

Goal Initials: ***LG, ER, EP, HW, CB***

Figure 3

POLICY INDEX

The policy index is a quick reference tool to help locate policy of interest by scanning a short title to describe the policy intent or topic. The index organizes the policy titles alphabetically and cross-references policy by goal and number.

POLICY INTENT	POLICY REFERENCE NUMBER
Accountable Revenue Generation	1.8
Affordable and Supportive Housing Options	4.4, 5.2, 6.33
Air Quality Conservation	2.7
Airport Area	6.28
Airport Vicinity Protection Area	6.29
Brownfield Land	6.40
Building Safety	4.8
Circular Economy	2.15
Climate Action Investment	2.2
Climate Action Leadership	2.3, 2.8
Climate Action Targets	2.1
Climate Resilient Growth	2.4, 2.5, 6.5
Commercial Areas	6.34
Community Capacity Development	1.15, 3.15, 3.19, 3.21
Community Cohesion	5.7, 5.8
Community Economic Development	3.4, 3.11
Community Safety	4.6, 4.7, 4.14
Compatible Growth	6.38, 6.41
Complete Communities Characteristics	6.2
Complete Streets	6.16
Corridors	6.14
Culture and Heritage Value	3.8
Digital Communications	2.10, 3.18, 4.15
Downtown Economic Investment	3.6, 6.11, 6.12, 6.13
Economic Research and Innovation	3.3
Eliminate Fossil Fuel Dependence	2.11, 2.12
Employment Lands	6.25
End Homelessness	5.3
Equitable Funding Distribution	1.16
Equitable Service Access	1.7, 1.19, 4.11, 5.1, 5.6
Established Neighbourhoods	6.10
Evidence-Informed Decisions	1.5
Evidence-Informed Health Action	4.2
Fiscally Sustainable Growth	6.7
Full Range of Municipal Services	6.30
Health Equity	4.1
Healthy Food	4.5
Heritage Conservation	2.14, 5.9, 6.37
Heritage Investment	3.7
Inclusive Public Places	4.9, 4.12, 4.13, 6.35, 6.36
Indigenous Economic Development	3.10
Indigenous Lens	5.5

Figure 4

POLICY INTENT	POLICY REFERENCE NUMBER
Integrated Knowledge and Resources	1.4
Integrated Regional Planning	1.12, 2.6
Integrated Service Planning and Outcomes	1.3
Intensification Target	6.6
Leverage Green Infrastructure	2.19, 2.20, 2.21
Local Food Security	2.22
Low-Impact Ecosystem Management	2.24
Major Open Space	6.27
Major Redevelopment Sites	6.20
Mixed Use Centres	6.19
Neighbourhood Connectivity	6.39
Neighbourhood Needs Assessment	1.17
New Communities	6.21, 6.22, 6.23
Optimize Facility Access	3.16
Organizational Alignment	1.1
Plan for and Accommodate Forecasted Growth	6.8
Policy Implementation	1.2
Potable Water Conservation	2.18
Poverty Reduction	3.12, 3.13
Proactive Health Intervention	4.3
Reconciliation with Indigenous Peoples	5.4
Reduce Road Congestion	2.9
Regional Mixed Use Corridors	6.15
Regional Water Resource Management	2.17
Reinvestment Areas	6.24
Renewable Energy Production and Equity	2.13
Representative and Participatory Democracy	1.10, 1.11
Responsive Change Management	1.9
Responsive, Representative and Resilient Workforce	1.18
Results-Based Budgeting	1.6
Rural and Agricultural Areas	6.26
Strategic Enterprise Supports	3.1, 3.2, 3.5, 3.9, 3.14, 3.20
Strategic Procurement	1.21
Succession Planning	1.20
Sustainable Transportation Connectivity	3.17
Sustainable Urban Growth	6.1
Transformative Areas	6.9
Transit-Oriented Development	6.18, 6.31, 6.32
Transportation Safety	4.10
Urban Mixed Use Corridors	6.17
Urban Reserves	1.13
Urban Soil Conservation	2.23
Urban Structure	6.3, 6.4
Waste Minimization	2.16
Youth Leadership	1.14

PROCESS

Over the course of the plan review, public engagement activities aimed to reach and involve as many Winnipeggers with as many backgrounds and experiences as possible, through both in-person and online opportunities. *SpeakUpWinnipeg.com* has served as the information hub throughout the review. In-person engagement included presentations, meetings, workshops, group discussions, pop-up consultations, and discussions around specific background studies and topic areas. Thank you to all community members and organizations who shared their experiences, perspectives and expertise to strengthen the review process and outcomes.

An *OurWinnipeg* Community Advisory Committee was also established, that included 14 community members who provided diverse perspectives and inputs throughout the review process. In addition, a number of external organizations were identified and engaged, representing broad and diverse community perspectives. The resulting policy is the co-creation of internal stakeholders throughout the City of Winnipeg, and members of the public.

The *OurWinnipeg 2045* Vision

The majority of the world's people now live in cities, and urban governments are on the forefront of global development. More than ever before, cities are the leading production centres for culture and innovation, the leaders on global issues like climate change, and, now competing for growth based on the ability to deliver sustainability and a high quality of life.

Today's Winnipeg is a vibrant, growing, city. Between 2009 and 2019, the City of Winnipeg's population grew by 100,419 people, or 15 per cent. As Winnipeg's population continues to climb toward a million strong – we are at a pivotal moment in our history. Winnipeg has the largest Indigenous population of major Canadian cities and is growing significantly faster than the non-Indigenous population. Demographic data identifies that in 2016, 54 per cent of Winnipeg's Indigenous population identified as Métis, 44 per cent identified as First Nations and 2 per cent identified as Inuk (Inuit) or other/multiple. This context creates significant opportunities for truth and reconciliation, and Indigenous participation and influence in Winnipeg.

THINK GLOBALLY, ACT LOCALLY: WHERE *OURWINNIPEG 2045*'S GOALS COME FROM

With its role defined by provincial legislation, and also limited by its fiscal means, The City of Winnipeg has neither the jurisdiction nor the capacity to address all of the needs within its boundaries. However, the issues and opportunities for our community moving forward will frequently defy jurisdictional boundaries.

OurWinnipeg 2045 recognizes this fact. Its goals, objectives, and policy directions are based on 17 Sustainable Development Goals (SDG's) adopted by the United Nations in 2015 part of the 2030 Agenda for Sustainable Development, and endorsed by the Government of Canada. These SDG's constitute a set of internationally-recognized standards for community development; while some of the goals extend beyond the reach of civic governments, civic governments have a role in attaining them.

OurWinnipeg 2045 localizes the United Nations (UN) 17 Sustainable Development Goals into six key goals for the City of Winnipeg (as illustrated in Figure 5) – six goals designed to link the City's efforts with those of our federal and provincial partners, and with those of community organizations, businesses, and individuals at all levels. The intentions and directions from all 17 goals have been integrated into *OurWinnipeg 2045* policy and will continue to influence the development of a Strategic Priorities Action Plan as global evidence for local action.

The vision for *OurWinnipeg* is best expressed through these goals, and is essential to Winnipeg's future sustainability and long-term quality of life for all residents. This sustainability framework provides context for policy direction that will ensure these goals are pursued today and sustained for future generations.

In summary, the vision for *OurWinnipeg* is to be a thriving, sustainable, and resilient city, grounded in a strong commitment for human rights, that is welcoming and contributes to an equitable, and high quality of life for all.

OurWinnipeg 2045 isn't intended to provide all of the answers, but rather a lens or way to analyze and evaluate community needs, and prioritize municipal services, from both 10,000 feet up and in day-to day operations. We all must work together to achieve the goals.

6 GOALS FOR WINNIPEG LOCALIZED FROM THE 17 UNITED NATIONS SUSTAINABLE DEVELOPMENT GOALS

Leadership and Good Governance (*LG*)	16 – Peace, justice and strong institutions 17 – Partnership for the goals
Environmental Resilience (*ER*)	6 – Clean water and sanitation 7 – Affordable clean energy 12 – Responsible consumption and production 13 – Climate action 14 – Life below water 15 – Life on land
Economic Prosperity (*EP*)	1 – No poverty 4 – Quality education 8 – Decent work and economic growth
Good Health and Well-Being (*HW*)	2 – Zero hunger 3 – Good health and well-being
Social Equity (*SE*)	5 – Gender equality 10 – Reduced inequalities
City Building (*CB*)	9 – Industry, innovation and infrastructure 11 – Sustainable cities and communities

Figure 5: Six localized goals for Winnipeg, developed using the United Nations 2030 Agenda for Sustainable Development lens.

OURWINNIPEG 2045: REALIZING THE VISION

This is a momentous time for the city. Recent years have brought renewed population growth, economic development, and opportunity to the city. These changes have brought great entrepreneurial, scientific, and cultural achievement, and the beginnings of what will be a transformative Journey of Reconciliation with Indigenous Peoples. The current state of society has also brought urgent calls for reflection, equity and change from the status quo, globally and locally, that can't be ignored.

The opportunities and challenges of this extraordinary time call for truly visionary planning. The City of Winnipeg has made a strong commitment to pursue fiscal sustainability with its new multi-year budget process. *OurWinnipeg 2045* seeks to further these efforts by seeking sustainability not only in the City's environmental, economic, health and social endeavours – but also in its very governance, commitment to resilience, and pursuit of equity for all.

By enshrining internationally-recognized goals, and developing action plans for their achievement, *OurWinnipeg 2045* seeks to make our prairie city, a city which thinks and acts globally – to meet its challenges, seize its opportunities, and make the next quarter-century its own.

Living in a Sustainable City

Many of the themes articulated in *OurWinnipeg 2045* are not new. Greater sustainability, which is at the heart of this new plan, has been a long-standing goal of the City over many years. *OurWinnipeg 2045* builds on the insights of its predecessor plans, and on consultations with Winnipeggers from a wide range of backgrounds and experiences, including a Community Advisory Committee. New areas of focus were inspired by, and developed in consultation with internal and external stakeholders and the public engagement process.

OurWinnipeg 2045, through the Sustainable Development Goals clarifies what defines a sustainable city. This Plan puts additional emphasis to the six localized sustainable development goals that will:

- Strengthen proactive leadership and good governance;
- Build Winnipeg on the foundation of human rights, equity, and reconciliation; and,
- Strengthen civic systems that support community resilience – whether related to the environment, the local economy, healthy built environments, or disaster preparedness.

LEADERSHIP AND GOOD GOVERNANCE

Characteristics of leadership and good governance in the municipal context include:

- Acting in the intergenerational, and city-wide public interest, for broad community benefit
- Responsiveness to community needs and human rights
- Committing to value, align and implement policy in decision making processes and procedures
- Decision-making that is transparent, accountable, and evidence-informed
- Achieving meaningful community participation and representation in civic processes, programs, and services
- Working with government bodies including Indigenous, Federal, and Provincial governments and community partnerships toward plan implementation
- Practicing sound and sustainable fiscal management of public funds

The entire community benefits from having elected officials, the Public Service, partners, and residents working together to assess community needs and advance evidence-informed decisions that respond to and invest in long-term priorities. Leadership is about the practice of democracy as a human right.

Leadership reflects listening, building relationships and taking the lead from the community to envision and build a healthy and inclusive city that offers all members a high quality of life. Residents impacted by decisions must be informed on the issues and engaged when their feedback can meaningfully influence outcomes.

The extent to which leadership and governance systems can be resilient and responsive to change is critical to the success of all other municipal activities.

ENVIRONMENTAL RESILIENCE

Environmental resilience is essential to Winnipeg's overall aim to be a sustainable city. This goal encompasses all aspects of natural resource preservation, renewal, enhancement and reuse. It requires respect for the essential role that nature plays in the enrichment of urban quality of life, seeks to minimize the most harmful impacts of climate change, and is ultimately focused on sustaining life. The following are essential components of achieving environmental sustainability:

- Providing equitable access to, and responsible management of, potable water and urban sanitation
- Providing equitable access to affordable, reliable, and renewable energy sources
- Providing responsible consumption, production, and end-of-life management of non-renewable resources
- Eliminating sources of pollution, including carbon pollution, and other hazardous materials
- Supporting biodiversity and ecosystem health by enhancing connectivity of green spaces and parks, as well as protecting ecologically significant natural areas and wetlands
- Safeguarding and enhancing the capacity of the urban forest and urban agriculture
- Reducing the embodied energy used in the built environment, including conservation of heritage resources and districts, and infrastructure
- Conserving waterways resources, including riverbanks, and the upland and aquatic life systems they support
- Assessing, and preparing for the risks and opportunities associated with a changing climate
- Using evidence to inform decisions, monitor progress and implement actions
- Acknowledging the unique relationship with the land and constitutionally protected rights of Indigenous Peoples
- Supporting the experiential aspects of the land and natural environment that reflect Indigenous and natural heritage, improve mental and physical health, and garner long-term appreciation of identity and place

It is estimated that cities are responsible for approximately 70 percent of global energy consumption and energy-related greenhouse gas emissions. Cities are also likely to bear a major share of the burden of the costs and risks associated with climate change mitigation and adaptation, as well as the responsibility of establishing more climate-resilient infrastructure. As such, cities have the most to contribute and gain from pursuing climate action, engaging in resiliency planning, and embracing environmental stewardship.

As part of managing its infrastructure, the City will need to use the best available data to prepare for more severe and frequent extreme weather events and natural disasters. Planning and collaboration will be required both within Winnipeg's boundaries and across the region and watershed, so that the city remains a competitive and attractive community with a high quality of life.

Municipal governments are responsible for planning and regulating land use and land development within its jurisdiction, as well as building and managing associated transportation systems. They have direct influence over development patterns, density, complete communities, and related impacts on land consumption and waterways, as well as regulation of pollution from industrial land uses, and conservation of natural ecosystems. Development patterns also impact transportation choices and associated greenhouse gas emissions.

Similarly, the City is responsible for ensuring the municipal water supply meets or exceeds minimum regulatory requirements for health protection, as well as for managing municipal wastewater and land drainage. The City can become more efficient in its water usage from source to tap through responsible consumption and conservation, of this essential life-giving resource with planning and management at the watershed level.

Responsibilities for municipal sanitation and solid waste management enable municipal government to have direct influence over greenhouse gas emissions from landfills, waterways, ecosystem pollution, and local consumption and production patterns. Municipal governments also play a leading role in encouraging people to reduce, reuse, and recycle, reducing greenhouse gas emissions and related environmental impacts.

As the owner and operator of public facilities and fleet vehicles, the City can directly control the affordable, reliable, and renewable use of energy through its adoption of effective standards related to consumption, efficiency, waste reduction and diversion, adaptive re-use, and carbon neutrality. The City also has a leadership role to play in regulating the retrofitting of existing buildings, and the construction of new buildings in the residential and commercial sectors.

As a major purchaser of goods and services, the City can directly pursue environmentally and socially responsible consumption and sustainable production practices, through procurement that reflects lifecycle costs and community return on investment.

Finally, within the scope of all municipal services provided, the City has an opportunity to communicate environmental impacts associated with its services and regulations, and to increase public and employee awareness and understanding of their roles and opportunities to participate in activities that promote environmental resilience. Enhanced collaboration with government bodies and key stakeholders will be required to make the most of resources and modernize environmental legislation.

ECONOMIC PROSPERITY

Economic prosperity is based on sustainable local production, consumption, and investment. Economic prosperity also involves finding opportunities for distribution and trade on a larger scale, that support individual and community self-sufficiency and long-term quality of life. Continued sustainable growth requires pursuing innovation, setting sound priorities for development, and addressing social and economic barriers, to provide an even stronger foundation for the future – a future in which all Winnipeggers have an opportunity to benefit.

Sustainable economic growth is enabled by identifying and supporting key industry sectors of opportunity, supporting an educated and ready workforce, creating a facilitative governance framework, promoting diversity, innovation, and entrepreneurship, and fully leveraging economic assets that make Winnipeg and the region attractive for investment. Cities that offer a sustainable quality of life are well-positioned to develop life-long learners, build workforce capacity, generate economic opportunity, and increase living standards and prosperity.

In pursuit of this desired outcome, persistent socio-economic urban issues involving health, safety, education, poverty, housing, inequity, and a sustainable built environment must be addressed effectively, relying integrally upon a network of strategic partnerships. Only when these issues are effectively addressed, will the city be able to optimize future capacity to prosper, and ensure that no one is left behind.

The City can directly and indirectly influence the long-term prosperity and quality of life for its residents and business community through its roles as: policy creator, land use and development regulator, public asset owner, infrastructure planner and investor, local economic development facilitator, life-long learning enabler, public safety services provider, procurer of goods and services, and major employer.

The City is in the business of public service delivery, with long-term community quality of life as its mission. It is prudent to direct attention to long-term sustainability goals and focus on key industry sectors, such as Indigenous economic development, and arts and culture, that are economic drivers and provide a positive return on investment to the community. This approach can also advance the City's long-term financial sustainability by focusing on proactive, strategic and community-beneficial service and infrastructure investments to achieve sustainable economic growth.

GOOD HEALTH AND WELL-BEING

A healthy city supports the physical, social, cultural, mental, and spiritual well-being of its communities and residents. Promoting well-being for all, at all ages and abilities, is vital to building prosperous societies. A city that supports good health and well-being is built in ways that preserve natural environments; create complete, compact and connected communities; support active and safe transportation networks; provide quality and affordable housing; and increase access to healthy and affordable foods.

Good health and well-being are often viewed as the result of individual behaviours and choices. However, health is also significantly influenced by the places where we live and the community and societal structures that surround us. Where we live, learn, grow, work, and play influences our opportunities for what really matters to our health and well-being.

A healthy city supports the provision of basic needs, social determinants of health, and human rights through equitable access to food, water, housing, income, employment, transportation, recreation, literacy, and social inclusion. These needs are best addressed through effective cross-sector collaboration, promoting good physical and mental health for all.

A healthy city also represents a mix of cultures, ideas, and values. Our urban environment is inseparably tied to our identity, cultural perspective, creativity and sense of place. Valuing arts and culture builds capacity for reflection, critical thinking, expression and dialogue about our communities' history, current and future state. This facet of our identity provides us with variety in neighbourhood design and architecture, expresses various social values, and provides an invaluable legacy of resources that are distinctly our own. Health equity is a key component of achieving good health and well-being for a city.

Health equity means that all people can reach their full health potential and should not be disadvantaged from attaining it because of social or economic status, social class, race, national or ethnic origin, colour, religion, age, ability, gender, gender identity, sex, sexual orientation or other socially determined circumstance. Health gaps result between those privileged with social and economic advantages and those blocked by disadvantages. Health gaps that arise from social, economic and environmental conditions are preventable and unjust, and are referred to as health inequities.

A municipal government can fulfill its role on behalf of this sustainability goal by planning a city that is designed and built to create access to conditions, circumstances, and social determinants of health that support good health and well-being, and public safety. Supporting the provision of healthy and affordable local food choices; prioritizing natural and built environments that support daily physical activity; conserving heritage values; providing local and accessible recreation opportunities; working to ensure poverty reduction; promoting literacy; and maintaining inclusive and mixed-income neighbourhoods, all help to provide a safe and welcoming sense of place for all.

SOCIAL EQUITY

A socially equitable community is one that embraces the following principles:

- People are treated fairly and municipal resources are distributed based on need rather than social or economic advantage
- The City and residents work and learn together to recognize, respect, celebrate, and accommodate differences including age, ability, gender, gender identity, sexual orientation, income level, ethnicity, access to official languages, cultural expression, or where one lives
- Systemic barriers are addressed and removed to provide all people with quality of life consisting of equitable access to basic needs, economic and employment opportunity, democratic participation, and sense of belonging
- A foundation of truth and reconciliation that respects Indigenous rights, and strengthens governance processes, services, and programs through an understanding and implementation of municipal responsibilities with respect to those rights

A greater acknowledgement and disruption of societal systems of privilege and colonization that continue to concentrate political and economic power and influence, is needed to achieve equity. These systems influence every decision made whether realized or not. Left unchecked, the gap between rich and poor will grow larger and perpetuate itself. Therefore prioritizing the intersectional needs of systemically disadvantaged, underrepresented, and underserved groups will need to be reconciled so their voices are heard and respected.

Investing and collaborating in proactive interventions to mitigate or address root causes of societal issues can have a positive ripple-effect on the community. The municipal cost of reactive intervention can also be reduced when social, environmental, political, and economic opportunities are created for people who would otherwise experience barriers to participation that contribute to poverty and other inequities.

CITY BUILDING

Growth and change bring opportunities to create a better, more dynamic city. As the City takes steps to ensure that Winnipeg is livable, affordable, and desirable over the next 25 years and beyond, it needs to plan for the basics, like sewer and water services. The City should also be attractive and well-designed, with a range and mix of housing and sustainable transportation options, amenities, vibrant cultural institutions, and healthy natural ecosystems.

A successful strategy for sustainable city growth uses a variety of planning approaches. It strikes a balance between 'growing out' and 'growing up', offering choices ranging from traditional, single-family neighbourhoods to denser forms of urban housing and new neighbourhoods designed around a mix of land uses and a sustainable transportation system.

Through land use regulation, asset management and transportation network planning, the City directly influences sustainable approaches to land development, resource management, and the protection of significant built, cultural, natural, and heritage assets including buildings, structures, landscapes, and neighbourhoods.

The City's role in shaping settlement and development patterns, in turn influences the extent to which the community achieves broader sustainability outcomes through the evolution of the built and natural environments. This is all the more significant given the city's location within Treaty 1 territory and on the homeland of the Métis Nation, and given that Winnipeg is also home to a growing Indigenous population. It is important to consider how this context informs the City's approach to the planning, design, and development of the urban environment, and to recognize how spatial planning and land development have historically been undertaken in ways that have been detrimental to Indigenous Peoples, the effects of which are still being felt today.

City Building goals and objectives are articulated in much greater depth and breadth in *Complete Communities*, which is a city-wide secondary plan that guides growth, development, and land use in the City of Winnipeg.

To achieve a high quality of urban life, the City is committed to building and maintaining complete communities. Promoting the completion of Winnipeg's established neighbourhoods, and guiding the creation of new complete communities will be paramount in making sure that the city is a vibrant and sustainable place.

Complete communities are integral to supporting a high-quality urban life. They are healthy, safe, equitable, resilient, and sustainable by virtue of the following physical attributes:

- Proximity of services, amenities, and community resources to ensure that the daily necessities of life are available;
- Provision of equitable access to, and responsible management of, potable water and urban sanitation
- A range of safe, affordable, accessible, and sustainable transportation options
- Adequate, safe, and affordable housing for all residents
- Options for local employment
- Safe, inclusive, and universally accessible spaces
- Protection, preservation, and promotion of the inherent value of the arts, cultural, built and natural heritage resources

Building a city of complete communities provides the following additional benefits:

- Minimization of environmental impacts per capita, in support of better air quality, resource efficiency, waste management, and climate change mitigation
- Adaptability to climate change and resilience to natural hazards
- Promotion of more active lifestyles and increased social interaction

OurWinnipeg Goal:

Leadership and Good Governance

OBJECTIVES

1. **Establish and implement priority actions through evidence-informed decision-making processes.**
   Evidence-informed actions require transparent and accountable decision-making to determine the long-term public interest and the appropriate trade-offs in levels of service, taxation, and budget priorities.

2. **Promote trust and government responsiveness through meaningful, inclusive and informed community engagement**.
   Build trusting and responsive relationships between the City and residents, businesses, community-based organizations, and with government bodies, including Indigenous, Federal, and Provincial governments – empowering all Winnipeggers to participate in respectful dialogue, and decision-making processes, leading to joint action on community issues.

3. **Achieve community-responsive service delivery through an aligned, integrated, collaborative and results-oriented organizational culture.**
   Foster an organizational culture of leading by example in the community. As a large employer, demonstrate proactivity and adaptability, strengthening interdepartmental coordination and providing adequate resourcing and communications to improve responsive service delivery.

POLICIES

1.1 Organizational Alignment

All City policy implementation and enforcement tools must be aligned with the localized United Nations Sustainable Development Goals framework, consisting of Leadership and Good Governance; Environmental Resilience; Economic Prosperity, Good Health and Well-Being; Social Equity; and City Building contained in this Plan. ***ER, EP, HW, SE, CB***

1.2 Policy Implementation

Develop a Strategic Priorities Action Plan that identifies priority actions to support implementation of this Plan. ***ER, EP, HW, SE, CB***

1.3 Integrated Service Planning and Outcomes

Advance operational plans that align with this Plan's sustainability goals through responsive, innovative and integrated government leadership. ***ER, EP, HW, SE, CB***

1.4 Integrated Knowledge and Resources

Coordinate inter-departmental systems, projects and resources, making the best use of internal and external expertise to better understand service needs, find the most appropriate solutions, optimize resources, and maximize community outcomes. ***ER, EP, HW, SE, CB***

1.5 Evidence-Informed Decisions

Invest in data and technology in order to support objective, evidence-informed decision-making; support open government and open data principles for collection and sharing; help coordinate records and information management; and improve process efficiency, results-based service delivery and accountability. ***ER, EP, HW, SE, CB***

1.6 Results-Based Budgeting

Use this Plan as a foundation for municipal budget priorities to achieve integrated, intergenerational life-cycle planning that maximizes community return on investment. ***ER, EP, HW, SE, CB***



Council, dignitaries and new signatories come together at the annual signing ceremony for Winnipeg's Indigenous Accord.

1.7 **Equitable Service Access**
Identify and provide access to, a base level of municipal services to everyone, directly or facilitated through partnerships. Remove systemic barriers to participation, based on race, national or ethnic origin, colour, religion, age, sex, sexual orientation, gender identity or expression, marital status, family status, physical or mental ability, official language used, citizenship status, socio-economic status, geographic location or climate change vulnerability. ***ER, EP, HW, SE, CB***

1.8 **Accountable Revenue Generation**
Pursue municipal revenue generation based on a predictable, equitable and evidence-informed methodology that offsets service costs while achieving this Plan's sustainability goals. ***ER, EP, HW, SE, CB***

1.9 **Responsive Change Management**
Monitor and evaluate municipal investment and divestment, activities, risk of action or inaction, and outcomes for effectiveness, through a relevant set of sustainability goal indicators, benchmarks and targets, and analysis of local and global community trends. ***ER, EP, HW, SE, CB***

1.10 **Representative and Participatory Democracy**
Facilitate civic engagement and work towards co-creation opportunities that achieve local democratic participation from a representative and demographically diverse population. ***ER, EP, HW, SE, CB***

1.11 **Representative and Participatory Democracy**
Create meaningful engagement opportunities with residents, stakeholders and rightsholders, who are interested in or impacted by a decision. Develop standards for engagement including notification, information-sharing, and a process for incorporating feedback into decision-making. ***ER, EP, HW, SE, CB***

1.12 **Integrated Regional Planning**
Partner with Indigenous governments, community leaders and the Winnipeg Metropolitan Region in coordinating and investing in climate change mitigation and adaptation, regional economic competitiveness, and cost-sharing resiliency and adaptability. Areas of partnership should include land resource and watershed management, natural area and urban forest canopy conservation, housing choice, communications technology infrastructure, connectivity, and sustainable infrastructure development and maintenance. ***ER, EP, HW, SE, CB***

1.13 **Urban Reserves**
Facilitate the process of urban reserve development by building respectful relationships with First Nations governments and leadership to establish or maintain processes and protocols including service provision, bylaw harmonization, and planning. ***ER, EP, HW, SE, CB***

1.14 **Youth Leadership**
Support youth leadership through municipal activities including climate change action, basic needs, community development, recreation, training, work experience, volunteer capacity building, and employment opportunities. ***ER, EP, HW, SE, CB***

1.15 **Community Capacity Development**
Partner with community organizations and Indigenous governments to enable community development, leadership and empowerment opportunities, by leveraging municipal programming and service resources including recreation, libraries and the arts, in particular for systemically disadvantaged groups and for those living in areas of highest need. ***ER, EP, HW, SE, CB***

1.16 **Equitable Funding Distribution**
Decisions on external requests for public funding and resources must be determined using predictable and transparent criteria to prioritize community-led organizations that respond to the needs of systemically disadvantaged groups, and demonstrate long-term community benefit through this Plan's goals. ***ER, EP, HW, SE, CB***

1.17 **Neighbourhood Needs Assessment**
Invest in neighbourhood revitalization and supportive land uses, without contributing to gentrification or the displacement of systemically disadvantaged people, by layering interdepartmental and community-generated data with lived experience, to better understand socio-economic needs, gaps and resource pooling required for collaborative action. ***ER, EP, HW, SE, CB***

1.18 **Responsive, Representative and Resilient Workforce**
Provide responsive municipal service delivery, through an accountable, informed, qualified, competent, creative, healthy and productive workforce that is representative of the community it serves including the use of equitable, anti-oppression recruitment, training, and retention processes. ***ER, EP, HW, SE, CB***

1.19 **Equitable Service Access**
Achieve best practice standards in equitable customer service and communications, enabling all community members to understand and navigate municipal service-delivery systems and decision-making processes, in the official language of their choice. ***ER, EP, HW, SE, CB***

1.20 **Succession Planning**
Provide ongoing employment, professional and leadership development opportunities, including for systemically disadvantaged groups, to ensure City service continuity. ***ER, EP, HW, SE, CB***

1.21 **Strategic Procurement**
Utilize coordinated procurement strategies across government bodies including Indigenous, Federal, and Provincial governments, that support and enable the scaling up of community economic development opportunities to deliver on this Plan's goals. ***ER, EP, HW, SE, CB***

OurWinnipeg Goal:

Environmental Resilience

OBJECTIVES

1. **Prioritize the transition to a resilient, low-carbon future through demonstrated organizational and community leadership, and collaborative actions that mitigate and adapt to a changing climate.**
   Recognize that climate changes will have significant impacts on community assets and services, and include consequences for human health, social welfare, the natural and built environments and ecosystems, the economy, and urban infrastructure. Adapt government regulation, policy, resource allocation, organizational culture and leadership, partnerships, and resident behaviours and awareness, to empower the community to realize the many benefits that emerge when mitigating greenhouse gas emissions, preparing for and reducing risks to lessen the shocks, stresses and other negative impacts of climate change.

2. **Prioritize sustainable transportation as the mobility options of choice.**
   Transition to a sustainable transportation system that safely and efficiently moves people, goods and services, increases access to a variety of affordable mobility choices, encourages less reliance on personal vehicle travel, reduces travel time, mitigates congestion and related greenhouse gas emissions, and supports the development of denser, better-connected, healthy and complete communities.

3. **Promote low-carbon, energy-efficient buildings through low-energy building design, construction and retrofitting.**
   Reduce energy demand, consumption and greenhouse gases associated with new and existing buildings, working towards carbon-neutral buildings. Provide facilitative tools, resources, and incentives, to support green building.

4. **Minimize and divert waste from landfill.**
   Prioritize a sustainable waste management system that conserves resources, minimizes waste, creates integrated resource recovery opportunities, and mitigates greenhouse gas emissions through diversion of waste including: residential, commercial and industrial sources, organics, construction and demolition, and plastics.

5. **Protect and value ecosystems as essential components to life.**
   Protect and respect the land through the City's responsibility to ensure that life-sustaining ecosystems continue to provide clean air, clean water, biodiversity, local food systems, natural habitats, ecological restoration, carbon sequestration, cooling of urban heat island effect, opportunities for Indigenous land-based practices, and improved mental and physical health.



Aligning sustainable transportation options and land use planning through transit-oriented development.

POLICIES

2.1 Climate Action Targets

Meet and exceed greenhouse gas emissions reduction targets of 20 percent by 2030, relative to 2011, and net zero by 2050, by working towards partnerships with the community, businesses, and government bodies including Indigenous, Federal and Provincial governments. ***LG, EP, HW, SE, CB***

2.2 Climate Action Investment

Prioritize the long-term economic benefits of sustainability and climate action in municipal decision-making processes, including the budget, investment planning and procurement processes. ***LG, EP***

2.3 Climate Action Leadership

Demonstrate municipal environmental leadership through an integrated, proactive organizational culture that applies innovative practices, including piloting new initiatives and evaluating and sharing results to eliminate the use of fossil fuels and enhance climate resilience in the built and natural environment. ***LG, CB***

2.4 Climate Resilient Growth

Facilitate compact, dense, complete and physically and virtually connected communities through integrated land use, transportation, and infrastructure planning, to achieve climate change mitigation and adaptation goals and objectives, and greenhouse gas emissions reduction targets. ***CB, HW, SE***

2.5 Climate Resilient Growth

Actively explore innovative approaches to city building, an integrated and sustainable transportation system and related infrastructure capacity enhancements that mitigate the impact of climate risk on infrastructure; leverage targeted densities as detailed in *Complete Communities*; and minimize conflict between different street functions and users. ***CB, HW, SE***

2.6 Integrated Regional Planning

Enable a collaborative and integrated solution to sustainable transportation system connectivity and efficiency on a regional scale, in a manner that addresses infrastructure costs, promotes public health benefits, and reduces greenhouse gas emissions. ***LG, CB, HW, SE***

2.7 Air Quality Conservation

Collaborate in community-wide efforts to achieve or exceed local air quality standards, including through the reduction of air pollution and greenhouse gas emissions. ***HW***

2.8 Climate Action Leadership

Adapt municipal practices to enable a shift in employee behaviours that reduce greenhouse gas emissions, resource consumption and waste. ***LG, HW***

2.9 Reduce Road Congestion

Increase the efficiency, convenience and usage of the active and public transportation system, to improve air quality, provide a viable alternative to the automobile, and reduce current and future road congestion. ***EP, CB***

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2.10 **Digital Communications**
Facilitate equitable access to effective and affordable digital communication infrastructure capacity, to enable remote employment, education and entertainment opportunities that reduce transportation requirements. ***EP, CB***

2.11 **Eliminate Fossil Fuel Dependence**
Pursue an increase in the use of alternative fuels, electric and zero-emission vehicles and charging infrastructure as part of a sustainable transportation system and green fleet. ***EP, HW***

2.12 **Eliminate Fossil Fuel Dependence**
Reduce greenhouse gas emissions from existing and new buildings, including municipally-owned buildings and facilities, and associated infrastructure, through the promotion of renewable energy sources; energy efficiency use and performance measures; and low-carbon construction, retrofit and demolition methods that maximize the lifecycle of buildings. ***EP, CB, HW***

2.13 **Renewable Energy Production and Equity**
Facilitate an increase and diversification of neighbourhood-scale renewable building energy production and efficiency, to achieve climate equity and reduce greenhouse gas emissions and energy poverty rates. ***EP, SE, CB, HW***

2.14 **Heritage Conservation**
Identify, designate and conserve heritage resources and districts, including lands and artifacts significant to Indigenous Peoples, that illustrate the broad range of heritage values, as defined in *Complete Communities*, while supporting efforts toward carbon-neutrality, energy-efficiency, and embodied carbon reduction. ***HW, CB***

2.15 **Circular Economy**
Advance Winnipeg's circular economy to support waste reduction. ***LG, EP, HW***

2.16 **Waste Minimization**
Improve and sustain performance of the waste reduction and diversion system. ***EP, HW***

2.17 **Regional Water Resource Management**
Engage in comprehensive watershed planning and partnerships that protect Indigenous rights, waterways, biodiversity, water quality, people and property, by addressing the long-term capacity of water-related systems and resources, including: rivers, riverbanks, potable water, flood protection, and storm and wastewater management. ***LG, HW***

2.18 **Potable Water Conservation**
Provide a safe, reliable and sustainable supply of potable water, by ensuring responsible consumption and conservation of resources, while respecting Indigenous land-based practices, Indigenous rights and acknowledging that the source of the city's water comes from Shoal Lake on Treaty Three Territory. ***HW, SE***

2.19 **Leverage Green Infrastructure**
Value, protect and integrate green infrastructure solutions within the urban environment, to achieve highest and best use for biodiversity and ecosystem integrity, mitigate servicing capacity constraints, and accommodate only park, recreation, open space, or City operations related uses in City-owned land used as parks or under parks jurisdiction. ***HW, CB***

2.20 **Leverage Green Infrastructure**
Create a master green space and natural corridor plan by-law that enables conservation, management, restoration, and enhancement of the inherent value and ecological functioning of parks, waterways, natural areas and systems year-round, to support the environment, advance climate change adaptation and mitigation, and increase quantity of such lands by 1,000 acres that can be accessed for recreation, social interaction, active living and connection of people and nature with nature, as population growth occurs. ***HW, CB, SE***

2.21 **Leverage Green Infrastructure**
Conserve, restore, and enhance the urban forest as a key contributor to air quality, erosion control, carbon sequestration, storm water management, efficient energy resource consumption, shade, improved health and well-being, and mitigation of and adaptation to the urban heat island effect. ***HW, SE***

2.22 **Local Food Security**
Enable sustainable urban agriculture and local food systems that include access to land, Indigenous land-based practices where possible, culturally relevant food practices, scalable production, processing, storage, distribution, preparation, consumption and disposal, to achieve food security. ***EP, HW, SE, CB***

2.23 **Urban Soil Conservation**
Value, preserve and enhance the soil quality of agricultural land, riverbank lands and natural areas, and on both previously developed lands and in new developments. ***HW, CB***

2.24 **Low-Impact Ecosystem Management**
Prioritize sustainable, integrated plant, pollinator and pest management, that achieves humane, safe, low-carbon, and low-chemical solutions to support the health of local ecosystems. ***EP, HW***

OurWinnipeg Goal:

Economic Prosperity

OBJECTIVES

1. **Ensure transparent and predictable conditions are in place to support desired business growth through attraction, investment, and retention.**
   Create the conditions to support development and business growth that aligns with this Plan's goals, through strategic municipal investments, regulatory processes, service delivery, research, communications, and partnerships.

2. **Advance strategic economic opportunities through a focus on innovation.**
   Grow the economy by providing opportunity for innovative technologies and industries, including those that can address significant and long-standing municipal issues through creative solutions and demonstrated leadership.

3. **Address poverty as an unacceptable and costly outcome of systemic barriers, through collaboration with the community and government bodies.**
   Collaborate with the community and government bodies including Indigenous, Federal, and Provincial governments, to identify and implement strategies and actions for community return on investment related to housing, education, training and employment, physical and mental health, and social supports for the individuals, families and communities who are most impacted by poverty.

4. **Make strategic use of community and regional assets to optimize local economic competitiveness.**
   Enable resilient and diversified economic development that strengthens local business activities and workforce retention; connects people, goods and services; and builds on industry sectors and investments that secure Winnipeg's long-term relevance in a competitive global economy.

POLICIES

3.1 **Strategic Enterprise Supports**
Provide a predictable and supportive regulatory framework to facilitate growth of existing and new enterprises that demonstrate a commitment to innovation, local employment, workforce diversity, and community reinvestment. ***LG, SE***

3.2 **Strategic Enterprise Supports**
Incorporate municipal asset investment and divestment criteria into decision-making that promotes sustainable economic growth, through the evaluation of long-term economic impact and community return on investment. ***LG***

3.3 **Economic Research and Innovation**
Facilitate research, innovation, and applied best practices, through partnerships with leading organizations, agencies, institutions and government bodies – to leverage a productive municipal role in local, competitive, and sustainable economic growth. ***LG***

3.4 **Community Economic Development**
Facilitate new, community-beneficial economic opportunities by leveraging municipal assets and operations to test innovative solutions including climate-friendly, share- or care-based community economic development through practical application and scalability of technology advancements. **ER, SE, CB**



The Common, a community gathering space and local business hub at The Forks.

3.5 **Strategic Enterprise Supports**
Invest in employment lands servicing based on an analysis of municipal and regional supply, municipal return on investment, and future land requirements in industry sectors that are integral to achieving sustainable, local economic growth. ***CB***

3.6 **Downtown Economic Investment**
Prioritize the Downtown by leveraging private and public investments, including housing, entrepreneurship, arts, entertainment, and tourism, that advance its status as an economic driver. ***HW, CB***

3.7 **Heritage Investment**
Facilitate the economic viability of heritage conservation by working with agencies, partnerships, and government bodies, including Indigenous, Federal, and Provincial governments, to provide leadership, incentivize the conservation of heritage resources, and districts as defined in *Complete Communities*. ***LG, ER, HW, CB***

3.8 **Culture and Heritage Value**
Enhance the economic and cultural value of arts and heritage resources in the community, by promoting awareness, education, viable adaptive re-use, and other effective conservation tools. ***LG, CB***

3.9 **Strategic Enterprise Supports**
Leverage the retention and growth of creative and innovative enterprises, through strategic public infrastructure investments that support collaboration, the achievement of critical mass, affordable occupancy, and a skilled, productive workforce in underutilized mixed-use districts. ***HW, CB***

3.10 **Indigenous Economic Development**
Prioritize support of Indigenous-led opportunities for land, heritage, culture, art, entrepreneurial and tourism-related economic development for the benefit of Indigenous Peoples. ***LG, SE***

3.11 **Community Economic Development**
Support local enterprises and employment in neighbourhoods through strategic investments in an active transportation and transit-oriented public realm, that results in well-connected, mixed-use activity nodes, to enable residents to participate in economic activity in close proximity to where they live. ***ER, HW, CB***

3.12 **Poverty Reduction**
Support the reduction of poverty and homelessness through a community economic development approach that addresses systemic barriers to opportunity and participation, particularly in areas of highest need. ***HW, SE***

3.13 **Poverty Reduction**
Develop criteria to achieve a living wage minimum standard for employees of the City, for those awarded contracts and subcontracts to provide City services, and for organizations who receive City funding, to enable economic self-sufficiency, and community participation. ***LG, HW, SE***

3.14 **Strategic Enterprise Supports**
Adapt municipal procurement criteria to create local employment opportunities for people who face barriers to workforce participation, such as through community benefit agreements and social enterprise. ***LG, SE***

3.15 **Community Capacity Development**
Support economic agencies, institutions and community development organizations who are providing workforce education and skills development that aligns with emerging, evidence-informed economic opportunities. ***LG***

3.16 **Optimize Facility Access**
Maximize the use of existing municipal assets to promote recreation, community development, and social interaction, while optimizing equitable access, infrastructure reinvestments, service delivery methods and resource management. ***LG, HW, SE, CB***

3.17 **Sustainable Transportation Connectivity**
Prioritize enhancements to the integrated and sustainable transportation system that improve its viability and access to places such as educational institutions, employment opportunities, recreation and library facilities, providers of essential goods and services and health providers, especially for children, and for neighbourhoods most impacted by poverty. ***SE, HW, ER, CB***

3.18 **Digital Communications**
Facilitate equitable access to communications technology infrastructure networks to enable digital literacy, employment, education, and entertainment opportunities as strategic community and enterprise supports. ***SE, CB***

3.19 **Community Capacity Development**
Partner in providing life-long literacy opportunities through municipal facilities and programs including libraries and access to official languages, to advance learning, skills development and self-sufficiency, especially for people who face barriers to economic opportunity. ***HW, SE***

3.20 **Strategic Enterprise Supports**
Develop criteria to determine economic activities and land uses that disproportionately and negatively impact systemically disadvantaged groups and are contrary to this Plan's goals, based on type, location and concentration. ***LG, SE, CB***

3.21 **Community Capacity Development**
Support volunteerism opportunities and partnerships that promote skill development, resource sharing and community-building. ***LG, HW***

OurWinnipeg Goal:

Good Health and Well-Being

OBJECTIVES

1. **Enable access to basic needs for good physical and mental health.**
   Proactively invest in and remove structural, social and economic barriers to health equity that enable individuals and communities to access opportunities, build capacity and achieve full potential.

2. **Support positive health outcomes through the built and natural environments.**
   Design, develop, and maintain healthy and inclusive built and natural environments that facilitate access to basic needs, encourage active lifestyles, and strengthen social- and nature-based connections and mitigate land use conflicts that compromise public health.

3. **Proactively identify and address threats to community safety and well-being.**
   Promote physical and mental health by mitigating, planning for, responding to, and recovering from, emergencies, disasters and crime.

POLICIES

4.1 Health Equity

Provide municipal services through a health equity lens, to fully leverage desired health and safety outcomes through proactive community development opportunities. ***LG, SE***

4.2 Evidence-Informed Health Action

Leverage strategic partnerships on community health and development activities that promote resource pooling, data collection, information sharing, and joint action. ***LG***

4.3 Proactive Health Intervention

Utilize social determinants of health to understand and achieve poverty reduction, crime prevention and harm reduction. Practice early intervention and engage in community partnerships that fully leverage wrap-around supports, recreation and resources, and enable opportunities for all, and especially for those who are systemically disadvantaged. ***LG, SE***

4.4 Affordable and Supportive Housing Options

Enable collaborative partnerships that provide a continuum of existing or new affordable housing, making use of municipal supports such as fiscal, regulatory and measurement tools to ensure those most in need have increased access throughout the resident and building life-cycle. ***LG, ER, EP, SE, CB***

4.5 Healthy Food

Pursue affordable access to healthy food production and distribution as a fundamental component of community health, poverty reduction, and building community cohesion. ***ER, EP, SE***

4.6 Community Safety

Facilitate a culture of safety and crime prevention across the City and community, by building trusting relationships to enable collaborative action. ***LG, SE***

4.7 Community Safety

Provide capacity to prepare, mitigate, assess risk, respond to and recover from the impacts of climate change, extreme weather, human or natural emergencies, disasters, and diseases, to promote community resilience within a changing hazard landscape. ***LG, ER, SE***



Promoting active transportation through a separated bicycle lane to improve safety.

4.8 **Building Safety**
Enforce compliance with building codes and property maintenance standards, to ensure housing quality, safe building occupancy, and extended building lifecycles. ***LG, ER, SE, CB***

4.9 **Inclusive Public Places**
Provide and promote the amenities, and the design and maintenance standards, necessary to ensure accessible, safe and sanitary conditions in gathering spaces frequented by the public. ***SE, CB***

4.10 **Transportation Safety**
Design, construct, maintain, and regulate an integrated and sustainable transportation system and related infrastructure that optimize safe, connected and reliable mobility, and minimize severe injuries and fatalities for all road users. ***CB***

4.11 **Equitable Service Access**
Prioritize equitable access to recreation and parks systems, services, and infrastructure, in order to: enable active living; connect people and nature; create supportive environments; build community capacity; and achieve desired health outcomes, with a focus on children and youth. ***ER, SE, CB***

4.12 **Inclusive Public Places**
Invest in inclusive active transportation-oriented public amenities in prioritized development areas on Urban Mixed Use Corridors and other priority routes, to promote year-round accessibility, physical activity and social interaction. ***ER, CB***

4.13 **Inclusive Public Places**
Integrate public art and green infrastructure into neighbourhood-scale public gathering spaces, to promote usability, beauty, pride, belonging and sense of place. ***CB***

4.14 **Community Safety**
Enforce animal control and promote animal welfare standards awareness, to enable responsible pet ownership and safe interaction in the urban environment.

4.15 **Digital Communications**
Facilitate accessible, effective, affordable digital communication technology infrastructure to enable public safety, and social interaction, that enable residents to be connected to their local and global communities. ***CB***

OurWinnipeg Goal:

Social Equity

OBJECTIVES

1. **Uphold human rights so that no one is left behind.**
   Achieve a safe, resilient, and inclusive community by eliminating systemic barriers that result in discrimination, and creating opportunities for social, economic and political inclusion.

2. **Build bridges spanning ideas, cultures, identities and generations on a foundation of truth, understanding, and rights-based reconciliation.**
   Develop meaningful relationships among and between individuals and groups on a foundation of truth, and reconciliation, self-determination, and intercultural understanding and respect of rights, responsibilities, values, knowledge and protocols.

3. **Build social cohesion through community development solutions, coordinated, effective partnerships, and responsive service delivery.**
   Learn from community knowledge and leadership, work to be responsive to community needs, and align government processes, resources and services accordingly.

POLICIES

5.1 **Equitable Service Access**
Provide municipal services through an age-friendly lens that promotes equitable access for all, with a focus on the youngest, oldest, and systemically disadvantaged members of the community. ***LG, HW***

5.2 **Affordable and Supportive Housing Options**
Conserve and increase development of a continuum of affordable and supportive housing throughout the city as a fundamental human right. ***ER, EP, HW, CB***

5.3 **End Homelessness**
Use a Housing First approach to enable development of housing and supports for people experiencing, or at risk of, homelessness. ***HW, EP***

5.4 **Reconciliation with Indigenous Peoples**
Prioritize municipal implementation responsibilities within the *United Nations Declaration on the Rights of Indigenous Peoples*, the *Truth and Reconciliation Commission of Canada's Calls to Action* and the *National Inquiry into Missing and Murdered Indigenous Women and Girls' Calls for Justice*. ***LG, ER, EP, HW, CB***

5.5 **Indigenous Lens**
Develop an Indigenous lens, which recognizes, respects and advances multiple and diverse First Nations, Inuit, and Métis rights, knowledge and perspectives. Apply the lens throughout municipal leadership and governance processes, policies, programs and practices to be inclusive and eliminate elements that knowingly or unknowingly enable the exclusion of Indigenous Peoples. ***LG, ER, EP, HW, CB***

5.6 **Equitable Service Access**
Welcome and support Indigenous Peoples, newcomers, and those who migrate from rural communities, through strategic collaboration and action that expedites service access and sense of belonging for residents. ***LG, ER, EP, HW, CB***

5.7 **Community Cohesion**
Promote opportunities for life-long learning and cross-cultural, inter-generational relationship-building, as a means of preventing social isolation, discrimination and racism. ***LG, EP, HW***



Mediating the Treaties, by Rolande Souliere, shares differing understandings of the verbal and written agreements in Treaty No. 1.

5.8 **Community Cohesion**

Provide opportunities for creative, cultural, and artistic expression through municipal facility design, public place-making, and community-led initiatives to promote community relationship-building, identity and sense of belonging. ***HW, CB***

5.9 **Heritage Conservation**

Provide opportunities for heritage education, truth-telling, and reconciliation, through the commemoration, conservation, and stewardship of both tangible and intangible heritage resources, including Indigenous land-based practices and artifacts, public names, places, and art, museum artifacts, and archived information. ***LG, HW***

OurWinnipeg Goal:

City Building

OBJECTIVES

1. **Responsibly plan, prioritize and accommodate growth in areas that best support *Complete Communities* principles, to achieve this Plan's sustainable development goals**
   Facilitate growth and change strategically within Winnipeg's unique Transformative Areas and Established Neighbourhoods, to enhance the ability of the urban environment to contribute towards this Plan's goals.

2. **Integrate resilient land use, transportation and infrastructure planning, and investments.**
   Ensure that land use, transportation, and infrastructure planning are aligned to provide the conditions for compact, complete and connected communities, supported by sustainable transportation options and municipal infrastructure capacity.

3. **Facilitate development opportunities that complete established communities, and plan new communities as complete and connected from the outset.**
   New and existing communities are complete when they demonstrate: universally designed environments; mixed-income neighbourhoods; a continuum of housing types; multi-modal connections within and to elsewhere in the city; heritage conservation; opportunities for physical activity, social interaction, and access to healthy food, daily needs, employment, education, recreation, and green infrastructure.

POLICIES

6.1 Sustainable Urban Growth

The City must accommodate physical development that reflects this Plan's goals, and achieves a continuum of complete and connected communities over the lifecycle of the Plan. ***LG, ER, EP, HW, SE***

6.2 Complete Communities Characteristics

The characteristics of complete communities must be identified and defined in *Complete Communities*, and will include, at minimum, equitable access to: safety and security, affordable housing for all incomes, local employment opportunities, health-supportive amenities, access to nature, social interaction opportunities, sustainable transportation options, and digital communication technology infrastructure to align with this Plan's goals. ***LG, ER, EP, HW, SE***

6.3 Urban Structure

Complete Communities must prescribe land use development policy in detail to guide growth and development in the city through the Urban Structure, as reflected in an Urban Structure Map. ***LG, ER, EP, HW, SE***

6.4 Urban Structure

Distinguish Urban Structure areas, based on their ability to accommodate growth and change through Transformative Areas and Established Neighbourhoods. **LG, ER, EP, HW, SE**

6.5 Climate Resilient Growth

The intensification target adopted in *Complete Communities* must align at a minimum with climate change mitigation and adaptation goals, objectives, and adopted greenhouse gas emissions reduction targets. ***ER, HW***



Community stakeholders contributing their expertise and experiences in Phase 1 of OurWinnipeg public engagement.

6.6 **Intensification Target**
Achieve the intensification target by making development in intensification target areas easier and more desirable and predictable, as directed in *Complete Communities*. ***LG, ER, EP, HW, SE***

6.7 **Fiscally Sustainable Growth**
Ensure that growth is fiscally sustainable through approaches including financial tools; guidelines that outline the fair and equitable sharing of costs for servicing and the subdivision and development of land; fiscal impact analysis for new development; and collaboration with other levels of government on legislative and regulatory reform initiatives, to enhance the authority of the City to collect revenue to finance land development. ***LG, EP***

6.8 **Plan for and Accommodate Forecasted Growth**
Provide for predictable development, through the timely delivery of City-funded growth-enabling and growth-supportive infrastructure, within the City's financial capacity. ***LG, EP***

6.9 **Transformative Areas**
Designate Downtown, Corridors, Mixed Use Centres, Major Redevelopment Sites and New Communities as Transformative Areas within the Urban Structure in *Complete Communities*, representing lands that provide the best opportunities to accommodate significant growth and change. ***LG, ER, EP, HW, SE***

6.10 **Established Neighbourhoods**
Designate Established Neighbourhoods within the Urban Structure, representing lands that will accommodate additional growth in a context-sensitive manner, while promoting the efficient use of land, cost-effective municipal servicing, enhanced housing choice and affordability, and conservation of green infrastructure and heritage resources and districts, as defined in *Complete Communities*. ***LG, ER, EP, HW, SE***

6.11 **Downtown Economic Investment**
Support development that reflects the Downtown's designation as a Transformative Area and preeminent complete community, as detailed in *Complete Communities*. ***EP, HW***

6.12 **Downtown Economic Investment**
Facilitate the intensification of Downtown commercial and office uses, innovation, and local enterprises that promote the Downtown as a primary location for economic activity. ***EP***

6.13 **Downtown Economic Investment**
Facilitate the intensification of Downtown residential development that supports the diversity of housing needs, and builds on the character of existing Downtown districts and destinations. ***EP, HW, SE***

6.14 **Corridors**
Designate Corridors within the Urban Structure as targeted segments of the primary transit network that provide the best opportunity for mixed use intensification outside of the Downtown. Prioritize the creation and maintenance of vibrant pedestrian and transit-oriented places in Urban Mixed Use Corridors, while encouraging the transition of Regional Mixed Use Corridors towards this character over the longer term. ***EP, ER, HW***

6.15 **Regional Mixed Use Corridors**
Recognize that a primary function of designated Regional Mixed-Use Corridors is for the efficient movement of people, goods and services, while transitioning the functional design over time to support mixed-use intensification and transit-orientation. ***EP, HW***

6.16 **Complete Streets**
Apply complete streets principles in the design, reconstruction, construction and operation of designated Urban Mixed Use Corridors, and other areas of the city where appropriate, to enhance the safety and usability of an integrated and sustainable transportation system based on a hierarchy of users which safeguards those most at risk of fatality and injury. ***EP, HW***

6.17 **Urban Mixed Use Corridors**
Prioritize the creation of a comfortable pedestrian environment and attractive public realm along Urban Mixed Use Corridors through design guidelines and infrastructure investments. ***EP, ER, HW, SE***

6.18 **Transit-Oriented Development**
Support Rapid Transit and other primary transit corridors with strategically located transit stations, that facilitate transit ridership through development intensification, a mix of complementary land uses, and a pedestrian and cycling-oriented environment consistent with transit-oriented development principles. ***ER, EP, HW***

6.19 **Mixed Use Centres**
Designate Mixed Use Centres within the Urban Structure, representing the largest commercial areas in the city with the ability to accommodate major retail uses, and become pedestrian-oriented environments connected by integrated and sustainable transportation options, and offering a variety of housing, employment, amenities and services. ***EP, HW***

6.20 **Major Redevelopment Sites**
Designate Major Redevelopment Sites within the Urban Structure for land uses that provide a transformative, sustainable, well-designed and pedestrian-oriented urban environment, through a comprehensive and collaborative secondary planning process. ***ER, HW***

6.21 **New Communities**
Designate New Communities within the Urban Structure, representing large undeveloped land areas identified for future urban development, that are not currently served by a full range of municipal services. ***LG, ER, EP, HW, SE***

6.22 **New Communities**
Designated Precincts within New Communities must have secondary plans, to ensure these areas are developed as complete and connected communities from the outset, and are available to accommodate growth. ***LG, ER, EP, HW, SE***

6.23 **New Communities**
Plan New Communities to identify and include a defined level of service for public infrastructure and resource requirements, or approved alternative, to achieve complete communities, including an integrated and sustainable transportation system, recreation, parks, libraries, emergency services, and digital communications technology. ***LG, ER, EP, HW, SE***

6.24 **Reinvestment Areas**
Identify Reinvestment Areas as a subset of Mature Communities that would benefit from expanded partnerships to support community-based revitalization efforts and reinvestment through infill, redevelopment, and affordable housing to help reach full potential as vibrant, healthy, and complete communities. ***LG, ER, EP, HW, SE***

6.25 **Employment Lands**
Designate Employment Lands within the Urban Structure, to accommodate forecasted job growth and advance economic development in both the City and region, while mitigating incompatible land use conflicts, to provide a stable operating environment for businesses, and to promote community health and safety. ***ER, EP, HW***

6.26 **Rural and Agricultural Areas**
Designate Rural and Agricultural Areas within the Urban Structure, as non-urbanized lands suitable for agriculture, specialized agriculture, Indigenous land-based practices where possible, and supportive uses, as well as rural living that is permitted under existing, adopted secondary plans, and does not require a full range of municipal services. ***ER, HW***

6.27 **Major Open Space**
Designate Major Open Spaces within the Urban Structure, to accommodate only compatible park, recreation, open space, and City operations related uses and recognize, preserve, and retain lands of city-wide importance for its valued natural features and habitats, connections, and varied recreation opportunities, that promote this Plan's goals. ***LG, ER, HW***

6.28 **Airport Area**
Designate the Airport Area within the Urban Structure, to support the role of the Winnipeg James Armstrong Richardson International Airport as a major transportation hub for passengers and cargo, support and protect the role and 24-hours-a-day, seven-days-a-week operational status, and its realization as a major economic centre for goods distribution, manufacturing, and airport-related commercial and employment activity. ***LG, EP***

6.29 **Airport Vicinity Protection Area**
Adhere to the Airport Vicinity Protection Area Secondary Plan By-law and periodically review the plan, at approximately 10 year intervals, in cooperation with relevant stakeholders. In order to maintain compatible land use relationships, and regulate land use and building regulations for all those neighbourhoods or portions thereof significantly affected by airport related noise, through:

- The Airport Vicinity Protection Area Secondary Plan By-law 6378/94
- Airport Vicinity Protection Area Planned Development Overlay 1

6.30 **Full Range of Municipal Services**
Require a full range of municipal services in urban land use designations, as detailed in *Complete Communities*, to protect public health and life safety, minimize negative environmental and property impacts, and facilitate planned and orderly development. ***LG, ER, EP, HW***

6.31 **Transit-Oriented Development**
Achieve a balanced modal split that reflects greenhouse gas emissions reduction targets, through the integrated planning and development of compact, walkable and connected mixed-use neighbourhoods, that enable a transition to an integrated and sustainable transportation system. ***ER, EP,HW***

6.32 **Transit-Oriented Development**
Direct the highest residential and employment densities to areas that can provide the best transit service. ***ER, EP, HW***

6.33 **Affordable and Supportive Housing Options**
Facilitate affordable and supportive housing in all neighbourhoods, through a continuum of private and non-profit housing development that includes a mix of sizes, forms and tenures; resilient, low-carbon, and energy-efficient construction; adaptable, universal design accessibility; and proximity to integrated and, sustainable transportation options. ***EP, ER, HW, SE***

6.34 **Commercial Areas**
Facilitate the redevelopment, infill, and expansion of existing commercial areas as the preferred method of accommodating new commercial development, while also accommodating local commercial amenities in new neighbourhoods, to ensure completeness from its inception. ***EP***

6.35 **Inclusive Public Places**
Practice and enforce a high standard of urban design, that supports a sustainable quality of life and sense of place through the development of a safe, resilient, high-quality, high-functioning and active transportation and transit-oriented urban environment. ***LG, ER, EP, HW, SE***

6.36 **Inclusive Public Places**
Leverage investment in public amenities in partnership with private investors, to create a safe, vibrant, and active and transit-oriented urban environment in areas prioritized for mixed-use development. ***LG, EP, HW, SE***

6.37 **Heritage Conservation**
Conserve cultural, natural, and heritage resources and districts, as defined in *Complete Communities*, and Indigenous land-based practices to celebrate sense of place through community history, architecture, civic identity and cultural perspectives. ***ER, HW***

6.38 **Compatible Growth**
Plan for and protect green and built infrastructure and resources from incompatible development that would compromise achievement of this Plan's goals. ***LG, ER, EP, HW, SE***

6.39 **Neighbourhood Connectivity**
Partner in the pursuit of feasible rail location and relocation alternatives that would create opportunities for intensification and enhanced connectivity within and between new and established neighbourhoods. ***LG, ER, EP, HW, SE***

6.40 **Brownfield Land**
Collaborate with government bodies, including Indigenous, Federal, and Provincial governments, and stakeholders in pursuit of the context-sensitive remediation and redevelopment of brownfield lands, in keeping with this Plan's goals. ***LG, ER, EP, HW, SE***

6.41 **Compatible Growth**
Consult with the Public Schools Finance Board and affected school divisions during the preparation of neighbourhood secondary plans. ***LG***



OurWinnipeg 2045 Implementation

Publication of *OurWinnipeg 2045* is just the beginning of implementing Winnipeg's 25-year plan. This document sets out the goals, objectives, and policy priorities which will guide the City. These goals, objectives, and policy priorities are aligned with national and international standards, but have been refined through the consultation and public engagement process, to reflect Winnipeg's unique opportunities, challenges, and needs.

Effective implementation of *OurWinnipeg 2045* will involve two further steps:

- Identification and alignment of key indicators to recognize data and trends, identify issues, and measure progress in alignment with established goals, objectives, and priorities
- Development of a Strategic Priorities Action Plan

The success of *OurWinnipeg* can only be achieved through a coordinated and committed organization-wide effort, including collaboration with other government bodies, external agencies and other community partners to work towards achieving the Plan's goals.

More specifically, Council is responsible for approving *OurWinnipeg*; for any subsidiary plans, policies, programs, budgets and actions to implement the Plan; and for any possible future amendments. Council has the authority to approve activities that will implement *OurWinnipeg*, and the authority to approve associated budgets. Council has the ability to direct the Public Service to prepare the subsidiary plans, policies and actions that are needed for *OurWinnipeg*'s ongoing implementation.

OurWinnipeg Strategic Priorities Action Plan

The *OurWinnipeg 2045 Strategic Priorities Action Plan* will set out a detailed list of prioritized actions necessary to deliver on *OurWinnipeg* 2045's policy commitments. It will provide guidance to City departments as they develop budget proposals, service plans, and partnership plans.

The City of Winnipeg *Community Trends and Performance Report* has provided relevant context and evidence to inform policy development, and will do so in the development of the *OurWinnipeg Strategic Priorities Action Plan*.

The development and endorsement of an *OurWinnipeg Strategic Priorities Action Plan* is a critical and necessary step towards achieving the goals and objectives of this Plan. More specifically, the *OurWinnipeg Strategic Priorities Action Plan* will seek to:

- Increase awareness and understanding of *OurWinnipeg 2045* policy intent and applicability to day-to-day City operations
- Review and align existing plans, Council policy and by-laws with *OurWinnipeg 2045* and *Complete Communities Direction Strategy 2.0*
- Integrate a service delivery responsibilities review to align with community needs
- Align City services and the operating and capital budget to policy
- Identify and confirm local evidence, indicators and benchmark data
- Develop decision-making criteria for resource distribution, using the goals as lenses, and based on community needs
- Continue to advance reconciliation with Indigenous Peoples through the City's Journey of Reconciliation
- Identify interjurisdictional, interdepartmental, agency and stakeholder roles and responsibilities to determine the best solutions to achieve the goals
- Identify priority actions, how to resource them and organize action
- Identify what specific value these actions have towards implementing the policy commitments and goal outcomes of *OurWinnipeg 2045*
- Prepare a schedule of implementation responsibilities, and measurements of success
- Develop enforcement mechanisms for transparency, accountability and non-compliance such as performance targets and annual progress reports

INDICATORS

During the *OurWinnipeg* engagement process, we heard that: indicators are needed to recognize trends, document changes over time, identify priorities, report on results, and inspire action. Indicator identification, alignment, and development depended on policy development first to set the direction.

Further to the development of this document, indicator development work has begun, as described below, but more work is to be completed. This work includes the establishment of benchmarks, targets, and processes to monitor the City's impact on the indicators, as part of the *OurWinnipeg Strategic Priorities Action Plan*.

Indicator development is complex and fortunately, Winnipeg has an existing community indicator system *Peg (mypeg.ca)* that aligns with the United Nations Sustainable Development Goals. This indicator system was developed by United Way Winnipeg, and the International Institute for Sustainable Development.

Peg was developed through an extensive, multi-sectoral engagement process, and was endorsed by community partners who explored hundreds of indicator options to land on a set of approximately 60 indicators. That set has been reviewed, modified, and maintained as data sources have changed and been updated.

Expanding on *Peg*, the City will collaborate to develop greater capacity to identify the most relevant indicators, refine its goals, and measure the impact of its initiatives across the policy spectrum. This includes exploring the collection and disaggregation of data for example, by neighbourhood, income levels or group identifiers. While Peg provides the indicators, the important addition within *OurWinnipeg* is to align the indicators with the directions of the six sustainable development goals. Appendix 1 is a table that, at a high level, sets the framework to link the *Peg* indicators to *OurWinnipeg*. It provides a sample set of *Peg* indicators that begin to tell a story of the state of our community and the influence municipal responsibilities and activities can have on future indicator trends.

Appendix 1: *Table of Preliminary Indicators* and *OurWinnipeg* Alignment

Indicator	Description
Population	Population data refers to the total number of people who live within a defined area.
Population Identifying as Indigenous	Aboriginal identity refers to persons who self-identify as First Nations (North American Indian), Métis or Inuk (Inuit) and/or those who are registered or Treaty Indians (that is, registered under the Indian Act of Canada) and/or those who have membership in a First Nation or Indian band.
Immigrant Population	Immigrant Population refers to the total number of immigrants who live within a defined area.
Quality of Life	Quality of life measures the percentage of Winnipeggers who believe that the quality of life in Winnipeg is good or very good.
Sense of Belonging	Sense of belonging measures the percentage of people who say that they have a very strong or somewhat strong sense of belonging to their community.
Voter Turnout (Municipal Election)	Voter turnout measures the percentage of registered voters who turn out to vote in elections.
Low Income Cut Off-After Taxes (Lico-At)	The Low Income Cut-Offs After Tax (LICO-AT) measures the percentage of families that spend a higher than average percentage of their income on basic needs.
Market Based Measure	The Market Based Measure tracks low income based on a specific basket of goods and services developed by Employment and Social Development Canada.
Median Household Income	Median household income measures the total income (before tax) of all members of a household.
Personal Disposable Income	Personal disposable income measures how much money is available for personal spending after taxes and other amounts are deducted.
Participation Rate	The participation rate measures the percentage of people of working age that are part of the labour force (either working or looking for work).
Core Housing Need	Core housing need measures the number of households whose housing: i) costs them more than 30% of their income, ii) requires major repairs, or iii) is not big enough for their family size.
Homelessness	Homelessness is measured as the number of people who identified as experiencing homelessness as part of the Winnipeg Street Census Survey.

LEGEND – Goal alignment with indicators

Leadership and Good Governance (*LG*) **Environmental Resilience (*ER*)** **Economic Prosperity (*EP*)**

Good Health and Well-Being (*HW*) **Social Equity (*SE*)** **City Building (*CB*)**

Reference Year	Baseline Data							Desired Trend
2018	753,700 people in city of Winnipeg	●	●	●	●	●	●	
2016	10% of total population	●	○	●	○	●	◑	
2016	25% of total population	●	○	●	○	●	◑	
2019	93% Good or Very Good	●	●	●	●	●	●	↑
2016	70% positive	◑	○	◑	●	●	●	↑
2018	42% of voters registered	●	○	○	○	●	○	↑
2016	8% spend more than average % of income on basic needs	○	○	●	○	●	○	↓
2017	10% are low income based on a specific 'basket' of goods & services	○	○	●	○	●	○	↓
2015	$60,000 city-wide average	○	○	●	○	●	○	→
2016	$35,000	○	○	●	○	●	●	
2018	70% for people of working age	○	○	●	○	●	○	↑
2017	13% of households are in need	◑	○	●	●	●	●	↓
2018	1,400 experiencing homelessness	○	○	●	●	●	○	↓

● **Directly Relevant**

◑ **Indirectly Relevant**

○ **Not Relevant**

Appendix 1: *Table of Preliminary Indicators* and *OurWinnipeg* Alignment continued

Indicator	Description
Housing Starts	Housing starts measures the number of new housing units in a community (per year).
Dwelling Density	Dwelling density measures how many dwellings there are in a given amount of land.
Residential Stability	Measures the percentage of the population that has remained at the same address for five or more years.
Water Use	Water use measures the average amount of water used per person on a daily basis.
Residential Waste Going to Landfill	Waste measures the amount of material that ends up in a landfill.
Residential Waste Going to Recycling	Waste going to recycling measures the amount of material that is diverted to a recycling facility.
Commuting Patterns	Measures the primary mode of transportation taken to work.
Public Transit Trips per Capita	Public transit trips per capita measures the average number of public transit trips taken on Winnipeg Transit annually.
Collision Victims	Collision victims tracks the number of traffic accidents resulting in injuries or fatalities.
Perception of Safety	Perception of safety measures the percentage of people that feel safe walking in their neighbourhood alone at night.
Personal Safety	Personal safety looks at the number of assaults, homicides, sexual assaults and robberies per 1,000 people.
Perceived Health	Self-rated health measures the percentage of people who say their health is 'good' or 'very good' in response to the question: "In general, would you say your health is: 'excellent,' 'very good,' 'good,' 'fair' or 'poor'?"
Substance Abuse	Substance abuse measures the number of people aged 10 or older who have been diagnosed as abusing drugs or alcohol.
Readiness to Learn	Readiness to learn measures the percentage of children that are assessed as ready to learn when entering kindergarten.
High School Graduation Rates	High school graduation measures the percent of students who graduate on-time within four years of starting Grade 9.
Children in Care	Children in care measures the percentage of children who are removed from their families and placed in the care of another adult.

LEGEND – Goal alignment with indicators

Leadership and Good Governance (*LG*) **Environmental Resilience (*ER*)** **Economic Prosperity (*EP*)**

Good Health and Well-Being (*HW*) **Social Equity (*SE*)** **City Building (*CB*)**

Reference Year	Baseline Data							Desired Trend
2018	5,000 annually	◑	○	●	○	●	●	
2011	600 dwellings per square km on average	○	●	○	○	◑	●	↑
2016	60% at same address 5+ years	◑	○	●	○	●	●	↑
2018	225 litres consumed per capita	○	●	○	●	○	◑	↓
2018	250 kilograms of waste per capita	○	●	◑	◑	○	○	↓
2018	65 kilograms of waste per capita	◑	●	◑	○	○	○	↑
2016	77% car; 15% bus; 8% active	○	●	●	●	◑	●	↑
2018	70 trips per capita per year	◑	●	◑	●	●	●	↑
2017	9 fatalities	○	○	○	●	○	●	↓
2018	80% feel safe walking alone at night in their neighbourhood	○	○	○	●	○	●	↑
2017	10 victims per 1,000 people	◑	○	◑	●	●	●	↓
2016	60% good or very good	○	○	○	●	○	○	↑
2012	5% of people age 10 or older	○	○	○	●	◑	○	↓
2017	70% ready	○	○	●	●	●	○	↑
2018	82% within four years of grade 9 entry	○	○	●	○	●	○	↑
2016	5% removed from family care	○	○	●	●	●	○	↓

● **Directly Relevant**

◑ **Indirectly Relevant**

○ **Not Relevant**

Appendix 2: Glossary

The listed terms are described as they are intended to be interpreted in this document. Sources are available upon request.

Active Transportation
Any human-powered mode of transportation such as walking, cycling, skiing, skating and skateboarding. Active transportation can provide safe, affordable, and efficient transportation opportunities that allow people to incorporate physical activity into their daily lives and gain associated health benefits. Along with personal health benefits of using active modes of travel, there are broader community benefits- such as reduced greenhouse gas emissions, improved air quality and maximizing the use of existing infrastructure.

Adaptable Housing
Can be upgraded, expanded, divided into extra units or used for a variety of purposes throughout its life. It incorporates flexible features that can accommodate occupants' changing requirements easily and inexpensively - using the principles of universal design. Features such as wider doors and corridors, entrances without steps, lever hardware, height-adjustable or removable cabinets, and wall reinforcement for grab bars or rails, are less expensive when incorporated during initial construction.

Adaptation (Climate)
Any initiatives or actions in response to actual or projected climate change impacts and which reduce the effects of climate change on built, natural, and social systems.

Adaptive Reuse
The change in use (and often structure) of a building whose original use is no longer needed. This is typically done with old industrial and warehouse buildings, but also happens with more modern buildings.

Affordable Housing
Refers to housing that falls within the financial means of a household living in either market or non-market dwellings. Housing is generally considered affordable if all costs related to shelter, including rent or mortgage payment (principal, interest and a 10% down payment), taxes, insurance and utilities require 30% or less of gross annual household income. Housing affordability is also influenced by household income (e.g. the concept of housing hardship that considers if a household can afford basic non-housing expenses like food and transportation after paying for housing) as well as housing cost and supply.

Air Pollution
Degradation of air quality with negative effects on human health or the natural or built environment due to the introduction, by natural processes or human activity, into the atmosphere of substances (gases, aerosols) which have a direct (primary pollutants) or indirect (secondary pollutants) harmful effect.

Asset Management
An integrated set of business processes to minimize the lifecycle costs of owning, operating and maintaining assets, at an acceptable level of risk, while continuously delivering established levels of service.

Brownfield
Land that was previously developed and may be abandoned, vacant, derelict or underutilized and may have some form of ground contamination. Brownfield sites often require some form of remediation before they can be redeveloped. The term brownfield is commonly used to describe land previously used for industrial or commercial purposes with known or suspected ground contamination.

Built Environment
Human-made physical components of the urban environment ranging in scale from landscaped areas to parks, buildings and roads and bridges.

Carbon Sequestration
The process of capture, absorption and storage of carbon from the atmosphere.

Circular Economy
A way of thinking about consistently reusing resources so there is no detrimental effect to the environment. This is different from what is typical today where people extract, make, use, and dispose of resources.

City
When included with a capital "C" refers to the City of Winnipeg as the municipal corporation of The City of Winnipeg, continued under section 8 of The City of Winnipeg Charter.

City (city)
When included with a lower case "c" means the geographical area located within the jurisdictional boundaries of the City.

Climate Change
Refers to a statistically significant variation in either the mean state of the climate or in its variability, persisting for an extended period (typically decades or longer). Climate Change may be due to natural internal processes or external forces, or to persistent anthropogenic changes in the composition of the atmosphere or in land use.

Climate Equity
Ensures that all people have the opportunity to benefit equally from climate solutions, while not taking on an un-equal burden of climate impacts.

Community
A group of people with similar or shared culture, concerns or geography (*OurWinnipeg*, 2011).

Community Benefits
A tool to help local communities organize and leverage public infrastructure investments to create good jobs and apprenticeships, grow social enterprises, build affordable housing, and more for people who don't usually benefit from capital projects.

Community Benefit Agreement
A legal framework for community coalitions to organize and negotiate with developers regarding job access, wages, training, community oversight and other benefits a proposed development might bring to the surrounding neighborhood or city. These are binding contracts that clarify and align the expectations of developers, community coalitions, and public officials.

Community Development
The planned evolution of all aspects of community well-being (economic, social, environmental and cultural). It is a process whereby community members come together to take collective action and generate solutions to common problems.

Community Economic Development
Action by people locally to create economic opportunities that improve social conditions, particularly for those who are most disadvantaged. CED is an approach that recognizes that economic, environmental and social challenges are interdependent, complex and ever-changing. To be effective, solutions must be rooted in local knowledge and led by community members. CED promotes holistic approaches, addressing individual, community and regional levels, recognizing that these levels are interconnected.

Community Need
Can be assessed by understanding populations' unmet needs and community capacity, through a combination of obtaining information and views from community members themselves, and referring to recognized community indicators that can focus priorities to achieve a minimum standard for quality of life.

Complete Communities
When italicized and capitalized, it refers to the *Complete Communities Direction Strategy*. When not italicized or capitalized, it refers to an area offering a mix of urban features which enable residents to live, work, shop, learn, and play without leaving the neighbourhood.

Complete Streets
An approach that integrates people and places in the planning, design, construction, operation, and maintenance of transportation networks. This helps to ensure streets are safe for people of all ages and abilities; balance the needs of different modes; and support local land uses, economies, cultures, and natural environments.

Conservation
The preservation or restoration from loss, damage, or neglect; with respect to heritage resources, all actions or processes that are aimed at safeguarding a heritage resource so as to retain its heritage value and extend its physical life.

Critical mass
The smallest number of people, or amount of change, investment, development, or growth necessary to produce a sustainable and long-lasting effect.

Culture
The set of distinctive spiritual, material, intellectual and emotional features of society, community or a social group, and that encompasses language, art and literature, lifestyles, ways of living together, value systems, traditions and beliefs.

Density
Refers to the number of dwelling units, square metres of floor space, or people per acre or hectare of land.

Determinants of Health
Are the broad range of personal, social, economic and environmental factors that determine individual and population health. These relate to an individual's place and experiences in society, such as identity, access to income, education, employment, and social supports.

Development Plan
Set out the goals, policies and guidelines intended to direct all physical, social, environmental and economic development in a city now and into the future. All other plans and Council decisions must conform to it. In Manitoba, the Planning Act requires all municipalities to prepare a development plan. OurWinnipeg is the City of Winnipeg's development plan. Development plans are also known as official plans, comprehensive plans or general plans.

Diversion
Refers to changing the destination of waste material from landfills or incineration to recycling, composting, or reuse.

Embodied Carbon
The emissions associated with the production, transportation, assembly, use, and eventual decommissioning of materials used in a building's construction.

Employment Lands
Lands designated for clusters of business and economic activities including, but not limited to, manufacturing, warehousing, offices, institutional uses, and ancillary retail and commercial facilities.

Energy Poverty
Refers to the experience of households or communities who struggle with meeting their home energy needs.

Equity
Recognizes that not all people start off from the same position, and that unequal opportunities make it more difficult for some to be successful. Treating everyone the same is only fair if they are starting from the same position. It seeks to address the inequalities that stem from an individual's particular circumstances, to help put them at the same position as others (also known as substantive equality).

Evidence-informed
Describes the process of distilling and disseminating the best available evidence from research, practice and experience, and using that evidence to inform and improve public decision-making, policy and practice.

Full Range of Municipal Services
Refers to a full range of municipal infrastructure services including piped water, piped wastewater, piped land drainage and an urban standard roadway.

Food Security
A condition in which all people, at all times, have physical, social, and economic access to sufficient, safe, and nutritious food that meets their food preferences and dietary needs for an active and healthy life.

Gentrification
A process of neighborhood change that includes economic and demographic transitions (e.g. rising home values and rents, income levels and educational attainment, and lack of racial diversity) in historically disinvested neighborhoods that leads to displacement of long-time and lower-income residents and a loss of community identity.

Goods Movement
The transportation of goods (freight or commodities) by road, rail, or air.

Greenhouse Gas Emissions
Gases (e.g. carbon dioxide, methane, nitrous oxide) that are released into the atmosphere from human-induced and natural occurrences. These gases trap heat from the sun within the atmosphere, causing a greenhouse effect.

Green Infrastructure
A broad category that integrates natural assets, and designed and engineered elements that have been created to mimic natural functions and processes that provide human health benefits and critical environmental, social and economic services, and protect against climate shock; and the stock of natural resources or ecosystems that are relied upon, managed, or could be managed by a municipality, regional district, or other form of local government for the sustainable provision of one or more municipal services. For example, urban forests, grasslands, wetlands, parks and open space, river corridors, soil, green roofs, and permeable pavement.

Growth-enabling Instructure
This includes regional-scale infrastructure usually funded by the City from its capital budget that is a prerequisite to development. Common examples include water feeder mains, wastewater interceptors, and major roads.

Growth-supportive Infrastructure
This includes regional-scale infrastructure usually funded by the City from its capital budget that is not a prerequisite to development but is needed to support it. Common examples include community centres, fire stations, and major roads.

Hazard Landscape
All hazards that could impact a geographical area, irrespective of cause or source of the hazard.

Heritage Resource
A building or land, or element of a building or land, that embodies heritage values.

Heritage Values
Those which convey aesthetic, architectural, historic, scientific, cultural, social or spiritual importance or significance for past, present and future generations.

Human Rights
Everyone in the world is entitled to the same fundamental human rights, including a life of equality, dignity, respect, and a life free from discrimination.

Homelessness
The three dimensions rooted in human rights that describe homelessness include: first, the absence of a home in the material and social aspects; second, the systemic discrimination and social exclusion that comes from the social identity of how "homeless" is constituted as a social group; and third, the recognition that people experiencing homelessness are rights-holders with agency to transform the systems that limit the right to adequate housing.

Housing First
A recovery-oriented approach to ending homelessness, that centers on quickly moving people experiencing homelessness into independent and permanent housing, and then providing additional supports and services as needed, including physical and mental health, education, employment, substance abuse and community connections.

Indicator
A specific, observable, and measurable accomplishment or change that shows whether progress has been made toward achieving a specific output or outcome.

Indigenous
The use of this term refers to "*Aboriginal Peoples of Canada*" as defined in Section 35(2) of the Constitution Act, 1982 to include the First Nations, Inuit and Métis Peoples of Canada. This Plan primarily references Indigenous Peoples and governments, specifically First Nations, Inuit and Métis Peoples.

Indigenous Rights
Refers to both Treaty and Aboriginal rights, which were given constitutional recognition and affirmation in Section 35(1) of the Constitution Act, 1982. Indigenous Rights include a range of cultural, social, political, and economic rights held by Indigenous Peoples (referred to as rightsholders in the Plan), including the right to establish treaties; and include the right to land to practice the right to fish, to hunt, and to practice one's own culture (referred to as Indigenous land-based practices in the Plan).

Infill
A type of development occurring in established areas of the city. Infill can occur on long-time vacant lots, or on pieces of land with existing buildings, or can involve changing the land use of a property from one type of land use to another.

Infrastructure
Physical elements of the urban environment for which the City holds responsibility for ownership, maintenance or management.

Integrated Planning and Service Delivery
Inter-governmental, inter-sectoral, interdepartmental collaboration between stakeholders who work together in an integrated manner to effectively identify, obtain, and deploy resources; enhance system capacity; and address service gaps to achieve desired results.

Intergenerational
An approach centered on sharing knowledge, cultural norms, traditions as well as reciprocal care, support and exchange of resources between younger and older generations for both individual, social and sustainable development benefits.

Level of Service
Parameters, or combination of parameters, which reflect social, political, environmental and economic outcomes that the organization delivers.

Lifecycle Costing
Incorporates the total cost of the good or service over its lifetime, including the costs from planning, acquisition, use, maintenance, and disposal.

Life Safety
The condition of being protected from harm or other critical non-desirable outcomes.

Literacy
The ability to identify, understand, interpret, create, communicate and compute, using printed and written materials associated with varying contexts. It involves a continuum of learning in enabling individuals to achieve their goals, to develop their knowledge and potential, and to participate fully in their community and wider society. Examples of types of literacy include reading and writing, physical or recreational, civic, digital, multicultural, and media.

Living Wage
The amount needed for a person working full-time to cover basic necessities; support healthy development of children; escape financial stress; and participate in the social, civic, and cultural life of the community.

Low-Carbon
Describes activities, practices, and policies that aim to minimize the output of greenhouse gases into the environment. A transition to Low-carbon requires a series of outcomes leading to more significant reductions in community-wide energy consumption and greenhouse gases emissions.

Major Open Space
Includes both Public and Private Major Open Spaces, in keeping with the policy detail in Complete Communities. Public open space is City-owned municipal golf courses, regional parks and nature parks, and other parks spaces with areas over 40 hectares (100 acres) within city limits, that provide public use and enjoyment. Private open space are areas over 40 acres (100 acres) that are privately owned but serve a public function and provide important ecological functions and/or recreational opportunities to the community. Examples include private golf courses and Fort Whyte Alive.

Mitigation
The promotion of policy, regulatory, and project-based measures that contribute to the stabilization or reduction of greenhouse gas concentrations in the atmosphere. Renewable energy programs, energy efficiency frameworks, and substitution of fossil fuels, are examples of climate change mitigation measures.

Mixed-income
The inclusion of a range of income levels within a development, including low, moderate and/or higher incomes.

Must
When used in policy direction that direction will be complied with and enforced without compromise upon adoption of the Plan.

Newcomer
New residents including people arriving from countries outside Canada, such as recent immigrants, refugees, refugee claimants or asylum seekers, and temporary residents.

Official Languages
English and French are the official languages in which Winnipeg residents can request that City services be provided.

Plan
When included with a capital "P" refers to *OurWinnipeg*, the City's development plan as specified in section 226 of *The City of Winnipeg Charter Act*.

Peg Community Indicator System
A community indicator system, tracking measures called 'indicators' that reflect and measure Winnipeg's health and well-being.

Preservation
Ensuring protection of, and utilizing the principles of preserving and managing natural heritage.

Procurement
Accounts for social and environmental factors in the purchasing of goods, services, and outcomes along the supply chain, including lifecycle costs, local opportunities for people with barriers to employment, and community return on investment.

Poverty
Describes the situation when people do not have income adequate for basic human needs such as clean water, nutrition, health care, clothing, and shelter, and therefore lack sufficient resources to participate in the social and economic life of their community.

Regional Mixed Use Corridors
Major regional arterial roads throughout the City that link Downtown and one or more Mixed Use Centres or major activity areas, in keeping with the policy detail in *Complete Communities*.

Resilience
The proactive capacity of a system, community, or society exposed to hazards to mitigate and adapt, by resisting or changing in order to reach and maintain an acceptable level of functioning and structure through responsible long-term planning for resource sustainability and asset management.

Resident
An individual inhabitant of the City of Winnipeg

Return on Investment
A framework for measuring value much broader than financial return, that seeks to account for outcomes such as reduced inequality, environmental resilience and improved well-being by incorporating social, environmental and economic costs and benefits.

Sense of Place
A combination of characteristics that makes a place authentic and unique – a mix of natural and cultural features blending the physical character of the land with memory, culture, and story. Sense of place involves the human experience in a natural or urban landscape, providing a strong identity and character that is deeply felt, recognized by a visitor, and valued by residents.

Social Enterprise
Refers to a business that seeks to achieve a defined social, cultural or environmental goal and the majority of net profits are reinvested in the social, cultural or environmental goal. It often involves a mandate to hire, train and provide wrap-around supports for people facing multiple barriers to employment.

Specialized Agriculture
Agricultural operations that typically produce high value, lower volume, intensively managed agricultural products and do not require the large parcel sizes typically associated with annual crop production and livestock operations. Specialized agricultural operations include (but are not limited to) greenhouse production, aquaculture, honey production, and processing and horticultural products such as fruit and vegetables.

Supportive Housing
Housing and programs for low-income individuals or those who need assistance in order to live independently, including assisted living, accessible housing and substance-use recovery programs.

Sustainable Development
Development that meets the needs of the present without compromising the ability of future generations to meet their own needs. While the term is most associated with its environmental implications, it has economic and social implications as well.

Sustainable Transportation
A resilient transportation system supports the efficient and effective movement of people and goods; improves the quality of life for all by being integrated, affordable and reliable; manages traffic congestion and stimulates choice of mode; maintains infrastructure investments; protects our environment and champions targets for net zero carbon emissions thus improving air quality and health; capitalizes on new technology and innovation.

Systemically Disadvantaged
Individuals or groups of people within the community who are negatively impacted by socio-economic outcomes of systems that are beyond their ability to influence, due to under-representation within that system.

Transit-Oriented Development (TOD)
Is moderate to higher density compact mixed-use development, located within an easy five to ten minute (approximately 400m to 800m) walk to a major transit stop. TOD involves high quality urban development with a mix of residential, employment and shopping opportunities, designed in a pedestrian oriented manner without excluding the automobile. TOD can be new construction or redevelopment of one or more buildings whose design and orientation facilitate the use of convenient and sustainable modes of transportation, including public transit and active transportation.

United Nations Sustainable Development Goals
In 2015, under the guidance of the United Nations, representatives of the world's nations adopted a set of goals to target many of the world's most pressing issues. Referred to as the Sustainable Development Goals (SDGs), these 17 goals and their targets seek to end poverty, protect the planet, and ensure that all people enjoy peace and prosperity by promoting inclusive, equitable, safe, and sustainable societies. The SDGs confront issues, identify root problems, and set objectives to leave no one behind as we transform nations, cities, and neighbourhoods into places where we can all live and prosper.

Universal Design
Refers to the design of inclusive environments, products, services, and communications that can be accessed, understood and used to the greatest extent possible - regardless of a person's age, size, ability, or disability. It follows the seven principles of equitable use, flexibility in use, simple and intuitive use, perceptible information, tolerance of error, low physical effort, and size and space for approach and use. The human-centered approach to design that Universal Design supports is user-friendly and convenient, as well as respectful of user dignity, rights and privacy.

Urban Agriculture
The growing of food through intensive plant cultivation and animal husbandry in the urban environment. It also includes the processing and distribution of food produced through urban agriculture activities.

Urban Design
The process of applying the desired functional and aesthetic parameters to the design of the city and its parts.

Urban Forest
The sum total of all trees and associated vegetation, soil, natural processes and cultural elements on public and private land in and around towns, cities and other communities.

Urban Heat Island Effect
Describes urban areas that are hotter than nearby rural areas, due to closely-packed buildings and paved surfaces that amplify and trap heat.

Urban Mixed Use Corridors
Are the most pedestrian oriented of the city's Corridors. Their design and land use either currently provide a high quality urban environment or are expected to transition to such a standard in the shorter term, in keeping with the policy detail in *Complete Communities*.

Urban Reserve
Canada continues to owe land through the 'Treaty Land Entitlement' (TLE) process to specific First Nations under the terms of the original treaties (signed between 1871 and 1910). As part of the settlement process, some First Nations have an opportunity to acquire land and apply to the Federal Government to have it designated as 'reserve land', through the Federal Government's Additions to Reserve process. Regardless of the function or use, lands given reserve status within or adjacent to urban municipalities for the use and benefit of a First Nation, are commonly referred to as 'urban reserves'.

Urban Structure
A spatial articulation of city building objectives based on land use, physical layout, and design.

Vulnerability
The degree to which a system is susceptible to, or unable to cope with, adverse effects of climate change, including climate variability and extremes. Vulnerability is a function of both the sensitivity and the adaptive capacity of a given sector.

Winnipeg Metropolitan Region
The Winnipeg Metropolitan Region is comprised of 18 municipalities that include and surround the City of Winnipeg. The Winnipeg Metropolitan Region provides the platform for municipalities to work on projects that cross boundaries, in support of good growth, good stewardship and good governance.



City Contact Information

Information on the City of Winnipeg is available at **winnipeg.ca/ourwinnipeg**
Inquiries may also be directed to **311** | Outside of Winnipeg: **1-877-311-4974**

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