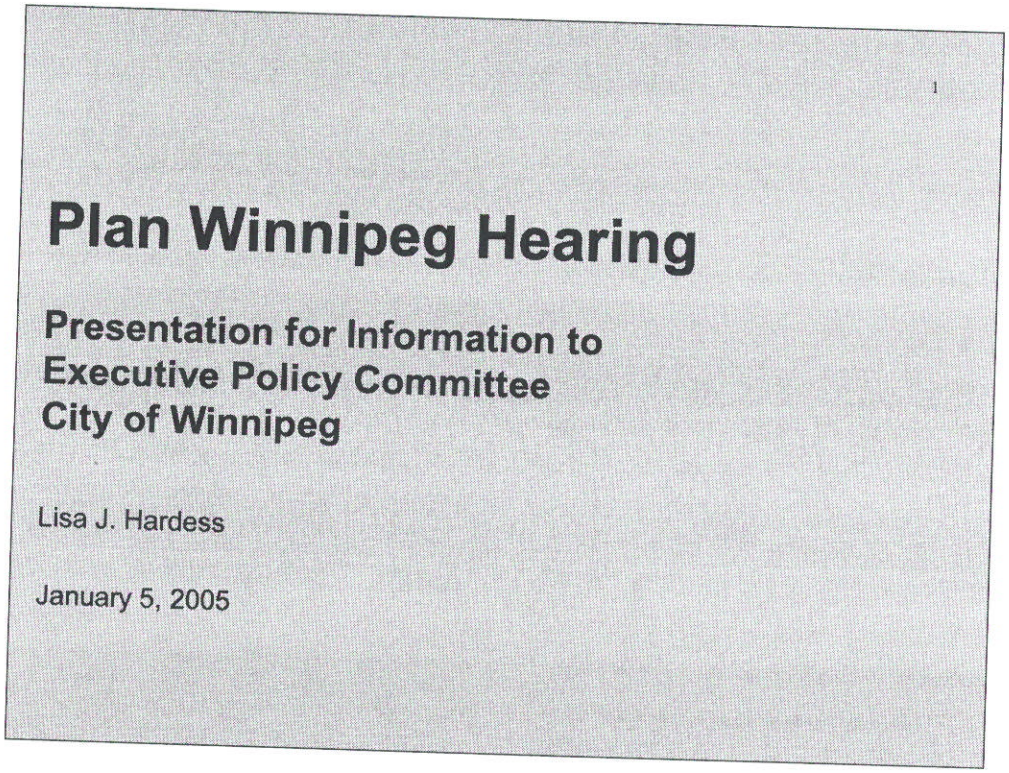


Cover Slide

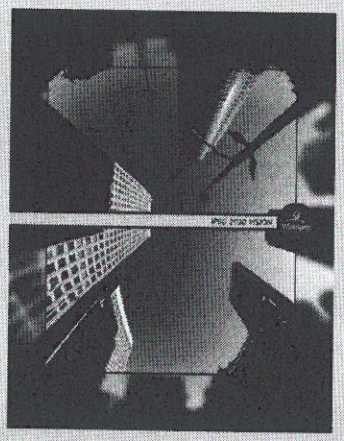
Your worship Mayor Katz, members of the Executive Policy Committee, City staff, fellow delegations and observers.

Good afternoon, my name is Lisa Hardess. I have a Masters degree in Rural Planning and Development, a Bachelor of Science with a double major in Environmental Science and Biology and a Bachelor of Education. I have worked as a teacher, an environmental consultant and currently for a national First Nation environmental organization, working with both communities and the federal government. I am fortunate to be able to travel across Canada for work and have lived and worked in England, Japan and China. I grew up in Toronto and moved here from Guelph, in southern Ontario, 2.5 years ago. I am mentioning this because I have been able to enjoy a wide variety of urban development and public processes.

I am also here today to provide you with additional information that I believe could help inform your decision.

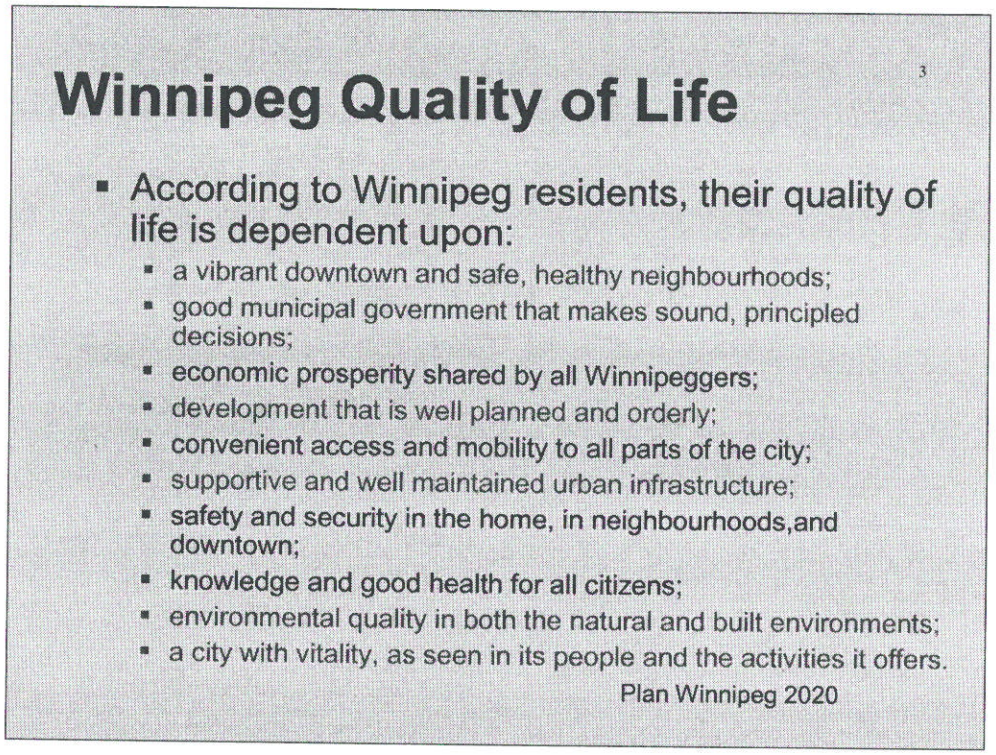
Plan Winnipeg 2020 Community Vision

2



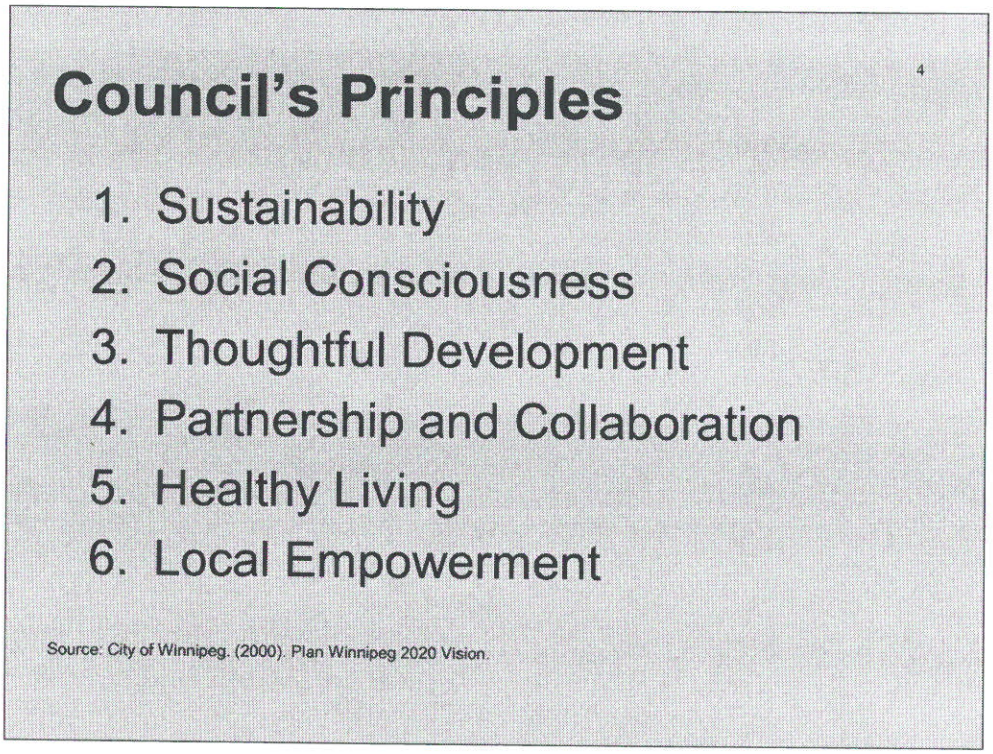
"To be a vibrant and healthy city which places its highest priority on quality of life for all its citizens."

Plan Winnipeg includes a community vision. I want to remind everyone of this vision that was developed through the public consultation process for Plan Winnipeg 2020.



This vision is followed by a list of criteria that Winnipeg residents considered essential to a high quality of life. I have highlighted ~~in green~~ 6 of these that are relevant to today's hearing and the decision to amend Plan Winnipeg.

By Phyllis Watson



In addition, Plan Winnipeg includes principles that Council will adhere to – these are intended to guide the implementation of the plan. There are 6 principles listed - …

I have chosen 3 of these to focus on today and I would like to read the Plan Winnipeg definition of these to you.

Council's Principles

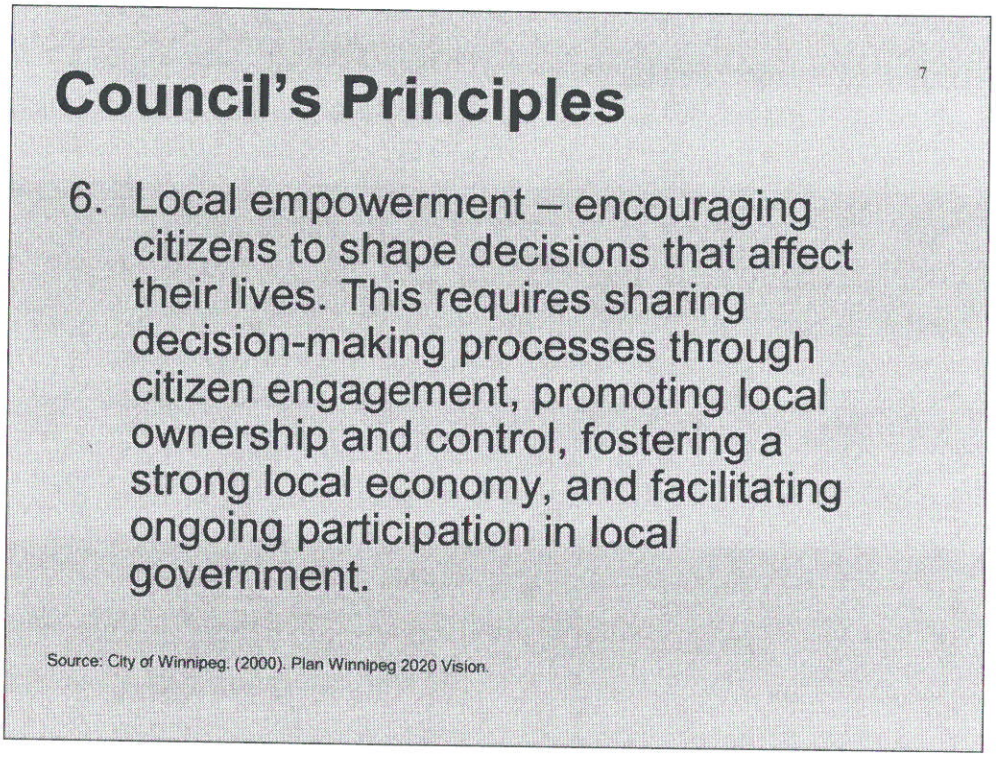
1. Sustainability – making certain that the choices available for future generations are not impaired by decisions made today.For example,this means committing to the reduction of greenhouse gas emissions,making decisions that do not compromise the environment,and recognizing that long term goals are more important than short term gains.

Source: City of Winnipeg. (2000). Plan Winnipeg 2020 Vision.

Council's Principles

3. Thoughtful development – evaluating the costs and benefits of development proposals. The intent is to take maximum advantage of existing infrastructure through increased densities and compact form, to commit to inner city revitalization and heritage conservation,and to provide integrated transportation options.

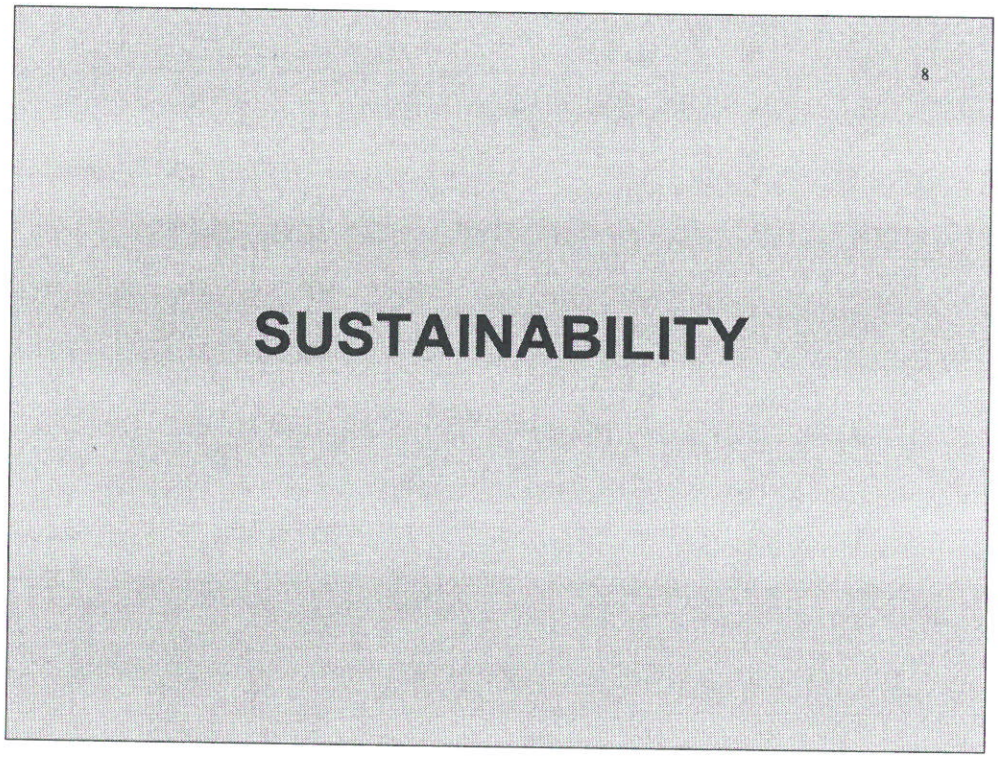
Source: City of Winnipeg. (2000). Plan Winnipeg 2020 Vision.



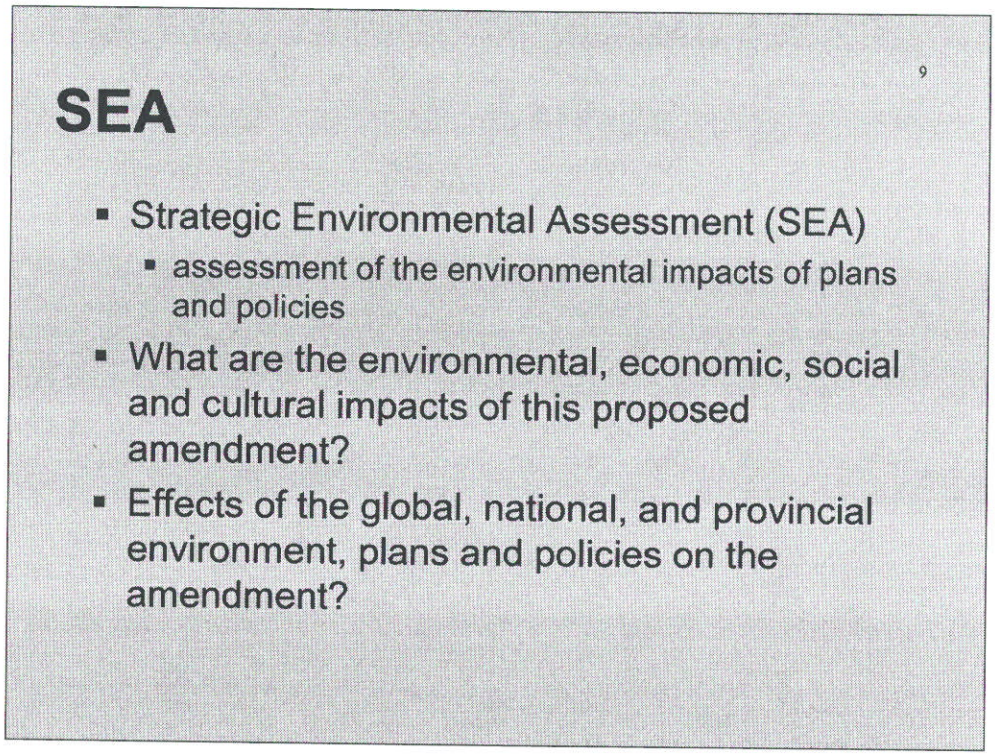
local empowerment

There have been several planning, development and economic studies completed in preparation for this hearing.

These reports contain a lot of good information that can be used by Council to guide its decision. There is also some key information that is missing. I am going to briefly discuss one issue for each of these three principles to try and provide you with some additional information and considerations.



The first issues relates to the principle of sustainability.

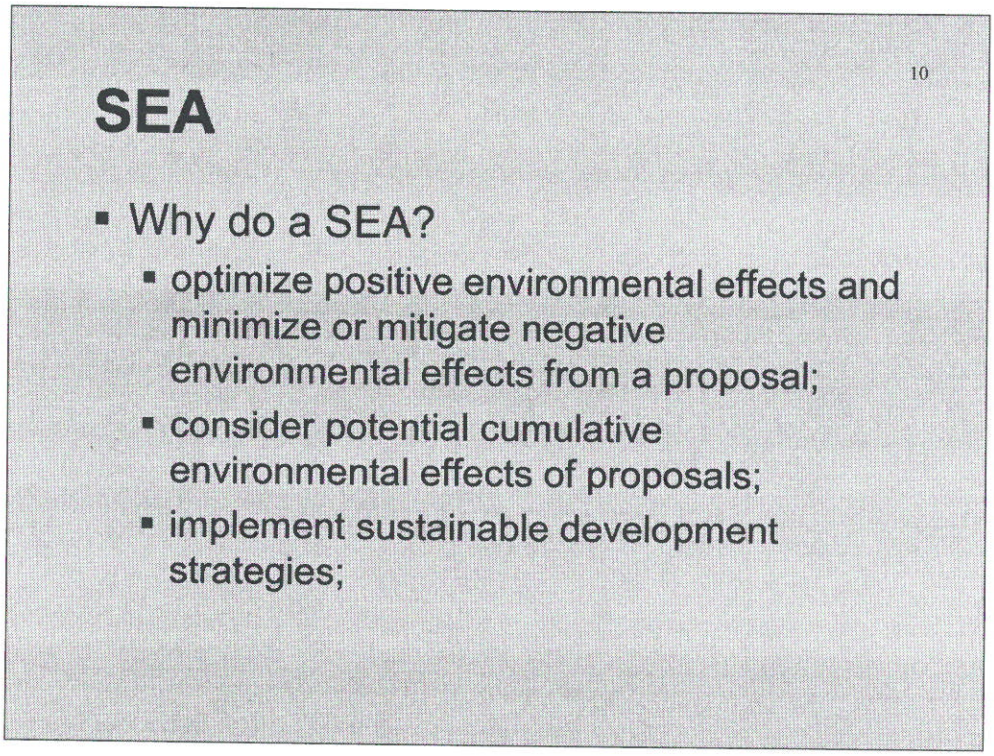


There is little information on the environmental impacts of the proposed amendments. One approach to determining this is Strategic Environmental Assessment – a tool to assessment of the environmental impacts of plans and policies. SEA is being used more frequently by the Canadian government and is encouraged by the International Association of Impact Assessment.

I want to read you some of the text on SEA from the Canadian Environmental Assessment Agency website:

"To make informed decisions in support of sustainable development, decision makers at all levels must be able to integrate economic, social and environmental considerations. The environmental assessment of policy, plan and program proposals, also known as strategic environmental assessment, seeks to incorporate environmental considerations into the development of public policies. Through strategic environmental assessment, environmental considerations can be addressed at the earliest appropriate stage of planning, as are economic and social considerations."

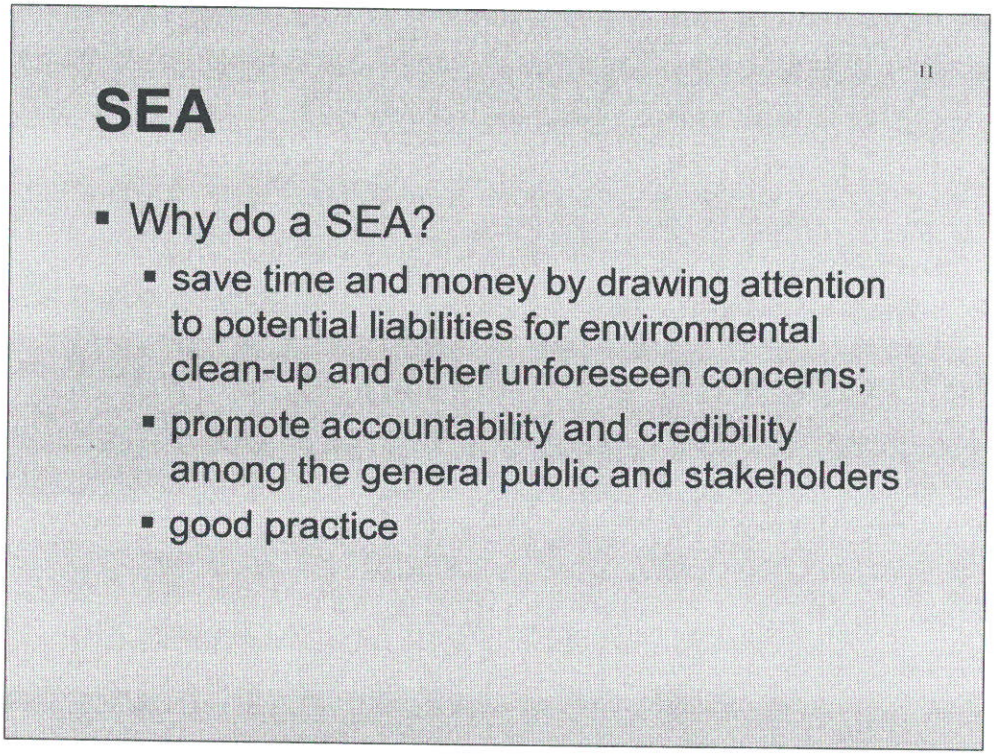
SEA would help us to understand the environmental, economic, social and cultural impacts of the proposed amendment. It would also help to identify the external environments – the global environment, for example – ON the amendment.



The following two slides provide benefits ~~additional reasons~~ to completing a SEA.

SEA are undertaken:

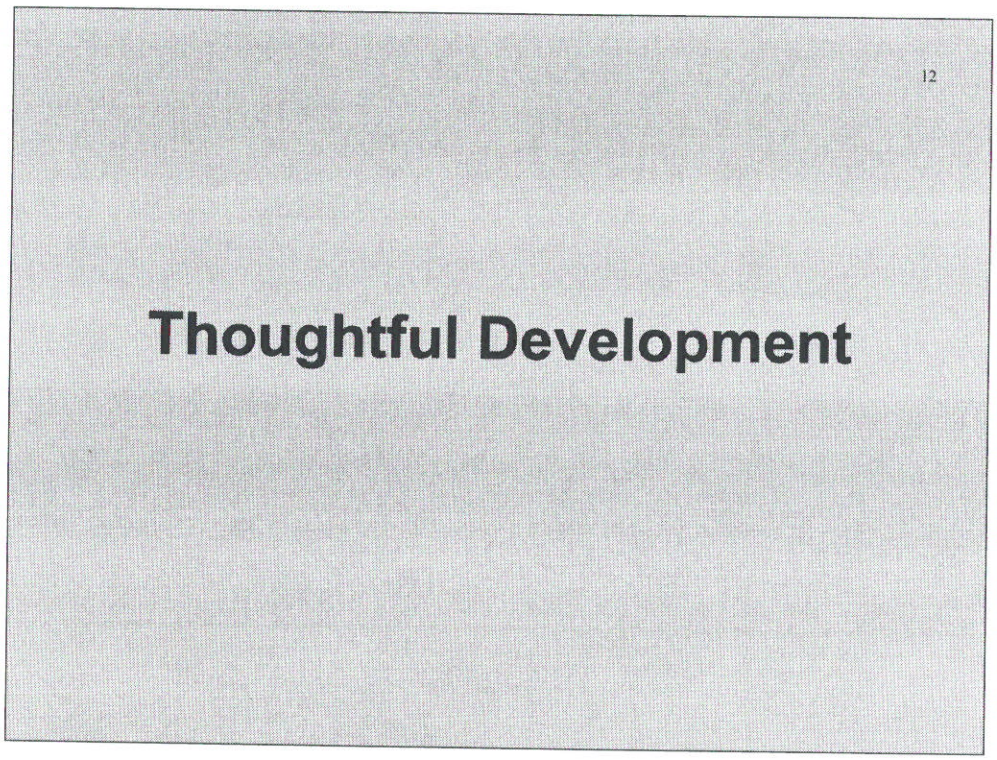
- to optimize positive environmental effects and minimize or mitigate negative environmental effects from a proposal;
- to consider potential cumulative environmental effects of proposals;
- to implement sustainable development strategies;



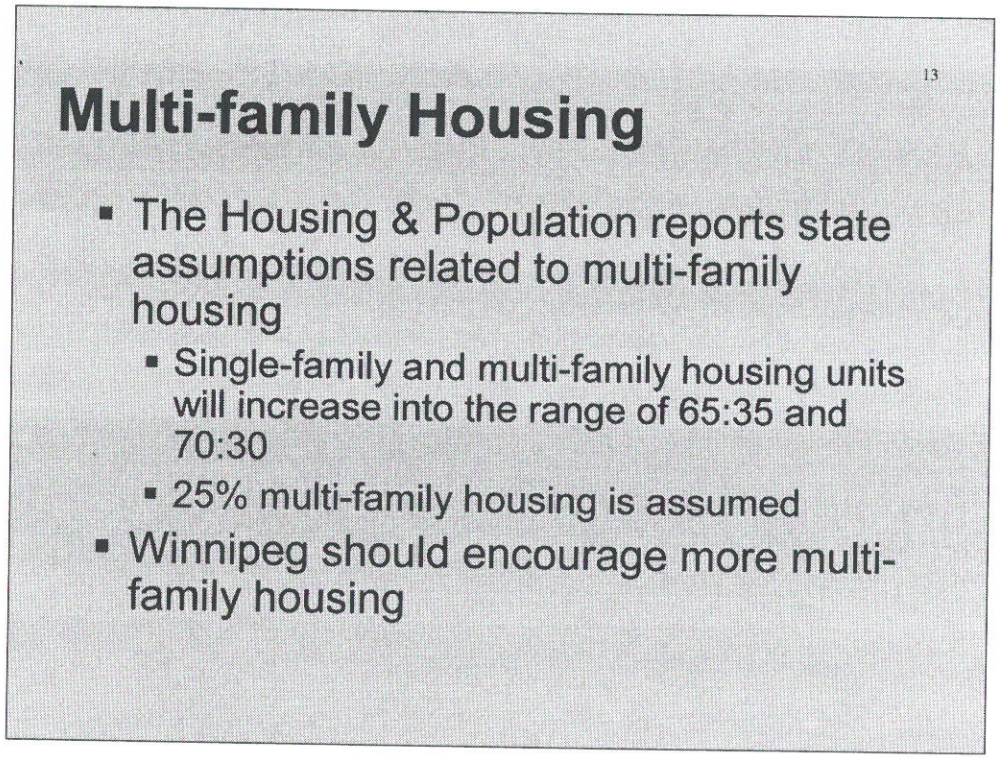
- to save time and money by drawing attention to potential liabilities for environmental clean-up and other unforeseen concerns;

- to promote accountability and credibility among the general public and stakeholders

- and because SEA represents good planning practice and due diligence



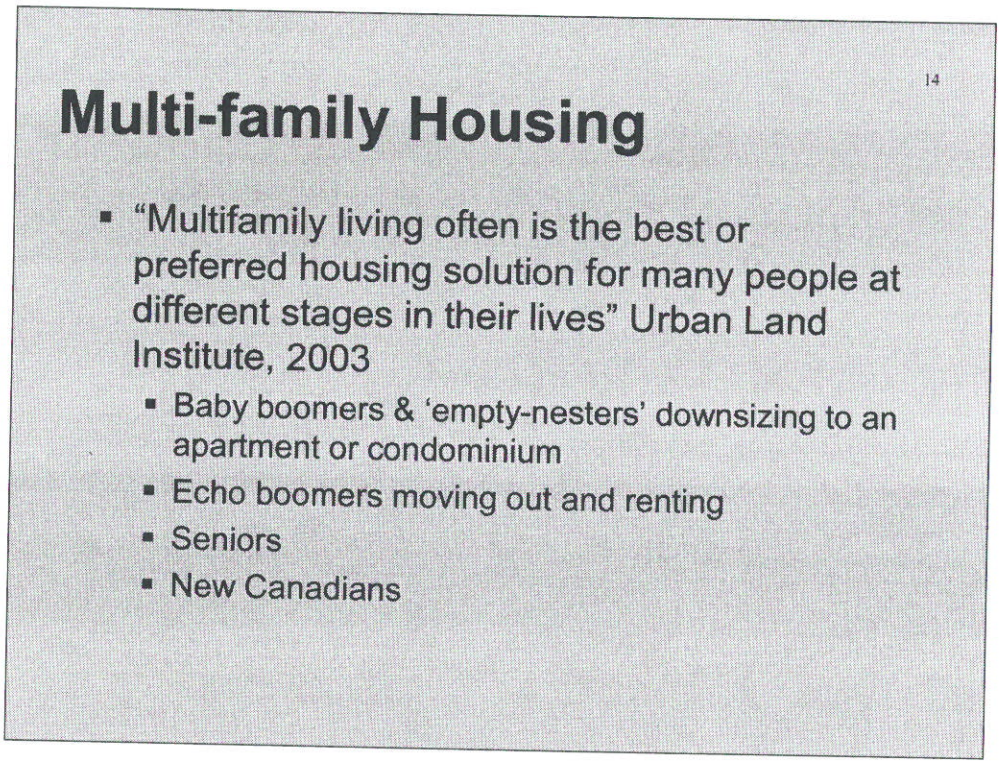
The ~~first~~ next issues relates to the principle of thoughtful development.



The Housing & Population reports includes assumptions related to multi-family housing, including that overall in the city, the ratio of construction between single-family homes and multi-family units will increase into the range of 65:35 and 70:30. The report notes that these ratios represent an increase in multi-family construction (including rental apartments and condo units) and that the existing single/multi-family split for Winnipeg is approximately 77:23. A figure of 25% multifamily has also been assumed.

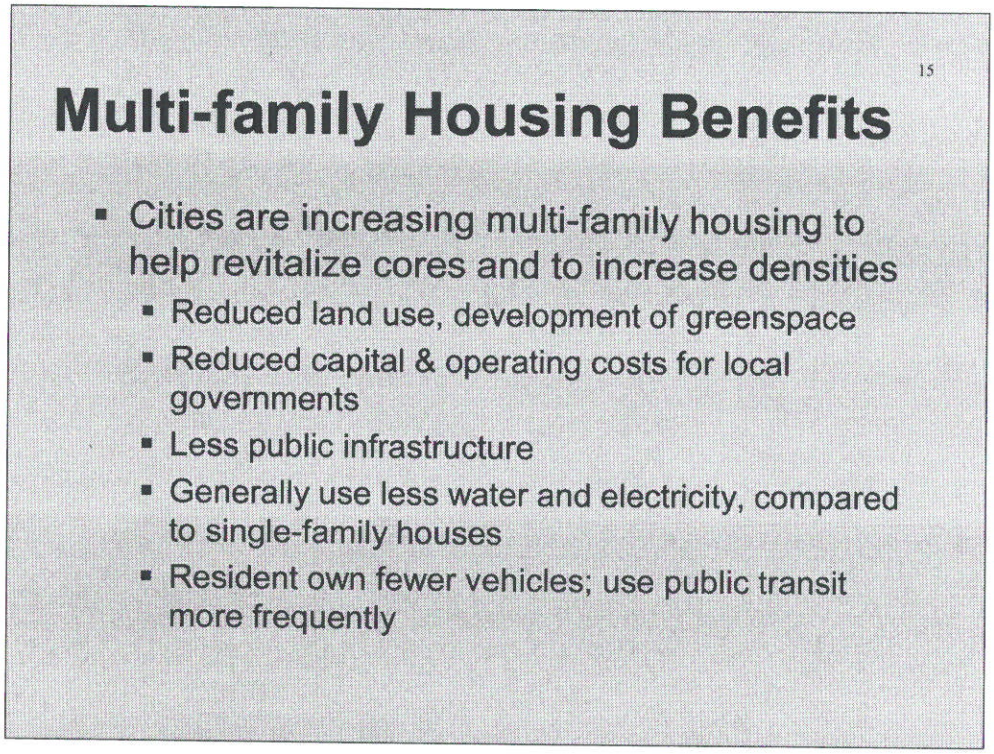
There did not appear to be a definition of multi-family (how many units per lot – what component will be multi-story condominiums in the downtown and what will be 3 storey townhouses?). This assumption influences the conclusions related to the viability of existing vacant lots to meet future housing needs. The ratio of single to multi family units assumed also influences these conclusions. If we were to require higher densities in our infill developments – high rises even, where appropriate – would our housing lots shortage be as dire? This is not clear.

Winnipeg should do more than assume a moderate level of multifamily development. Why not assume higher projections for multi-family and then encourage this to happen – in our infill, downtown as well as any new developments. People often say that the public doesn't like change, that people like to live a certain way – in single family homes, for example – but what have been the options in recent years in Winnipeg? Multi-family units – new condominiums, for example and rental units, as we know – are lacking in this city.



"Multifamily living often is the best or preferred housing solution for many people at different stages in their lives". This quote is from a document published by the Urban Land Institute, in Washington DC entitled The Case for Multifamily Housing.

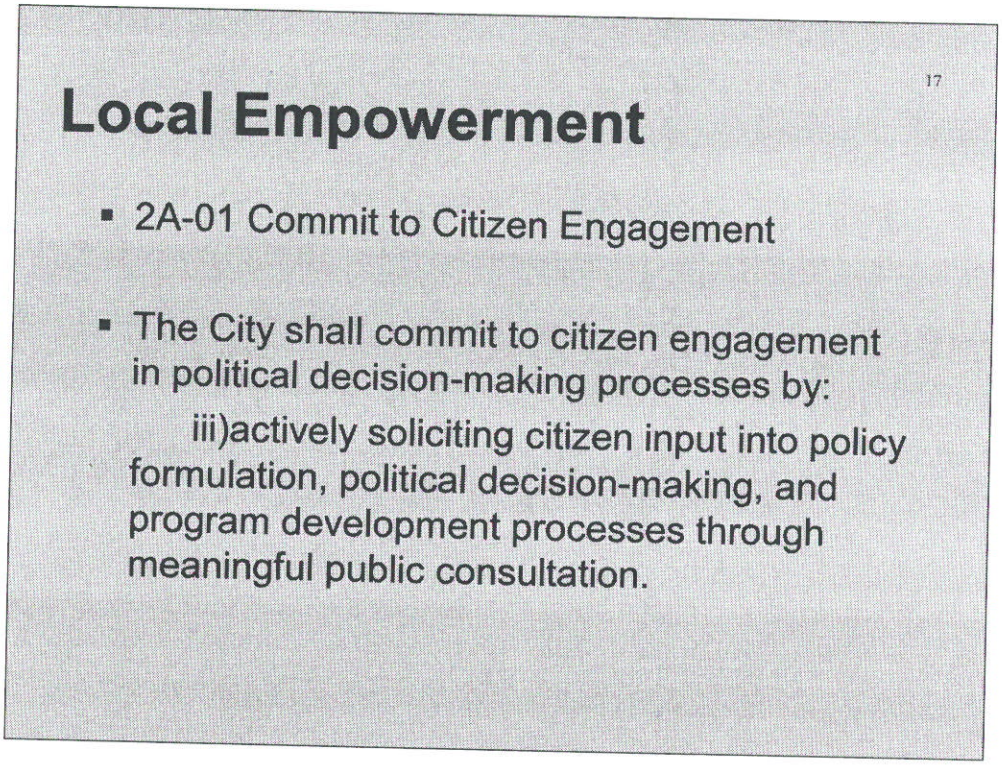
We know that many of the potential residents of multifamily housing is will increase in Winnipeg as our population ages, as baby boomer parents become empty-nesters, and their children move out and look for a place to rent or perhaps a condo to ~~rent~~ buy. New Canadians are also likely residents of multi-family housing. ~~Information~~ Data from the United States indicates that immigrants tend to rent for the first 10 to 15 years.



Condos, townhouses and apartments in the downtown spur (planned or organic) development of the services and amenities people living in these units need – grocery stores, restaurants – and bring life, vitality and safety to cities' cores. Winnipeggers want a vibrant downtown while there have been positive moves in this direction, but we need more people – many more people – living downtown.

Some cities in Canada already have more multi-family units that we do in Winnipeg. Others are encouraging this type of development to help keep their cities alive, to minimize the impact on city services by using existing infrastructure and to reduce the pressure on services. Some other benefits of multifamily housing, according to the American National Association of Home Builders and the Urban Land Institute in Washington include: reduced land use and development of greenspace; reduced government capital and operating costs (due to reduced demand on public services – local schools, for example); multifamily units typically require less public infrastructure; residents of multifamily housing own few vehicles and use public transit more frequently which reduces vehicular pollution and reduces the impacts on road infrastructure.

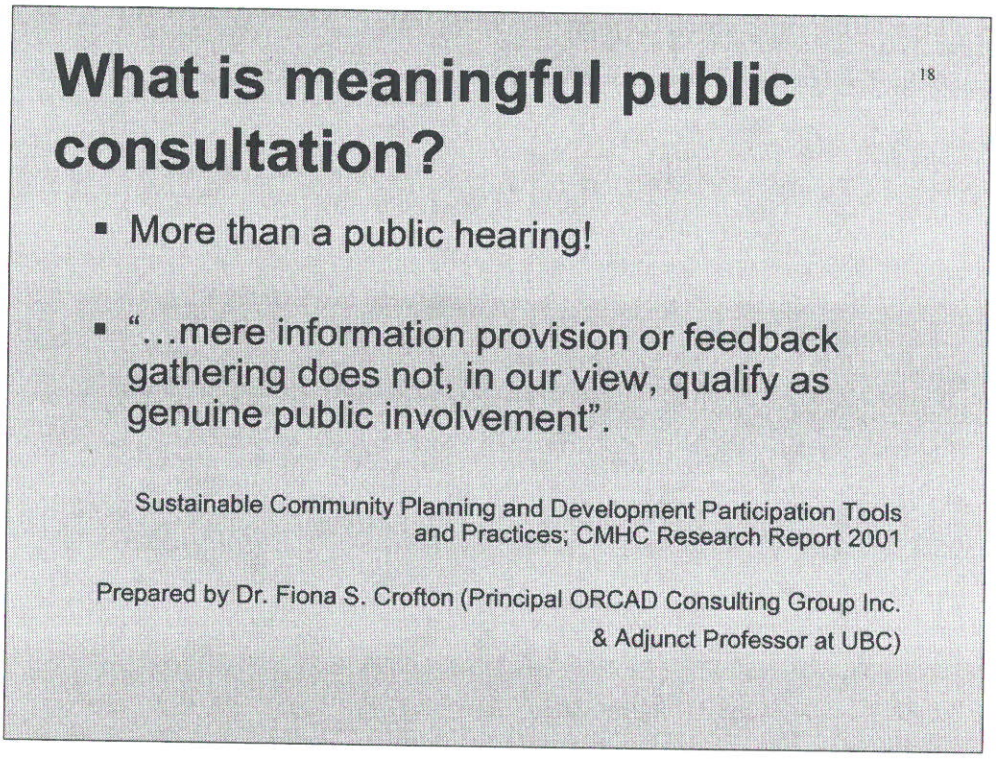
Local Empowerment



In addition to the Plan Winnipeg commitment to adhere to the principle of local empowerment, policy 2A01 and its 3 subsections, outline commitments to citizen engagement. Part iii states that the City shall commit to citizen engagement in political decision-making processes by:

iii)actively soliciting citizen input into policy formulation, political decision-making, and program development processes through meaningful public consultation.

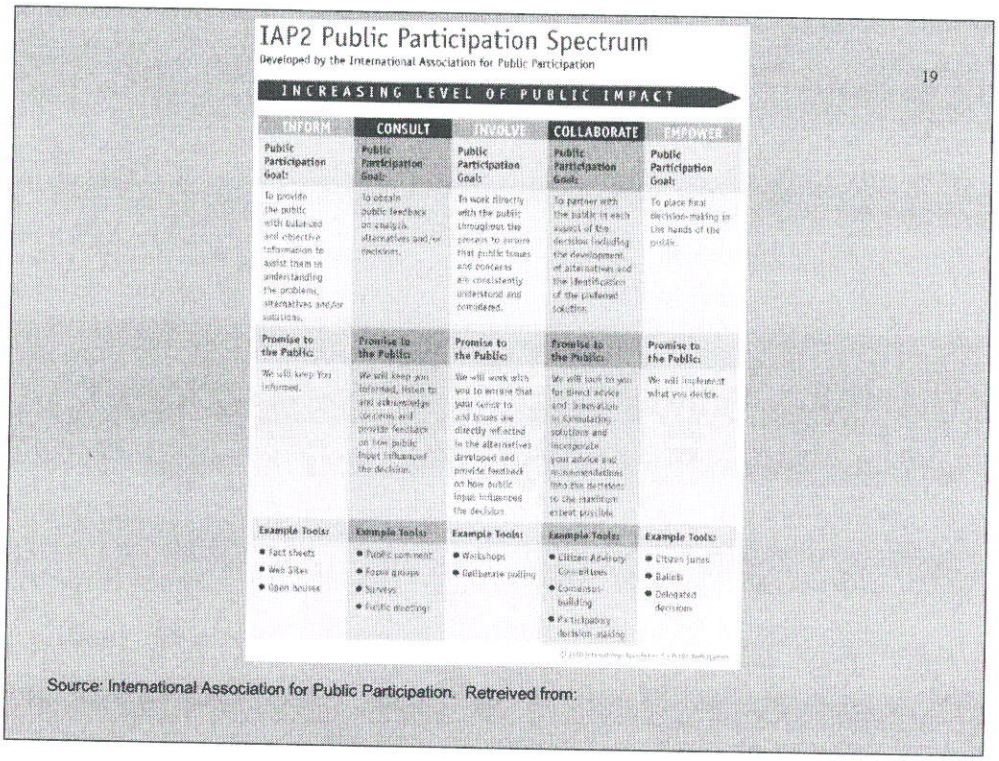
I have to tell you that I am frustrated by the lack of public process related to amending Plan Winnipeg and actually feel quite disempowered presenting here today – at the eleventh hour.



what is meaningful public consultation? I believe that is is more than than a public hearing!

Public hearings ~~are~~ can be confrontational and intimidating and do not encourage public participation. Meaningful public consultation clearly requires more than holding a public hearing. In addition, "mere information provision or feedback gathering does not qualify as genuine public involvement".

It is disappointing that the city has chosen to hold this hearing without previous attempts to talk to its citizens about this amendment. The development of Waverley West has been talked about for almost a year now in the media and we could have had some great discussions during that time.



IAP2 Public Participation Spectrum

Developed by the International Association for Public Participation

19

INCREASING LEVEL OF PUBLIC IMPACT

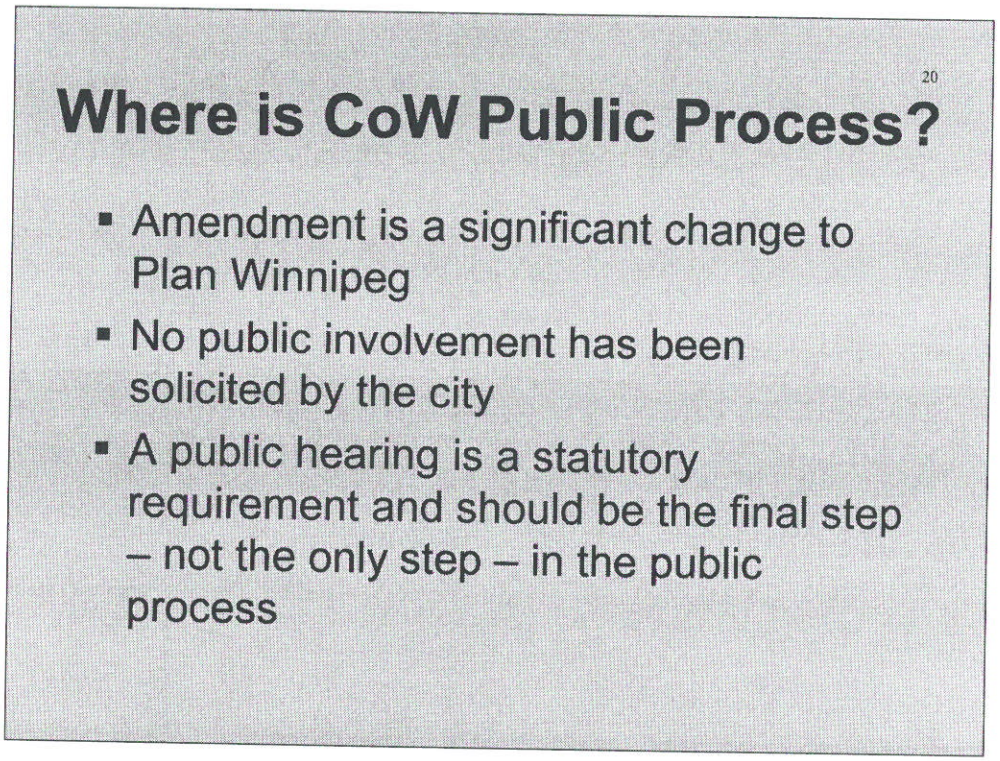
	INFORM	CONSULT	INVOLVE	COLLABORATE	EMPOWER
Public Participation Goal:	To provide the public with balanced and objective information to assist them in understanding the problems, alternatives and/or solutions.	To obtain public feedback on analysis, alternatives and/or decisions.	To work directly with the public throughout the process to ensure that public issues and concerns are consistently understood and considered.	To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution.	To place final decision-making in the hands of the public.
Promise to the Public:	We will keep you informed.	We will keep you informed, listen to and acknowledge concerns and provide feedback on how public input influenced the decision.	We will work with you to ensure that your concerns and issues are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision.	We will look to you for direct advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible.	We will implement what you decide.
Example Tools:	• Fact sheets • Web Sites • Open houses	• Public comment • Focus groups • Surveys • Public meetings	• Workshops • Deliberate polling	• Citizen Advisory Committees • Consensus building • Participatory decision-making	• Citizen juries • Ballots • Delegated decisions

Source: International Association for Public Participation. Retreived from:

This table is from the International Association for Public Participation website. It illustrates the increasing levels of public involvement and impact from inform, consult, to involve, collaborate and empower. For each of these the public participation goal, promise to the public and example tools are outlined.

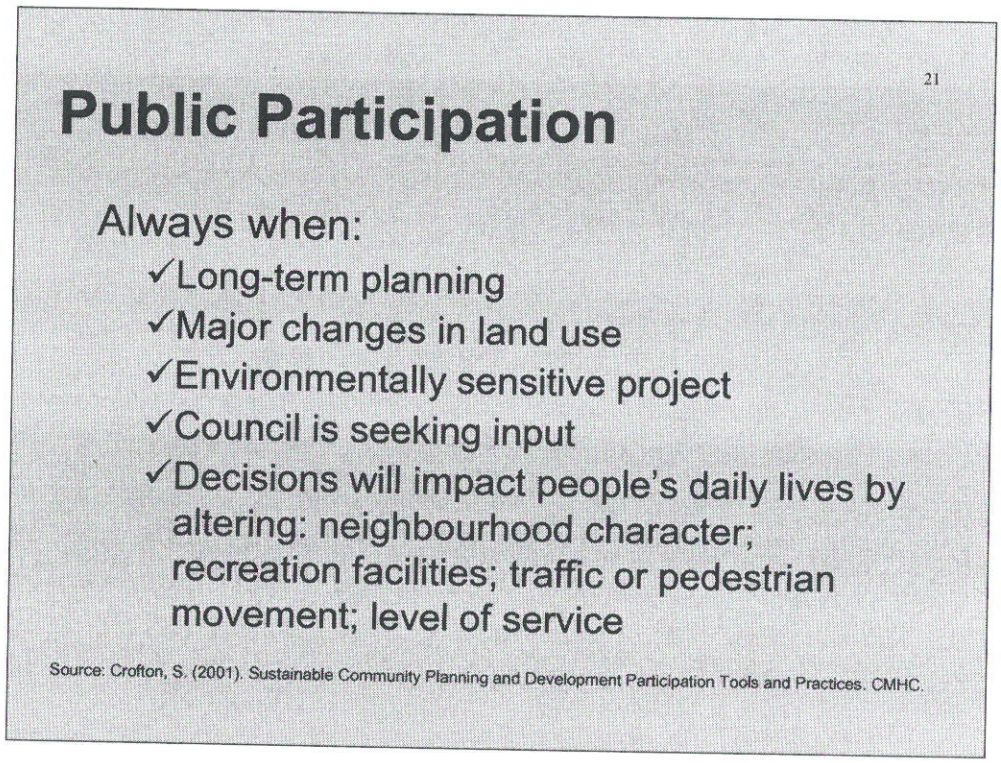
The promise to the public for consultation is "we will keep you informed, listen to and acknowledge concerns and provide feedback on how public input influenced the decision" and tools include public comments, focus groups, surveys, and public meetings.

The promise to involve the public is "we will work with you to ensure that your concerns and issues are directly reflected in the alternatives developed and provide feedback on how public input influenced decisions" and tools include workshops and deliberative polling.



This amendment represents a significant change to Plan Wpg – a Plan that was developed with the public. Why is it that now, to change Waverley West from a rural to a neighbourhood designation, the City has not talked to its citizens? There has been no opportunity that I am aware of for the general public to share their views on this proposed change. To my knowledge any meetings held to date have been invitation only. This public hearing should not be our first – and only – chance to participate in this decision. Where were the neighbourhood meetings and workshops, online discussions, or community surveys? The decision to amend Plan Winnipeg should be a joint one between the City and its citizens.

make this amendment



People are interested in the development of their city. It is true that Plan Winnipeg should be a living document – not inflexible and static – and discussions of major amendments to the Plan should continue to include the public.

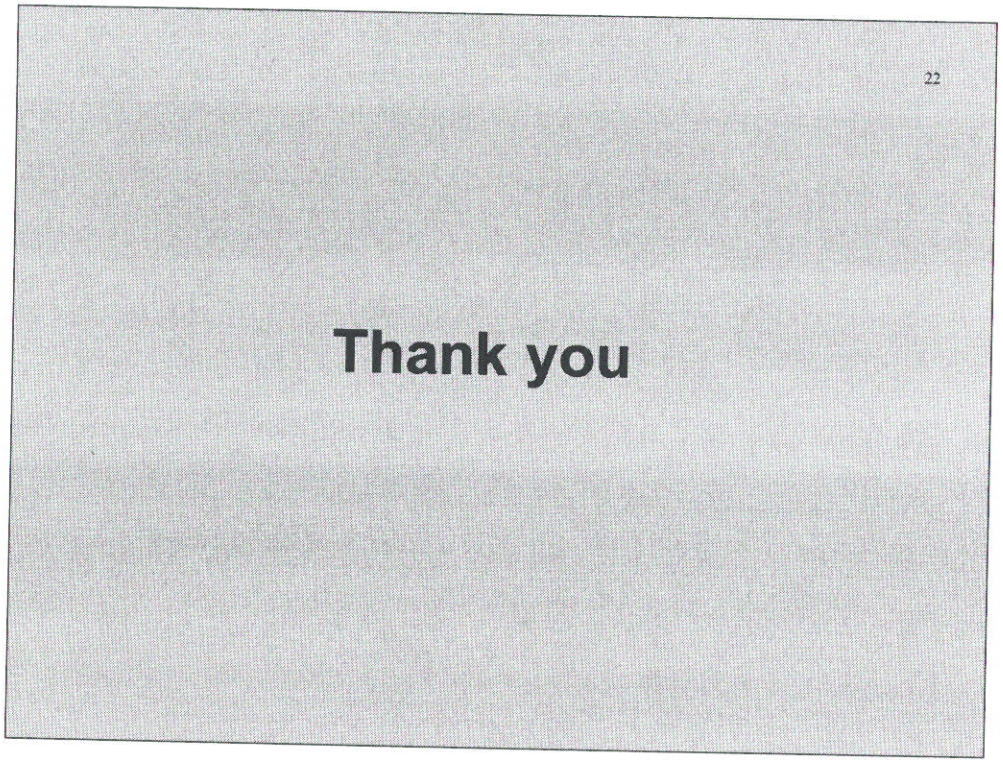
We (and I say we because I also work with the public) - we have to learn to talk to the public – and move from mere information and feedback methods to true participation where the city is partnering with its citizens in joint planning and decision making. It is a challenging move to make – from city and Council control to partnerships and working collaboratively with all different types of publics – but it is essential if we want Winnipeg to development as a sustainable community. I believe that the city can and must do a better job of engaging its citizens.

The same report that I quoted from a few slides earlier also suggests when public participation should take place. It should always occur when the decision relates to

recommends that public participation

- Long-term planning
- Major changes in land use
- Environmentally sensitive project
- Council is seeking input
- Decisions will impact people's daily lives by altering: neighbourhood character; recreation facilities; traffic or pedestrian movement; level of service

These are all present in the Plan Wpg amendment



I hope that these comments have been useful and have provided you with some food for thought as you deliberate.

Thank you for this opportunity to present and I look forward to a chance for more active involvement in the future.

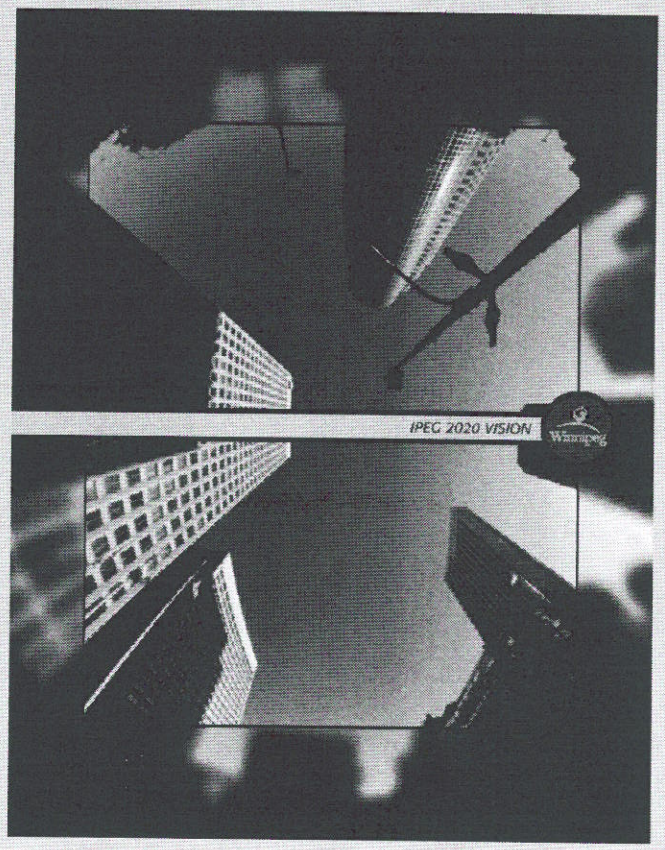
Plan Winnipeg Hearing

Presentation for Information to Executive Policy Committee City of Winnipeg

Lisa J. Hardess

January 5, 2005

Plan Winnipeg 2020 Community Vision



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

Winnipeg Quality of Life

- According to Winnipeg residents, their quality of life is dependent upon:
  - a vibrant downtown and safe, healthy neighbourhoods;
  - good municipal government that makes sound, principled decisions;
  - economic prosperity shared by all Winnipeggers;
  - development that is well planned and orderly;
  - convenient access and mobility to all parts of the city;
  - supportive and well maintained urban infrastructure;
  - safety and security in the home, in neighbourhoods,and downtown;
  - knowledge and good health for all citizens;
  - environmental quality in both the natural and built environments;
  - a city with vitality, as seen in its people and the activities it offers.

Plan Winnipeg 2020

Council's Principles

1. Sustainability
2. Social Consciousness
3. Thoughtful Development
4. Partnership and Collaboration
5. Healthy Living
6. Local Empowerment

Source: City of Winnipeg. (2000). Plan Winnipeg 2020 Vision.

Council's Principles

1. Sustainability – making certain that the choices available for future generations are not impaired by decisions made today.For example,this means committing to the reduction of greenhouse gas emissions,making decisions that do not compromise the environment,and recognizing that long term goals are more important than short term gains.

Source: City of Winnipeg. (2000). Plan Winnipeg 2020 Vision.

Council's Principles

3. Thoughtful development – evaluating the costs and benefits of development proposals. The intent is to take maximum advantage of existing infrastructure through increased densities and compact form, to commit to inner city revitalization and heritage conservation,and to provide integrated transportation options.

Source: City of Winnipeg. (2000). Plan Winnipeg 2020 Vision.

Council's Principles

6. Local empowerment – encouraging citizens to shape decisions that affect their lives. This requires sharing decision-making processes through citizen engagement, promoting local ownership and control, fostering a strong local economy, and facilitating ongoing participation in local government.

Source: City of Winnipeg. (2000). Plan Winnipeg 2020 Vision.

SUSTAINABILITY

SEA

- Strategic Environmental Assessment (SEA)
  - assessment of the environmental impacts of plans and policies
- What are the environmental, economic, social and cultural impacts of this proposed amendment?
- Effects of the global, national, and provincial environment, plans and policies on the amendment?

SEA

- Why do a SEA?
  - optimize positive environmental effects and minimize or mitigate negative environmental effects from a proposal;
  - consider potential cumulative environmental effects of proposals;
  - implement sustainable development strategies;

SEA

- Why do a SEA?
  - save time and money by drawing attention to potential liabilities for environmental clean-up and other unforeseen concerns;
  - promote accountability and credibility among the general public and stakeholders
  - good practice

Thoughtful Development

Multi-family Housing

- The Housing & Population reports state assumptions related to multi-family housing
  - Single-family and multi-family housing units will increase into the range of 65:35 and 70:30
  - 25% multi-family housing is assumed
- Winnipeg should encourage more multi-family housing

Multi-family Housing

- "Multifamily living often is the best or preferred housing solution for many people at different stages in their lives" Urban Land Institute, 2003
  - Baby boomers & 'empty-nesters' downsizing to an apartment or condominium
  - Echo boomers moving out and renting
  - Seniors
  - New Canadians

Multi-family Housing Benefits

- Cities are increasing multi-family housing to help revitalize cores and to increase densities
  - Reduced land use, development of greenspace
  - Reduced capital & operating costs for local governments
  - Less public infrastructure
  - Generally use less water and electricity, compared to single-family houses
  - Resident own fewer vehicles; use public transit more frequently

Local Empowerment

Local Empowerment

- 2A-01 Commit to Citizen Engagement

- The City shall commit to citizen engagement in political decision-making processes by:

  iii)actively soliciting citizen input into policy formulation, political decision-making, and program development processes through meaningful public consultation.

What is meaningful public consultation?

- More than a public hearing!

- "…mere information provision or feedback gathering does not, in our view, qualify as genuine public involvement".

Sustainable Community Planning and Development Participation Tools and Practices; CMHC Research Report 2001

Prepared by Dr. Fiona S. Crofton (Principal ORCAD Consulting Group Inc. & Adjunct Professor at UBC)

IAP2 Public Participation Spectrum

Developed by the International Association for Public Participation

INCREASING LEVEL OF PUBLIC IMPACT

INFORM	CONSULT	INVOLVE	COLLABORATE	EMPOWER
Public Participation Goal:	**Public Participation Goal:**	**Public Participation Goal:**	**Public Participation Goal:**	**Public Participation Goal:**
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© 2000 International Association for Public Participation

Source: International Association for Public Participation. Retreived from:

Where is CoW Public Process?

- Amendment is a significant change to Plan Winnipeg
- No public involvement has been solicited by the city
- A public hearing is a statutory requirement and should be the final step – not the only step – in the public process

Public Participation

Always when:

- ✓Long-term planning
- ✓Major changes in land use
- ✓Environmentally sensitive project
- ✓Council is seeking input
- ✓Decisions will impact people's daily lives by altering: neighbourhood character; recreation facilities; traffic or pedestrian movement; level of service

Source: Crofton, S. (2001). Sustainable Community Planning and Development Participation Tools and Practices. CMHC.

Thank you