REPORTS

290. From the Chief Administrative Officer
Report 2002/07/12

Integrated Planning Model
File GP-1 (Vol. 19)

Recommending:

1. That the attached report entitled "Toward an Integrated Planning Model", Final Draft, dated July 11, 2002, be adopted by Council, including the twenty-four recommendations contained within it as summarized in Table 1 of the report.

2. That the annual departmental operating budgets of Planning, Property, and Development and Community Services be increased by $857,000.00 and $149,000.00 respectively, beginning in 2003, consistent with the recommendations outlined in the report and as summarized in Table 2 of the report.

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

Moved by Councillor Vandal,
That the recommendations be concurred in and a Clause forwarded to Council.

Carried

Re: Integrated Planning Model

For submission to: Executive Policy Committee

Submitted by: Gails Stephens CAO

Report date: July 12, 2002

In Camera Item: No **(must be “yes” or “no”)**

Recommendation(s):

1. That the attached report entitled "Toward an Integrated Planning Model", Final Draft, dated July 11, 2002, be adopted by Council, including the twenty-four recommendations contained within it as summarized in Table 1 on page 43 of the report.

2. That the annual departmental operating budgets of Planning, Property, and Development and Community Services be increased by $857,000 and $149,000 respectively, beginning in 2003, consistent with the recommendations outlined in the report and as summarized in Table 2 on page 47 of the report.

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

Report Summary

Key Issues:

One of the recommendations in the report calls for the introduction of a fee schedule for charging permit fees. While the primary intent of this change is to bring greater equity into the system of permit fees, it is likely to result in increased revenue which should help offset the costs associated with the other recommendations.

Implications of the Recommendation(s):

General Implications

ð None

X For the organization overall and/or for other departments

X For the community and/or organizations external to the City of Winnipeg

ð Involves a multi-year contract

Comment:
The recommendations include some organizational restructuring, some shifting of resources, and the addition of new staff. The Departments of Planning Property and Development and Community Services are primarily affected. Many of the recommendations are intended to improve internal processes in order to enhance customer service. These recommendations will assist the construction and development industries, design professionals, and the public at large in doing business with the City.

Policy implications

ð No

X Yes

Comment:
The recommendations call for some delegation of authority, for an increased role by the Director of PP&D, and for potential changes to by-laws.

Financial Implications

ð Within approved current and/or capital budget

X Current and/or capital budget adjustment required

Comment:
The recommendations call for a total increase to the current budget of $1,000,000 annually beginning in 2003, allocated to the Departments of Planning, Property and Development ($853,000) and Community Services ($147,000). In consideration of salary increases that would take effect throughout the course of the year, the financial analysis has generated a total figure of $1,006,000, allocated to the Departments of Planning, Property and Development ($857,000) and Community Services ($149,000).

Report

Recommendation(s):

1. That the attached report entitled "Toward an Integrated Planning Model", Final Draft, dated July 11, 2002, be adopted by Council, including the twenty-four recommendations contained within it as summarized in Table 1 on page 43 of the report.

2. That the annual departmental operating budgets of Planning, Property, and Development and Community Services be increased by $857,000 and $149,000 respectively, beginning in 2003, consistent with the recommendations outlined in the report and as summarized in Table 2 on page 47 of the report.

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

Reason for the report:

At its meeting of May 16, 2001, Executive Policy Committee recommended that an Integrated Planning Model Ad Hoc Committee be struck and co-chaired by Councillors Gerbasi and Vandal to review the operations of departments for the purpose of providing improved customer services, achieving efficiencies, providing better integration of systems, procedures, and processes, and streamlining operations both internal and external in the areas of neighbourhood planning, inspections, applications, permits, zoning, and long range integrated planning. The attached report represents the result of the Ad Hoc Committee's work.

History:

On November 23, 2000, the Director of Planning, Property and Development, Doug Kalcsics, submitted a report to the Standing Policy Committee on Property and Development in response to a challenge by the mayor and to concerns raised by the Standing Committee regarding the capacity of the Planning, Property and Development Department to effectively carry out its planning and development mandates. The report identified a number of issues and called for an annual tax supported budget increase to the department of $560,000 in order to address resource deficiencies.

Subsequent to further discussions on the matter, Executive Policy Committee passed the motion outlined above under "Reason".

Discussion:

As background for their work, the Ad Hoc Committee studied planning models used by other municipalities, including undertaking a study tour to Portland, Seattle, and Vancouver, and another to Calgary. As well, extensive research was conducted on other municipalities across North America comparing the manner in which planning is undertaken in those jurisdictions with the approach taken here. Particular attention was paid to the allocation of resources to various functions. It was immediately evident that Winnipeg was under resourced.

Extensive consultation was also carried out over several months with administrative staff in Planning, Property, and Development, Community Services, and Public Works in order to better understand the current situation and to explore options for improvement. Following compilation of a draft report on June 5, 2002, discussions were carried out with members of Executive Policy Committee and a Council seminar was held on July 11, 2002.

The administration has reviewed the report and concurs with its recommendations.

Financial Impact Statement:

Project Name: Integrated Planning Model

Date: July 11, 2002 First Year of Program 2003

	0	1	2	3	4
Capital					
Capital Expenditures Required					
Less: Existing Budgeted Costs					
Additional Capital Budget Required	$ -	$ -	$ -	$ -	$ -
Funding Sources:					
Debt - Internal					
Debt - External					
Grants (Enter Description Here)					
Reserves, Equity, Surplus					
Other - Enter Description Here					
Total Funding	$ -	$ -	$ -	$ -	$ -
Total Additional Capital Budget Required	$ -				
Total Additional Debt Required	$ -				
Current Expenditures/Revenues					
Direct Costs	$ 1,006,000	$ 1,068,000	$ 1,127,000	$ 1,184,000	$ 1,241,000
Less: Incremental Revenue/Recovery					
Net Cost/(Benefit)	$ 1,006,000	$ 1,068,000	$ 1,127,000	$ 1,184,000	$ 1,241,000
Less: Existing Budget Amounts					
Net Budget Adjustment Required	$ 1,006,000	$ 1,068,000	$ 1,127,000	$ 1,184,000	$ 1,241,000

Additional Comments: 1. The budget impact is expected to be offset to a considerable, but undeterminable degree, by an increase in revenue for building permit fees as a result of Recommendation 3.11 which calls for the replacement of the "declared value" system for permit fee assessment with a fee schedule. 2. Unless otherwise noted, the salary estimates are based on entry level positions at step one of the proposed Grade. The positions will need to be formally rated and graded. 3. The salary numbers assume a 2% wage increase effective pay period 22 of each year.

Manager of Finance & Administration

In preparing this report, there was consultation with and concurrence by:

Planning, Property and Development Department
Community Services Department
Public Works Department

This Report Submitted By:

Department: CAO Secretariat
Division: Strategic Management
Prepared by: Gerry Couture
File No.

Toward an Integrated Planning Model

FINAL DRAFT

July 11, 2002

Integrated Planning Model Ad Hoc Committee

Councillor Dan Vandal
Councillor Jenny Gerbasi
Co-chairs

Contents

Part I. A New Planning Model for Winnipeg **4**

1. What is planning? 4
2. A new philosophy… 5
3. What would integrated planning look like? 6
4. What does it mean to us? 9
5. Our strategies… 12

Part II. Our Recommendations **13**

Strategy 1: Leadership in Planning *13*

Recommendation 1.1: Make Director Advisor to EPC 14

Recommendation 1.2: Create Planning Executive Advisory Committee 15

Recommendation 1.3: Reconfigure Plan Winnipeg 16

Recommendation 1.4: Build Capacity for Planning 17

Recommendation 1.5: Transfer Type B Variances 18

Recommendation 1.6: Add Transportation Planner 20

Recommendation 1.7: Restructure Planning and Land Use 20

Recommendation 1.8: Formalize Housing Unit 22

Recommendation 1.9: Make Housing Unit Positions Permanent 23

Recommendation 1.10: Add Codes Officer 24

Strategy 2: Community Resource Area Model *25*

Recommendation 2.1: Formalize Community Resource Area Model 26

Recommendation 2.2: Add Community Workers 27

Recommendation 2.3: Formalize Neighbourhood Service Teams 28

Recommendation 2.4: Add Neighbourhood Researcher 29

Strategy 3: Service Improvements *30*
Recommendation 3.1: Update Zoning By-laws 31
Recommendation 3.2: Reduce Decision-making Bodies 33
Recommendation 3.3: Delegate Conditional Use Applications 34
Recommendation 3.4: Adopt File Manager Concept 35
Recommendation 3.5: Build Capacity for Service Improvements 36
Recommendation 3.6: Make Plan Examiners Permanent 37
Recommendation 3.7: Reduce Responsibility in Plan Examination 38
Recommendation 3.8: Add Chief Inspector Positions 39
Recommendation 3.9: Negotiate Performance Standards 40
Recommendation 3.10: Explore Permit Centre Concept 41
Recommendation 3.11: Replace Declared Value Fee System 42

Part III. Summary **44**
Table 1: Summary of Recommendations 45
Table 2: Summary of Financial Estimates 49
Table 3: Summary of Staffing Implications 51
Table 4: Reallocation of Staff in Planning and Land Use 52

Part I. A New Planning Model for Winnipeg

1. What is planning?

Planning is about making and implementing plans that help build better communities. There are different ways of making plans and there are different tools available to implement them, but both are dependent upon sound processes. Process in plan making is generally about building consensus around the overall direction of the plan and around specific solutions through various means of consultation. Process in plan implementation is generally about ensuring principles such as fairness, equity, openness and accountability are upheld in making decisions. The key point, however, is that the term "planning" refers to two broad functions involving both the making and implementing of plans.

Plan making occurs at different scales: a plan can be city-wide in focus (eg. Plan Winnipeg) or it can be specific to a neighbourhood or district (eg. North St. Boniface Action Area Plan). A plan can also be broad in scope, covering many aspects of community life (eg. CentrePlan) or it can be narrow, at times dealing only with a small group of issues (eg. Airport Vicinity Development Plan). Plan making can also address long term goals, looking ten or twenty years into the future, or it can be shorter in term, down to a one-year action plan. In each case, to be effective, plan making must be founded in quality research and must be developed though consultation with those who have a stake in the outcome.

Similarly, plan implementation occurs in a variety of ways. Often, specific programs, projects, and services are delivered in support of the objectives of the plan. Examples

can range from a new subdivision to a tot lot, from new transit routes to heritage tax credits. These are generally recognized as the tangible results of planning because they can result in direct changes to the city or neighbourhood. However, there is a regulatory component to plan implementation as well. Here, by-laws are used to ensure that development takes place in a manner that is consistent with the intent of the plans. For example, zoning and building code regulations are means by which to ensure compliance to community based plans and goals. To be effective, plan implementation must be clearly tied to the goals of the plan and must build upon partnerships in the community.

The critical thing about proper planning is to ensure that plan making and plan implementation are linked. It is a more complex undertaking than one might presume. Over time, the practice of planning can become muddled to the point where plans get developed with no means of implementation and regulations and programs exist with no obvious connection to a plan. To some extent, this has happened at the City of Winnipeg. There is merit in standing back and refocusing the planning function.

2. A new philosophy…

A new planning model for Winnipeg should be founded in a new philosophy: a philosophy of integration. The concept of integrated planning is really one of ensuring that there is shared vision and consistency in execution. In other words, all plans generated by the City of Winnipeg (long term city-wide plans, neighbourhood plans, etc) must be supportive of a common community vision. And, the means by which those plans are implemented (city programs, projects, partnership agreements, regulation, etc) must be clearly seen as advancing the goals of the plans. The community vision then becomes manifested in all of the activities we undertake on behalf of our citizens. To

achieve this, planning must be pervasive and plans must be fully integrated. Ultimately, integrated planning means that all of our actions will consistently match our intentions.

There are three pillars to this new philosophy:

- Being plan-driven… this requires a renewed commitment to plan making throughout the organization and to ensure that our goals are clear.
- Being results-oriented… this requires constant monitoring to ensure that plans are implemented and that they are effective in producing the desired results.
- Being innovative… this requires creative solutions to both plan making and plan implementation to ensure the optimum use of resources.

3. What would integrated planning look like?

Integrated planning is intended to strengthen our commitment to plan making and to strengthen the alignment of our actions with those plans. With an integrated planning in place changes would occur to the City's current planning functions. Those changes could manifest themselves as follows.

At the city-wide level…
With an integrated planning model in place, there would be a common vision for the City of Winnipeg, one that speaks for Winnipeggers and is understood and supported by all staff. That vision would be articulated in Plan Winnipeg, the City's long range policy plan. All other planning efforts would support Plan Winnipeg and would be consistent in their policy direction. In particular, plans related to the physical development of the city would be seamless. Land use planning, transportation planning, and infrastructure planning would be strongly coordinated and result in mutually supportive solutions. There would

be no contradictions in the plans we have for our city and the way we make decisions on development.

Of particular interest to the public and political leaders, a hierarchy of plans would be in place. A series of secondary plans would support the long range policy plans, some related to specific topics such as economic development or the environment, others related to specific geographic areas such as the downtown or even smaller areas within the downtown. These plans support Plan Winnipeg while reflecting the priorities of Council and the community or the airport. These plans, collectively, would provide the direction needed by all departments in the day to day delivery of services, establishing the foundation for budgeting and business planning.

There would be strong leadership in planning, provided by the Planning, Property and Development Department. Uninhibited by organizational structure, the department would find innovative ways to leverage planning efforts including working with other orders of government, the business community, professional associations, major institutions, and the not-for-profit sector. Within the civic administration, coordination would result in efficiency gains.

At the neighbourhood level…

With an integrated planning model in place, neighbourhoods would be empowered. Neighbourhood stakeholders would drive local planning efforts and they would champion solutions that reflect the social, economic, and cultural realities of their community. Neighbourhood plans would be recognized as the key to the protection and revitalization of neighbourhoods. While the neighbourhoods would generate the plans by themselves, the City would provide the framework and resources necessary to ensure that planning processes are successful.

An integrated planning model means that the City would contribute to neighbourhood plans and solutions by insuring a strong linkage with the full breadth of City services. It would also mean taking a leadership role in bringing other levels of government and community agencies to the neighbourhood table in order to leverage efforts and ensure comprehensive solutions.

To one degree or another, all city neighbourhoods would be governed by neighbourhood plans. The level of detail and depth to those plans would vary by level of need. Neighbourhoods would be classified according to their relative health and planning efforts would be prioritized accordingly. And, there would be a corresponding variation in support services provided by the City.

At the service counter…
With an integrated model in place, customers applying for development and other permits (zoning, building permits, licenses, etc) would understand that these processes are necessary to ensure orderly development, to build healthy communities, to protect lives, and to safeguard investments. However, rather than dealing with strict codes and by-laws they would find flexibility in the system, flexibility based on performance and outcomes rather than strict compliance.

For those individuals who rarely need to apply for permits (homeowners, small business operators, etc) simplicity and convenience would be recognized as the main objectives. Those applicants would find the process to be understandable and manageable. Whether they chose to apply electronically or in person, they would find a single point of entry into the civic administration, a point from which all their permit needs could be met. They would find the hours of operation to be convenient and staff would be on hand to

assist them in filing their applications. In most cases, they would be able to walk out with the necessary permit in hand.

For the more sophisticated applicants who regularly deal with such matters (contractors, developers, architects, etc) time would be recognized as the most critical factor. Those applicants would understand that there is a contract between parties. They would know what information they needed to provide and, when that obligation was met, they would expect in return to obtain their permits within an agreed upon, reasonable timeframe. They would benefit from a single point of contact: one individual that would be responsible for the file, regardless of its complexity. They would find that multiple approvals would be streamlined through the simplification of approval bodies.

In all cases, applicants would recognize that the downtown is a development priority and would support the fast track system in place for downtown applications.

4. What does it mean to us?

Implementing an integrated planning model has implications throughout the organization. However, these functions are most affected.

1. Long Range Planning
    - Visioning and policy planning (eg. Plan Winnipeg)
    - Land use, transportation, and infrastructure planning
    - Secondary planning (eg. Airport Vicinity Development Plan)
    - Specialty planning (heritage planning, parks planning, etc)
    - Neighbourhood planning

2. Housing and Neighbourhood Programs
    - Neighbourhood service delivery
    - Community building
    - Citizen engagement
    - Housing implementation

3. Development Applications and Permits
    - Zoning
    - Plan examination
    - Permit processes
    - Construction inspections (residential and commercial)

Addressing these functions will have implications for the following departments.

Planning, Property and Development Department

Implementing an integrated planning model means that the Director of Planning, Property and Development should take on more of a leadership role in the organization. Planning efforts across all departments should be coordinated at the Senior Management Team level and downwards. And, the director should be delegated greater responsibilities for day to day development related decisions.

Within the department, a stronger planning focus needs to be established. Planning resources should be increased in order to take on a larger role in transportation planning and to ensure the resources necessary to undertake substantially more secondary planning, including neighbourhood planning. As well, the Planning and Land Use Division should be reorganized to reflect the priority needs of Council and the community, including a focus on the downtown and the inner city.

With regard to Development and Inspections a greater emphasis should be placed on process management to ensure that applicant waiting time is minimized. Greater resources should be applied to ensure that bottlenecks in the system are addressed. For example, the responsibilities associated with plan examination can be prioritised toward general life safety compliance while reducing responsibility in areas where plans have been certified by professionals. Field inspections will require attention as well. Criteria should be used to guide the depth and breadth of residential and commercial inspections.

Community Services Department

While the responsibility for neighbourhood planning should remain with Planning, Property and Development, the coordination of service delivery at the neighbourhood level will be the domain of Community Services. The strength of the department in community building requires a strong link to all other service providers and that role should be entrenched by formalizing the Community Resource Coordinator model. This model will help in terms of neighbourhood problem solving as well as neighbourhood service delivery.

Public Works and Transit Departments

Public Works is mandated with long range transportation planning for the City while the Transit addresses transit system planning. To better coordinate the transportation planning function overall, particularly as it relates to land use planning, transportation planning capacity should be developed within the Planning, Property and Development Department. This would facilitate coordination with the transportation planners in Public Works and Transit.

All other civic departments

Adopting an integrated planning model will mean that planning efforts undertaken in all City departments will require closer coordination with Plan Winnipeg and other plans. Leadership will come from Planning, Property and Development. Furthermore, a greater integration of services provided by all departments will be necessary to support neighbourhood planning. This will occur at the ground level largely through the coordination efforts of the Community Services Department.

5. Our strategies…

In making the transition to a more integrated planning model, three key strategies have been identified

- To reorganize and enhance the planning function within the Planning, Property and Development Department (PP&D) in order to promote leadership in planning and to focus efforts more fully on Council's priorities.
- To formalize and enhance the Community Resource Area (CRA) model, as developed and practiced by the Community Service Department, in order to better integrate service delivery at the neighbourhood level.
- To pursue improvements to permitting and inspection processes within the Planning, Property and Development Department in order to enhance responsiveness.

In the recommendations that follow, responsibility has been assigned either politically or administratively, depending on the nature of the recommendation. The political designation is necessary to provide policy direction through the creation of new programs, delegation of responsibility, and/or the allocation of additional resources. The administrative designation is intended to demonstrate organizational leadership through

specific actions that can be undertaken within existing resources and delegated authorities. The Integrated Planning Model review was intent on coordinating political and administrative efforts to the greatest degree possible.

Part II. Our Recommendations

Strategy 1

To reorganize and enhance the planning function within the Planning, Property and Development Department (PP&D) in order to promote leadership in planning and to focus efforts more fully on Council's priorities.

Council's commitment to the renewal of downtown, neighbourhood revitalization, and economic development, together with a commitment to the principles of citizen engagement, innovation, and sustainability, now requires a renewed focus on planning as a critical tool in achieving these goals. As witnessed in many other cities (Portland, Oregon is a prime example) planning can provide the means by which the quality of life of citizens can be greatly enhanced.

It can be argued that, over the past decade, the function of planning has been de-valued in Winnipeg and that the City's capacity to provide effective planning service has been greatly diminished. If Council is intent on achieving its goals, there will need to be a renewed focus on planning. In particular, there is a need to undertake more proactive planning on order to have development decisions driven by plans rather than by regulation. Furthermore, there is a need for more coordinated policy direction as it relates to long-range plans for the city. The following recommendations are intended to

provide a creative response to present political and administrative needs for a more integrated planning approach.

Recommendation 1.1

The Director of Planning, Property and Development should be assigned the responsibility to act as special advisor to Executive Policy Committee with regard to long range planning and development issues for the city.

Responsibility: Executive Policy Committee

Cost: none

Why do this?

As with other directors, the Director of PP&D provides advise to a standing committee of Council, in this case, the standing committee on Property and Development. However, reports emanating from other standing committees often address issues that have implications for planning and development in the city. In consideration that sound development planning must consider all broad issues that arise from departments, it would be advantageous to have the Director of PP&D provide direct advise to Executive Policy Committee (EPC) on development related matters that come before it from all standing committees. Having the Director provide ongoing advise in this way will allow EPC to take on a more active role in ensuring adherence to Plan Winnipeg and in guiding the development of its policies.

What needs to happen?

EPC should request the CAO to have the Director of PP&D attend all EPC planning sessions and be on hand at all EPC meetings. The EPC Secretariat should ensure that the Director of PP&D is circulated with all EPC notices and agenda material.

Recommendation 1.2

A Planning Executive Advisory Committee, with administrative support, should be established as a sub-committee of the Senior Management Team, chaired by the Director of PP&D and comprised of the Directors of Public Works, Water and Waste, Community Services, and Transit, with a mandate to:

- Review and advise on long range plans;
- Work closely with the CAO and Department Directors to ensure service delivery decisions are consistent with long range plans;
- Establish priorities for the development of secondary plans; and
- Provide early assessment of the merits and risks of major development proposals while they are still at the conceptual stage.

Responsibility: CAO

Cost: within existing budgets

Why do this?

For planning to be integrated throughout the city, there needs to be recognition, at the senior management level, that it is a shared responsibility. This committee will provide advice to the CAO regarding all long range planning matters. It will be particularly advantageous for this committee to review, at a very early stage, development applications that are very complex (such as True North) or that challenge existing policy (such as the Garden City Wall-Mart relocation proposal). The intent would be to articulate a City position on projects such as these while they are still in their conceptual stage.

What needs to happen?

The CAO can establish the Planning Executive Advisory Committee immediately, however, for this committee to work effectively it needs to have appropriate resources

and support. A planner from PP&D should be assigned the responsibility to provide ongoing administrative support to this committee with the assistance from other areas, such as legal services and finance, as needed. The planner should also establish a complementary management team comprising level 2 or level 3 representatives from the same departments represented on the committee. This team would provide the resource base for information or advice. This management team could run parallel to the more technical Administrative Coordinating Group (ACG) or could, over time, become a reconstituted ACG with broader responsibilities.

Recommendation 1.3

The City's primary long range planning document, Plan Winnipeg, should be reconfigured to better serve the needs of the organization by:

- Having Plan Winnipeg establish itself more fully as a long range development plan focusing primarily on land use matters and residing in PP&D; and
- Replacing Plan Winnipeg at the corporate level with a community vision document that provides strategic direction to the organization, reflective of the strengths and challenges facing the city and in keeping with the aspirations of the city's residents and business interests.

Responsibility: Executive Policy Committee

Cost: within existing budgets

Why do this?

Over the past twenty years, there have been three iterations of Plan Winnipeg. In the process, the Plan has evolved from a more traditional development plan to one that is more broadly based, providing the policy foundation for all civic services. In making this transition, there have been considerable gains. The Plan now provides a reference point for all civic departments thereby strengthening corporate alignment between policy

direction and service delivery. However, something has been lost in the process as well. The City no longer has in place a comprehensive development plan. If planning is to be rejuvenated, the starting point must be the filling of this void.

What needs to happen?

As the body responsible for Plan Winnipeg, EPC should direct PP&D to launch a planning process to produce a comprehensive development plan with the intent of having Council adopt it as a secondary plan. Then, when it comes time to review the current Plan Winnipeg 2020 Vision, the new plan should take the form of a community vision and corporate strategic plan.

Recommendation 1.4

Capacity for planning should be enhanced through the allocation of 4 additional permanent full time positions in the Planning and Land Use Division as follows:

- 1 land use planner to undertake secondary plans;
- 1 neighbourhood planner to undertake neighbourhood plans; and
- 2 development planners to address development applications and assist with secondary plans.

Responsibility: Council

Cost: $210,000 annual increase to operating budget of PP&D

Why do this?

There is significant understaffing in the long range planning area. There is little capacity to undertake secondary planning (including neighbourhood plans) and to update existing plans. Adding 2 new positions here, 1 specifically for neighbourhood planning, the other for more general secondary planning, will help address these concerns. There is similar understaffing in dealing with development applications. A

decade ago, the city was divided into 6 communities, each with a district planner and planning assistant. Together with the district planning coordinator, this resulted in 13 professional staff dealing with development applications, the function often referred to as "current planning". Today, the current planning function is handled by only 6 professional staff (3 planners, 2 planning assistants, and 1 coordinator).

By way of comparison in these two areas, the City of Portland, a central city of 550,000 within a region of approximately 3 million, has a staff complement of approximately 100 planners, 50 in long range planning and 50 in current planning.

What needs to happen?

These are full-time, permanent positions that should be filled commencing January 1, 2003. The intervening time should be used to prepare job descriptions, to have the positions rated, to post the positions, and to undergo the hiring processes.

Recommendation 1.5

Responsibility for Type B development applications, outside the downtown, should be transferred from the Development Management Branch of the Planning and Land Use Division to the Zoning and Permits Branch of the Development and Inspections Division and the two permanent, full-time planning assistant positions should be transferred with the function to handle these applications.

Responsibility: Council

Cost: none

Why do this?

Type B applications typically refer to land use issues that have little or no neighbourhood or community impact but rather address a concern between neighbours. Generally speaking, if there is agreement between neighbours the application can be

approved without the need for an administrative report and a political decision. At present, responsibility for Type B applications rests with planners in the Development Management Branch of the Planning and Land Use Division. The Division processed 470 such applications in 2001, largely through the 2 planning assistants. Because most applications of this nature are relatively straightforward, that responsibility can be transferred to the Zoning and Permits Branch of the Development and Inspections Division where these applications can be signed off by the Zoning Administrator. The exception is Type B applications in the downtown. Here, issues tend to be more complicated and it is appropriate that a more thorough process, including a planner's report and recommendation, be followed.

This recommendation would accomplish two things. Firstly, it would significantly alleviate the pressure that development planners face. By reducing the workload, the current staffing level in the Development Management Branch would be appropriate. Secondly, this would provide better customer service. By dealing with these applications at the counter, the turnaround time would be significantly faster.

What needs to happen?

The 2 planning assistants recommended for transfer currently handle this work load. Therefore there would be no change in the function and no training required. It would simply require that they be relocated to the Zoning and Permits Branch along with the transfer of $122,000 in operating budget between Divisions. The Zoning Administrator would have to be granted delegated authority from the Director of PP&D to sign off on these applications.

Recommendation 1.6

Capacity for long range transportation planning should be built within PP&D by providing funding for a long range transportation planner to help coordinate city wide transportation policy, ensuring integration with land use policy.

Responsibility: Council

Cost: $90,000 annual increase to operating budget of PP&D

Why do this?

If integrated planning is the goal, then land use planning and transportation planning need to be better coordinated. Currently, transportation planning is undertaken primarily by transportation engineers within Public Works while Transit systems planning is undertaken in the Transit Department and land use planning is undertaken by planners in PP&D. The creation of a transportation planner position in PP&D will demonstrate a commitment to integrated planning. This position will be responsible for helping coordinate city-wide transportation policy in a way that complements land use policy.

What needs to happen?

This is a full-time, permanent position that should be filled commencing January 1, 2003. The intervening time should be used to prepare a job description, to have the position rated, to post the position, and to undergo the hiring process.

Recommendation 1.7

The Planning and Land Use Division should be restructured into a Downtown Branch, a Mature Neighbourhoods Branch, and a City-Wide/Suburban Branch with responsibilities as follows:

- Downtown Branch responsible for CentrePlan, downtown design review, downtown urban design projects, heritage conservation, and downtown development applications;
- Mature Neighbourhoods Branch responsible for neighbourhood planning, community economic development, local transportation planning, inner city development applications, inner city urban design projects, and housing programs; and
- City-Wide/Suburban Branch responsible for long range development planning including Plan Winnipeg, transportation planning, parks planning, secondary plans other than neighbourhood or downtown plans, riverbank management, Capital Region policy, and development applications outside the inner city.

Responsibility: CAO

Cost: $6000 annual increase to operating budget of PP&D

Why do this?

Council has been deeply committed to inner city revitalization including efforts targeted toward the renewal of downtown and its shoulder neighbourhoods. Progress has been steady and momentum has been growing yet it has always been a challenge within the administration to coordinate activities necessary to deliver consistent results. This restructuring will demonstrate administrative commitment to Council's priorities. The goal is to provide the resources necessary to deliver long range planning, development application review, and project implementation within a single administrative unit targeted geographically to Council's priority areas.

In an integrated planning model neighbourhood planning and service delivery need to be dovetailed. Planners in the Downtown Branch would ensure the currency of CentrePlan and the Downtown Winnipeg Zoning By-law while working closely with CentreVenture to stimulate downtown investment through the stewardship of development applications and various incentive programs, including those for heritage

buildings. Planners in the Mature Neighbourhoods Branch would work with neighbourhoods in targeted housing improvement zones to develop neighbourhood plans facilitated by a close working relationship with the Community Resource Area Coordinators. They would also provide planning leadership in the implementation of revitalization programs such as the Building Communities Program. Planners in the City-wide/Suburban Branch would ensure coordination of long range planning policy with particular attention given to the orderly development of city-wide systems of infrastructure. Plan Winnipeg and secondary plans would be the responsibility of this Branch.

What needs to happen?

The Planning and Land Use Division is currently divided into 3 branches, each headed by a branch coordinator, 2 rated at Grade VI WAPSO and the other at Grade V WAPSO. The cost associated with this recommendation is the anticipated cost of having all three at the same Grade level. Job descriptions would need to be prepared for the coordinator positions and they would need to be posted and filled. All other positions within the Branches do not substantially change. Staff can be assigned to the various branches using Appendix A as a guide. To consolidate staff in these areas, there will likely have to be some trading of offices.

Recommendation 1.8

A Housing Unit should be formally established within the office of the Director of PP&D with the following responsibilities:

- Implementing the Residential Rehabilitation Assistance program (RRAP);
- Delivering other housing programs that arise such as the National Affordable Housing Program or the housing component of the Building Community Initiative;
- Overseeing the Winnipeg Housing and Homelessness Initiative (WHHI); and

- Coordinating housing related issues through interdisciplinary housing teams.

Responsibility: CAO

Budget: within existing budgets

Why do this?

Housing has been recognized as another priority of Council. Over the last year or so some steps have been taken to better focus and coordinate the City's efforts in this area. In particular, an Interim Housing Model was adopted within PP&D in October 2001 to address concerns regarding reporting relationships and accountability. The model was declared interim pending the outcome of this report. That model should be formalized within PP&D. The functions should be the same as those identified in the Interim Model and the reporting relationship should be to the Director.

What needs to happen?

The Housing Unit currently operates in this way, so no change in operations is required. However, to formalize the structure, a report should be submitted from the Director of PP&D to the CAO explaining that the interim model is no longer interim.

Recommendation 1.9

The two temporary positions within the Housing Unit, one seconded from the Planning and Land Use Division, the other a job placement from Social Services, should be made permanent and the position vacated as a result of the secondment should be backfilled.

Responsibility: Council

Cost: $122,000 annual increase to the operating budget of PP&D

Why do this?

The City has long participated in neighbourhood revitalization programs, often in partnership with other levels of government. Within broader revitalization programs, the delivery of housing initiatives has most recently emerged as the highest priority. In response, the Winnipeg Housing and Homelessness Initiative has been established in an off-site location. From there, RRAP and other inter-jurisdictional programs are being delivered. As well, the City has created a housing coordinator position, working out of the office of the Director of PP&D to oversee these initiatives.

Considerable effort has been expended to ensure that the City's commitment to housing renewal is high and the other levels of government are following suit. The recently announced Building Communities program which will be cost-shared between the province and the City includes a housing component and the federal government has recently announced a National Affordable housing Program. It is clear that a long-term commitment is needed to deliver on these initiatives yet the two housing positions working out of he WHHI office are both term positions expiring May 31, 2002.

What needs to happen?

These temporary positions should be made permanent beginning January 1, 2003.

Recommendation 1.10

A Codes Officer position should be created, working out of the office of the Director of PP&D, to undertake the timely review and updating of all by-laws under the jurisdiction of PP&D.

Responsibility: Council

Cost: $72,000 annual increase to the operating budget of PP&D

Why do this?

Much of what PP&D does is of a regulatory nature, having the responsibility of enforcing a number of City of Winnipeg by-laws. For this function to maintain credibility it is critical that the by-laws be kept current. Integrated planning must include a system whereby the codes being enforced by a municipality are entirely reflective of the desires of those in a position of governance. In practice, this means that plans and policies adopted by Council must be supported by the by-laws. By-laws, therefore, need to be kept current of changes in plans and policies. For example, the fact that Plan Winnipeg has recently been adopted by Council should automatically lead to a comprehensive review of the City's zoning by-laws to ensure consistency with the newly adopted policies.

This should be an ongoing function, although it has not been given due attention. As a result, there is confusion on the front lines when adhering to the by-laws appears to be in conflict with policy direction. Little more than a decade ago, a Branch within the Planning Department was responsible for this function. Following two significant reorganizations, the function no longer exists. This needs to be addressed.

What needs to happen?

This is a full-time, permanent position that should be filled commencing January 1, 2003. The intervening time should be used to prepare a job description, to have the position rated, to post the position, and to undergo the hiring process.

Strategy 2

To formalize and enhance the Community Resource Area (CRA) model, as developed and practiced by the Community Service Department, in order to better integrate service delivery at the neighbourhood level.

For years, neighbourhood revitalization has been a civic priority. In addressing this issue, the City has consistently adhered to a bottom-up rather than top-down approach, that is, an approach that builds capacity within neighbourhoods to allow them to help themselves. Most recently, this approach is embodied in the Community Resource Area Model developed and practiced by the Community Services Department. For this model to be most effective, it needs to be recognized and supported throughout the organization.

The Community Resource Area Model is a community-based service that strengthens neighbourhoods by building personal and community capacity through public participation, innovative partnerships, and leadership development. Community development services are provided to neighbourhoods by building an integrated, responsive, affordable service delivery system that responds to priority needs within communities. The model recognizes the unique needs from one community to another and the importance of a flexible community development approach.

Recommendation 2.1

The Community Resource Area Model should be formally recognized as the City of Winnipeg's model for neighbourhood service delivery by adopting a report that outlines the workings of the model, the philosophy behind it, and the role that all departments must play in supporting it.

Responsibility: Council following a report provided by the CAO

Cost: none

Why do this?

The community development philosophy that underlies the Community Resource Area Model is consistent with Council policy. The model provides integrated service

delivery in neighbourhoods yet neither the model itself, nor the role of the Community Resource Area Coordinator, is well understood by other City Departments. For the model to be successful, it needs to be embraced city-wide because interdepartmental cooperation is essential for integrated service delivery. Formalizing the model would also assist in garnering the cooperation of other service delivery agencies and other levels of government. Adopting the model formally is similar, conceptually, to adopting a secondary plan, it serves to provide greater clarity and detail to a general policy direction.

What needs to happen?

A report should be prepared by the Community Services Department explaining the Community Resource Area model and outlining the role that all departments must play in supporting the model. The report should be adopted by the Standing Policy Committee on Protection and Community Services, Executive Policy Committee, and Council. Then, the report should be translated into an administrative directive from the CAO to all departments.

Recommendation 2.2

The commitment to community development should be enhanced by allocating resources for two additional staff in the Community Services Department to assist the two Community Resource Area Coordinators (CRAC) responsible for high-need neighbourhoods.

Responsibility: Council

Cost: $96,000 annual increase to operating budget of Community Services

Why do this?

At present, 8 CRACs cover the entire city, which means that each CRAC is responsible for a very large geographic area, encompassing as many as 50 neighbourhoods. This limits the effectiveness of the model, particularly in the inner city where the highest-need neighbourhoods are concentrated. Through the adoption of *Plan Winnipeg 2020 Vision*, Council targeted 33 inner city neighbourhoods for revitalization efforts, 14 identified as Major Improvement Neighbourhoods (first priority) and another 19 identified as Rehabilitation Neighbourhoods (second priority). Seven of the 14 Major Improvement Neighbourhoods lie within the Downtown Community Resource Area, and the other 7 lie within the Point Douglas Community Resource Area. A single coordinator in each of these areas cannot possibly provide the necessary support. The addition of 2 more staff would allow for greater attention to be paid in these neighbourhoods by having a community development worker assigned to each of the two coordinators responsible for these two Community Resource Areas.

What needs to happen?

These are full-time, permanent positions that should be filled commencing January 1, 2003. The intervening time should be used to prepare job descriptions, to have the positions rated, to post the positions, and to undergo the hiring processes.

Recommendation 2.3

The concept of Neighbourhood Service Teams, whereby inter-departmental representatives work together to provide quick response to a multitude of neighbourhood issues, should be established as a component of the Community Resource Area Model.

Responsibility: CAO

Cost: within existing budgets

Why do this?

The Community Resource Area Model could be enhanced through Neighbourhood Service Teams that comprise inter-departmental staff working together at the local neighbourhood level to address local issues. These are representatives who could maintain close contact with residents and other existing networks and respond quickly to service needs and issues. The teams are intended to provide seamless response in ways that better serve citizens. Each Community Resource Area Coordinator would lead a Neighbourhood Service team in his or her Community Resource Area and would call the team (or individuals within the team) together as needed. The team approach would provide faster, more comprehensive intervention in problem situations before they become intolerable for citizens.

What needs to happen?

The Neighbourhood Service Team concept should be incorporated within the report that describes the Community Resource Area Model (see Recommendation 2.1). Following political approval of the model, each service department would need to commit to participation in these teams. Again, this could form the basis of the administrative directive from the CAO to all departments. Each CRAC would be required to assemble his or her team.

Recommendation 2.4

A research position should be created to develop and maintain comprehensive neighbourhood profiles and to establish a neighbourhood based information network on the City of Winnipeg's web site, whereby neighbourhood based research and service data produced by the City's various departments is made available within a shared environment as a component of the CRA model.

Responsibility: Council

Cost: $51,000 annual increase to operating budget of Community Services

Why do this?

Having access to comprehensive neighbourhood-based information is fundamental to the Community Resource Area Model. Comprehensive neighbourhood profiles need to be developed and maintained based on Census information and annual tax filer data, among other relevant sources. Furthermore, a considerable amount of information is available in-house (assessment, utilities, services, socio-demographic, etc) but it is not consolidated. This position could establish a comprehensive neighbourhood based web site within the City of Winnipeg home page that would be a valuable asset for staff and Councillors wishing to access information on a particular neighbourhood.

What needs to happen?

This is a full-time, permanent position that should be filled commencing January 1, 2003. The intervening time should be used to prepare job description, to have the position rated, to post the position, and to undergo the hiring process.

Strategy 3

To pursue improvements to permitting and inspection processes within the Planning, Property and Development Department in order to enhance responsiveness.

The issuance of permits related to zoning and construction are critical to the City's overall commitment to orderly development and public safety. It is the most effective way of ensuring compliance with basic standards. Similarly, field inspections provide

assurance that the work done on site is consistent with what was approved. The two processes, permitting and inspecting, are necessary.

To carry out permit and inspection processes with diligence and integrity takes time. However, development and construction are time sensitive industries so there is ongoing pressure for the City to expedite these processes. Timely and efficient processes can promote economic development and support inner city revitalization while providing superior customer service. While attention needs to be paid to improvements in these areas it is important as well to consider the rules themselves. Zoning by-laws must be consistent with the plans that they are trying to uphold and must be expressed as simply and clearly as possible.

Recommendation 3.1

The City's two zoning by-laws, the City of Winnipeg Zoning By-law No. 6400 and the Downtown Winnipeg Zoning By-law No. 4800, should be reviewed and readopted in order to:

- ensure that the by-laws are consistent with adopted plans and policies; and
- simplify the development review process for applicants and administration.

Responsibility: Council with support from PP&D

Cost: within existing budgets

Why do this?

Zoning by-laws provide the regulatory means by which to implement land use plans. The City of Winnipeg has two zoning by-laws, one covering the downtown and one covering the rest of the city. It is critical to integrated planning that these by-laws accurately reflect the intention of the plans. In reviewing the by-laws, it would be

consistent with political direction if they were to become less prescriptive, based more on principles than on strict standards.

While both by-laws need to be reviewed, the higher priority is the downtown by-law, the older of the two, having been adopted in 1988. In the intervening years, Plan Winnipeg has been twice re-adopted (1993 and 2001) and a plan for the downtown, CentrePlan, was endorsed (1994) along with its development framework (1999). In the recent past, development applications have been received that appear to be consistent with the plans but have proven to be inconsistent with the by-law. Clearly, the by-law needs to be aligned with adopted plans.

What needs to happen?

A process to review the Downtown Winnipeg Zoning By-law has already been launched under the Downtown Initiatives Committee. Key considerations in this review include:

- the need to encourage residential development throughout the downtown;
- the need to accommodate mixed use development and compact form;
- the need to better define design expectations;
- the need to accommodate an integrated transportation system; and
- the need to encourage innovative initiatives.

Once the review is complete, the revised by-law will have to be formally adopted through the Standing Policy Committee on Property and Development, Executive Policy Committee, and Council. A process to review the City's other zoning by-law (6400) should be undertaken subsequent to the completion of the downtown by-law review. The Codes Officer position identified in Recommendation 1.9 would greatly facilitate this task.

Recommendation 3.2

The number of decision-making bodies and processes involved in planning and development issues should be simplified, using the downtown as a pilot, by having a single political body assume responsibility for zoning approval, design review, approaches, encroachments, etc. with administrative reports coordinated and submitted by the Director of PP&D.

Responsibility: Council with support from PP&D

Cost: within existing budgets

Why do this?

While development review processes need to be reviewed overall, the downtown presents the greatest challenges for the development industry. At present, a single development project in the downtown may require a series of decisions involving a community committee, 1 or 2 standing committees, the Board of Adjustment, Executive Policy Committee, and City Council, as well as specialty committees such as the Downtown Design Board, the Historic Winnipeg Advisory Committee, and the Historical Buildings Committee, not to mention the various appeal committees that may enter into the equation. Not only is this time-consuming, but decisions made by one body often conflict with those made by another. Developers can spend well over a year getting the necessary approvals in place. This can jeopardize the economic viability of development projects.

Each of the approval processes serves an important function. Through them, Council is able to assess public interest, ensuring that public safety and convenience is maintained and that public and private investment is safeguarded. However, the manner in which these objectives are met can be simplified. Some jurisdictions have established planning commissions for this purpose with members appointed from the community at large.

What needs to happen?

The City and the Province are currently discussing possible changes to the City of Winnipeg Act that would allow for the establishment of a planning commission. Pending the outcome of the City of Winnipeg Act review, Council should establish a downtown planning commission with authority to address all development related decisions. Over time, should the planning commission model prove successful, its mandate can be expanded to cover the entire city. Should the City of Winnipeg review not allow for the creation of a planning commission, Council should establish a single political committee, a downtown development committee, with as much consolidated decision-making authority as the Act allows. Again, this mandate can be expanded city-wide if proven successful in the downtown.

Recommendation 3.3

The Director of PP&D should be delegated decision-making authority as it relates to the issuance of conditional use applications.

Responsibility: Council

Cost: none

Why do this?

Last year, Council granted the Director of PP&D delegated authority to approve all variance applications. The intent was to streamline decision-making and to improve customer service. The results have been positive. It may be possible to make a similar change regarding Conditional Use applications, however, this would require legislative amendments. Since variance and conditional use applications represent the bulk of development applications, having decisions in both the areas delegated to the administration should significantly reduce paperwork while improving responsiveness.

What needs to happen?

At present, Conditional Use applications are under the authority of the Board of Adjustment. The City and the Province are currently discussing possible changes to the City of Winnipeg Act that would allow for the delegation of authority to the administration as it relates to the approval of conditional use applications. Pending the outcome of the City of Winnipeg Act review, Council should proceed immediately to approve delegation of this authority to the Director of PP&D. If the Act is not amended to accommodate this change, then decision-making authority should be consolidated with the body established in Recommendation 3.2.

Recommendation 3.4

A file manager system should be implemented (using the downtown as a pilot) whereby all development applications, regardless of complexity, are handled through a single point of contact, an individual responsible for shepherding the application through the required approval processes and providing ongoing liaison with the applicant.

Responsibility: CAO

Cost: within existing budgets

Why do this?

The development industry insists that time is the most critical factor they face. While they may not be enamored with the number of approvals and permits needed for certain complex projects (particularly those in the downtown), they expect at a minimum to have their applications processed as expeditiously as possible. At present, that does not always occur because each time a new approval is needed the file gets passed on to another individual, with no one monitoring the entire series of processes from beginning to end. This proposal would provide for a single point of contact for development

applications (using the downtown as a pilot) whereby one staff person would monitor and expedite the processing of all necessary permits associated with a particular project. This should result in quicker turnaround times and increased customer satisfaction.

What needs to happen?

Assuming the other recommendations in this report are adopted, the newly created Downtown Branch of the Planning and Land Use Division provides the opportunity to develop this new file management system. The planners assigned to handle development applications in the Downtown Branch should do so adopting the file management concept. Alternatively, the planners should establish, in partnership with the Zoning and Permits Branch, a system by which zoning administrators assume that role. Through informal dialogue with the development industry, it is clear that this recommendation needs to be treated with urgency. It should be given highest attention.

Recommendation 3.5

Capacity for process improvements should be enhanced through the allocation of 3 additional permanent full time positions in the Development and Inspections Division as follows:

? 1 process improvement specialist to continually monitor and improve processes;

? 1 residential tracker to monitor and expedite residential permits; and

? 1 zoning field inspector to enforce by-laws and development agreements.

Responsibility: Council

Cost: $140,000 annual increase to the operating budget of PP&D

Why do this?

From a customer service point of view, our development and building approval processes continue to be points of contention. In response to concerns raised,

improvements should continually be explored and implemented. Having an individual permanently assigned to this task will allow for much swifter progress. One concern raised is the ability to track residential applications through the system. This task can be assigned to a Clerk who would ensure that would become the point of contact with residential applicants. Similarly, zoning field work requires attention to ensure that by-laws are adhered to and that development agreements are honoured. It is likely that the expense incurred with filing this position could be offset by increased revenue through fine collection, permit fees, etc.

What needs to happen?

These are full-time, permanent positions that should be filled commencing January 1, 2003. The intervening time would be used to prepare job descriptions, to have the positions rated, to post the positions, and to undergo the hiring processes.

Recommendation 3.6

The two plan examination positions funded by Council on a temporary basis for the year 2002 should be made permanent.

Responsibility: Council

Cost: $93,000 annual increase to the operating budget of PP&D

Why do this?

Part of the permitting process involves the examination of plans to ensure consistency with the Building Code, including fire, electrical, plumbing/mechanical, and structural elements. Current staffing levels include only 1 mechanical/plumbing plan examiner, 1 structural plan examiner, and 2 housing plan examiners to process all such permits for the entire city. Delays in the issuance of permits by as much as 3 weeks to 3 months can be directly attributed to insufficient staffing in these areas. In the fall of 2001,

Council recognized this deficiency and allocated resources for 2 additional plan examiners. However, they are term positions set to expire at the end of the year.

What needs to happen?

These positions are funded for 2002. This increase in operating budget needs to be approved for 2003 and beyond. If that occurs, then Plan Examination should move immediately to fill these positions on a permanent basis commencing January 1, 2003.

Recommendation 3.7

A consultation process should be launched with the construction industry to develop a strategy by which responsibility for plan examination will be diminished over time in order to have plan examination focus on life safety issues while minimizing the responsibility to review plans stamped by professional engineers (ie electrical, mechanical, structural).

Responsibility: CAO

Cost: within existing budgets

Why do this?

It seems redundant that Plan Examiners review drawings that have been submitted and stamped by professional engineers. That is the case with electrical, mechanical, and structural components of a building's set of plans. While the City of Winnipeg Act requires that the City undertake these reviews, it is not clear to what depth plan examination need be done. Other jurisdictions have declared to the building community that only a cursory review or random audit will be done of drawings stamped by professionals. Meanwhile, a full and thorough examination will continue to be done for compliance with fire safety requirements. The intent is to ensure accountability on the professionals to ensure the quality of their submissions while streamlining the process of plan examination.

What needs to happen?

Through dialogue with the construction industry and professional associations, the City should establish the terms under which a reduced level of plan examination can be implemented. Liability issues will need to be reviewed through legal services. A new system may need to be phased in over time.

Recommendation 3.8

The commercial and residential inspections functions should be enhanced by allocating resources for two new positions, a Chief Mechanical Inspector and a Chief Electrical Inspector, and restructuring the two branches in order to strengthen supervisory capacity.

Responsibility: Council

Cost: $120,000 annual increase to operating budget of PP&D

Why do this?

The reduction in WAPSO level positions that resulted from New Directions (1995) and Cuff (1998) have made it extremely difficult to provide the level of service acceptable to the construction industry. In the inspections area, 14 WAPSO level positions existed prior to 1995, and only 3 with appropriate technical expertise remain today. These two additions would assist in providing professional leadership in two critical areas, Mechanical and Electrical Inspections, where no supervisory roles currently exist. These additions would also allow for a restructuring of the two Branches into a more responsive system.

What needs to happen?

These are full-time, permanent positions that should be filled commencing January 1, 2003. The intervening time should be used to prepare job descriptions, to have the positions rated, to post the positions, and to undergo the hiring processes.

Recommendation 3.9

The system of building permit issuance, inspection, and enforcement should be clarified by providing guidelines for both staff and customers that outline expectations of performance on both sides including commitments to meeting turnaround times once all proper documentation is received.

Responsibility: CAO

Cost: within existing budgets

Why do this?

At present, there is a considerable amount of construction work being done without the necessary permits in place. The industry blames the City, citing time delays in obtaining permits. This puts field inspectors in difficult situations. While City policy is to shut these jobs down, if that were to happen, the backlash would likely be enormous. It has come to the point where inspectors are frequently asked to review jobs for which no building permit has yet been issued. These so-called “friendly” reviews allow the jobs to proceed yet they condone a bad practice. Efforts need to be taken to eliminate the amount of work being undertaken without permit.

What needs to happen?

Discussions will need to take place with the construction industry to clarify issues of performance on the part of both the applicant and the City. The issuance of development permits may need to be separated from the building permit process,

treating them as consecutive rather than concurrent processes. Then, clear guidelines will need to be established explaining the scope and quality of information that is required from the applicant before the building permit process can be launched. The City must then commit to a fixed turnaround time once that information is obtained. There should be consequences if these commitments are breached, including shutting down jobs that begin before permits are issued.

Recommendation 3.10

A feasibility study should be undertaken to establish a Permit Centre as part of the Zoning and Permits Branch as the single point of entry for applicants requiring permits of any kind that are administered by the City of Winnipeg.

Responsibility: CAO

Cost: within existing budgets

Why do this?

Customers who do business with the City of Winnipeg can benefit greatly from a single point of entry into what is perceived by many as a complex bureaucracy. A Permit Centre would provide that service either at the zoning service counter or at a designated kiosk. Here, customers requiring any permit issued by the City could file an application and have it processed on their behalf. Once filled, the application would be sent electronically to the relevant department for approval. These transactions could include everything from building permits to encroachments to street closures to business licenses.

What needs to happen?

While simple in concept, this is a complex issue to resolve. A feasibility study should be undertaken to review the logistics. In particular, the human resource

perspective needs to be examined. The Permit Centre might require half a dozen or more staff to work on an ongoing basis with customers, filling and processing applications. This would require the sharing of resources between departments, perhaps having several departments assign a staff person to work within the Permit Centre under the supervision of a Permit Centre Supervisor. The feasibility study should be founded in discussions with the various departments in an effort to define the conditions under which a Centre could be created.

Recommendation 3.11

The "declared value" system for permit fees (building and trades) should be replaced with a fee schedule in order to bring greater equity into the fee structure for development applications.

Responsibility: CAO

Cost: within existing budgets

Why do this?

Fairness is paramount when assessing regulatory fees. Fees for building permits are determined as a percentage of the value of construction. However, under current practice, the value of construction for any given project is provided by the applicant. With this so-called “declared value” system there is an obvious temptation for applicants to undervalue the cost of construction in order to reduce their permit fee. And many do so. This form of abuse ends up punishing the applicant who provides full and true costs. Furthermore, there is a loss of potential revenue on the part of the City. At present, approximately $6M of revenue is generated annually through permit fees. This initiative will bring equity into the system while potentially generating greater revenue.

What needs to happen?

Some work has already been done in consultation with the building industry to change this system for building permits. A draft of a fee schedule that would apply uniformly to all applicants has been proposed and is near completion. It will be brought forward to Council for approval. Following completion of that project, a similar process should begin immediately to address fees for building trades.

Special Note: This change should be pursued as a high priority because it almost certainly will result in greater revenue that, in a short period of time, should offset some of the costs associated with the other recommendations in this report.

Part III. Summary

Three tables are presented on the pages that follow:

Table 1: provides a summary of the recommendations

Table 2: provides a summary of the financial estimates

Table 3: provides a summary of the staffing implications

Table 4: provides a proposed reallocation of staff in the Planning and Land Use Division

Table 1

INTEGRATED PLANNING MODEL Summary of Recommendations			
No.	**Recommendation**	**Responsibility**	**Cost**
1.1	The Director of Planning, Property and Development should be assigned the responsibility to act as special advisor to Executive Policy Committee with regard to long range planning and development issues for the city.	Executive Policy Committee	None
1.2	A Planning Executive Advisory Committee, with administrative support, should be established as a sub-committee of the Senior Management Team, chaired by the Director of PP&D and comprised of the Directors of Public Works, Water and Waste, Community Services, and Transit, with a mandate to: ▪ Review and advise on long range plans; ▪ Work closely with the CAO and Department Directors to ensure service delivery decisions are consistent with long range plans; ▪ Establish priorities for the development of secondary plans; and ▪ Provide early assessment of the merits and risks of major development proposals while they are still at the conceptual stage.	CAO	Within existing budgets
1.3	The City's primary long range planning document, Plan Winnipeg, should be reconfigured to better serve the needs of the organization by: ▪ Having Plan Winnipeg establish itself more fully as a long range development plan focusing primarily on land use matters and residing in PP&D; and ▪ Replacing Plan Winnipeg at the corporate level with a community vision document that provides strategic direction to the organization, reflective of the strengths and challenges facing the city and in keeping with the aspirations of the city's residents and business interests.	Executive Policy Committee	Within existing budgets
1.4	Capacity for planning should be enhanced through the allocation of 4 additional permanent full time positions in the Planning and Land Use Division as follows: ▪ 1 land use planner to undertake secondary plans; ▪ 1 neighbourhood planner to undertake neighbourhood plans; and ▪ 2 development planners to address development applications and assist with secondary plans.	Council	**$210,000** annual increase to operating budget of PP&D
1.5	Responsibility for Type B development applications, outside the downtown, should be transferred from the Development Management Branch of the Planning and Land Use Division to the Zoning and Permits Branch of the Development and Inspections Division and the two permanent, full-time planning assistant positions should be transferred with the function to handle these applications.	Council	None

1.6	Capacity for long range transportation planning should be built within PP&D by providing funding for a long range transportation planner to help coordinate city wide transportation policy, ensuring integration with land use policy.	Council	**$90,000** annual increase to operating budget of PP&D
1.7	The Planning and Land Use Division should be restructured into a Downtown Branch, a Mature Neighbourhoods Branch, and a City-Wide/Suburban Branch with responsibilities as follows: ▪ Downtown Branch responsible for CentrePlan, downtown design review, downtown urban design projects, heritage conservation, and downtown development applications; ▪ Mature Neighbourhoods Branch responsible for neighbourhood planning, community economic development, local transportation planning, inner city development applications, inner city urban design projects, and housing programs; and ▪ City-Wide/Suburban Branch responsible for long range development planning including Plan Winnipeg, transportation planning, parks planning, secondary plans other than neighbourhood or downtown plans, riverbank management, Capital Region policy, and development applications outside the inner city.	CAO	**$6000** annual increase to operating budget of PP&D [The cost associated with this is the reclassification of an existing Branch Coordinator position.]
1.8	A Housing Unit should be formally established within the office of the Director of PP&D with the following responsibilities: ▪ Implementing the Residential Rehabilitation Assistance program (RRAP); ▪ Delivering other housing programs that arise such as the National Affordable Housing Program or the housing component of the Building Community Initiative; ▪ Overseeing the Winnipeg Housing and Homelessness Initiative (WHHI); and ▪ Coordinating housing related issues through interdisciplinary housing teams.	CAO	Within existing budgets
1.9	The two temporary positions within the Housing Unit, one seconded from the Planning and Land Use Division, the other a job placement from Social Services, should be made permanent and the position vacated as a result of the secondment should be backfilled.	Council	**$122,000** annual increase to the operating budget of PP&D
1.10	A Codes Officer position should be created, working out of the office of the Director of PP&D, to undertake the timely review and updating of all by-laws under the jurisdiction of PP&D.	Council	**$72,000** annual increase to the operating budget of PP&D
2.1	The Community Resource Area Model should be formally recognized as the City of Winnipeg's model for neighbourhood service delivery by adopting a report that outlines the workings of the model, the philosophy behind it, and	Council following a report provided by the CAO	None

	the role that all departments must play in supporting it.		
2.2	The commitment to community development should be enhanced by allocating resources for two additional staff in the Community Services Department to assist the two Community Resource Area Coordinators (CRAC) responsible for high-need neighbourhoods.	Council	**$96,000** annual increase to operating budget of Community Services
2.3	The concept of Neighbourhood Service Teams, whereby inter-departmental representatives work together to provide quick response to a multitude of neighbourhood issues, should be established as a component of the Community Resource Area Model.	CAO	Within existing budgets
2.4	A research position should be created to develop and maintain comprehensive neighbourhood profiles and to establish a neighbourhood based information network on the City of Winnipeg's web site, whereby neighbourhood based research and service data produced by the City's various departments is made available within a shared environment as a component of the CRA model.	Council	**$51,000** annual increase to operating budget of Community Services
3.1	The City's two zoning by-laws, the City of Winnipeg Zoning By-law No. 6400 and the Downtown Winnipeg Zoning By-law No. 4800, should be reviewed and readopted in order to: ▪ ensure that the by-laws are consistent with adopted plans and policies; and ▪ simplify the development review process for applicants and administration.	Council with support from PP&D	Within existing budgets
3.2	The number of decision-making bodies and processes involved in planning and development issues should be simplified, using the downtown as a pilot, by having a single political body assume responsibility for zoning approval, design review, approaches, encroachments, etc. with administrative reports coordinated and submitted by the Director of PP&D.	Council with support from PP&D	Within existing budgets
3.3	The Director of PP&D should be delegated decision-making authority as it relates to the issuance of conditional use applications.	Council	None
3.4	A file manager system should be implemented (using the downtown as a pilot) whereby all development applications, regardless of complexity, are handled through a single point of contact, an individual responsible for shepherding the application through the required approval processes and providing ongoing liaison with the applicant.	CAO	Within existing budgets
3.5	Capacity for process improvements should be enhanced through the allocation of 3 additional permanent full time positions in the Development and Inspections Division as follows: ? 1 process improvement specialist to continually monitor and improve processes;	Council	**$140,000** annual increase to the operating budget of PP&D

	? 1 residential tracker to monitor and expedite residential permits; and ? 1 zoning field inspector to enforce by-laws and development agreements.		
3.6	The two plan examination positions funded by Council on a temporary basis for the year 2002 should be made permanent.	Council	**$93,000** annual increase to the operating budget of PP&D
3.7	A consultation process should be launched with the construction industry to develop a strategy by which responsibility for plan examination will be diminished over time in order to have plan examination focus on life safety issues while minimizing the responsibility to review plans stamped by professional engineers (ie electrical, mechanical, structural).	CAO	Within existing budgets
3.8	The commercial and residential inspections functions should be enhanced by allocating resources for two new positions, a Chief Mechanical Inspector and a Chief Electrical Inspector, and restructuring the two branches in order to strengthen supervisory capacity.	Council	**$120,000** increase to annual operating budget of PP&D
3.9	The system of building permit issuance, inspection, and enforcement should be clarified by providing guidelines for both staff and customers that outline expectations of performance on both sides including commitments to meeting turnaround times once all proper documentation is received.	CAO	Within existing budgets
3.10	A feasibility study should be undertaken to establish a Permit Centre as part of the Zoning and Permits Branch as the single point of entry for applicants requiring permits of any kind that are administered by the City of Winnipeg.	CAO	Within existing budgets
3.11	The "declared value" system for permit fees (building and trades) should be replaced with a fee schedule in order to bring greater equity into the fee structure for development applications.	CAO	Within existing budgets
		Total Cost	**$1.0M increase to budget**

Table 2

Summary of Financial Estimates (based on assumptions of classifications for estimating purposes)				
Position	Description and Location	Grade and Salary	Budget Impact (salary x 1.163 for benefits)	Rounded off in report
1 Senior Planner (Transportation)	New Position in PP&D Planning and Land Use, City-Wide/Suburban Branch	WAPSO Grade V $75,218	$87,479 Increase to PP&D operating budget	$90,000
1 Planner (Neighbourhoods)	New Position in PP&D Planning and Land Use, Mature Neighbourhoods Branch	WAPSO Grade III $47,554	$55,305 Increase to PP&D operating budget	$57,000
1 Planner	New Position in PP&D Planning and Land Use, Downtown Branch	WAPSO Grade II $43,082	$50,105 Increase to PP&D operating budget	$51,000
2 Planning Assistants	Transferred Positions within PP&D From Planning and Land Use to Zoning and Permits	CUPE $55,280 & $49,328	No impact. Shifts $121,660 within department	$0
1 Planner	New Position in PP&D Planning and Land Use, Mature Neighbourhoods Branch	WAPSO Grade II $43,082	$50,105 Increase to PP&D operating budget	$51,000
1 Planner	New Position in PP&D Planning and Land Use, City-Wide/Suburban Branch	WAPSO Grade II $43,082	$50,105 Increase to PP&D operating budget	$51,000
1 Codes Officer	New Position in PP&D Office of the Director of PP&D	WAPSO Grade IV $60,632	$70,515 Increase to PP&D operating budget	$72,000
1 Branch Coordinator	Reclassification of Existing Position in PP&D Existing Coordinator Position at WAPSO Level V	WAPSO Grade VI $ 79,898	$5,443 (difference only) Increase to PP&D operating budget	$6,000
2 Housing Unit staff	Temporary Positions Made Permanent in PP&D Housing Unit, Office of the Director	WAPSO Grade III $54,912 & $49,192	$121,073 Increase to PP&D operating budget	$122,000
2 Community Workers	New Positions in Community Services Community Resource Coordination Services Branch	CUPE Community Dev't Worker $41,054	$95,492 Increase to Community Services operating budget	$96,000
1 Planner (Research)	New Position in Community Services Community Resource Coordination Services Branch	WAPSO Grade II $43,082	$50,105 Increase to Community Services operating budget	$51,000
2 Chief Inspectors	New Positions in PP&D Development and Inspections, Commercial Inspections Branch	WAPSO Grade III $50,830	$118,231 Increase to PP&D operating budget	$120,000
2 Plan Examiners	Temporary Positions Made Permanent in PP&D Development and Inspections, Plan Examination Branch	CUPE $39,546	$91,984 Increase to PP&D operating budget	$93,000
1 Process Improvement	New Position in PP&D Development and Inspections Division	WAPSO Grade III $47,554	$55,305 Increase to PP&D operating budget	$56,000

Specialist				

1 Residential Tracker	New Position in PP&D Development and Inspections Division	CUPE Clerk B $29,380	$34,169 Increase to PP&D operating budget	$36,000
1 Zoning Field Officer	New Position in PP&D Development and Inspections Division	CUPE $40,768	$47,413 Increase to PP&D operating budget	$48,000
			Summary of Budget Impact by Department …for PP&D …for Community Services	 +$853,000 +$147,000
			Total Estimated Budget Impact	**+$1,000,000**

Table 3

Summary of Staffing Implications				
Department/Division	New Positions	Temp Positions Made Permanent	Position Transfers	Net Positions
PP&D Planning and Land Use	1 Senior Planner (Transportation) 1 Planner (Neighbourhoods) 1 Planner (Downtown) 2 Planners		- 2 Planning Assistants	3 Positions
PP&D Development and Inspections	1 Chief Inspector (Mechanical) 1 Chief Inspector (Electrical) 1 Process Improvement Specialist 1 Residential Tracker 1 Zoning Field Officer	2 Plan Examiners	+ 2 Planning Assistants	9 Positions
PP&D Office of the Director	1 Codes Officer	1 Housing Policy Coordinator 1 Project Officer (Housing)		3 Positions
Total PP&D	+11 New Positions	+4 Temp Positions Made Permanent	Net 0 Transferred Positions	+15 Positions
Community Services Community Resource, Protection &Safety Services Division	2 Community Development Workers 1 Planner (Research)			
Total CS	+3 New Positions			+3 Positions
			Total Net Positions	+18 Positions

Table 4

Proposed Planning and Land Use Division Restructuring (subject to change)			
Existing Branches (38) 35 Existing Positions 5 New Positions -2 Transfers Out	**Recommended New Branches**		
	Downtown Branch (10) 1 Branch Coordinator	**Mature Neighbourhoods Branch (16)** 1 Branch Coordinator	**Suburban/City-wide Branch (12)** 1 Branch Coordinator
Urban Planning Branch *Existing Staff (10):* 1 Branch Coordinator 1 Senior Planner (Plan Winnipeg) 1 Senior Planner (Heritage) 1 Senior Planner 1 Planner (Parks) 1 Planner (Neighbourhoods) 2 Planners 1 Heritage Buildings Officer 1 Downtown Safety Coordinator *Recommended New Staff (3):* 1 Senior Planner (Transportation) 1 Planner (Neighbourhoods) 1 Planner	1 Senior Planner (Heritage) 1 Senior Planner *1 Planner** 1 Heritage Buildings Officer 1 Downtown Safety Coordinator * new position	1 Planner (Neighbourhoods) *1 Planner (Neighbourhoods)** * new position	1 Senior Planner (Plan Winnipeg) 1 Planner (Parks) *1 Senior Planner (Transportation)** 2 Planners * new position
Development Management Branch *Existing Staff (7):* 1 Branch Coordinator 2 Senior Planners 1 Senior Planner (Urban Design) 1 Planner 2 Planning Assistants *Recommended New Staff (2):* 2 Planners *Recommended Transfer Out (2):*** 2 Planning Assistants	1 Senior Planner (Urban Design) 1 Planner	1 Senior Planner *1 Planner** ~~*1 Planning Assistant*~~** * new position ** Planning Assistant transferred to Zoning and Permits along with responsibility for administering Type B variance applications (outside the downtown)	1 Senior Planner *1 Planner** ~~*1 Planning Assistant*~~*** * new position ** Planning Assistant transferred to Zoning and Permits along with responsibility for administering Type B variance applications (outside the downtown)
Design & Project Implementation Branch *Existing Staff (18):* 1 Branch Coordinator 1 Senior Urban Designer 2 Project Management Coordinators 2 Landscape Architects 1 Planning Assistant 1 Technologist 3 Technicians 1 Riverbank Management Engineer 1 Technologist (Riverbanks) 3 Project Officers 1 Community Worker 1 Project Assistant	1 Senior Urban Designer 1 Planning Assistant	2 Project Management Coordinators 1 Landscape Architect 1 Technologist 2 Technicians 3 Project Officers 1 Community Worker 1 Project Assistant	1 Landscape Architect 1 Technician 1 Riverbank Management Engineer 1 Technologist (Riverbanks)