APPENDIX B – OurWinnnipeg2045/Complete Communities2.0: Recommended Approach for the Next Periodic Review
May 2025

1. Project Overview

The next periodic review of the OurWinnipeg 2045 (OW) development plan is to be initiated by May 2027, per the City of Winnipeg Charter. Regular review ensures the plan is responsive to changing social, economic, and environmental conditions, and that it align with municipal and community visions and expectations as they evolve.

In parallel, the related Complete Communities Direction Strategy 2.0 (CCDS) secondary plan will also be reviewed. CCDS is the City's comprehensive land use plan that supports implementation of OW goals through the growth and development of the city and its neighbourhoods.

Based on the breadth and complexity of policies in these plans, the following components are recommended to guide the resourcing for the next OW/CCDS review project – mirroring the approach used for other major plan development initiatives:

1. **Dedicated staff team** – recommend a dedicated project team be resourced to support the review and deliver updated plans within the identified timeline. All departments will be required to lend support to the review as subject matter experts.

2. **Investment in planning research & development** – resources for background technical studies, research, and data analysis are required to support policy innovation and update key policy directions, such as the greenfield phasing strategy.

3. **Robust community and stakeholder engagement** – robust engagement and collaboration is recommended to address complex and emerging issues. Resources will be required to effectively communicate planning process and outcomes, and to hold meaningful conversations. This will include early engagement with First Nations, Metis, and Inuit governments and organizations, and engagement with the development industry, community organizations, and residents in all wards.

2. Background of Plans

OurWinnipeg 2045

The OW development plan was adopted by by-law on May 26, 2022. The purpose of the plan is to set out a 25-year vision, and establish high-level goals and aspirations to inform City-wide decision making with respect to physical, social, environmental, and economic policy.

There are six goal areas in the OW plan, with overarching and service specific objectives and policies for each area. All City departments refer to OW to inform service delivery, and the Public Service describes alignment with the plan in all Administrative Reports.

Directions in the OW development plan include:

- Municipal services to be provided through health equity, age friendly and Indigenous lenses

- Intensification target of 50% infill and 50% greenfield development
- GHG reduction targets of 20% by 2030 and net zero by 2050
- Prioritizes an integrated, sustainable transportation system
- Master greenspace and natural corridor plan bylaw (increase lands by 1,000 acres)
- Prioritizes the downtown
- Prioritizes support of Indigenous-led opportunities
- Prioritizes municipal implementation responsibilities in UNDRIP, TRC Calls to Action and MMIWG Calls for Justice
- Supports reduction of poverty and homelessness; Housing First approach
- Implementation through development of a Strategic Priorities Action Plan (SPAP) following the adoption of the plan

Complete Communities 2.0 – An OurWinnipeg Direction Strategy

CCDS, a city-wide secondary plan by-law, was also adopted on May 26, 2022. This companion plan provides detailed policies to implement the objectives and policies contained in 'City Building' goal area of OW. It is a comprehensive land-use plan guiding the physical growth, development, and land use of the city.

Highlights in the CCDS secondary plan include:

- Introduction of new sections from the previously adopted plan, including: General Growth, Financing Growth, Servicing, Mobility, Housing, Major Open Space, and Strategic Infrastructure
- More detailed criteria and indicators to support decision-making
- Introduction of prioritization of land use decisions to achieve the plan's vision, and integrates decision-making across City departments, including:
    - Establishment of an intensification target
    - Directing highest densities towards the best transit (Primary Transit Network)
    - Creation of a greenfield phasing strategy
    - Prioritizing existing infrastructure
- Emphasizing implementation through:
    - An Implementation Table outlining the priority of specific actions
    - Development of a Strategic Priorities Action Plan (SPAP) following the adoption of the plan

3. Roles and Relationships

- **Project Sponsor – Planning, Property, and Development Department (PPD)**
    - ***PPD*** will lead the review of the OW/CCDS plans on behalf of the Public Service
    - A ***dedicated project team*** is recommended for the project, while other staff will support the review as subject matter experts on key aspects pertaining to their area of work.

- **Subject Matter Experts - Other City Departments**
    - All ***other City departments*** will participate in the review of OW/CCDS through technical working groups, direct involvement in research and development, review of draft policies, and stakeholder engagement.
    - Some departments, such as Public Works, Office of Sustainability, Asset and Project Management, and the Office of the Chief Administrative Officer, will be more closely involved in the review and development of detailed proposals.

- Existing internal working groups will be consulted for project oversight at key stages of the work (e.g. PEAC and PEAC Support Team)

- **Approving Authorities**
  - ***City Council*** is the approving authority for any proposed amendments to the OW development plan by-law and CCDS secondary plan by-law
  - ***Province of Manitoba***, specifically the minister responsible for administering the City of Winnipeg Charter Act, will be provided a copy of the proposed OurWinnipeg development plan by-law for review and approval, once it has been given second reading by City Council.

4. Scope of Work

General Approach:

It is anticipated that the review of the OW and CC plans will focus on refinement and improvement. A first step will be to evaluate the current plans, and then explore ways to enhance, clarify, and update policies by reflecting any new plans or strategic directions established since the last adoption or in active development.

Alignment with Other Plans and Strategies (adopted since May 2022):

An important aspect of the review will be to seek alignment between OW and CCDS and plans and strategies adopted after May 2022, when OW/CCDS were last adopted. Some of these plans new plans and policies adopted since 2022 include:

- Community Energy Investment Roadmap,
- Winnipeg's Comprehensive Urban Forest Strategy,
- CentrePlan 2050 (Downtown Plan), and the
- Malls & Corridors zoning amendments.

In addition, there are major plans and strategies in development or under consideration, which are anticipated to be adopted by May 2027. These include:

- Transportation Master Plan,
- Infill Housing zoning amendments,
- Winnipeg Climate Action Plan update,
- Greenspace Plan and Biodiversity Policy,
- Zoning Bylaw Review, and,
- Winnipeg Metropolitan Region's Plan 20-50.

Potential key themes for the review:

Based on preliminary feedback by the Public Service on the next review and analysis of current issues facing the city, the following key themes are suggested for the next review of both OW and CCDS:

- Equity
- Reconciliation
- Housing
- Strong neighbourhoods
- Mobility (alignment with Transportation Master Plan, anticipated June 2025)
- Climate resilience/energy planning (alignment with Winnipeg Climate Action Plan)

- Economic resilience
- Regional competitiveness
- Sustainable and planned land development and growth:
    - Review where and how we grow and develop as a city (greenfield phasing, secondary planning, local area planning)
    - Understand status of 'complete communities' (for both existing and new neighbourhoods), and infrastructure gaps
    - Servicing (cost of development and 'completing' communities)
    - Greenspace policies (balancing with growth)
- Plan implementation and monitoring

5. Research and development - Required technical studies, research, and data

Background technical studies and research will be required as part of the review project. This includes updating major studies undertaken as part of the last review of OurWinnipeg and Complete communities, as well as new research related to updating policy directions to respond to changing social, economic, and environmental conditions. This research and analysis phase will support innovation in planning, land use and development.

A number of consultant assignments will be required, while some research and data analysis will be led by the project team. Subject experts from the public service will be involved in developing the scope of each study, and providing feedback and guidance as they are developed. Some of these studies could be initiated as early as 2026, subject to availability of resources and staff capacity.

A significant focus of these studies will be related to growth management, as has been the case in previous development plan reviews. This is expected to include:

- Updated employment land analysis, including the preparation of an updated employment forecast, analysis of potential re-designation sites, and preparation of industrial land phasing policies;
- Updated residential land analysis, including a review of high-level servicing requirements needed to enable development; and
- The preparation of growth scenarios for Council consideration. It is hoped that these scenarios can be modeled from both a City financial and greenhouse gas emissions perspective, and that Council direction on a preferred scenario can inform direction on the rest of the plan.

Other background studies will be needed to support other plan objectives in areas such as housing, inner city revitalization, and land use/transportation integration.

6. Products

- Products of the OW/CCDS review project will be including the following:

    1. **OurWinnipeg development plan** – updated plan and by-law for adoption by City Council and approval of the Minister of Municipal & Northern Relations

    2. **Complete Communities secondary plan** – updated plan and by-law for adoption by City Council

    3. **Implementation strategy** – an implementation strategy for adoption by City Council

7. Stakeholder and Public Engagement

- Robust and comprehensive engagement is recommended. This should include a variety of opportunities for input city-wide, and outreach to a broad range of stakeholder and community organizations
- Early and direct outreach to First Nations, Métis, and Inuit rightsholders is recommended to develop next steps on areas of interest in the plans
- Subject to availability of staff and program resources, there may be external advisory committees established to review the plans
- Communications and community engagement costs will include materials development, use of online tools (webpage, surveys etc.), advertising and promotions, and event and meeting related costs. Some of this work may include consultant assignments.
- Three key input opportunities are suggested, as shown in the preliminary work plan that follows

8. Preliminary Work Program & Timeline

A high-level preliminary work program for the OW/CCDS review project is provided below. In early 2027, an updated work program will be shared with Council reflecting secured resources.

PHASE	ACTIVITIES	TIMING

PROJECT PLANNING	• Make initial connection with stakeholders (internal/external)
	  ○ Confirm and clarify areas of interest for review
	• Seek external funding
	• Develop detailed project workplan based on available funds
	• Develop engagement strategy (OW and CCDS)
	• Prepare detailed scope for technical studies; procurement of consultants; initiate technical studies (timeline varies)
	• Establish internal/external working groups (OW and CCDS)
	• Prepare initial evaluation of plans:
	  ○ Define success – identify goals, measures
	  ○ Data – compile metrics, get feedback
	  ○ Evaluate – How did we do? What's working/needs improving?
		2026 - 2027

FORMAL LAUNCH OF PUBLIC PROCESS	• Update to Council (detailed work plan and engagement strategy) • Notification to Minister that review of development plan has begun	**May 2027**
Phase 1: EVALUATE	• Draft materials outlining review process • **Public input opportunity #1 – *'Are we on the right track?'***	**4-6 months**
Phase 2: REVIEW	• Engage with internal/external working groups and stakeholders • Drafting materials for detailed review (topics/themes) • **Public input opportunity #2 – *'Where can we improve?'***	**6-8 months**
Phase 3: REVISE	• Technical work to update plans – development of specific amendments; development of new draft plan documents etc. • Internal/external stakeholder review to confirm direction	**6-10 months**
Phase 4: CONFIRM	• Draft materials outlining proposed updates to plans • Mid-term update to Council (proposed directions) • **Public input opportunity #3 – *'Input on directions'***	**4-6 months**
Phase 5: APPROVE	• Preparation of final draft plans • Report to Council with plans for approval • Public Hearings • Ministerial review and approval	**approx. 12 months**
Phase 6: IMPLEMENT	• Develop implementation/communication tools • Internal governance structures and training • External stakeholder communications	**4-6 months, then ongoing**
Estimated project timeframe		**approx. 3-4 years**

9. Staffing and Resources

- Additional financial and human resources are required to undertake the review of OW and CCDS. A dedicated staff team is recommended, similar to the staffing of the work related to the Rapid Zoning Bylaw Amendments (Housing Accelerator Fund).
- Order of magnitude costs for staffing and program resources are provided in sections below.
- A staff team of three new permanent staff and one temporary staff is recommended to undertake the OW and CCDS review, provide ongoing implementation support for these citywide plans, and advance priority Local Area Planning initiatives going forward.

Proposed Staff Project Team – OurWinnipeg and Complete Communities Review	
Position	**Role & Responsibilities**
Principal Planner (WAPSO 5) **Project Manager** *1.0 FTE* *(beginning in 2027)*	• Responsible for overall project, budget, and timeline • Coordinate all reports and formal communications to Council/Province • Lead project steering committee • Lead project staff team
Senior Planner (WAPSO 4) **Technical Lead** *1.0 FTE* *(beginning in 2027)*	• Lead overall project communications • Manage technical studies/consultant assignments • Coordinate interdepartmental tech team(s) • Coordinate external advisory group(s) • Lead analysis, content development, writing of plan updates
Planner (WAPSO 3) **Growth Management Support** *1.0 FTE* *(beginning in 2027)*	• Support current Growth Management Coordinator with technical review and consultant assignments related to growth management studies, scenario development, modelling • Support preparation of annual land monitoring reports during plan review
Planner (WAPSO 3) **Technical Support** *1.0 FTE* *(temp for 24 months – Q1 2028 to Q4 2029)*	• Coordinate all public engagement activities • Support to Project Manager and Technical Lead • Data analysis and technical support • Support with content development, writing of plan updates