

Introduction

OURWINNIPEG REVIEW – STARTING THE CONVERSATION

Overview

[OurWinnipeg](#) is the City of Winnipeg's (the "City") long-range policy document that presents a 25-year vision for the city, and includes policies that influence the delivery of City services, how Winnipeggers get around the city, and decisions about how Winnipeg grows.

The City has begun a process to review and update OurWinnipeg. The review involves background research studies on infrastructure, employment, and residential lands. This research will help the City plan for, and prioritize growth in a way that benefits residents and the community, encourages economic activity, respects the natural environment, and uses resources in the best way possible.

Planning the future of our city is important, and Winnipeg residents think so too – the [2018 budget consultation report](#) shows that city planning is one of Winnipeggers' top priorities, behind only street maintenance and public transit.

Throughout the review, we want residents to be involved, as your feedback helps us understand what is important to the community.

Participants in the process will be encouraged to think and talk about five different topic areas, and to view their inputs through different 'lenses', which are elaborated in the sections that follow.

As you go through the information contained in this document, we want you to think of what your vision of an ideal Winnipeg would be.



Lenses

Environmental sustainability can be applied to the following areas. Where else can it be applied?

Preserving the natural environment

Reducing greenhouse gas emissions

Solid waste diversion

Water and air quality

Reducing stormwater runoff

Energy efficiency

Sustainable urban growth and infrastructure

Transit Oriented Development

Maximizing transportation options

Protecting heritage resources

Collaboration with Capital Region, community partners & other levels of government

What is the purpose of a lens?

OurWinnipeg was created with environmental, social and economic sustainability as its overarching principles. These principles, in combination, are essential to Winnipeg's long-term well-being. Therefore, they will prevail throughout the *OurWinnipeg* review process as its critical foundation.

As we move forward in the review process, we encourage residents to frame their discussions on *OurWinnipeg*'s three foundational lenses which ultimately shape policy development, long-term planning, and decision-making processes.

Environmental Sustainability

This lens is about being proactive in addressing sustainable development, climate risk and reducing greenhouse gas emissions. It requires the City and the residents it serves to understand how urban development and lifestyle choices impact the primary causes of climate change and the depletion of natural resources. We have a collective responsibility to respond, adapt and limit these impacts in order to sustain the critical environmental and natural resource needs for current and future generations.

Environmental Sustainability is addressed in existing policy directions related to promoting environmentally sustainable actions within the Public Service, preserving natural areas and ecologically- significant lands and reducing the environmental impact of our actions through waste reduction, water conservation, energy efficiency and decreased greenhouse gas emissions. It also includes building community partnerships and developing long-term goals and indicators, which must be integrated into decision-making, planning processes, and public reporting.

This lens has been applied to the following; where else can it be applied?

Age-friendly communities
 Poverty reduction
 Housing
 Transportation
 Arts, culture and recreation services

This lens has been applied to the following; where else can it be applied?

Infrastructure
 Service delivery
 Programming and partnerships (local and global)
 Economic and environmental sustainability toward personal and social prosperity
 Population growth
 Building complete communities
 Housing affordability
 Job opportunities

Social Equity

This lens is about treating people fairly and recognizing, respecting and accommodating differences. It consists of removing systemic barriers to create places where all people belong, are empowered, and equally benefit. This also means working to ensure that those facing barriers can more easily access basic needs, have a good quality of life that is affordable, and access an environment that is universally designed to benefit all ages and abilities.

Social Equity is addressed in existing policy directions related to creating equity, inclusion and access to municipal programs, services and facilities to address community needs through building strategic partnerships, planning activities, and building a diverse and innovative workforce.

One example of how we work towards social equity is to reduce barriers to participation in social and recreational programs within our ethno-cultural, low-income, and Indigenous youth communities.

Economic Prosperity

This lens is about inspiring individual potential and leveraging our collective capacity to generate economic benefit for the community as a whole. It involves being proactive in positioning ourselves for economic opportunity, and creating opportunities for individual self-sufficiency in the process.

Advancing this lens requires the City, on behalf of its residents, to invest financial resources wisely, capitalize on human potential, leverage resources like additional funding sources, and advance innovative best-practices.

Economic Prosperity is addressed in existing policy directions related to creating innovative and consistent economic environments through public, private, and community development cooperation that promotes investment and growth.

Policy Considerations

- What are the things that impact everyday lives and experiences within our communities?
 - **Environmental Sustainability:** Water access and quality, air quality, natural resource management, waste, recycling, composting, public transportation, infrastructure, economy, park spaces, local food production, development growth, climate change mitigation and adaptation, urban resiliency, ecological goods and services, energy efficiency?
 - **Social Equity:** How well we respond to needs related to age, ability, gender, sexual orientation, income level, cultural expression, where one lives, being a visible minority, an Indigenous person, a newcomer?
 - **Economic Prosperity:** Economic opportunities, labour force needs, self-sufficiency, long-term financial sustainability, globalized economy, community economic development, increased mobility, critical mass, proximity to other population centres?
- How do we consider the needs of current and future residents over the lifecycle of the city? What is our community's capacity to respond and adapt to our history, population growth, and future quality of life?
- Are the people most impacted in a decision part of a meaningful decision-making process? Who has a seat at the table? Do the people who are making decisions have all the information they need to participate in those decisions? Whose interests need to be protected? Who benefits from decisions and why?
- What are the human, environmental or budgetary costs or trade-offs that have been identified or allocated through planning processes and municipal decision making?
- Are City programs and services available throughout the city, and are they affordable and accessible to everyone? If not, who is being excluded and why? Can we or how do we balance community needs, market demand, and political will?
- What is the responsibility of Winnipeggers and the City to lead by example? What resources do residents need from the City to support environmentally sustainable, low carbon, and socially equitable behaviours and be economically prosperous?
- How are policies, programs and processes being aligned, implemented, and evaluated between City departments? How are unintended impacts or barriers mitigated or removed so policies and programs can be more effective?

How We Grow

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City services related to this topic could include:

- Land use and development
- City planning
- Transportation planning
- Zoning and permits
- Inspections
- Urban design and placemaking
- Heritage conservation
- Infrastructure asset management

Overview

Since *OurWinnipeg*, Winnipeg’s development plan, was approved in 2011, the City’s population has grown at near historic rates. This growth has two major trends: the largest and fastest-growing source of population growth is due to immigration. Newcomers are making life changes (where they work, where they live, how they spend/save money); but this cohort is generally younger with less disposable income. Baby boomers are another growing demographic who are also changing employment status, the way they spend and save money, and where they live.

The City, as the regulator for land use, approves where development will occur, and intends to do so through *OurWinnipeg*. This plan must address important demographic trends, and allow for the type of growth that Winnipeg’s population needs.

Typically, development (or redevelopment) starts when developers apply through the City’s Planning, Property, and Development Department. City staff review applications within the context of *OurWinnipeg* and other policies, and make recommendations for the decision makers (e.g. the Board of Adjustment, Community Committee, or Council).

Decisions about “How We Grow” will be guided by principles of economic, social, and environmental sustainability and have a long-term impact on many things including:

- Affordability of available housing choices,
- Costs of municipal service and infrastructure, and the community’s capacity to pay for it,
- Environmental sustainability of our transportation and energy needs, and
- Safety, prosperity and sense of belonging for citizens.

Geography	2016 Population	Average Annual Growth	Compound Annual Growth (%)
City of Winnipeg	735,600	12,500	1.6%

Considering this topic area, picture your ideal Winnipeg 25 years from today.

What is it like?

How close are we to this vision?

To further achieve your vision, what are the most important things the city and/or the community needs to:

Start doing?

Stop doing?

Keep doing?

Do Differently?

What do you know that would help us understand this topic better?

City Context and Initiatives

- In the past six years, Winnipeg's population has increased by a rate almost double that of the previous 20 years.
- Immigration has resulted in significantly more diversity and has also shifted the age demographic so the largest share by age distribution is those between 25 and 29.
- Of major cities across Canada, Winnipeg also has the largest percentage of Indigenous Peoples (11 per cent).
- Since 2011, 52.1% of all new residential units were built in greenfield (or undeveloped) areas, 37.5% were built in existing neighbourhoods, and 11.4% were built in infill areas (including 5.1% in downtown).
- The number of multi-family housing units has been exceeding the number of Single-family housing units constructed annually since 2012;
- The number of total listed historic buildings increased from 242 in 2014, to 269 in 2016.
- Existing and emerging Urban Design guidelines and processes are intended to influence both public and private development towards an image of Winnipeg as a beautiful and memorable city.

Emerging Trends

- Over the next 25, years, Winnipeg's population is expected to grow by over 200,000 people.
- Winnipeg's current population growth rate of 1.6 per cent is the fastest growth rate among major Canadian cities not influenced by an oil production-based economy. This creates an annual demand for about 4,000 housing units.
- Multi-unit housing starts are expected to outpace single-family unit starts over the long-term.
- According to 2017 data, the City faces difficult choices in balancing the operating and capital budgets, staying below allowed levels of debt, prioritizing capital projects, determining what is affordable, and what additional sources of revenue may be available:
 - The City is facing an operating budget deficit of about \$89 million in 2018, and \$415 million by 2027.
 - Unfunded road projects over the next 10 years would cost approximately \$2.2 billion; there are also expectations to expand the Rapid Transit network and construct additional corridors.
 - Council recently passed an Active Transportation Strategy which outlines \$330 million of projects over 20 years. Current funding levels are about \$5.4 million per year.
 - There are unfunded City public infrastructure needs for libraries, recreation, facilities, pools, and parks.

Getting Around in the City

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City services related to this topic could include:

Road network planning,
construction and maintenance
Public transportation
Active transportation and
trails
Land use and development
City planning
Snow clearing

Overview

According to the City's most recent [Community Trends and Performance Report](#), Winnipeg's 2016 municipal residential property taxes (based on average house values) are the lowest compared to other large Canadian cities. In 1997, Winnipeg's property taxes were third highest compared to other large Canadian Cities.

Road condition is the number one suggestion for quality of life improvement among citizens.

There are also important considerations with respect to environmental, social and fiscal responsibility:

- Current policy emphasizes the need to increase travel options: providing greater access and options for walking, cycling, and transit will lead to improved health, increased personal mobility, more livable, affordable, and socially active communities and will reduce impacts on the environment and our climate;
- Vehicle-related emissions are among the top two primary causes of Greenhouse Gas (GHG) in Winnipeg (the other is natural gas for buildings);
- A number of individual health indicators are now linked to a lack of physical activity; and
- According to 2017 data, using current funding sources, a significant additional amount of tax-support would be required to fully absorb the projected transportation-related infrastructure deficit over the next 10 years.

Therefore, moving forward, the City faces a number of critical decisions with respect to the ongoing transportation needs, choices, and costs for a growing population.

Considering this topic area, picture your ideal Winnipeg 25 years from today.

What is it like?

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Keep doing?

Do Differently?

What do you know that would help us understand this topic better?

City Context and Initiatives

- The City established a [Transportation Management Centre](#) to monitor and adjust traffic signal time and to respond in real time to problems in the transportation system.
- In 2015, Council approved the [Pedestrian and Cycling Strategies](#), which supports initiatives like the expansion of pedestrian countdown signals and expansion of active transportation routes throughout the city.
- Winnipeg Transit collaborates on an [electric bus demonstration](#) project.
- Phase 1 of the Southwest [Rapid Transit](#) Corridor is complete, and Phase 2 is now underway. The City has started a planning and engagement process for the Eastern Rapid Transit Corridor.
- Since 2011, the number of reconstructed or rehabilitated lanes of road has increased from 57.3 to 160.8 kilometres.
- In 2015, a less costly method of rehabilitating roadways known as "mill and fill" was introduced and has increased the amount of regional streets in good condition.
- Winnipeg's population has historically grown at a faster rate than Transit service expansions.
- The City faces difficult transportation-related choices in balancing the operating and capital budgets, staying below allowable debt limits, prioritizing projects, and determining what additional revenue may be available.

Emerging Trends

- In the City's most recent [Citizen Survey](#), the most common suggestion for quality of life improvement continues to be "Roads / Infrastructure", representing 41 per cent of all responses. The next highest is "Crime / Policing" at 15 per cent.
- A majority of Winnipeggers use motor vehicles rather than Transit, walking, or cycling as the primary mode of travel for work purposes. Winnipeg also has the lowest per capita Transit ridership among comparator cities.
- Other than emergency response services, transportation (Public Transit and Street Maintenance) represents the highest portion of the City's tax-supported operating budget.
- Winnipeg uses more concrete pavement than other Canadian cities. Where appropriate, the use of more cost-effective asphalt paving materials is encouraged.
- Roadway snow and ice removal costs are guided by Council policy, which determines how the City responds to and addresses snow clearing. The amount of money spent is affected by snowfall, frequency and severity of events, winter temperatures, freeze-thaw cycles, and fuel prices.

Health and Safety

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City Services related to this topic could include:

City planning

Transportation

Parks and open space

Street maintenance

Water and waste

Recreation services

Community by-law enforcement

Insect control

Emergency response and prevention

Traffic Safety

Disaster Preparedness

Overview

A healthy and safe community is one that accommodates and supports the physical, social, mental, and spiritual well being of its members. It meets the basic needs of food, water, shelter, income, safety, and employment; but also provides access to a wide variety of experiences and resources. In addition, a healthy and safe community encourages connections with residents' cultural heritage, and with other individuals and groups.

Over the past 30 years in Canada, obesity levels and chronic disease have been climbing steadily, and these rates have been directly linked to a lack of physical activity. Supportive environments for physical activity and access to nutritious food can provide a solution to address this in our city.

Cities can promote health and safety through the layout, design, and maintenance of neighbourhoods and transportation networks. Other aspects that play a significant role in a community's health and safety involve access to natural environments, positive social connections, affordable quality housing, and nutritious food.

There are critical decisions to be made by the City with respect to strategic investments, competing service priorities and sustainable funding sources to pay for services. For example, the City faces ongoing and increasing spending pressures to restore, maintain and grow its transportation, recreation, and underground service infrastructure. However, its mandated responsibilities for crime prevention and policing continue to be important quality of life contributions according to Winnipeg citizens. As a result, since 2007, spending levels for Emergency Response services have increased by a larger percentage than spending for other City departments.

Considering this topic area, picture your ideal Winnipeg 25 years from today.

What is it like?

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To further achieve your vision, what are the most important things the city and/or the community needs to:

Start doing?

Stop doing?

Keep doing?

Do Differently?

What do you know that would help us understand this topic better?

According to the City's most recent Citizen Satisfaction Survey, Crime/Policing is the second most common area for suggested improvement to quality of life.

City Context and Initiatives

- The existing Complete Communities policy direction in *OurWinnipeg* aims to support and/or provide for all elements of safe and healthy communities.
- According to the [2017 Citizen Satisfaction Survey](#), 90 per cent of citizens who participated in the City's 2017 recreation programs were satisfied with the programs offered.
- Paramedics exist to provide quick, proficient primary response to all medical emergency situations, including pre-hospital patient care, patient transport and transfers, and standby at police and fire rescue incidents, and special events.
- The Winnipeg Police Service practices Smart Policing Initiatives (SPI). These include Special Attention (to events or potentially problematic activities), Compliance Checks, Walking Beat, Park and Walk, and Crime Prevention through Social Development (CPTSD) interventions.
- The City dispatches paramedic-staffed fire trucks to moderate the medical incident volume assigned to ambulance units. From the time an emergency call is placed, a fire unit arrives at the scene in seven minutes or less, 90% of the time.

Emerging Trends

- According to the Winnipeg Regional Health Authority's 2014 Community Health Assessment Report, nearly 60 per cent of residents aged 12 and older reported very good or excellent self-perceived health, but only 38 per cent reported a high score on mental health.
- 54 per cent of residents over 18 are overweight or obese, and 62 per cent consume less than the daily recommended fruit and vegetables.
- While overall mortality rates have been decreasing and life expectancy has been increasing within the city, residents of lower income households are more likely die at an earlier age.
- Lower income households are more likely to be diagnosed and treated for chronic diseases, have higher mental disorder and substance abuse prevalence, and experience higher rates of intentional and unintentional injury rates.
- According to the City's [2017 Citizen Satisfaction Survey](#), Crime/Policing is the second most common area for suggested improvement to quality of life.
- After decreased crime rates over the past decade, rates are leveling out, or showing a slight increase. This trend is apparent in several other major Canadian cities. Domestic disturbance remains the most reported event to the Winnipeg Police Service. Citizen satisfaction with Police 911 Response (based on respondents who used 911) has been dropping since 2014.

Quality of Life

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City Services related to this topic could include:

- Waste management
- Water quality
- Community programming
- Community gardens
- City facilities
- Parks
- Urban forestry
- Arts and culture
- Insect control
- Recreation services

Overview

People choose cities where they can prosper and where they can enjoy a high quality of life. A well-run city is an important starting point. The basics matter: public safety, water quality, wastewater infrastructure, and public amenities and facilities are the essentials to keeping people healthy.

But quality of life goes beyond the basics. Our communities need to support various lifestyles, providing a range of options for living, working, and playing. A variety of housing styles for residents to choose from are required, as are transportation choices for residents and businesses alike. The whole system has to work together efficiently and sustainably.

Environmental sustainability plays a key role in City decisions. This is reflected in policies and programs that value both natural and built environments, and protect our city’s natural areas and heritage resources.

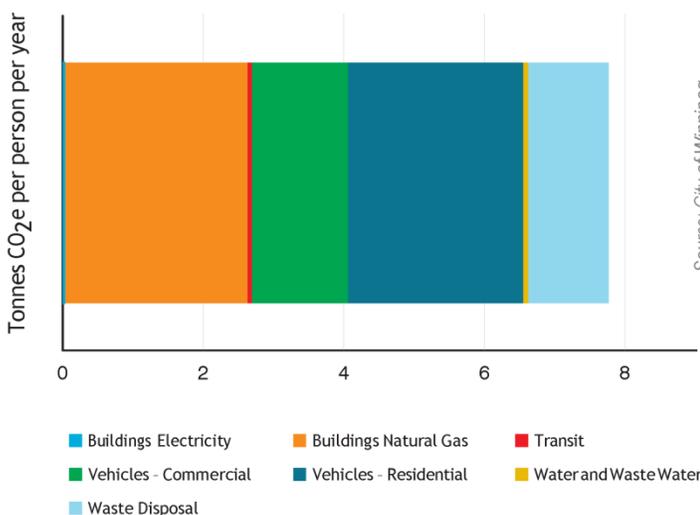
The City is in a position to be a corporate role model for social, environmental, and economic sustainability. This involves measuring and reporting on progress in key

corporate and community sustainability areas.

Beyond providing a “City that Works” (*OurWinnipeg*, Section 01) and planning for sustainability, our city needs to offer a high quality of life to be competitive.

Three important aspects of quality of life are access to opportunity, maintaining and improving healthy neighbourhoods, and being a creative city with vibrant arts and culture. All these areas include social aspects that are critical to the overall well-being of our city.

Peg Community Indicators Annual Greenhouse Gas Emissions per capita (2011)



Considering this topic area, picture your ideal Winnipeg 25 years from today.

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To further achieve your vision, what are the most important things the city and/or the community needs to:

Start doing?

Stop doing?

Keep doing?

Do Differently?

What do you know that would help us understand this topic better?

City Context and Initiatives

- The City operates an ongoing Water Conservation program.
- The City created a Standing Policy Committee on Water and Waste, Riverbank Management, and the Environment.
- The City has developed an approach to prioritize capital investment, based on social, economic, and environmental factors. This annual prioritization is being used by departments to determine capital budget submissions.
- The City is in the process of developing a [Master Plan to manage combined sewer overflows](#) into the city's rivers.
- The number of annual water main breaks has been decreasing since 2011.
- On a per capita basis from 2011 to 2016, garbage collected has decreased 22 per cent, recycling has increased 17 per cent, and composting has increased 221 per cent.
- Since 2012, the amount of park space has remained steady, and length of park pathways and walkways has increased from 217 kilometres to 266 kilometres in 2017.
- Since 2011, the number of in-person library visits has increased from 2.69 million to 2.99 million, while the number of visits to the library website increased from 1.63 million to 14.42 million.

Emerging Trends

- The City owns or leases over 1,000 buildings/facilities totaling over 7 million square feet of space that, according to 2017 data, will require an investment of over \$500 million over the next seven years to achieve desired asset condition.
- A Climate Change Action Plan is under development that will help the City address climate change.
- A number of programs have emerged from the City's Waste Management Strategy. As a result, the percentage of waste diverted from the landfill through methods like recycling or compost, has increased from 18.6 per cent in 2011 to 32.9 per cent in 2016.
- The City is currently working on Asset Management Plans to manage City infrastructure and other assets like community centres or pools to deliver an agreed standard of service.

Civic Engagement and Governance

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City Services related to this topic could include:

Decision-making

Public engagement

Contact Centre - 311

By-law enforcement

Relationships with the community and other organizations

Inter-municipal and inter-governmental relations

Organizational administration

Overview

Bringing different perspectives together makes for a stronger democracy, a stronger community, and a stronger Winnipeg. To that end the City seeks to identify, adopt, and advance public engagement best practices, promoting openness, transparency, and broad community representation in government decision-making.

Compared to other Canadian municipal governments, the City of Winnipeg has unique challenges and opportunities with respect to service levels and infrastructure requirements as well as access to revenues to pay for these services.

Many policies in *OurWinnipeg* commit to working with community groups and other levels of government to advance citizen priorities. To do this, the City must foster positive and trusting relationships with citizens and other levels of government.

With the overriding goal of advancing a high quality of life for its residents, it is critical for the City to strike a balance between fiscal responsibility and responsiveness to the priority needs of the community it serves. The City must also encourage creative and innovative ways to achieve this balance.

City Context and Initiatives

Considering this topic area, picture your ideal Winnipeg 25 years from today.

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How close are we to this vision?

To further achieve your vision, what are the most important things the city and/or the community needs to:

*Start doing?
Stop doing?
Keep doing?
Do Differently?*

What do you know that would help us understand this topic better?

- Property taxes represented 33 per cent of total municipal income in 2016, compared to 40 per cent in 1998. When adjusted for inflation, the amount of property taxes per person has increased from \$536 to \$549 – a total increase over 18 years of just over \$13 dollars per person. The City has increased its property tax by 9% since 1998 versus the average of 96% increase for other comparable western cities.
- Compared to several major cities across Canada, Winnipeg has the least amount of operating expenses per capita: \$1,357 in 2015 versus an average of \$1,681— a difference of 24 per cent.
- Winnipeg is exploring new sources of revenue to address service costs and the infrastructure deficit. The City will continue to negotiate long-term, inflation-adjusted, dedicated funding from the other levels of government.
- According to the people who participated in the 2017 [Citizen Satisfaction Survey](#):
 - 92 per cent of Winnipeggers surveyed believe the quality of life in Winnipeg is very good or good.
 - Overall satisfaction with City services among those who were surveyed was approximately 88 per cent.
 - 70% of Winnipeggers surveyed believe they receive good or very good value for their municipal property tax dollar.
- From a tax-supported service cost perspective, Police Service, Fire Service, Public Transit and Street Maintenance now account for approximately 60 per cent of the average household's municipal property tax bill.

Emerging Trends

- Winnipeg citizens have identified public safety as a high priority and annual expenditures related to this issue have increased accordingly.
- Because the City's population is now growing at historic record-high rates, growth demands are placing increasingly large pressures on both the operating and capital budgets.
- The City conducts [annual budget consultations](#) with the public about its spending levels and priorities and publishes a comprehensive report of the process and inputs.
- The [Office of Public Engagement](#), created in 2015, supports all City consultation activities and projects. It is intended to ensure that there is consistency and transparency in sharing information with citizens about City projects.