

Contexte

La phase 2 du processus de révision de *NotreWinnipeg* s'est déroulée en 2018 et 2019. Les processus de participation des parties prenantes de la phase 2 ont évalué la pertinence et l'efficacité de la politique *NotreWinnipeg 2011* pour atteindre les résultats souhaités par la collectivité. Des experts en la matière de la Ville ont été consultés sur les mérites de l'orientation actuelle de la politique *NotreWinnipeg* et sur la question de savoir si des étapes de mise en œuvre significatives avaient eu lieu depuis son adoption en 2011. Les recherches sur les meilleures pratiques ont permis de déterminer que les objectifs de développement durable des Nations Unies constituent un cadre permettant de mesurer les progrès de la politique de *NotreWinnipeg* par rapport aux résultats mondiaux. Le cadre fondé sur le développement durable et les droits de la personne, qui comporte 17 objectifs, s'appuie sur les objectifs de durabilité sociale, environnementale et économique de *NotreWinnipeg 2011* et a servi d'inspiration pour la proposition d'un cadre de 6 objectifs localisés pour la politique de *NotreWinnipeg 2045*.

Participation

Le comité consultatif communautaire de *NotreWinnipeg*, les parties prenantes communautaires et les experts en la matière de la Ville de Winnipeg étaient au centre de la participation de la phase 2 de l'élaboration des politiques plutôt que le public. Dans le cadre de la phase 2, les membres du comité consultatif communautaire de *NotreWinnipeg* et les experts en la matière de la Ville de Winnipeg ont été invités à vérifier la pertinence de l'orientation de la politique en l'alignant sur le cadre localisé des objectifs de développement durable des Nations Unies. Cela a été jugé nécessaire, car le cadre proposé pour les buts et objectifs représentait un écart important par rapport à la structure du document de *NotreWinnipeg 2011*. Des organismes externes particuliers ont également été invités à partager leurs points de vue dans le cadre d'un processus de cocréation de politiques. Ces organismes ont été qualifiés d'« organismes d'ancrage » en raison de la large appartenance communautaire et de l'expertise de leurs membres qui s'alignaient sur les buts, les objectifs et l'intention de la

politique. L'équipe de révision de *NotreWinnipeg* a effectué ce travail de sensibilisation en participant à dix événements et ateliers communautaires afin de renforcer ses connaissances sur les objectifs.

L'équipe de révision de *NotreWinnipeg* a effectué un certain nombre de tâches qui ont servi de base à la participation des parties prenantes internes et externes :

- Chaque énoncé d'orientation stratégique existant dans *NotreWinnipeg 2011* et ses documents complémentaires a été réaligné sur le nouveau cadre proposé pour les objectifs de développement durable ;
- Le libellé de la politique a été évalué quant à sa force et son degré d'engagement en réponse aux commentaires fournis précédemment ;
- En se basant sur l'état actuel des collectivités et des organismes, on a déterminé les domaines dans lesquels il serait bénéfique de mettre davantage l'accent sur les politiques ou ceux qui présentent des lacunes ;
- Les redondances de politiques ont été identifiées et éliminées ;
- Les documents d'accompagnement de *NotreWinnipeg 2011* ont également été examinés pour en dégager le contenu politique pertinent, qui a été retenu. Les plans ou les stratégies plus récents de la Ville qui traitent du contenu des documents d'accompagnement, mais qui étaient plus à jour, ont également été inclus dans la révision à des fins d'élaboration de politiques. Les documents d'accompagnement ont donc été jugés redondants et il a été proposé de les supprimer ;
- Un système de numérotation des politiques a été introduit pour faciliter le référencement et le suivi des données.

Principales conclusions ou ce que nous avons entendu

- Les parties prenantes internes et externes se sont accordées à dire qu'il était difficile d'évaluer pleinement le bien-fondé de l'orientation stratégique de *NotreWinnipeg 2011* sans contexte supplémentaire, et que les progrès réalisés dans la mise en œuvre de la politique étaient insuffisants.
- Les commentaires des parties prenantes internes et externes concernant le cadre proposé pour les objectifs de développement durable localisés ont été dans l'ensemble positifs en ce qui concerne la fourniture d'un contexte approprié pour un examen de la pertinence politique continue.
- Les participants à la phase 2 ont exprimé la valeur du processus itératif de cocréation de politiques et ont apprécié d'être impliqués tôt dans le processus. Nombre d'entre eux ont plaidé en faveur d'une plus grande diversité et d'une meilleure représentation des organismes communautaires dans le travail de sensibilisation et de participation à l'examen, en particulier auprès des peuples autochtones.

Résumé des activités de la phase 2

Activité	Détails
Recherche sur les meilleures pratiques	<ul style="list-style-type: none">• Une recherche sur les meilleures pratiques a été effectuée dans l'intention de fournir un contexte plus clair pour l'orientation politique existante afin de tester sa pertinence continue, y compris les objectifs de développement durable des Nations Unies.• Des recherches supplémentaires ont permis d'identifier un certain nombre de villes dans le monde qui ont adopté le cadre des objectifs de développement durable des Nations Unies comme moyen d'assumer la responsabilité des objectifs et d'en mesurer les progrès. À l'échelle locale, une initiative de Centraide Winnipeg, connue sous le nom de « Peg », a élaboré un ensemble d'indicateurs communautaires pour Winnipeg et a aligné ce modèle de mesure sur les objectifs de développement durable des Nations Unies. Ce travail dresse un tableau pertinent de l'état actuel de la collectivité de Winnipeg. Il a fourni des données probantes pour guider l'élaboration des objectifs et de l'orientation politique préliminaires pour les objectifs de <i>NotreWinnipeg 2045</i>.• L'équipe de révision de <i>NotreWinnipeg</i> a participé à dix événements et ateliers communautaires afin d'approfondir ses connaissances sur les objectifs.
Participation des parties prenantes internes	<ul style="list-style-type: none">• Seize (16) présentations et discussions interministérielles ont eu lieu afin de parvenir à une compréhension commune des objectifs, de l'orientation politique et des premières idées d'action permettant d'atteindre les objectifs. De nombreuses réunions individuelles ont eu lieu avec des experts en la matière pour proposer et modifier l'orientation de la politique. Cinq (5) ébauches de politique ont été élaborées et diffusées pour recueillir des commentaires sur une période de 8 mois afin de dégager un consensus et d'améliorer la qualité de la politique.
Réunions du comité consultatif communautaire	<ul style="list-style-type: none">• Les quatorze (14) membres du comité consultatif communautaire (CCC) ont contribué au questionnement continu et aux recommandations d'amélioration tout au long du processus de révision. Cinq réunions du comité ont eu lieu au cours de la phase 2 afin de communiquer des renseignements et de recueillir des commentaires sur le cadre de développement durable, l'orientation politique, les activités de participation publique et les priorités de la Ville.

NotreWinnipeg – Phase 2

Résumé de la participation des parties prenantes

2018 - 2019

Consultation des organismes d'ancrage	<ul style="list-style-type: none">• Treize (13) organismes externes ont été invités à faire part de leurs points de vue dans le cadre d'un processus de cocréation de politiques. Ces organismes ont été désignés comme des « organismes d'ancrage » en raison de la large appartenance communautaire et de l'expertise de leurs membres qui s'alignaient sur les buts, les objectifs et l'intention de la politique. Deux ébauches de politiques ont été partagées confidentiellement avec eux pour obtenir leurs commentaires et évaluer si les besoins des collectivités étaient adéquatement représentés dans l'orientation des politiques. Les commentaires fondés sur des données probantes ont été pris en compte et intégrés.
Autres commentaires des collectivités	<ul style="list-style-type: none">• - Six (6) soumissions écrites des organismes suivants ont fourni des commentaires supplémentaires à prendre en compte dans l'ébauche du plan et sont jointes à l'annexe A :<ul style="list-style-type: none">○ Réseau canadien de développement économique communautaire (Manitoba)○ Manitoba Artist Run Centres Coalition○ Réseau écologique du Manitoba inc.○ Right to Housing Coalition – City Working Group○ Administration aéroportuaire de Winnipeg○ Chambre de commerce de Winnipeg

Ce que nous avons entendu

Ce que nous avons entendu	Comment cela a été considéré *
Les parties prenantes internes et externes s'accordent à dire qu'il est difficile d'évaluer pleinement les mérites actuels de l'orientation politique sans contexte supplémentaire, et que les progrès accomplis en vue de la mise en œuvre de la politique sont insuffisants.	Un cadre politique localisé alternatif inspiré des 17 objectifs de développement durable des Nations Unies a été élaboré afin de fournir un contexte plus clair pour la révision des politiques. Des idées d'action ont été recueillies pendant la participation dans les itérations de l'examen des politiques pour être prises en compte pendant la phase de mise en œuvre du plan, après son adoption.
Les commentaires des parties prenantes internes et externes concernant le cadre proposé pour les objectifs de développement durable localisés ont été dans l'ensemble positifs en ce qui concerne la fourniture d'un contexte approprié pour un examen de la pertinence politique continue.	Le cadre localisé des objectifs de développement durable a servi de base au réalignement de la politique existante, à la détermination des lacunes et à l'élaboration d'une ébauche finale de plan pour la phase 3 de la participation publique.
Les participants à la phase 2 ont exprimé la valeur du processus itératif de cocréation de politiques et ont apprécié d'être impliqués tôt dans le processus. Nombre d'entre eux ont plaidé en faveur d'une plus grande diversité et d'une meilleure représentation des organismes communautaires dans le travail de sensibilisation et de participation à l'examen, en particulier auprès des peuples autochtones.	Les commentaires ont influencé le développement de la phase 3 en ce qui concerne la manière d'encadrer le processus du plan d'action sur les priorités stratégiques et la participation du public, des parties prenantes et des titulaires de droits, afin qu'ils soient plus participatifs et représentatifs de la collectivité.

Prochaines étapes

Les commentaires de toutes les sources et toutes les itérations de l'ébauche de politique seront utilisés pour compiler un projet de plan pour la phase 3 de la participation publique.

Un processus de participation publique sera conçu pour s'assurer que le public est bien informé de l'intention du plan *NotreWinnipeg 2045* proposé et qu'il a la possibilité de déterminer si l'ébauche du plan reflète adéquatement les priorités de la collectivité identifiées dans la phase 1.

Annexes

Annexe A – Soumissions écrites

Annexe A – Soumissions écrites



**Canadian
CED Network**

Informal Submission to the City of Winnipeg's *OurWinnipeg* Policy Review

By the Canadian Community Economic Development Network – Manitoba

July 2019

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Introduction

This document has been prepared by the Canadian CED Network-Manitoba (CCEDNet Manitoba) in response to the City of Winnipeg's Urban Planning Division's call for policy review feedback for *OurWinnipeg*. The following is an informal response to this call, intended to remain communicated between CCEDNet Manitoba and the City of Winnipeg. We appreciate the opportunity to contribute to the city's planning process.

CCEDNet Manitoba is a member network comprised of non-profits, social enterprises, co-operatives and individuals all practising community economic development and working towards the goal of building strong and equitable communities. We promote community economic development (CED) as a comprehensive and integrated approach to improving economic, social and environmental conditions in communities. This approach understands that solutions to complex community challenges will be most successful and sustainable when they are community-led, intersectional, and comprehensive.

Doing the work of creating stable, inclusive and resilient communities is vital and absolutely within the reach of municipal governments. Our collective aim is for a city that is inclusive, equitable, sustainable, and good for all citizens to live in. That work must be informed by communities and their input needs to ultimately influence action and decision making.

Overall Feedback

The six goals with enhanced local resonance identified by OurWinnipeg are logical and visionary, and we believe that they are a coherent framework to guide our city's planning document.

In fact, we have found that the six themes identified corroborate and align well with the six themes of our Network's forthcoming renewed policy package. Each year, members of the Canadian CED Network - Manitoba come together with proposed public policy recommendations, primarily intended for the Province of Manitoba, the City of Winnipeg, and Manitoba municipalities. This year, we are finishing a process to reorganize the wide mandate of our Network into a cohesive policy package. Our forthcoming document, tentatively titled *Solutions from the Community Economic Development Sector: A Communities Agenda for Manitoba's Social, Economic, and Environmental Future* will be launched in August 2019.

Our vision statement - *Sustainable and inclusive communities directing their own social, economic and environmental futures* - directs the six themes of our renewed policy package that are a roadmap to achieve our vision. We were very intrigued to find many parallels between our themes, and the identified themes of OurWinnipeg. Below, they are presented with the corresponding OurWinnipeg theme area.

1. Social Future: Ending Poverty	Good Health & Well Being
2. Economic Future: Local and Fair Economic Development	Economic Prosperity
3. Environmental Future: Tackling Climate Change	Environmental Resilience
4. Sustainable Communities: Community-Led Development	City Building
5. Inclusive Communities: Inclusion, Diversity, Equity, and Access	Social Equity
6. Democratic Communities: Directing Our Own Future	Leadership & Good Governance

We see it as an exciting concept that our six theme areas have some overlap with the identified themes of *OurWinnipeg*. We believe that our vision fulfills the concept of economically, socially, and environmentally *Complete Communities*. We will be submitting our renewed policy mandate to the City of Winnipeg, and would be happy to speak in more detail with the Urban Planning Division in the future.

As far as we can tell from reviewing the document, we are supportive, particularly given the commonality in big ideas to achieve the kind of communities, and city, we envision. We believe that inclusion of these six pillars, as well as an emphasis on community economic development, community development, poverty reduction, local economic development, and environmental resilience is significant within the document.

We would like to note that members of our Network, or likely average citizens, may find it challenging to digest the suggestions of the document or to understand exactly what is meant. Perhaps a plain language version or case studies would be helpful to strengthen the community comprehension of the document. As well, examples of where OurWinnipeg planning frameworks or recommendations have already been in place or working in the community could be helpful to illuminate the document. This is a suggestion that we would be happy to partner or co-create together with the Urban Planning Division.

The remaining comments we have will pertain to the 2018 Submission made by our Network. We have copied and included the submissions we made in 2018, and added 2019 commentary *in italics* based on a review of the proposed policy review of OurWinnipeg in 2019.

CED Policy Framework and Lens

There is an opportunity in every municipal program and policy, including in those we have recommended below, for the City to contribute to the development of sustainable communities, the development of strong and inclusive local economies, and to reduce poverty. A Community Economic Development Lens would pose a series of questions to help City departments examine how policies and programs can maximize multiple social, economic and environmental benefits for communities.

CCEDNet Manitoba recommends that the City develop and implement a municipal Community Economic Development Policy Framework and Lens to ensure that the development of all municipal programming and policies include consideration of the

implications for sustainable and inclusive community and economic development.¹ The recommendations following would all form crucial elements of a CED framework - from the way decisions are made to the impact of City action on poverty reduction, housing, food security, and employment, a more cohesive and coordinated framework for action is essential to create more impactful government action.

2019 comment - *it's encouraging to see a CED lens adopted to some aspects of the OurWinnipeg policy review, notably present in Objective EP2 #69 and Objective EP3 #70. This is a very important step forward and we believe is particularly useful in the Winnipeg economic prosperity context. We would encourage an even greater integration of the CED Policy Framework and Lens within the entire OurWinnipeg document, as it is an approach that fulfills inclusive & sustainable community economic, social, and environmental development. However, we believe it is encouraging to see the integration of our local approach and nationally-renowned best practices in CED incorporated into aspects of the document.*

Co-Creation Framework and Policy

Co-creation refers to the practice of bringing multiple stakeholders together to develop policy, programming and practice that will impact the community or stakeholders in question. Co-creation processes that support local decision making and community ownership are a key component to sustainable, inclusive communities and economies. End-users or stakeholders affected by policy and programming decisions are often not meaningfully engaged in the design and implementation process. This results in the exclusion of high-value and/or grassroots expertise, and ultimately decreases the value of government investment. Co-creation frameworks ensure that marginalized voices are heard and utilized in an effective way that increase the impact and value of governments' policy and programming decisions.

CCEDNet Manitoba recommends the City of Winnipeg adopt and implement a co-creation framework in policy and programming decisions including ongoing development and implementation of *Our Winnipeg*. Where a policy of co-creation cannot be used, the City should engage in meaningful consultations that includes:

- Reasonable participation timelines that all stakeholders and participants understand and agree upon.
- Identifies roles and responsibilities of different partners.
- Clarity on how and to what degree feedback will influence action and decision making.
- Reporting back those consulted with the results of the consultations.

¹ For more information on what a CED Policy Framework and Lens looks like, see https://www.ccednet-rcdec.ca/sites/ccednet-rcdec.ca/files/ccednet/Federal_Policy_Framework_Report_1.pdf.

2019 comment: *It's encouraging to see community engagement around a review of OurWinnipeg, and we look forward to continuing to engage with the process. We would suggest that an inclusion of the role of Winnipeg's Neighbourhood Renewal Corporations, who are well placed to help with development and particularly implementation of OurWinnipeg, be articulated within the document. More details on how we envision this inclusion and acknowledgement of the position of NRCs can be found in our [Policy Resolution 2019-3](#).*

Procurement for Community Benefit

As Winnipeg sees more rapid growth, our city will need the resources, programming and infrastructure to keep up with demand. One way that the City of Winnipeg can help meet this demand while assisting community economic development initiatives is through strategic purchasing.

Strategically purchasing from businesses that are owned locally, employ local people, pay a living wage, and spend their profits locally creates an economic multiplier effect that benefits the local economy. Furthermore, the City of Winnipeg can support individuals facing barriers to employment by targeting procurement to social enterprises who train and hire these individuals. Employment, reduced poverty, environmental sustainability, reduced crime, improved health outcomes and more resilient local economies are all products of social enterprises, cooperatives and non-profits. While there is a growing awareness of these benefits, social procurement is not always at the forefront of decision making.

CCEDNet Manitoba recommends that the City of Winnipeg implement procurement strategies across government that generate additional value through enhanced economic, social and environmental outcomes. This can be accomplished through 1) increased purchasing from social enterprises, cooperatives and non-profits, 2) an increase in purchasing local and sustainable food, and 3) increased purchasing from social enterprises providing job training opportunities for people facing barriers to employment.

A key element of a CED lens, a broad social procurement program could be accomplished without any significant increase to the budget. A staff of three individuals could develop policies to analyze current procurement patterns, and an internal communications plan to advance the policies through the City's departments. This staff complement would cost less than \$300,000 per year but would result in an impact significantly greater than this to the local economy and the city.

2019 comment: *it is encouraging to see an inclusion of a social procurement lens, particularly understanding the potential social and economic impact of strategic*

procurement practices, in Objective EP3 72. We would like to highlight the other benefits beyond local employment for people with barriers to workforce participation that community benefits or social procurement can provide, including enhanced local economic development, environmental sustainability and resilience, reducing poverty, and reduced crime and involvement with the justice system. The City of Winnipeg can leverage all these benefits through a social procurement policy and direct purchasing from social enterprises where appropriate. Examples of opportunities for the City of Winnipeg to pursue procurement in these ways from social enterprises that are ready for public investment include BUILD, Purpose Construction, Mother Earth Recycling, Compost Winnipeg, Diversity Foods, and a number of small catering and other industry social enterprises.

We also believe that the adoption of a social procurement policy and an update to current criteria could be achieved through current staffing and political resources, given the recent development of similar policies since our submission in 2018 in Calgary, Edmonton, Saskatoon, Vancouver, and Toronto.

Poverty Reduction

Poverty remains one of the biggest challenges Winnipeg communities are facing. This challenge can only be confronted with the participation of communities, the private sector, the non-governmental sector and government. Communities in Winnipeg's most impoverished neighbourhoods have been working together through community based organizations to deliver innovative and community owned initiatives with the intention of effectively reducing poverty and improving social wellbeing. While CCEDNet Manitoba understands that poverty reduction requires efforts on all levels of government, the City of Winnipeg can and must contribute to this work.

CCEDNet Manitoba is working with members and partners through Make Poverty History Manitoba to create a community-led suite of recommendations for the City of Winnipeg that could form the basis of a comprehensive municipal poverty reduction strategy, including setting targets and timelines for reduction, clear direction from Mayor and Council, targeted policy and program suggestions, and the need to advocate to other levels of government on key issues. Members of the group developing this plan have been in contact with City representatives. The plan should be finalized and launched in 2018.

CCEDNet Manitoba recommends the City take the advice of this broadly representative group in working to formulate a comprehensive strategy to end poverty in our city. Many of the suggestions throughout this submission will be included or similar to recommendations in this plan. *Our Winnipeg* should clearly articulate how the City will ensure services are accessible to all citizens regardless of socio-economic status and how it will contribute to ending poverty in Winnipeg.

Notably, the Province has begun to take action through a mandated review of poverty reduction legislation. While new legislation was required in 2017, the Province failed to meet this deadline. However, they have now opened up the consultation process and have committed to release an updated plan with targets and timelines in 2018.

CCEDNet Manitoba recommends that the City follow the Province's process closely, looking for ways to leverage and complement Provincial action within *OurWinnipeg* for greater impact, as well as opportunities to advocate for stronger action from both Provincial and Federal governments.

2019 comment: *it is promising to see a deep commitment to poverty reduction, social inclusion, and well-being within OurWinnipeg. Since this initial submission, it was also encouraging to see Winnipeg Executive Policy Committee unanimously vote to create a Winnipeg Poverty Reduction Strategy over the next year. We know that this work must and will occur in tandem with OurWinnipeg. This begs the question whether OurWinnipeg might be updated given any new information or ideas when Winnipeg's Poverty Reduction strategy is released.*

We believe strongly and agree with the assertion in the document that "directing attention to long-term sustainability goals for the community creates economic growth that can also advance the City's long-term financial sustainability by reversing the expensive and reactive or 'downstream' service delivery costs." Absolutely, we couldn't agree more. This is where a CED lens is so important. We believe that CED is a fundamentally different approach. Rather than a band-aid, or charity approach to addressing social or economic challenges in our community, CED prioritizes economic growth that is rooted in community ownership and keeping wealth within communities where it's generated. We look forward to ongoing conversations about applying this lens to poverty reduction goals within OurWinnipeg and the forthcoming poverty reduction plan.

Living Wage

A key element of poverty is of course, income. Therefore, a living wage is an important piece of the discussion on poverty reduction. A living wage reflects what earners in a family need to bring home based upon the actual cost of living in a specific community. A living wage alleviates severe financial stress for families by helping to lift them out of poverty and providing a basic level of economic security. Research has shown that paying a living wage has concrete benefits for employers including: reduced absenteeism; increased skill, morale and productivity levels; improved customer satisfaction; and enhanced employer reputations. While paying a living wage is voluntary, the City of Winnipeg can demonstrate leadership and set an example that other employers will emulate.

CCEDNet Manitoba recommends that the City of Winnipeg implement a living wage policy created in collaboration with community stakeholders to ensure that their employees and contracted services are paid at least a living wage.²

2019 comment: *We would like to reiterate this policy recommendation as an important part of complete communities, poverty reduction, and local economic development.*

Affordable Housing

CCEDNet Manitoba continues to advocate for a greater role for the City in the creation of affordable housing. As our population grows, our lack of affordable and social housing becomes increasingly apparent. Our current population is struggling to access affordable and social housing as our existing stock erodes. It is well documented that stable housing leads to a number of benefits including maintained health, increased access to the labour market, poverty reduction, and the creation of safer and more inclusive communities.

CCEDNet Manitoba recommends that the *OurWinnipeg* plan needs to include a housing plan that sets out targets for units, a strategy for working with other levels of government and the use of non-funding based methods recommended below to encourage the development of affordable housing.

CCEDNet Manitoba recommends that an adequate housing plan for the City of Winnipeg would continue to fund the Housing Rehabilitation Investment Reserve, continue to support provincial and national housing initiatives, and take the following actions:

- Regulate the conversion of rental stock to condominiums when vacancy rates fall below 4%.
- Establish policy for all surplus land disposal that ensures non-profit and cooperative housing providers are prioritized for receiving surplus land for the purpose of creating affordable housing.
- Develop affordable rental housing at a higher rate than the current 10% of new rental units.
- Develop a regular and transparent process for reviewing and adjusting the size of the HRIR to ensure that it is meeting housing needs in Winnipeg.

2019 comment: *It's very significant to see inclusion of housing and the City's role within it in Objectives HWB2 95 and 96. We continue to assert that affordable housing is an*

² The living wage for a community needs to be periodically recalculated to account for changes in the cost of living in a community. The most recently calculated living wage for Winnipeg is \$14.54/hour. <https://www.policyalternatives.ca/publications/reports/family-living-wage-manitoba-0>

important policy priority for the City to continue and expand its role as a cornerstone of complete communities. The above specific policy recommendation, as well as any ongoing updates from the Right to Housing Coalition, continue to be the main policy recommendations from our Network.

Food Security

Food security is a key piece of creating vibrant and healthy communities. A lack of healthy and affordable food that is produced and delivered through sustainable food systems has impacts on many areas of life. Some of the benefits of promoting food security include job creation, environmental sustainability, and healthier citizens who are empowered to strengthen their communities through sustainable food systems. Many residents in Winnipeg live in food insecure households, a condition that leads to the development of chronic diseases such as diabetes.

CCEDNet Manitoba is pleased to see the creation of, and appointment of individuals to, a Winnipeg Food Council. However, in order to be effective in helping achieve food security for Winnipeg communities, this council requires adequate resources. The 2018 City of Winnipeg Budget did not allocate funding to the council.

CCEDNet Manitoba recommends that the City of Winnipeg, in developing and implementing *OurWinnipeg*, integrate and leverage the Food Council's policy recommendations.

CCEDNet Manitoba further recommends that, in order for the council to advise and assist the city throughout the development and implementation of a municipal food security strategy, the City of Winnipeg should commit \$175,000 annually to operate the Winnipeg Food Council.

2019 comment: *It is again promising to see the inclusion of food security within Objective HWB1 84 and 85, in addition to the recent funding and support for Winnipeg Food Council and Strategy. We will continue to advocate for the City of Winnipeg's role in ensuring access to healthy, secure food for all citizens.*



June 25, 2019

To: OurWinnipeg

CC: The Mayor's Committee on Heritage, Arts and Culture

From: Manitoba Artist-Run Centres Coalition (MARCC)

Dear OurWinnipeg,

The Manitoba Artist-Run Centres Coalition (MARCC), represents 19 visual arts presentation (gallery) and education centres primarily located in Winnipeg, Manitoba. Each of our organizations work with hundreds of volunteers of all ages and backgrounds. Together, our members and audience participants number in the thousands, comprising the visual arts "scene", engaging Winnipeg's diverse community and enhancing the quality of life in our city.

MARCC is aware that OurWinnipeg is developing a comprehensive new 25-year plan for the city of Winnipeg. We strongly recommend that this plan prioritizes arts and culture through an increase in funding to the Winnipeg Arts Council and to arts organizations who otherwise receive their funding directly from the city.

The Winnipeg Arts Council Report, *Ticket to the Future*, reinforces that the arts are a vibrant economic driver for our city. For each \$1 of civic investment, there is an additional \$18 in private capital generated. The arts employ thousands of people in the city (Winnipeg's creative industries employs more than 25,000 workers - six per cent of the city's total labour force) all of whom spend their money here; the arts bring thousands of guest artists and tourists to Winnipeg each year.

When asked what makes Winnipeg "Winnipeg", most people in Canada will tell you, "the vibrant arts scene." Known as the 'Cultural Cradle of Canada,' it is who we are.

The arts grow Winnipeg's economy, create healthier communities and a sense of identity and pride. The arts attract newcomers and introduces and retains a young audience to the city. Arts and culture bring people together. Winnipeg is diverse and will become more so. The programs and experiences that the arts provide build bridges. They activate urban spaces and make our downtown neighbourhoods safer. They drive urban renewal. They provoke inspiring conversations. Arts and culture have been proven to improve participants' physical and mental health. Arts and culture help the viewer to make and find meaning.

Now is the time to acknowledge the true value of art in our city and decide on the role we want it to play over the next 25 years: what it contributes, materially and spiritually, and its potential to make Winnipeg even better. Now is the time to plan and invest.

Sincerely,

MARCC Executive Committee

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July 15 2019

Attention: Laura Rempel
Planner, City of Winnipeg

RE: OurWinnipeg Policy and Implementation Plan

The Manitoba Eco-Network (MbEN) appreciates this opportunity to comment on the *OurWinnipeg* policy and implementation plan. Since 1988, MbEN has promoted positive environmental action by supporting people and groups in our community. MbEN is currently transitioning our programming to focus more on policy advocacy, engagement in consultation processes and developing capacity building tools that benefit the environmental non-profit sector and our member groups. We welcome more opportunities in the future to work with the City of Winnipeg in the development of new policies, plans and programs.

It should be noted that the timing of your request and the very tight timeframe for comments has restricted the feedback we were able to provide and is a reflection of the Policy Committee of our Board of Directors, as we did not have time to solicit feedback from our member groups. Our feedback has thus been limited to the comments provided below.

General Comments:

- We commend the City of Winnipeg for using the Sustainable Development Goals (SDGs) Framework to update the *OurWinnipeg* policy and implementation plan. The SDGs recognize the need for policies and plans that address social equity issues, health, education and economic growth in a way that also addresses pressing environmental issues like climate change and the protection of water resources. By taking such an approach in the revision of the *OurWinnipeg* policy, the City has signalled a commitment to moving in a more sustainable direction.
- MbEN was pleased to see numerous commitments throughout the *OurWinnipeg* policy and implementation plan to strengthen community partnerships, empower community organizations, and increase opportunities for community-led action. We hope this important commitment will translate into more funding opportunities and access to resources for the community organizations involved in such partnerships and collaborative community projects.
- MbEN feels there is a need to reorganize the *OurWinnipeg* objectives and policies. The current organization of the document makes it difficult to identify the full scope of policy changes in certain important areas. It would be helpful if the policies were grouped by subject matter in separate categories such as: materials management, climate change, and water protection. It is further difficult to know what has been lost with the current policies, as contained in *A Sustainable Winnipeg Direction Strategy* and *Sustainable Waste and Water Directional Strategy*.
- The scale of policy statements also made it difficult for comparative purposes. The mixture of high-level policies in the same category as very specific policies with clear

targets and timelines makes it difficult to understand how certain policies are related and how such policies will fit together in the overall policy framework. MbEN also feels the high-level approach taken in some policies made it difficult to understand how such policies would work in practical application. MbEN suggests updating general policies to include more measurable goals and data collection commitments in order to improve the transparency and compatibility of the *OurWinnipeg* policies.

- We were pleased to see the list of key terminology in the Glossary. However, the lack of definition for many important terms such as “circular economy”, “climate equity” and “integrated planning and service delivery” made it difficult to understand the scope and potential impact of some policies without an indication of how the City defines such terms. MbEN would welcome the opportunity to provide additional comments on the completed list of terminology.

Leadership and Good Governance:

- MbEN commends the City’s commitment to taking on a stronger environmental leadership role. MbEN agrees the City should lead by example and help foster a more collaborative approach to municipal governance. To this end, we are pleased to see policies that support meaningful, inclusive and informed community engagement, the facilitation of community partnerships and commitments to collaborative climate action. To set a real example in *OurWinnipeg* and move beyond the standard set by the Provincial Government, the City should embrace this opportunity.
- Leadership and good governance involves acting in the intergenerational public interest, and we would like to see more policies that reflect this important characteristic. We suggest that one significant means of demonstrating environmental leadership and acting in the intergenerational public interest would be the recognition of environmental rights in *OurWinnipeg*. The city should be commended for recognizing the need for further consideration of human and group rights and should take the opportunity to join the growing number of Canadian municipalities, including the Manitoba communities of The Pas, Whitemouth, Dunnottar, Thompson, Stonewall, Shamattawa and Selkirk, that have demonstrated environmental leadership and recognized the “right to a healthy environment”.
- We are pleased to see commitments to the empowerment of community leaders and the utilization of community partnerships in implementation and delivery of services. In this regard, we feel there is a need for stronger policy commitments to more predictable and sustainable funding opportunities and access to resources that will better enable our civil service, the citizens of Winnipeg and other community organizations to undertake such collaborative action.
- In terms of the policies discussing decision-making processes, MbEN requires greater transparency in terms of what “evidence-based” decision-making is going to look like in practical application. We also felt there was too much emphasis on the “evidence-based” aspect of decision-making. MbEN feels that “transparency” and “accountability” are equally important elements of decision-making and should be equally emphasized. Proposed planning practices such as “gender based analysis” and “integrated life-cycle planning” require more detailed descriptions which would help improve the transparency of the *OurWinnipeg* policies.

- More transparency is required in *OurWinnipeg* in terms of how the various policy commitments will be monitored and evaluated for effectiveness. More clarity is needed about the “evidence-based sustainability indicators” that will be used including how such indicators will be developed and if the community will be consulted. MbEN feels that transparency could be further improved by making a commitment in *OurWinnipeg* to Open Government and Open Data Principles. There is a need for more policies that ensure data is open by default and access is facilitated under the FAIR principles (findable, accessible, interoperable and reusable). It may be that the City requires an independent auditor of Sustainable Development.

Environmental Resilience:

- The term “environmental resilience” for this section does not adequately capture the elements of SDGs 6, 7, 12, 13, 14, and 15 that this section is supposed to reflect. Of these, only SDG 13 and 14 explicitly mention resilience, and both include this approach as one of many necessary steps in the move towards a more sustainable society. MbEN recommends changing this section title to better reflect the range of policies that are included and ensure *OurWinnipeg* is focused on taking proactive measures that enable Winnipeg not just to be “resilient” to climate change, but instead to shift society towards a more sustainable future.
- While “environmental resilience” may not be the appropriate section title, we are supportive of policies aimed at improving environmental resilience to climate change and environmental disasters. MbEN would like to see stronger commitments to improving the community’s resilience to extreme heat and cold (ex. frozen pipes, heat stroke, infrastructure resilience) and the creation of new infrastructure that can better adapt to environmental change. Vulnerability assessments for climate change should be standard practice and we note Canadian cities such as Ottawa, Montreal, Hamilton, Kingston, Vancouver and Halifax have declared climate emergencies.
- We were pleased to see numerous policies committed to climate change action and recommend commitments, such as those in Policies 21, 37 and 43 aimed at GHG reductions, be revised to meet Canada’s Paris Climate Summit Commitment. MbEN would also like to see more clarity in terms of how various policy commitments to mitigate climate change impacts, such as through “valuing, preserving and creating natural ecosystems within the built environment” will work in practical application. Suggested approaches include the incorporation of EGS into planning/zoning decisions and building environmental accounting into financial management practices.
- Although there are recognized linkages between air quality and GHG emissions, such as the fact that air pollution and greenhouse gases can be released from the same sources, MbEN recommends revision of Policy 26 to include stronger and more transparent commitments to improving air quality that go beyond the reduction of GHG emissions.
- MbEN recommends stronger policy commitments be made in terms of materials management (our preferred term to “waste management”). We would also like to see a commitment to the development of a City-wide composting program and commitments to the reduction of single use plastics and bags. Our overall policy commitment in the area of materials management should be one that will facilitate movement towards Winnipeg becoming a zero waste society.

- We recommend more specific commitments in terms of sewage treatment and nutrient additions to Lake Winnipeg. There is also a need for *OurWinnipeg* policies to address more than just “solid” waste by making commitments that address liquid waste, gaseous emissions and particulates, and microwastes (ex. microplastics). MbEN also recommends a commitment to more frequent waste audits for the Brady landfill.
- MbEN was pleased to see commitments to the increased use and diversification of renewable energy production at the local scale and suggest the addition of transparent commitments to renewable energy, such as the promotion of renewable energy use (such as solar) by public institutions like colleges and universities. MbEN would also like to see the City commit to becoming a renewable energy developer and provider.
- MbEN would like to see more policies aimed at improving energy efficiency, including commitments to improving building codes, using tools like MyHEAT, and changes to how external impacts are monitored and measured in existing and new developments.
- MbEN feels strongly that in order for the City to truly take on a role of environmental leadership, there is a pressing need for better assessment of new developments and construction projects through the use of environmental impact assessment and life cycle assessments that considers impacts cradle to grave. MbEN would strongly recommend the inclusion of policy commitments to improve the City’s assessment approach.
- We feel more commitments can be made towards the protection of water resources and recommends the inclusion of more transparent policies that specifically address water conservation and water pollution and include clear targets, measurement processes and enforcement mechanisms. MbEN also feels Policy 58 should be revised to better address the resilience of Winnipeg’s drinking water system. There is a need to consider source alternatives to Shoal Lake and have clear and transparent plans in place to address any sudden changes in water quality or quantity.
- MbEN was pleased to see commitments to sustainable and active transportation and recommends the addition of new commitments that specifically address the development of bike paths and the need for a better bike path network that is connected throughout the city. Complete networks are required to adequately support active transportation, the incremental improvements that have been introduced so far are not an effective means of supporting sustainable change. MbEN also feels there is a need for more clarity in terms of how the City views “sustainable transportation” vs “active transportation”. In some policies the terms appear to be used interchangeably and MbEN strongly recommends revisions to more clearly address these two important but different approaches to improving the City’s transportation network.
- MbEN supports the City’s commitments to supporting local and sustainable food production and recommends revising such commitments to more clearly identify how the City intends to support the production of and access to locally produced foods. MbEN would like to see specific commitments to increasing the use of community gardens, including commitments to improve the ability of community garden organizations to secure long term leases. MbEN would also like to see commitments in *OurWinnipeg* to address zoning issues and improve the ability of citizens to convert lawn space into productive garden space.
- A successful *OurWinnipeg* requires a commitment to implementation and enforcement. For example, we would like to see commitments to the use of more enforcement mechanisms like financial penalties for non-compliance violators. The funds from such

penalties could then be used to provide community organizations with funding for collaborative environmental projects.

Economic Prosperity

- We were unable to extensively review this section but would like to emphasize the importance of commitments to support local food production and urban agriculture. As discussed previously, MbEN recommends the inclusion of stronger commitments in relation to community gardens and landscape development that supports food production.

Good Health and Well-Being

- We were unable to extensively review this section but would again like to emphasize the importance of the City stepping into an environmental leadership role and specifically recognizing environmental rights. Human health and well-being are directly connected to the health of our surrounding ecosystems and therefore any commitments in this regard should recognize the importance of environmental protection to maintaining a safe, clean, healthy and sustainable environment.
- MbEN recommends the inclusion of more commitments in *OurWinnipeg* to creating a built environment that supports optimal health outcomes. There is a need to design and develop healthy and inclusive built and natural environments that facilitate access to basic needs, encourage active lifestyles, and strengthen social connections.
- MbEN supports commitments in this section to locally sourced food production and distribution. As discussed above, this should include specific commitments in relation to community gardens and landscape development that supports food production.

Social Equity

- We were unable to extensively review this section but were pleased to see commitments to improving access to environmental justice, reconciliation and meaningful relationship building. More clarity in terms of how this will be accomplished would provide more transparency. MbEN also recommends the addition of specific commitments to increasing the funding opportunities and access to resources available for the Indigenous organizations and ENGOs involved in such processes.

City Building

- We were unable to extensively review this section but would like to commend the City's commitment to participate in regional development planning in order to contribute to the achievement of sustainability objectives that go beyond the City's geographic boundaries.
- MbEN would also again like to emphasize the need for commitments in *OurWinnipeg* to an expanded use of environmental assessment processes and updates to building codes that will better support sustainable change.

Overall, MbEN feels the *OurWinnipeg* policy and implementation plan represents a positive step forward. MbEN commends the City on its use of the SDGs as a basis for updating *OurWinnipeg*. MbEN was pleased to see many commitments that support the work of community organizations, foster environmental leadership and emphasize the need for collaborative action and the development of meaningful partnerships. MbEN emphasizes the need for inclusion of corresponding commitments to sustainable and accessible funding opportunities for the

community organizations involved in such collaborative and leadership action. MbEN has also recommended a range of other improvements, such as the substitution of more appropriate terminology (ex. find a better title for the section than “environmental resilience”), a need for more clarity and transparency about the proposed approaches, stronger climate commitments, and the need for specific discussion of enforcement mechanisms. This revision of the *OurWinnipeg* policy and implementation plan is an opportunity for the City to take on a stronger environmental leadership role and create a more sustainable and collaborative governance process. MbEN appreciates this opportunity to contribute our input to the *OurWinnipeg* consultation process.

We look forward to and welcome future opportunities to collaborate with the City of Winnipeg and if given adequate time and resources, we would be willing to engage member organizations in the process.

Sincerely,

[REDACTED]

[REDACTED]

Manitoba Eco-Network

Braden Smith
Chief Planner
City of Winnipeg



c.c. Laura Rempel, Brett Shenback

June 5, 2018

Re: Our Winnipeg Review Process

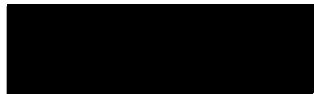
Dear Mr. Braden Smith;

The Right to Housing Coalition is a Winnipeg-based group of individuals and 58 supporting organizations concerned about the shortage of affordable and social housing. Since our founding in 2005, we have been working with the City of Winnipeg (and other levels of government) to promote policy, planning, funding, and program development that will increase the supply of affordable housing. We recently worked with Make Poverty History Manitoba to put forward a number of recommendations the City should consider to increase the supply of affordable housing in [Winnipeg Without Poverty: Calling on the City to Lead.](#)

We were pleased to see that the *OurWinnipeg Phase 1 What We Heard Report* references the community priorities we know from data and hear from our supporting organizations and individuals who are active in the coalition: We need more affordable housing in Winnipeg, across all neighbourhoods. This need was also recognized in the OurWinnipeg plan, and Complete Communities; yet due to very limited government action, the need is even more profound today than it was six years ago.

We hope that the OurWinnipeg review process is an opportunity to prioritize the implementation and resourcing of policies relevant to citizen priorities, including the Winnipeg Housing Policy. We look forward to working with your team in Phase 2 and 3 of the OurWinnipeg Review process, and would like to offer our policy expertise, networks, and other support you may find useful moving forward.

Regards,



on behalf of the Right to Housing City Working Group

city@righttohousing.ca

204.837.7275



WINNIPEG
AIRPORTS AUTHORITY

January 3, 2018

Urban Planning and Urban Design Division
Planning, Property and Development Department
City of Winnipeg
15-30 Fort Street
Winnipeg, MB
R3C 4X7

Winnipeg Airports Authority (WAA) applauds the City in its endeavor to engage the citizens of Winnipeg in advancing the OurWinnipeg program, and in providing the necessary forum to allow for a more strategic discussion on how to move our city forward. WAA is undoubtedly a strong advocate for a more measurable plan that properly defines a concise roadmap towards success.

We continue to measure our success here at the Airport against that of our city. Our vision is to continue to be a leader in transportation, innovation and growth and we are pleased to provide input into a program that will allow for a stronger developed community and even greater opportunities for generations to come.

Those who have lived in Winnipeg long enough eventually come to realize that it is a city built on traditional values. This is important to understand when defining how future development should be encouraged within the city. In order to adapt to a rapid and ever-changing landscape, our city needs to build off its traditional roots and realign itself to compete globally. This adaptation should be concentrated on infrastructure and proven investment strategies. WAA can help provide insight required for a more concentrated effort on growth in our city, while bringing meaningful data points tailored towards more global insight useful to Winnipeg.

How we grow

Strategic growth is fundamental to a city's viability and is often properly calibrated to meet demand. Our city's growth over the last few decades has merely been in a variety of pockets throughout the city, misaligned from a single primary objective. Business works best with predictability, and the City of Winnipeg needs to be more predictable. With that in mind, we believe the City of Winnipeg should first determine its current infrastructure spend per capita, a task undertaken in other cities around the world. It serves as a good starting point because it helps determine today's state of affairs, and will also set a proper benchmark towards a



more calculated tomorrow. This will help to determine where the City should invest infrastructure money required to support a more unified development approach.

Alongside this, a standardized definition of measurable return on investment (ROI) that aligns with the City's priorities is required. Once the required holistic benchmarks, goals and guidelines are established, developers will be empowered to present business cases that further Winnipeg's measurable objectives. Developers would then have a chance to align their priorities with a more fulsome yet focused strategy that is beneficial for all.

In addition, a more sustainable incentive program should be considered by the city. It should be one that aligns the city to the development community, encouraging long standing developer participation. We would also encourage adopting best practices from around the world that are measured against similarly-sized cities, not just within Canada and/or North America.

One of the challenges of our city's current program is that projects considered as positive advancements for the greater Winnipeg sometimes get discredited should the project not warrant a certain type of notoriety. Having a more defined approach to development should help ensure more adherence across the board.

When reconsidering your roadmap to success we believe the following could be beneficial they include:

- Investing in utility and roadway infrastructure which will promote growth in new communities, and reinvesting in older infrastructure to assist with redevelopment.
 - Recall that all areas of the city should be viewed as equally core to this vision, and initiatives should be tied to the consistent goal, ROI and sustainable incentive for developer benchmarks that are mentioned above.
- A redraft of and/or an amendment to certain policies that govern the "OurWinnipeg" document would be beneficial in that it would become the overarching set of guidelines that councillors use for decisions regarding development. Adherence to a sound strategy is paramount.
 - This would also be beneficial in streamlining communication about development and encourage a more expedited approach to growth initiatives.



- More prominent and more frequent publishing of assessment data to aid public knowledge. The City is currently collecting this critical data in assessing these areas of opportunity for OurWinnipeg. By making this data readily available to the public, the community will be more knowledgeable and approving of future initiatives. It will also give the development industry an ability to better understand gaps as stated by the City of Winnipeg and help them provide better solutions.

When it comes to the Airport's role in this, we envision bringing together an overarching strategy with the City that is positive for all of Winnipeg. While WAA benefits from this approach, that benefit is merely a byproduct of a connected, efficient and advanced Winnipeg – which is exactly what OurWinnipeg seeks to produce. Our vision in leading transportation innovation and growth is in sync with the tenets of OurWinnipeg. More specificity in the municipal vision will help all of the City's partners continue in a direction that sets our city apart from the rest.

Getting around in the City

As one of the city's major economic drivers, transportation is at WAA's core. In our quest to enhance both cargo operations and passenger travel, our next objective is to help Winnipeg become a connected "Airport City". This is defined by strong transportation links that take advantage of the city's location and history as a transportation hub while employing best practices from around the world.

While we have made progress in this direction, better connectivity throughout Winnipeg for truck traffic will significantly boost flow through, transit performance and economic gains. Certain routes become very congested and inhibit growth with stop-and-go activity stagnating movement. In addition, it is important to recognize and embrace the WAA's ability to assist with growth in our community. This net new growth to the province is largely driven by immigration, wherein most start right here at the Airport's doorstep.

Our expertise in transportation, business and community growth strategies make us a valuable partner for the city, and we are hoping that additional engaging conversations take place in order to allow for more thoughtful discussions between the City and WAA – especially when it comes to development. As an economic engine for the region, WAA has specific information that could allow for further stimulated development in the area.



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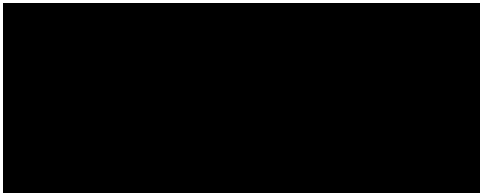
Health and Safety; Civic Engagement and Governance; Quality of Life

Though WAA's activity does not have a direct impact on these areas, we believe that engaging the previous two areas will have a ripple effect that benefits all. For instance, an increase in development activity on and near the Airport will help to promote skilled labor with higher paying jobs, which ultimately contributes to a higher quality of life. As well, working together within a city-wide strategy will allow for more civic engagement between the City, WAA and citizens.

Ensuring a strong Winnipeg is a responsibility all of us share. We believe there's opportunity between the Airport and the City to maximize economic impact while working in unison, as opposed to filling the role of "just another developer" within Winnipeg.

We trust that you'll find much of this information to be compelling and we would encourage further discussion. Please contact me at any time should you wish to discuss this further.

Sincerely,





WINNIPEG CHAMBER OF COMMERCE

Submission to the City of Winnipeg on the OurWinnipeg Review

Approved by the Board of Directors: September 27, 2018

ABOUT THE WINNIPEG CHAMBER

Founded in 1873, The Chamber is Winnipeg's largest business organization, dedicated to fostering an environment in which business, and all Manitobans, can prosper. The Chamber's vision is for Winnipeg to be a competitive, technologically innovative city with a skilled labour force and modern infrastructure to support existing and emerging industries, and a city with a bright future

Through its membership, The Chamber feels it can identify and provide valuable insight into currently held perceptions and concerns for Manitoba's future, as well as potential solutions. We are therefore pleased to present this submission on behalf of our 2,100 member companies that employ over 90,000 men and women in the City of Winnipeg.

INTRODUCTION

As Winnipeg's long-term development plan, *OurWinnipeg* can impact nearly every decision the City makes with respect to land use planning, development and zoning approvals, transportation networks, operating and capital budgets, and taxes and fees.

OurWinnipeg is built on three overarching principles: economic prosperity, sustainable development and social equity. While all three are important to the development of a healthy, growing community, the Winnipeg Chamber of Commerce feels economic prosperity must take the lead.

Without a lead priority, planning efforts are unfocused, and conflict between the three principles could result in City Council or the civic administration having difficulty making time-sensitive decisions.

A thriving economy produces the revenues needed to invest in road infrastructure, recreation, water and wastewater treatment, solid waste and recycling collection, emergency services, and green retrofits of city facilities.

Economic prosperity results in higher levels of employment, personal income growth and more opportunities to launch new businesses. It also attracts new residents to Winnipeg through interprovincial or international migration.

Many of the policies in *OurWinnipeg* are focused on the City's goal of growing to one million people by the year 2035. Put simply, that growth will only occur if there are more businesses, more jobs and more housing in Winnipeg.

Toward that goal, the Chamber has focused our comments on five topic clusters:

1. Growing Smart and Planning Ahead
2. Growing and Moving – Mobility & Connectivity
3. Growing With The Capital Region
4. Growing Strategically In Special Economic Zones
5. Growing With Purpose – Governance & Tools

1. GROWING SMART AND PLANNING AHEAD

The Chamber supports *OurWinnipeg's* current emphasis on developing complete communities, increasing density in transformative areas and new communities, and intensifying land use in the downtown.

Compact, efficient urban form is a base ingredient of any smart city. Considering the majority of Winnipeg's annual budget consists of infrastructure or services with a direct correlation between spending requirements and the physical distance between points (e.g. kilometres of roadway, metres of sewage pipe, catchment for community clubs, service area for waste collection or emergency services, etc.), it's only logical that a more compact city would yield efficiencies and long-term savings.

Winnipeg is growing, mainly driven by continued international immigration with a projected growth of about 8,000 people a year over the next 25 years. This means Winnipeg's population could increase by about 200,000 people by 2043. And with at an average of 2.5 persons per household, Winnipeg would need about 80,000 new units of housing over that time.

We have a choice between allowing all that development to take place within greenfield spaces that stretch the City's service boundaries further, or enabling it to happen in established neighbourhoods and nearby existing transportation routes, community clubs and fire and police stations. This is key to maximizing the tax base per square kilometre, which is a metric we feel the City should be tracking.

The vast majority of Winnipeg's housing stock is built by the private sector, so any meaningful change to the current growth pattern requires market-responsive policies, clarity in the approvals process, and sufficient incentive programs to encourage infill development. Development of a robust communication plan around the benefits of density in existing neighbourhoods, and in particular, to avoid neighbourhood battles over building proposals (i.e. "NIMBYism") should also form a part of an overall strategy to implement smart growth.

Develop a robust infill strategy

Infill developments are desirable for the City because they makes efficient use of existing services. Established neighbourhoods already have infrastructure in place and are typically well-served by multiple transportation options. New residents or new businesses can renew older areas of Winnipeg and help create more dynamic communities.

Business owners, real estate investors and builders have no problem playing by the rules for infill developments, as long as those rules are clear and enforced consistently. Unfortunately, the lack of a robust framework for infill development creates a great deal of uncertainty. Acquiring land, designing building plans and holding open houses represent significant financial risks for developers, but many feel there's no way to confidently predict the outcome of an infill proposal under the current system which is over-politicized.

Another challenge is the unknown cost of some infrastructure improvements related to larger scale infill projects. If *OurWinnipeg* is going to designate specific areas for redevelopment opportunities then the City should be proactive in determining the capacity of existing infrastructure (e.g. water, sewer/drainage, roadway lifespan) BEFORE development proposals come along. If that information was known in advance then it could help attract more interest in infill opportunities and bring projects to completion more quickly.

The Chamber is hopeful the Residential Infill Strategy will address many of these issues, and we urge the City to continue this work with the aim of achieving a balance between the concerns of residents of existing neighbourhoods vs. the need to densify and create a more sustainable city.

In the “Governance and Tools” section of this document we offer a few suggestions for how the infill process could be improved, primarily through the adoption of a planning commission for decision making and the exploration of form-based zoning.

Create a growth-based infrastructure plan

As was highlighted during the debate over impact fees, there is a disconnect between the City and the development community with respect to when and where infrastructure investments take place, and who is responsible for paying for them.

The industrial/commercial and residential building sectors have stated a willingness to work with the City on creating a growth-based plan for future infrastructure investment. This plan would create a better alignment between the city’s schedule of infrastructure investments and the development industry’s own timelines for building new neighbourhoods or undertaking significant infill projects.

By encouraging this collaboration between civic government and industry, *OurWinnipeg* could drive economic and residential growth in an orderly, sustainable way and provide real estate investors with confidence Winnipeg is a place they want to do business.

Adopting this strategy would also address the primary criticism of the impact fee regime: that it’s merely a revenue tool instead of a planning tool. That concern will be diminished if the impact fee revenue is used to build the right infrastructure at the right time.

Address the shortfall of serviced industrial land

While it’s important to create more mixed use developments, we can’t afford to ignore Winnipeg’s important role as a centre for manufacturing, processing and distribution.

The Phase 1 report identified that Winnipeg is suffering from a significant shortfall of serviced industrial land. While some land does exist within existing industrial parks, and some properties could be candidates for redevelopment, this shortfall is limiting the opportunities Winnipeg can pursue with respect to new business development or expansion.

In some cases, the available land is not located in an area that makes sense for the type of industry (e.g. a firm that needs access to the airport might not want to locate in the St. Boniface Industrial Park). In others, the servicing may exist but not at a sufficient capacity to support an industrial operation (e.g. wastewater service for a food processing facility).

OurWinnipeg should be proactive in dealing with this problem so that ample serviced industrial land can be developed in advance, rather than scrambling to accommodate economic development opportunities as they arise.

2. KEEPING GROWTH MOVING – MOBILITY & CONNECTIVITY

While much political attention over the past two decades has been focused on the condition of our transportation infrastructure, the Chamber believes mobility will become the defining issue of the next twenty years of our city.

As Winnipeg grows, we must provide reliable and safe options to move people and goods where and when they need to go, and improve connections between key destinations and neighborhoods. Ensuring there is friction-free movement of people and goods will maintain a balance of economic, environmental, social and safety concerns.

Continue to invest in active transportation

The Chamber supports the City's efforts over the past decade to invest more heavily in active transportation. Not only does this provide healthy, sustainable, and affordable commuting options for current residents, but it's a tool to retain and recruit young talent. Many companies and young workers, especially in the technology sector, place a priority on cities that are considered bike and pedestrian friendly. In fact, the RFP for Amazon's HQ2 specifically identifies the connectivity of sidewalks and bike lanes as an assessment criteria.

Restructure transit to focus on frequency

The public transit system is clearly an important component of life in Winnipeg. More than 13% of Winnipeggers rely on the transit system daily to take them to work, school, appointments or shopping. By expanding and improving the network, the Chamber believes that an even greater share of Winnipeggers would make the choice to ride transit.

While the City has invested in the creation and expansion of the Southwest Transitway, and *OurWinnipeg* includes options for future expansion of the rapid transit system, the Chamber feels a more basic review and redesign of the existing bus network could also drive ridership numbers and better service the growing population.

In 2016, the City of Houston undertook a comprehensive redesign of its transit system with a focus on increasing the number of frequent routes. The city trimmed back on redundant and low-ridership routes, developed a new route map and increased service outside of peak hours. The result was a 7% increase in ridership.

We feel *OurWinnipeg* should not only incorporate options for large-scale rapid transit lines but should also encourage regular review of ridership patterns and encourage decision makers to flow funds to the areas that demonstrate the most potential for growth.

Prepare for mobility networks

Building on the early success of ridesharing, the City should be encouraging the development of integrated mobility networks where rideshare, carshare, bikeshare, electric scooters, public transit and, eventually, autonomous vehicles can all be accessed on the same platform.

This could include making infrastructure investments (e.g. more bike lanes or bike/scooter parking), reallocating street parking to carsharing vehicles, rewriting parking requirements and standards to consider the reduced footprint required by autonomous vehicles, preparing for existing parking lots to be converted to new uses, and enabling more city transportation data to be accessed by mobility platform service providers.

Federal funding may be available to do some of the research and conduct pilot projects in this area. For example, the City of Vancouver recently received \$386,000 from Transport Canada to explore how self-driving vehicles and connected vehicles can integrate into the future transportation network. It's expected this work will be reflected in Vancouver's 2040 Transportation Plan, which is currently under development.

Rationalize rail facilities

While the long-term relocation of major rail facilities away from residential and commercial areas (and into a designated trade zone like Centreport) remains a topic of public debate, the City has the ability to work with rail operators, as an initial, cost-friendly step, on the rationalization of existing infrastructure.

By assessing the viability of spur lines and encouraging more shared use between rail companies, the City could potentially remove dozens of underused rail crossings, which would reduce the need for street repair at those locations and eliminate the need for some vehicles (e.g. school buses) to make extra stops. This would also reduce the potential for collisions and contribute to more seamless mobility.

Even small-scale relocation of existing rail facilities, like working with BNSF to find an alternate location for its River Heights yard, could also create opportunities to build dozens or hundreds of infill housing units.

We would also encourage the City to work with the provincial and federal governments and Centreport to explore the possibility of a comprehensive rail facility study which could guide long-term decision making by Winnipeg Metro jurisdictions and private rail companies.

3. GROWING TOGETHER WITH THE METRO REGION

While the City of Winnipeg has enjoyed significant growth in recent years, communities just outside the Perimeter have increased their populations and developed areas even further and added new commercial and industrial operations. These are no longer just “bedroom communities” but some are becoming complete communities themselves.

The challenge is managing that growth and learning how to work together to maximize regional opportunities and benefits. *OurWinnipeg*, and the development plans of each rural municipality, need to fit within a broader regional plan that will guide local and provincial/federal infrastructure investments and reveal enhanced opportunities for service sharing between jurisdictions.

The traditional view is that economic development is a zero sum game – if an RM outside the city wins, then the city loses. To move forward we need to reframe the narrative and adopt a regional mindset.

This is something that has been talked about for decades, but only recently have we have seen some significant progress, like the development of Centreport and agreements for Winnipeg to provide wastewater treatment service to some neighbouring municipalities.

The Chamber is also encouraged by the work the Winnipeg Metropolitan Region has done, including its regional growth strategy and the John Q. Public project which seeks to optimize procurement across municipalities. As the largest partner in the Metro region, with the most developed suite of public services, the City of Winnipeg has the opportunity to drive collaboration efforts.

We strongly recommend the City make regional planning efforts a priority, back that priority with demonstrable actions, and proactively seek further opportunities for partnership with other municipalities.

Opportunities could include working with municipalities and ridesharing services to provide “last-mile” connections for metro region residents to the Winnipeg Transit network, or harnessing the capabilities of the City’s Traffic Management Centre to provide real-time monitoring and correcting of traffic flows across the region (perhaps using a network of digital signs to direct those coming into the city away from congested areas).

For inspiration on adopting more a regional mindset, Winnipeg could look to Edmonton which is already engaged in regional transit partnerships and is looking at expanding those services further. Edmonton is also undergoing a review of its master planning document, and is committed to having that document align with the Edmonton Metropolitan Region Growth Plan by 2020.

The Minneapolis – St. Paul area is example of an even more integrated regional model, with a Metropolitan Council taking on responsibility for land planning, public transportation and wastewater services.

GROWING STRATEGICALLY IN SPECIAL ECONOMIC ZONES

While the Chamber would like to see the implementation of more sustainable developments and complete communities across the city, there are several special economic zones that warrant particular attention. These range from the SHED in downtown to The Forks to Centreport.

Establish a framework for urban reserves

Of note is the small but growing number of urban reserves. With the recent approval of the new Peguis First Nation development along Portage Avenue, and especially the pending redevelopment of the Kapyong Barracks site, there's a need to have a framework in place on how to deal with these proposals (e.g. service agreements) as they come forward to help ensure certainty for First Nations, developers and the community at large.

Creative districts

Through the use of planning and tax tools, an opportunity exists for the City to support current and emerging special districts that highlight Winnipeg's existing strength as a centre of culture. While areas such as the Exchange District have historically served as a hub for cultural organizations, increased development and property assessments in this area have started to push creatives to various locations throughout Winnipeg.

Toronto has recently addressed this issue through the implementation of a special property class that provides a 50% tax abatement for designated creative hubs. Winnipeg could explore the use of a similar tool to encourage the synergy that exists from having non-profit arts and cultural organizations located in close proximity to each other and to for-profit creative ventures like film and video game production.

Music City model

As a complement to creative districts, Winnipeg could also look at how it can tap into the potential of music as a driver of employment and economic growth.

Following the success Austin and Nashville have had in highlighting and enabling their music industries, communities as diverse as Gander, London, Calgary, Vancouver, Columbus, Sydney (Australia), Aarhus (Denmark) and Bogota (Columbia) are looking at how they can become "Music Cities."

From a planning perspective, this could include measures to ensure the sustainability of existing live music venues, and providing more opportunities for public performances in parks and plazas. In Toronto, the civic government has made amendments to the public posting bylaw to benefit live music venues and has created a special "music in the park" permit category.

The Canadian Chamber of Commerce has worked in partnership with Music Canada to develop a resources that cities can follow to help master the Music City concept.

4. GROWING WITH PURPOSE – GOVERNANCE AND TOOLS

While we know the Planning, Property & Development department believes strongly in *OurWinnipeg*, it's not always clear that other departments or decision-making bodies share that opinion. The Chamber feels strongly that to be effective, this needs to become a foundational document that drives decision-making at *all* levels and across *all* departments.

Every city employee should consider how their program or their department fits into the vision of *OurWinnipeg*. If it doesn't fit, then how can it change? Achieving a shift in mindset is a significant challenge for any organization, but we think adding some "teeth" to *OurWinnipeg* through the use of the following tools will help ensure the entire administration is working toward a common purpose.

Performance targets

While *OurWinnipeg* is filled with worthwhile ideas, it's difficult to measure the plan's success without having tangible performance targets in place.

If the goal for growth is to reach a population of one million by 2035, then how many new housing units do we need to add per year to make that happen? Establishing a goal for the modeshare of different transportation options will help guide decision making over a defined period. And saying the City "encourages" infill housing is one thing, but setting a specific number – such as X units of infill added per year, an infill-to-greenfield development ratio, or density targets in existing neighbourhoods – adds some weight to that commitment.

For example, in 2008, Edmonton set a 10-year goal of having 25% of all new homes built each year to be located within existing areas. By 2016, the number was 24%.

We believe the City should set a number of performance targets – ones that have been developed specifically for the Winnipeg market – and report annually on the status of those targets. Perhaps these targets could be used to develop a visual dashboard on Winnipeg.ca of the City's progress toward its goals, similar to what the City of Saskatoon has done.

Impact fees

As the Chamber stated when impact fees were first approved in 2016, we feel strongly they should be used primarily as a planning tool, not simply as a revenue source. Through area-specific pricing, and exemptions for strategic infill opportunities (e.g. downtown, transit-oriented development), impact fees could be used to guide the type and location of new building in the city.

And as mentioned previously, by working closely with the local development industry to develop a growth-based infrastructure plan, the City could plan major transportation, recreation, public safety and water system expenditures (funded by impact fees) to sync more closely with private real estate investments.

Planning Commission

After years of fights between developers and residents of existing neighbourhoods, it's clear the decision making process for zoning and development approvals is broken in Winnipeg. The role of Community Committees in approving or denying a development application frequently puts area councilors in the difficult political position of having to choose to support new developments or side with area residents who are reluctant to have their neighbourhoods change.

While some positive changes were made to the process following the 2005 Red Tape Commission Report, the frequency and intensity of zoning battles is still alarming. One only needs to look at the furor generated by the building of a small dermatology clinic on Academy Road in 2015 as evidence of how the goals of *OurWinnipeg* can conflict with the wishes of area residents.

One solution to depoliticize the process would be the introduction of a planning commission. This panel of experts and community members would assess each development proposal on its merits and its consistency with *OurWinnipeg*, and wouldn't have to be concerned about political repercussions. While the final ruling on any matter would rest with council, the Chamber feels having an impartial, quasi-judicial body make a recommendation to council will help depoliticize the process.

This commission could also take over the existing responsibilities of the Board of Adjustment with respect to applications for variances and conditional uses.

We note cities such as Calgary, Vancouver, Regina and Brandon follow the planning commission model.

Form-based code

To help create more diversified communities and avoid political-based decision making, many cities are exploring the use of form-based codes, either on a city-wide or regional basis. This planning tool concentrates on the type of place you're trying to create by specifying appropriate and desirable building placements and street dimensions. This differs from traditional zoning codes, which are more concerned about uses that are prohibited, rather than identifying what is desired by the community.

By adopting a form-based code the City could avoid some of the squabbles that exist currently around new developments. As long as a new development fits the approved layout and character of a neighbourhood, it should be approved without the need for rezoning, variances or conditional uses. Furthermore, *OurWinnipeg* has already detailed the City's preference to create more walkable, "complete" communities where multiple types of residential housing co-exist with retail and other commercial uses.

The revitalization of Calgary's East Village into a dense, mixed use neighbourhood that blends commercial space, cultural institutions, parks, heritage buildings and new residential housing for 9,000 people is being guided by a form-based code. And even a car-centric city like Phoenix is trying to create more pedestrian-scale, transit-oriented communities through the use of its "Walkable Urban Code."

Mayoral representation on Metro Region Board

While it's outside the scope of *OurWinnipeg*, we still wanted to take this opportunity to recommend the mayor should be the City of Winnipeg representative to the Winnipeg Metropolitan Region Board.

Every other member of the board is a mayor/reeve of a city, town or rural municipality in the metro region. Further, the mayors of other large Canadian cities like Calgary, Edmonton, Vancouver and Victoria also serve on their respective metro boards.

More than just a symbolic gesture of the priority the City places on regional planning, having the mayor serve on the board would allow the City of Winnipeg to take a much stronger leadership role in the organization.

CONCLUSION

The Winnipeg Chamber of Commerce is the largest business organization in Manitoba. The success of our members is closely linked to the success of our civic government, and our community as a whole. As we grow, so does the city.

However, we recognize the development patterns and infrastructure spending priorities of the past need to change to accommodate that growth, and to do so in a responsible, sustainable manner. Just as our members seek to optimize their own human, capital and financial resources, we know it's important City Hall does the same.

Increasing density and making more efficient use of existing infrastructure and city services is vital to that mission. Not only will it save money (reducing the need for further tax increases), but it will lead to the creation of more dynamic urban neighbourhoods that provide new business opportunities and help attract the young talent we need to grow our economy.

The ideas presented in this document represent the Chamber's collective best advice on how to empower city council, the civic administration and the development community to achieve the vision of *OurWinnipeg*.