

Recommendations

The following recommendations have been compiled from Chapters Five, Six, Seven, Eight, Nine, Fourteen and Fifteen of this report.

The RPAC recommends that:

- 5.1 The Government of Manitoba declare that, for a five-year period, it will support or approve only voluntary amalgamations or annexations in the Manitoba Capital Region.
- 5.2 The municipalities that currently comprise the Manitoba Capital Region, that is the Rural Municipalities of Cartier, East St. Paul, Headingley, Macdonald, Ritchot, Rockwood, Rosser, Springfield, St. Andrews, St. Clements, St. François Xavier, Taché, and West St. Paul, the Town of Stonewall, and the Cities of Selkirk and Winnipeg should continue to be members of the Manitoba Capital Region.
- 6.1 Following consultation with the current Manitoba Capital Region governments, the Government of Manitoba adopt legislation creating a Partnership of Manitoba Capital Region Governments with representation from all Manitoba Capital Region governments, including

the Government of Manitoba. The Partnership should be tasked with improving regional cooperation on planning issues. The City of Winnipeg and the Government of Manitoba should each have two representatives on the Partnership, all other Manitoba Capital Region governments should have one representative. The two Government of Manitoba representatives should be members of the provincial cabinet. There should be a six-member executive drawn from the Partnership that has a maximum of two representatives each from the City of Winnipeg and the Government of Manitoba.

- 7.1 The Partnership of Manitoba Capital Region Governments host a Capital Region Summit that involves the sixteen Manitoba Capital Region governments along with a wide range of institutions and individuals from business, labour, community and Aboriginal organizations, universities and colleges, think tanks and others. The Summit's aim would be to achieve agreement on a shared vision for the future of the Manitoba Capital Region and a cross-sectoral partnership committed to

realizing that vision. The Summit should be held within one year of the establishment of the Partnership.

- 8.1 Consistent with the RPAC’s endorsement in principle of service sharing, the Government of Manitoba fund a service-sharing study to examine the collaborative arrangements that now exist in the Capital Region, the nature of the arrangements, their legal status, the financing arrangements, possible provincial incentives and assistance, other possible areas of service sharing, and the perceived obstacles to further regional collaboration. The final report prepared for the committee should be a public document.
- 8.2 Consistent with the RPAC’s endorsement in principle of tax sharing, the Executive Committee of the Partnership of Manitoba Capital Region Governments should carry out a study on the potential uses of tax sharing within the Capital Region. The final report prepared for the committee should be a public document.
- 9.1 The Partnership of Manitoba Capital Region Governments commission a review of grants-in-lieu of municipal taxes that examines, among other matters:
- the principles and practices of the assessment and taxation of various kinds of government-owned properties serving different public policy purposes
 - indexation of fixed, statutory grants-in-lieu to their service requirements
 - an analysis of whether host municipalities are on balance favoured or disadvantaged by the presence of tax-exempt properties within their territory.

- 10.1 The Government of Manitoba establish an Intermunicipal Dispute Resolution Service that is modelled upon the Alberta Intermunicipal Dispute Resolution Service.
- 14.1 The Government of Manitoba adopt and publicize the following principles for regional planning:
- .1 to provide policy leadership, resources, and support to enable the region to realize opportunities for sustainable economic growth and healthy communities
 - .2 to ensure better integration and coordination of municipal land use planning decisions with related activities of other agencies responsible for water management, transportation, environmental protection, public health, education and safety, etc.
 - .3 to ensure an overall land use planning and growth management process which promotes sustainable development to ensure that resources and the environment are protected for future generations;
 - .4 to ensure the most economical, effective, and safe use of local and provincial infrastructure and services
 - .5 to promote voluntary inter-municipal cooperation and collaboration through devices like regional forums, service sharing, tax sharing, etc.
 - .6 to deal with ‘spillover’ effects where municipal land use decisions have impacts that affect neighbouring municipalities, the region, or the province as a whole
 - .7 to help resolve inter-municipal disputes where these pose a barrier to development or an effective

- policy response to problems arising from growth and change
 - .8 to ensure consistency, predictability, and fairness in municipal decision-making over time and across jurisdictions
 - .9 to ensure respect for the rights of minorities to involvement, consultation in decision making and to the protection of Treaty obligations where applicable
 - .10 to strengthen local democracy by providing organizational capacity and information resources to support municipal decision-making
 - .11 to promote and support open, participatory, fair, responsive, consistent, and accountable decision-making within the regional planning process
- 14.2 The Government of Manitoba initiate a practice of issuing regular provincial government policy statements on land-use planning and development.
 - 14.3 As its first policy statement on land-use planning and development, the Government of Manitoba issue a future-oriented land-use policy plan for the Manitoba Capital Region.
 - 14.4 The Manitoba Government make the Manitoba Provincial Land Use Policies applicable to Plan Winnipeg.
 - 14.5 The Government of Manitoba eliminate the current *Planning Act* requirement for the Minister of Intergovernmental Affairs to consult with the provincial cabinet on proposed development plans and amendments to existing plans.
 - 14.6 The Government of Manitoba amend *The Planning Act* to require the appropriate approving authority to hold public hearings prior to the approval of subdivisions that involve the creation of a new public road.
 - 14.7 The Government of Manitoba publish guidelines for the time required to complete the Province's review and approval of different types of municipal land-use development proposals. In the event that a time extension is required, the Minister of Intergovernmental Affairs should notify the affected municipality and communicate a new deadline for the completion of the process.
 - 14.8 Those Manitoba Capital Region municipalities that do not currently belong to a planning district give active and serious consideration to joining existing or new planning districts.
 - 14.9 To improve the operation of the current requirement that major development proposals, such as development plan amendments, be circulated to neighbouring municipalities, each of the sixteen Manitoba Capital Region municipalities name a specific person as an intermunicipal contact. It will be the responsibility of the contact person to bring notification of major development proposals that have been received from other municipalities to the attention of the mayor/reeve and council.
 - 14.10 Manitoba planning policy ensure that all developments be planned to occur in an orderly and efficient manner and take into account the short- and long-range costs of providing public services and infrastructure. To this end, development should normally be contiguous to existing infrastructure. New development should go in areas where infrastructure is most easily extended with appropriate regard to the preservation of prime agricultural land.

- 14.11 Manitoba planning policy ensure that availability of development sites should bear a reasonable relationship to the market demand. On a municipal and regional basis the number of vacant lots ready for development should reflect forecasts of demand.
- 14.12 Manitoba planning policy ensure that land be designated for specific major types of uses in development plans. These land-use designations should bear a reasonable relationship to demand within the context of a medium- to long-range planning horizon. Regionally significant developments should be specifically designated in a development plan.
- 14.13 Manitoba planning policy ensure that developers of commercial and residential sites normally be required to pay for the direct costs associated with the development. The public should not have to cover any service or infrastructure costs directly associated with such development. Exceptions to developers covering all costs might be in cases where in-fill or upgrading in older neighbourhoods is thought appropriate.
- 14.14 Manitoba planning policy ensure that municipal, planning district, and provincial government planning authorities emphasize pedestrian and bicycle access in their planning. In order to assist in environmentally-sound planning and the promotion of healthier populations, bicycle and pedestrian paths should be identified in all Manitoba Capital Region major developments.
- 14.15 Manitoba planning policy ensure that municipal, planning district, and provincial government authorities encourage, where practicable, the retention and rehabilitation of heritage and older building stock. New incentive programs, tax incentives, mixed-use zoning, the removal of disincentives, and other measures should be taken to encourage the rehabilitation and reuse of older neighbourhoods and buildings.
- 14.16 Manitoba planning policy ensure that when a large area is designated for residential, commercial, or industrial use, the adoption of more detailed secondary or sector plans be undertaken. Such secondary level planning would allow for more detailed specification of community features that also reflect the overall development plan for the municipality.
- 14.17 In its review of the Provincial Land Use Policies, the Government of Manitoba identify those areas where mandatory wording (such as “shall be consistent”) ought to be used rather than more permissive wording (such as “should consider”) in the preparation and review of development plans.
- 14.18 Due to the enormous public investment in the infrastructure of existing settlement/urban centres, Manitoba planning policy preclude the formation or evolution of new settlement/urban centres in the Manitoba Capital Region.
- 14.19 Manitoba planning policy generally limit the types of uses appropriate to rural areas to the following:
- resource-related uses—in the Manitoba Capital Region this would primarily be farming and some aggregate extraction
 - natural and open areas and parks
 - large lot or rural residential uses when appropriately planned and when in accordance with the other related policy directions
 - commercial and industrial develop-

- ments that:
- are intended primarily to serve the travelling public
 - are intended primarily to serve the farm community
 - may cause significant nuisances or hazards in urban settings
 - appropriately planned cottage areas
 - appropriately planned recreational uses requiring large spaces
 - public infrastructure, works, utilities and transportation corridors and facilities
- 14.20 Manitoba planning policy ensure that large lot or rural residential development be intended to cater to a rural lifestyle and as such, lots within them should not be so small as to lose their rural characteristics or to compete with urban-sized lots in settlement centers and urban centres such as Oak Bluff, Lorette, St. Adolphe, Oakbank, Selkirk, or Winnipeg. They should also, by their quantity, proximity to each other, or size, not lead to the evolution of new settlement/urban centres in the Manitoba Capital Region.
- 14.21 To avoid the evolution of new settlement/urban centres, Manitoba planning policy should ensure that high- or medium-density residential development, commercial/retail services, institutional services, or major indoor recreational facilities are not generally located in, or a part of, large lot or rural residential developments.
- 14.22 Manitoba planning policy should ensure that large lot or rural residential development complement nearby settlement/urban centres. Such development should generally not occur within the fringe of a settlement center or urban centre so that a settlement/urban centre's orderly growth is not impeded.
- 14.23 Manitoba planning policy should ensure that residential lots outside of settlement/urban centres are large enough to maintain the area's rural character. Such lots should not be of such a size as to compete directly with urban-sized lots.
- 14.24 Manitoba planning policy ensure that land, building, and resource uses that can lead to the pollution of groundwater not be permitted, unless the risks are first calculated and mitigation measures are planned and implemented.
- 14.25 Manitoba planning policy ensure that land and resource uses do not lead to the depletion of the groundwater resource.
- 14.26 Manitoba planning policy encourage the establishment, enhancement and maintenance of riparian buffers. In particular, the planting and maintenance of native species in these zones should be encouraged.
- 14.27 Riparian management throughout the Capital Region should be improved both to complement other measures that protect water quality and to enhance the stability, biodiversity, and aesthetic appeal of the Capital Region waterways.
- 14.28 Manitoba planning policy ensure that land subject to serious flooding and which is not flood protected by publicly-owned flood protection works be left in its natural state or developed only for low-intensity uses such as crop production, grazing, forestry, wildlife habitat or used for open space recreational purposes. Some lands subject to less serious flooding may be developed if mitigating flood protection measures are provided.
- 14.29 Manitoba planning policy ensure that all structures in floodprone areas be de-

signed and constructed to be functional under flood conditions.

- 14.30 Manitoba planning policy ensure that rural housing developments be directed to areas that do not have significant drainage issues in order to save public costs in building, upgrading, and maintaining drainage systems.
- 14.31 Manitoba planning policy should discourage development or activities that would accelerate shoreland erosion or contribute to bank instability along creeks, rivers, and lakes.
- 14.32 Manitoba planning policy ensure that drainage improvements are undertaken in way that does not unnecessarily increase downstream flooding and respects natural flora and fauna and useful biological processes.
- 14.33 The Government of Manitoba commission a study to examine the measures needed to reduce the rate of conversion of agricultural land to non-agricultural purposes. Upon the completion of this study, the Government of Manitoba should issue a provincial policy statement on agricultural land in the Manitoba Capital Region.
- 14.34 Manitoba planning policy ensure that agriculture remain an important part of the Manitoba Capital Region. It should be encouraged and, where reasonable, be protected from encroachment by incompatible uses. Areas already primarily dominated by agricultural uses should generally be preserved for that use in the future.
- 14.35 Manitoba planning policy ensure that when it is considered appropriate to develop on prime agricultural land, such uses should not be wasteful of land.

14.36 Manitoba planning policy ensure that new subdivisions and the buildings within them be so arranged that residual land is capable of use for agricultural purposes if some future situation warrants.

14.37 Manitoba planning policy ensure that the following 'urban-like' uses be directed to settlement/urban centres:

- small lot (urban-sized) medium to high density residential development
- schools, hospitals and other institutional developments
- indoor recreational facilities
- office buildings
- commercial and industrial developments, except for those that:
 - are intended primarily to serve the travelling public
 - are intended primarily to serve the farm community
 - and/or may cause significant nuisances or hazards in urban settings

14.38 Manitoba planning policy ensure that development in urban centres should take place in the following order:

- rehabilitation and revitalization of existing building stock and existing built-up areas
- in-fill of existing vacant lands within existing developments
- new developments within the existing piped serviced areas
- new developments in the areas most efficiently serviced
- new residential development adjacent to existing development

14.39 Due to the significant public infrastructure investment already in place, as well as the social and historical significance of downtowns, Manitoba planning policy discourage developments that would

- significantly detract or weaken downtowns.
- 14.40 The renewal and revitalization of the inner city of Winnipeg should be a priority of Manitoba planning policy. New land uses viewed as leading to the further deterioration of the inner city should be discouraged.
- 14.41 In urban centres, Manitoba planning policy direct most commercial facilities, public offices, institutional facilities, intensive indoor recreational facilities, and like uses, to the downtowns of those centres.
- 14.42 In order to help revitalize the downtown cores of urban centres, Manitoba planning policy should encourage the location of residential development in and near their downtowns. In association with this recommended policy direction, governments should be encouraged to adopt live-near-your-work, mixed-use, downtown-first, and 'liveable-communities' policies.
- 14.43 Manitoba planning policy should encourage the development of 'main street' areas in Winnipeg neighbourhoods with a variety of existing shops and services since these developments enhance the 'mixed use' or 'liveable communities' concept in Winnipeg.
- 14.44 Manitoba planning policy should increase public access to the downtown of Winnipeg and Selkirk by encouraging improved public transit (in Winnipeg), and planned linkages of the street system, public walkways, green spaces/corridors, bicycle/walking paths, and waterfronts.
- 14.45 As a part of 'liveable-communities' and 'live-near-your-work' policies, Manitoba planning policy should encourage new residential developments in Winnipeg to include commercial and compatible light industrial development.
- 14.46 Manitoba planning policy should discourage the establishment of new regional shopping centres or large format commercial developments beyond established commercial areas. Such major commercial developments should be directed to the downtowns or to existing commercial areas in the Manitoba Capital Region.
- 14.47 Manitoba planning policy should encourage the locating of developments in the City of Winnipeg such as major industrial, commercial, or residential development in areas that are accessible by existing transit routes.
- 14.48 Manitoba planning policy should ensure that the potential number of urban residential lots available in settlement centres and urban centres bears a reasonable relationship to demand. The municipal and regional supply and demand of urban residential lots in the Manitoba Capital Region as a whole should be taken into account when designating lands and reviewing subdivision applications at both the municipal and provincial levels of approval.
- 14.49 The Government of Manitoba review, update and adopt the Model National Energy Code for Buildings and apply it to all new construction or major renovations of existing provincial facilities.
- 14.50 The Government of Manitoba lead by example and adopt LEED™ Silver (Leadership in Energy and Environmental Design) building certification standards in the construction and major renovation of its own facilities and its crown corporations.

- 14.51 The Government of Manitoba give preference to capital projects which demonstrate LEED™ Silver building certification standards to ensure more stringent environmental regulations for increased sustainability of new and existing buildings.
- 14.52 The Government of Manitoba ensure that provincial building codes take into account accessibility and universal design principles.
- 14.53 Municipal, planning district and provincial government authorities encourage designs in planning which are energy efficient and those that can assist in lessening harmful emissions which may accelerate climate change.
- 14.54 Governments should continue to implement programs with the intent of further encouraging developers to re-use, re-develop, and build new residential and commercial development in Winnipeg’s inner city and the older areas of Selkirk.
- 14.55 The Government of Manitoba expand soil testing to ensure more accurate, appropriate, and sustainable fertilizer application to meet the needs of gardens, crops, etc., in both rural and urban settings.
- 14.56 The Government of Manitoba amend its sewage and septic field regulations to require mandatory testing, and proper maintenance of such systems. Furthermore, provision should be made for the regular inspection of the sewage and septic systems.
- 14.57 The Government of Manitoba establish a detailed Geographic Information System for the Manitoba Capital Region to facilitate land-use planning.
- 14.58 The Government of Manitoba should amend *The Environment Act* to ensure that those developments for which licensing is required are evaluated according to effects assessment guidelines.
- 14.59 The Government of Manitoba publish a status report on the progress of the implementation of the recommendations of the Consultation on Sustainable Development Implementation. The report should describe how COSDI has been integrated into policy, regulations, finances, and decision-making.
- 14.60 That the Government of Manitoba prepare a provincial policy statement dealing with sustainable development in the Manitoba Capital Region. Such a statement should be based upon the COSDI approach and would become a frame of reference for the work of district planning boards, municipalities, and conservation districts, while helping to ensure that provincial strategies, such as those responsible for soil and water, take the particular needs of the Manitoba Capital Region into account.
- 15.1 Within two years of the release of this report, the Minister of Intergovernmental Affairs, on behalf of the Government of Manitoba and in consultation with the Manitoba Capital Region municipalities, should prepare a status report on the actions taken to that point to implement the recommendations presented in this document.