

Appendix One

MUNICIPAL VISITS

RPAC held meetings with Manitoba Capital Region municipal government representatives on the following dates.

Cartier: The Cartier Council declined RPAC's request for a meeting.

East St. Paul: October 30, 2001

Headingley: October 16, 2001

Macdonald: October 23, 2001

Ritchot: October 24, 2001

Rockwood: November 14, 2001

Rosser: November 22, 2001

St. Andrews: October 30, 2001

St. Clements: October 30, 2001

St. François Xavier: October 18, 2001

Selkirk: November 5, 2001

Springfield: October 23, 2001

Stonewall: November 14, 2001

Taché: October 23, 2001

West St. Paul: November 13, 2001

Winnipeg, (staff) Senior Management Team meeting: January 3, 2002

Winnipeg, (Executive Policy Committee, in-camera meeting), April 3, 2002

Appendix Two

PRESENTERS AT RPAC PUBLIC MEETINGS

Selkirk: May 16, 2002

More than 60 people in attendance

Murray Foster, Councillor, *RM of St. Andrews*
 Dave Gera, *Association of Rural Municipalities (ARM) representative*
 John Holland, Reeve, *RM of Springfield and ARM representative*
 Janet McLuhan
 Kerry McLuhan
 Erwin Siedel
 Darlene Swiderski, *Councillor, City of Selkirk*
 Marilyn Woloshyn

Headingley: May 21, 2002

56 people in attendance

Glenn Dickson
 Jon Gerrard, *Member of the Legislative Assembly for River Heights and Leader of the Manitoba Liberal Party*
 Paul Moist, *Canadian Union of Public Employees, Local 500*
 Lorne Sharfe
 Rob Walger
 Marcel Taillieu
 Wilf Taillieu, *Reeve, RM of Headingley*

St. Adolphe: May 22, 2002

19 people in attendance

Rodney Burns, *Reeve, RM of Macdonald*
 Paul Clifton
 Marcel Hacault, *Manitoba Pork Council*
 Elmer Hywarren
 W. Tom Raine, *Chief Administrative Office, RM of Macdonald*
 Gene Whitney, *Councillor, RM of Ritchot*

Oakbank: May 23, 2002

85 people in attendance

Karen Carey
 William Danylchuk, *Reeve, RM of Taché*
 Mel Didyk, *Chief Administrative Officer, RM of West St. Paul and ARM representative*
 Kenneth Edie
 Dave Gera, *ARM representative*
 Gladys Hayward Williams
 John Holland, *Reeve, RM of Springfield*
 Erwin Holowich
 Gordon Kraemer, *Reeve, RM of West St. Paul*
 Ken Lucko, *Councillor, RM of Springfield*
 Al Macatavish, *Elmhurst Golf and Country Club*
 Al Mackling
 Jack McCombe
 Kerry McLuhan, *RM of Springfield consultant*
 Chris Pawley, *ARM representative*

Janis Regehr, *Pine Ridge Hollow*

Claude Roeland, *Keystone Agriculture Producers*

Don Shaw, *Councillor, RM of West St. Paul*

James Thomas

Randall Znamirovski

Winnipeg: May 25, 2002

100 people in attendance

Bill Blaikie, *Member of Parliament for
Winnipeg-Transcona*

Bob Bodnaruk

Teresa Ducharme, *People in Equal Participation*

Lesley Fuga

Carolyn Garlich, *Council of Women of Winnipeg*

John Holland, *Reeve, RM of Springfield*

Ken Klassen

John Kubi

Kelley Kuryk, *Citizen Appointee, City of
Winnipeg Civic Environmental Committee*

Joe Matula, *Gunn Road East Residents*

Norma Matula, *Gunn Road East Residents*

John Morrison, *South Interlake Agricultural
Society*

Glen Murray, *Mayor, City of Winnipeg*

Jack Oatway, *Councillor, RM of Rosser*

Darryl Reid, *Member of the Legislative
Assembly for Transcona*

Graham Starmer, *Manitoba Chamber of
Commerce*

Dudley Thompson, *Prairie Architects*

Jack Wilson, *Manitoba Chamber of Commerce*

Winnipeg: June 26, 2002

22 people in attendance

Horst Backe

Elizabeth Fleming

Fred Morris

Bill Paulishyn, *Councillor, RM of Springfield*

Harold Taylor

Appendix Three

SUMMARY OF PRESENTATIONS TO THE RPAC

Members of the public who made presentations to the RPAC were encouraged to comment on the RPAC discussion paper, *Strengthening Manitoba's Capital Region, General Principles and Policy Directions*. In particular, they were asked to comment on the topics in Section Two of that document. The RPAC has prepared the following summary on the comments that presenters made at our meetings. The comments have been organized according to the sections of the RPAC discussion paper to which the presenters were referring.

SECTION 2.1: GENERAL GUIDING PRINCIPLES FOR THE CAPITAL REGION

Municipal Role in Planning

Several participants were reluctant to accept that municipal planning decisions should operate within provincially approved parameters. Others sought clarification of those "parameters."

- The province should not hold planning responsibility for the region, as it will be biased toward the interests of Winnipeg.
- The word "parameters" without definition raises concern to the municipalities on the periphery of the City of Winnipeg and beyond. It suggests they will be subjected to some form of legislative limits...What is meant by provincially approved parameters?
- The phrase "within provincially approved parameters" should be struck from section 2.1.1. We are suspicious of the provincial

government having any role whatsoever because we are nervous of their political agendas. We want respect for our boundaries and our residents...We want constitutional status and not to be creatures of the Province any longer.

- Reject notion that provincially-approved parameters should constrict municipal planning decisions.
- Comments on ambiguity of statements: "Municipalities should continue to have primary responsibilities for *day-to-day* land use planning within *provincially approved parameters*." Does "day-to-day planning" mean just the issuing of building permits and what is meant by "provincially approved parameters?"
- The mandate of the Province to do regional planning must not interfere with development opportunities in any of the municipalities of the region. Policy direction must not be confused with outright control.
- Municipal government should be an extension of the community, offering its citizens the kind of development and employment opportunities they want or don't want in their community. The province approves municipal development plans, but that's where their authority should end...it's imperative that another level of government does not dictate policy.

No New Level of Government

Rejection of any new level of government was almost universal among participants who commented on Section 2.1.2. of the RPAC Discussion Paper.

- Agree that there should be no new level of government.
- We are pleased to read that “no new level of Government” is being considered.
- Pleased that no new level of government is being considered.
- No one wants a new level of government.

Provincial Roles and Responsibilities

Many participants suggested that the Province should be responsible for “leveling the playing field”—establishing a consistent, coherent framework for development throughout the region. However, responses varied between those arguing the Province should merely provide ‘guidance,’ and those advocating legislated interventions. The notion that the Province should provide ‘leadership,’ whatever the planning process, was broadly supported, although some thought that leadership should emanate from the municipalities.

- The Province, in addition to other levels of government, should work to eliminate barriers and provide incentives for business development throughout the Capital Region. At present there is too much red tape.
- Resolves: THAT the Provincial Government should provide policy leadership by creating forums and opportunities for sharing information and conducting meaningful dialogue and also should promote the emergence of a shared vision for the Capital Region that provides a sense of unity and direction for all stakeholders.
- Seeks clarification of the “regional” responsibilities that the RPAC attributes to the Province: When is a regional issue not a municipal concern? There appears to be some over-lapping in responsibilities. Supports leadership role of Province: Leadership should be provided by the Province, which could result in better communication and co-operation between the Capital Region municipalities.
- The Province should strengthen and rigidly apply Provincial Land Use Policies to all municipalities in the province. A strict set of guidelines for development, which are even handedly and consistently enforced, would set the framework for constructive cooperation in many areas.
- Stronger, more efficient land use policies should be adopted to avoid land use conflicts [the PLUPs] read well, but they are not applied well.
- Supports the idea that regional planning should be a provincial responsibility: Councillors who are elected on a ward system do not have a big-picture view of the region or sometimes even of their municipality as a whole. We should have not just an inter-regional planning perspective, but an inter-sectoral planning perspective.
- The Province should not be aiming to develop a regional plan, but rather a participatory framework out of which such a plan might be developed. Through such a participatory framework the Province should work to facilitate intermunicipal cooperation and build a coherent regional economic vision.
- The Province should work to develop a consistent regional management plan, and should use Plan Winnipeg as its starting point.
- The Province needs to provide leadership. Lack of leadership by the Province is what led to the failure of the Capital Region Committee. A comprehensive land use plan for the entire region, with built-in community plans, is a must.

- Supports the Province in developing a regional development plan.
- Province should take a strong leadership role. Plans should be done in a prescribed format by the government so a level playing field is created. A standard format for by-laws is also a good idea.
- There is no need to add an additional layer of policy such as a Capital Region policy plan. Most governments are trying to streamline, not add more. If a Capital Region plan must be undertaken, it should be written by a non-political entity.
- Strongly supports the RPAC principles 2.1.3. and 2.1.4. There should be a legislative framework for development in the Capital Region. The one thing missing from the recommendations is a clear definition of what provincial leadership is. We submit that it is ultimately the Province's legislative authority to regulate development in the Capital Region if the long-sought cooperative approach does not work.
- The provincial government must spur the municipalities to take action; it must offer leadership in one of two ways: 1) preferably, by challenging municipalities to work together in the development of a regional partnership, or 2) by legislating the Capital Region into existence and enforcing policies.
- It is important that community leaders, business leaders, the general public, and the movers and shakers in industry, spearhead the effort that is needed to formulate, develop and introduce specific strategies. Municipal government, for the most part devoid of political affiliations, is the closest to the people and perhaps best equipped to determine its place and/or contribution in a regional setting. The Province's role is to ensure that what municipal governments

propose are consistent with whatever goals the region has set or is striving to accomplish.

- Province must be equitable in its dealings with Winnipeg and the RMs: If taxes are raised in rural areas to maintain the City's competitive edge, will the Province pay for paving the roads, street lighting, sidewalks, wells, septic fields, arenas, etc., etc., that rural people will expect? Should the province refuse to accept and recognize municipalities [as a] form of government capable of governing itself, I would suggest it do away with them and simply appoint some form of governor to oversee its affairs and collect the necessary taxes.

SECTION 2.2: PROMOTING INTERGOVERNMENTAL COOPERATION

Public Consultation and Cooperation, and Government Accountability

Many participants emphasized the importance of a balanced, participatory and constructive *process* in the development of a Capital Region plan or initiative. Some participants discussed the importance of political accountability.

- You need a good process to develop a good plan. Such a process should begin with municipalities taking the initiative and talking to each other, not waiting for the Province to suggest or legislate changes.
- A good process is fundamental and should precede any policy plan. This process must include thorough public involvement. So far, the RPAC has been unsatisfactory in this regard.
- A good process requires that leaders act responsibly and accountably: If any elected

person appears to be more interested in reelection than serving the public, document it and make it public. If any senior staff person is more interested in comfortable longevity on the job than in seeking innovative, less costly ways to serve the public, document it and suggest pointedly that perhaps he/she should seek other possibilities.

- Public consultation and a dynamic debate must be ongoing. We want to be continually involved.
- The goal should be to develop a participatory framework, not a Capital Region plan (the former must precede the latter).
- Two principles must guide regional policies and plans: public participation and collaboration/cooperation between jurisdictions. Residents must be provided with maximum opportunity for a voice into regional matters and have power of decision with respect to those matters that are more local in nature.
- When carrying out public consultations, the RPAC must carefully assess whether or not it is hearing from the real public, as participants in development plan consultations are often motivated by potential for economic gain.
- The discussion paper presented to the public less than one month ago raises more questions than it gives answers. Do the right thing! Turn back the clock! Listen to people. We are, after all, the Province's and City's greatest resource.
- Public consultation can be a fundamental component of the planning process, however, that consultation needs to be structured in such a way that it doesn't become so cumbersome as to restrict or result in missed opportunities for development in the region.

Talking to Each Other

There seemed to be broad support among participants for a new mechanism to improve communication in the region, especially between the Rural Municipalities and City of Winnipeg. Most comments submitted with regard to the formation of a Capital Region Secretariat were favourable. However, many participants emphasized that such a body should not have decision-making authority, that it should act merely as a forum of discussion. Several participants voiced their support for the creation of a dispute resolution procedure.

- Speaking on the Springfield-Transcona school district controversy: There should be adequate rural representation on a planning body to ensure that 'mutual benefit' means rural benefit as well. There should be a fair and impartial appeal process.
- Resolved: THAT communications between Capital Region municipalities should be strengthened and in particular better mechanisms for improving communications between the City of Winnipeg and adjacent municipalities should be found at both the political and administrative levels.
- Will the creation of a Capital Region Secretariat evolve into a new level of government?
- Before anything else you need to establish a way of solving disputes. It must be done in a manner that will take the politics and the politicians out of the mix. Perhaps a committee established out of the Ombudsman's office that is independent from outside interference. An independent group with no political ties would go a long way in building trust in the system.
- A starting point might be a Communications Secretariat. Municipalities should take the

initiative and not wait for the Province.

- Would like to see some cooperation and dialogue, and a voluntary method to resolve disputes.
- Communication is key, but it is the quality of communication, not the quantity, that is really important. The RPAC should pay attention to past attempts at regional structures and dialogue, and learn from their mistakes. It might be wise to stay off controversial topics like tax and service sharing until a better atmosphere of trust has been established.
- The Region's municipal bodies need a forum to resolve differences and to understand the issues that affect everyone.
- We need the resources to help build our region, such as a Secretariat. Most growth comes from immigration. We need an organized plan that says where people should live and work.
- Talking to each other as members of the region must be encouraged and improved. The idea of the Province supporting a research and information database is one way to share information with each other and will not only assist with the communication between organizations, but can also be used to promote the region as a whole. A small Capital Region Secretariat could assist in the coordination of that data and act as a primary contact for members of the Capital Region.
- Supports the idea of a Capital Region Secretariat. The idea of the Secretariat should be expanded and named the Capital Region Planning Advisory Secretariat. It should be comprised of one member of each municipality in the planning districts of the region. Members should be appointed for four-year terms, meet on a quarterly basis,

be responsible for developing and implementing a regional plan, and advice to the Province. Decisions can be taken on consensus and Winnipeg should have no greater representation than any other member. There should be a Provincial database for the region including GIS.

- Supports a provincially-appointed dispute mechanism. Also supports a Capital Region Secretariat: it shouldn't be voluntary; could be funded by cost-sharing and funded in accordance with recommendation 42 of City of Winnipeg Act Review Committee Report; it should not have decision-making powers but should report to the municipalities and the Minister.
- Supports the idea of a dispute mechanism.
- Supports the idea of a Capital Region Secretariat. Also offers a proposal for a dispute settlement mechanism: Would it be useful to have the possibility of a small conflict resolution committee that would be consulted first before any dispute would be brought to the Provincial Government. For example, two municipalities that are at odds over an issue could ask for a three-person committee composed of representatives from three other municipalities agreed upon by the disputing parties to resolve the issue in a non-binding recommendation. Should they fail to resolve the issue it would then go to the Provincial Government...

Sharing of Services

Most participants who commented on this topic were in support of service sharing. However, participants sought clarification on which services might be shared, and were wary of the potential for amalgamation. A minority of participants supported amalgamation coinciding with service sharing.

- Resolved: THAT sharing of services among municipalities should be encouraged. We are pleased that the Capital Region proposed a formula whereby municipalities of the Capital Region and City of Winnipeg could work together on the mosquito larviciding program. Other programs on a larger scale must also be encouraged.
- Services (e.g., sewer and water) should be extended where it is mutually beneficial, ecologically efficient and does not require subsidy; where water and sewer are extended to peripheral areas, such areas should be annexed to the jurisdiction providing the services. Service sharing agreements should be a matter of public record.
- A distinction between urban and rural services should be maintained. Adjacent development should be incorporated into the City.
- Anecdotal evidence in support of service sharing: industrial fires in neighbouring Springfield can be threatening to Transcona residents, but Springfield firefighters operate on a volunteer basis and have a much slower response time than Winnipeg fire fighters. The RPAC [should] recommend that the City of Winnipeg and the neighbouring rural municipalities be required to sign a contractual arrangement for shared mutual aid emergency services including sharing of the associated costs.
- Not opposed to the extension of services.
- There has to be a regional focus in this plan on those matters/services/issues that transcend municipal boundaries such as transportation, economic development, management of waste, tourism, etc. The extension of services into an adjacent under-serviced area should be the subject of annexation and/or tax sharing considerations.
- Winnipeg should not give its services (e.g. firefighting) away for free; municipalities using them should pay a reasonable fee.
- The region should have a coherent public transit system, as with other cities such as Ottawa, Montreal and Vancouver. There used to be such a system using tramlines, but it has since been abandoned. The region needs common services, not just shared services.
- The sharing of services among municipalities should no doubt be encouraged where it is practical and financially viable. The municipality [of Macdonald] has approached the City of Winnipeg to consider the sharing of services on several occasions and for whatever reason there does not appear to be an interest to consider that as an option. All people in the within the region should have access to very basic services such as sewer and water provided that they are prepared to assume the cost associated with those services.
- Anecdotal evidence in favour of service sharing: since Winnipeg has rescinded ambulance service to Ritchot, ambulance response time has increased to 45 minutes.
- Supports logical sharing of services, such as water. This should be part of a wider strategy.
- Services should be shared where it is not economically feasible to maintain them for small communities.
- A new regional service should be developed in the form of an environmentally sustainable Efficient Rapid Transit System.
- Municipalities may want to share various services, such as police, fire, ambulance, etc. However, it's imperative that another level of government does not dictate policy.

Identifying and Seizing Economic Opportunities

Broad support exists for “thinking regionally” in terms of economic development.

- Resolves: THAT economic development should be actively promoted and coordinated on a regional basis.
- The Capital Region as a whole should have a common economic vision, and work to develop economic activities and support businesses in areas such as agri-tourism.
- Springfield and other area municipalities should focus on attracting compatible and sustainable development that offer such compelling advantages to the Region and the Province that neither the Province nor the City could oppose its location in the rural portions of the region.
- Keystone Agricultural Producers supports the idea that municipalities should develop a unified regional approach to economic development.
- Acknowledges the need to think regionally in order to compete globally, but thinks that, as long as Winnipeg seeks to dominate its relationship with other municipalities, cooperation is difficult.

Inter-Municipal Tax-Sharing

Participants were divided in their positions toward intermunicipal tax-sharing. Some offered anecdotal examples to support their positions.

- Speaking on controversy over the Springfield-Transcona school division: it is difficult to consider sharing taxes when our children can't continue to access the schooling services that they have for years.

- [Tax sharing] better not materialize. Why should well-administered municipalities have to share their tax-base with the 'ill-run' City of Winnipeg?
- Not supportive of tax sharing because it might make public officials less directly accountable to citizenry.
- Speaking on the Transcona-Springfield industrial development controversy: Can the City of Winnipeg and the Rural Municipality of Springfield partner in the ownership and related costs incurred to maintain a green space buffer on the City side South of Gunn Road? Could there be a tax sharing agreement where Springfield contributes to maintaining this green buffer?
- Intermunicipal tax sharing may be possible and appropriate for the Capital Region and will probably be most acceptable if it was part of a shared services agreement.
- Tax sharing could be beneficial if all areas were to adopt sharing agreements, so that one area would not get the benefits of an Intensive Livestock Operation (ILO) and another area would get the costs and nuisances associated with it.
- There is gross disparity in the level of taxes raised by different school divisions in the City of Winnipeg, and they don't share well with each other. How then can tax sharing be achieved at the regional level?

SECTION 2.3: WATER

Water Quality and Quantity

All participants suggested, in one form or another, that action must be taken to improve the quality of water and water servicing in the Capital Region. Several contributions addressed the issue of septic field contamination of rivers and groundwater, emphasizing that

the Province was responsible to confront this issue. Some participants identified perceived inefficiencies in current water servicing systems.

- Shoal Lake has an abundant supply of water, whereas regional groundwater supplies may not be sustainable in the long term. Therefore, Winnipeg should share the Shoal Lake supply with the rest of the region. Winnipeg's water supply should be looked at as the Capital Region water supply. Regarding septic fields: Provincial standards, not guidelines, must be established to determine where septic fields can be established, and where they must not be located.
- Resolved: To ensure that Regional and provincially significant resources, including ground and surface water sources, are wisely used, and protected where necessary, and be developed in a fair and equitable manner for the benefit of the region as a whole.
- The RPAC report should address the Manitoba Water Strategy: With all of the water related issues addressed in the report and with the provincial priority given to water, it is hard to imagine not referring to the Manitoba Water Strategy.
- Management of groundwater requires technical expertise and ability to withstand political pressure (e.g., for irresponsible development). Once damage is done to an aquifer, it is long lasting regardless of measures that may be taken to restore it. An appropriate place to go to for expertise: the Water Resources Branch Groundwater Section has built up knowledge of groundwater aquifers in Manitoba that is substantially superior to that in any other province.
- Pesticide, insecticide, fertilizer and sewage sludge each pose major concern with regard to water contamination. Contamination

should not be blamed just on poor septic field regulations in the RMs; the City of Winnipeg also deposits sewage into the rivers.

- Blame for septic field contamination should not be placed on RMs, as the Province sets septic field standards: The municipality has never had jurisdiction over the design, installation and inspection of private sewage disposal systems nor has it ever had responsibility or control over groundwater wells and their installation. The Province preaches preservation of groundwater in restricting Springfield's development around Birds Hill Park, yet it threatens this water source permanently with its own recreational and floodway development.
- Water quality and quantity is of concern to many aspects of agriculture. Development (agricultural or residential) should not lead to the depletion of groundwater, especially for existing users.
- The discussion document deals with all matters considered in the new [Manitoba] Water Strategy. The two initiatives need to be on the same page.
- The RM of Macdonald does not have its own supply of potable water. Formerly had to have water hauled in from the City of Winnipeg; the City refused to extend piped services despite the fact that water being hauled was from its own standpipe. Since then a new system has been installed for the RM at greater cost than would be required to extend service from Winnipeg.
- Province must enforce its septic field regulations.
- Agree with the RPAC's water policy suggestions. Also, there should be a standardized Capital Region water policy that all municipalities must adhere to. For example:

standardization of training for water treatment systems makes good sense. These are services that we can share. We have a common interest in a water strategy.

- Contamination not just the result of rural septic fields: Septic effluent into the Red from failed septic fields is no different than the combined sewer system in Winnipeg adding sewage into the Red after a heavy rainstorm.

Surface Drainage

Many participants criticized the provincial government for poor management of provincial drains. Others emphasized the importance of drainage to agriculture and advocated potential interventions.

- Overland flooding could be mitigated if the Province took on appropriate responsibility to manage provincial drains.
- Producers of grains, oilseeds and special crops are very dependent on surface drainage due to the heavy clay soils common in this area. Keystone Agricultural Producers support the need for the existing provincial drainage system to be repaired and maintained in a proper manner.
- By removing natural features of the local landscape, such as marshes, we have diminished the drainage capacity of the region. Also, we have a great deal of ex-urban development, but only an agricultural drainage system outside Winnipeg; this is not sustainable.
- Drains are a major issue: In 2001, Rosser RM, through a voluntary survey done in cooperation with the Agricultural Society identified \$1.5 million dollars of crop losses caused by drainage backup and excessive water. For years the drains involved have been plugged and overgrown with weeds

and, as evident in 2001, they are no longer capable of handling water within the system. Many of these drains are located in the City of Winnipeg.

- Surface drainage is critical, especially to the viability of agriculture; in-stream flow consideration should be extended to the LaSalle River.
- Problems with provincial drains must be rectified.
- Proposes the creation of a high-level diversion channel from the Red and Assiniboine Rivers to Lake Winnipeg: The present levels of our rivers are too high. Water is being held up from getting into our lakes by restrictions at the mouth. These channels need dredging. The high water levels in the rivers restrict our creeks from draining our farmland. Also concerned about drains: present upkeep is unacceptable. A serious cost is being born by farmers as a result of overland flooding. The Department of Highways must supply drainage for highways.

Shorelands and Watershed Systems

Participants commenting on this area stressed the need to acknowledge the natural processes of riparian systems and manage development accordingly. Several participants stressed that strict limits should be placed on development that might interrupt these natural systems. Three participants, each with expertise in the field of water resource management, suggested a comprehensive watershed plan be developed for the Capital Region.

- In looking at options, one needs to understand rivers and river systems: the Assiniboine River, when left alone, will naturally erode; its ecosystem is adapted to this. Stabilization for property development keeps river in a pristine state, but one that

is not necessarily natural; we must remember this. We must also understand the floodplain of our rivers to properly guide development.

- Some lands are suitable for sewage disposal, others are not. Provincial standards are not high enough to prevent sewage from flowing into the Red River. Everyone has a role to play. Ten per cent of the water in Lake Winnipeg comes from the Red River, but two-thirds of the nutrient loading of the lake comes from the Red. The lake is showing the first signs of dying because of nutrient loading and the additional silt coming down the river. There is also a problem with riverbank erosion: as farmers confront economic challenges they expand land under production and remove natural vegetation around riverbanks. This vegetation is essential to preserving riverbanks by holding them in place. Overall, maybe a water-management system or conservation district might be suited to the region.
- A river does not occupy a stationary riverbed. It is a dynamic system and in erodable soil it moves around. I have always been of the opinion that the forces of nature are not to be fought and controlled (expensive) but to be accommodated or avoided. Let the river do what it does and keep structures away so that they will not be threatened at least within a reasonable life for the structure. *The Rivers and Streams Act* allows municipalities to make some decisions about the type of development allowed on private property bordering rivers; do they use it? Also suggests that a conservation district, following the region's watershed boundaries (or possibly municipal boundaries) could be set up under the *Conservation Districts Act*, and could handle several natural resource management issues, including water; it could be a governing body drawn from municipal councils.

- Advocates Integrated Watershed Planning, a fundamental component of the Manitoba Water Strategy: This is of particular concern because the Capital Region would likely have the most to benefit [among provincial regions] from integrated watershed planning. In view of the water quality lessons learned in Ontario and Saskatchewan that water quality can best be addressed on a watershed basis, I believe integrated watershed planning must be considered a Capital Region priority.

Flooding

Participants in this section discussed the nature of development that should or should not be allowed within flood-prone areas, the importance of flood protection measures and appropriate government responsibilities.

- Recommends the RPAC use precise wording in its report: to protect settlement areas and minimize risk of property damage from flooding, to legislate residential setbacks from rivers that are subject to bank erosion or flooding.
- The RPAC must recognize the politics that surround flooding—e.g., relaxation of building standards because of lobbying of local politicians—and be very precise in the prescriptions it offers in its report,
- All new residential development on the flood plain, not connected with an agricultural operation, should be directed toward protected communities. Mound living should be discouraged. Even if a property does not suffer serious flooding damage, there are likely to be other costs to the public in the event of serious flooding, particularly costs related to the necessity for evacuation.
- The most recent draft of the Macdonald-Ritchot Plan designates some areas that are

flood-prone as residential. This should be forbidden; no residential development should occur on the floodplain.

- Concerned that flood protection for the City of Winnipeg is carried out at the expense of protection for other municipalities in the region.
- Region must work to ensure that costs of flooding are minimized.
- Do not allow livestock operations in flood prone areas. Flooding of these animal waste lagoons is very damaging to all the lands that this contaminated waste covers and also to the lake.
- Flood protection for the City of Winnipeg and other municipalities must be addressed in the RPAC’s report: From my perspective, I don’t know of a more important issue facing Winnipeg and affected municipalities.

SECTION 2.4: WHERE WE LIVE

Specific Land Use Conflict or Controversy

All specific conflicts or controversies that were raised in relation to incompatible land uses involved the City of Winnipeg. Often, it was suggested that the City of Winnipeg abused its regional authority, misusing property it holds in other municipalities and sponsoring irresponsible peripheral development. Some City of Winnipeg residents identified incompatible land development in peripheral municipalities that adversely impacted their quality of life.

- Concerned with Springfield-Transcona school district controversy. This should be resolved with A ‘symmetrical’ acceptance in Government departments to respect existing

boundaries and maximize use of existing infrastructure.

- Speaking on City of Winnipeg’s sludge beds and ash dumps located in West St. Paul: Incompatible land uses should not be imposed on municipalities.
- Agitated by land held by Winnipeg within West St. Paul (sludge beds and ash dumps); argues that Winnipeg classifies this land for “potential” development (e.g., as a golf course or park space) without real intentions for development so as to enjoy lower taxes on the property. We are being asked to grow in a contiguous fashion. However, at the same time one of our potential partners is ensuring that we have not grown in that fashion in the past or are not growing in that fashion in the present.
- Regarding land held by Winnipeg in West St. Paul: first marketed this land at residential-development value, then leased it to a farmer at (lower) agricultural value; why? Also, Winnipeg avoids paying full value of municipal taxes on the land it holds.
- Concerned that Winnipeg only pays grant-in-lieu of taxes on its infrastructure in neighbouring RMs which is only a fraction of assessed value. Also concerned with Springfield-Transcona school division issue.
- School division controversy: Springfield is a bedroom community, so kids should attend school where parents work and acquire other services.
- Springfield-Transcona industrial development controversy: Springfield is not to blame for poor land-use decisions in this area, as it had zoned land adjacent to Transcona for industrial use before the City of Winnipeg designated Transcona land for residential expansion: Residents purchasing these homes may well have a legitimate basis for complaint, however their frustra-

tion should not be directed at the Rural Municipality of Springfield, but at the City of Winnipeg, who were responsible for this most striking example of incompatible uses and the Province who allowed the development to take place on a contaminated brown field site.

- Some land around Birds Hill Park is suitable for rural residential development but this is not going ahead for political reasons; hence, the land is not being developed to its full potential.
- One must remember that it is this government who struck down the Springfield development plan and froze development around Birds Hill Park only to continue to accept requests for subdivision in this area knowing full well that council cannot accept or pass these applications. This government intrudes too far in seeking to regulate.
- Addresses Springfield-Transcona industrial development controversy. Notes emergency calls from peripheral industrial regions to City of Winnipeg: It appears that industry wants Winnipeg services for rural taxes. Submits several proposals for resolutions.
- Bought rural-type property in Winnipeg and used it for development of a bed and breakfast. Now anticipate industrial development in Springfield threatening the long-term viability of their business. Clear planning guidelines should be in place.
- The City of Winnipeg is responsible for the "North Transcona mess." There should be tighter environmental policing of industry throughout the region, e.g., Companies that are locating new operations should be required to post performance bonds so their land can be cleaned up when they leave. You should have an environmental assessment done and redone every five years.

Regional Identity and Related Development Issues

Many participants were sensitive to the term "rural" in describing their communities, which have both urban and rural characteristics. In addition, many participants were frustrated by generalizations that growth outside the City of Winnipeg is irresponsible, contributing to sprawl and urban decline. Others suggested that development outside the City is indeed harmful.

- When reference is made to 'Rural Municipalities,' that does not necessarily mean that we are associated with resources especially farmers. As a matter of fact, we probably only have four farmers who farm land in our municipality as their main source of their livelihood.
- Concerned with identification of the City of Winnipeg as the "dominant municipality;" this stirs frustration and impedes progress.
- We were both amused and concerned when a candidate for Mayor of Winnipeg said commuters should be taxed for causing urban sprawl. The fact that commuters, people with farms and other businesses, as well as those that work in the 15 municipalities spend a huge amount of their earnings in Winnipeg is lost on most Winnipeg citizens. And the City does not provide us with municipal roads, garbage pick-up, sewer and water. Living outside the perimeter is not less costly, e.g., farmers often pay higher school taxes.
- Tax levels do play a role in determining residence. Why tell us where to live? Why tell industry where to locate?
- People choose to live outside the City for lifestyle reasons. Both urban and rural identities should be promoted.

- Confronting stereotypes about irresponsible development in Springfield: the City of Winnipeg has had zoning and development authority over much of the land base until quite recently; more farmland has been lost to Birds Hill Park than to residential development; Springfield's growth rate is only about 96 people per annum; only a few more housing starts were issued in the municipality last year than were issued in 1962; media reports of development around Birds Hill Park have been exaggerated; Springfield does not rely on federal or provincial subsidy.
- Lifestyle is predominant reason for living outside of Winnipeg.
- We understand that sprawl is damaging. Others must understand that the RM of Macdonald is primarily agricultural and has been developed in a responsible manner. We suggest that urban sprawl, better known as peripheral development, has occurred within the boundaries of Winnipeg. The large-scale development of commercial areas such as what has occurred at the intersection of McGillvary Boulevard and Kenaston Boulevard has as much of a detrimental affect on our local businesses as it has to the downtown area of the city itself.
- Refutes suggestions of urban sprawl and low cost of country living. Living in the country is expensive, requiring a high degree of responsibility for property management; 90 per cent of disposable income is spent in the City of Winnipeg. Rural residents spend consumer dollars in Winnipeg but Winnipeg does not carry any expenses toward them.
- The RPAC report emphasizes large-lot residential character of RMs, but most of Headingley's development is urban-sized residential. Rural residential development consumes only a small portion of the land

base. Headingley gets 54 per cent of its revenue from residential development, 20 per cent from commercial establishments, and only 8 per cent from agriculture. ILOs are not permitted in Headingley. We want to maintain our semi-urban, semi-rural lifestyle.

- My family spends 85 to 90 per cent of our disposable income in Winnipeg but does not drain its infrastructure of police, fire, or ambulance service. We only use roads. And if commuter parking lots were created I would use transit.
- We should not assume that residential development in rural areas necessarily returns more in revenues to RMs than it consumes in expenditures. Plus, such development takes productive agricultural land out of production. Letting people have the freedom they expect to live wherever they desire is not sustainable in rural areas. There is going to be a price to pay for that in the future.

General Principles

Although it falls outside the RPAC's terms of reference, several participants emphasized their anxiety toward annexation or any form of spatial expansion by Winnipeg into peripheral municipalities. Participants submitted a variety of guidelines for development in the region. A great deal of support was expressed for the principle of contiguous development.

- The boundaries of any municipal corporation should not be changed unless both municipal corporations are in favour of the change.
- Wants assurance that land contiguous to City zoned for suburban development will not be annexed. *The City of Winnipeg Act* should be brought into line with the *Municipal Act*. Preserving agricultural land is

important, but farmers under economic pressure will often go to municipalities to have their land rezoned for residential development. This has to be acknowledged and addressed.

- Any expansion of the Capital Region should not alter municipal boundaries nor should it control the communities in which it encompasses. Voluntary cooperation can address common concerns while municipalities retain their powers to serve the needs and type of community in which their citizens wish to live.
- How can we achieve equity in such a diverse region? Municipalities should be allowed to compete for residents. Does Winnipeg inhibit its own suburban development for the sake of its downtown?
- Concerned that the Additional Zone for the City of Winnipeg will be re-instated. Winnipeg should have the same governing legislation as the other municipalities.
- Businesses should not be forced to locate in the City of Winnipeg.
- Wants stronger provincial land-use policies. Service extension contributes to sprawl, so when residential or commercial development (other than development directly related to agriculture) occurs on the periphery of an existing city or town, that development should be annexed to that city or town at the time when services, such as sewage and water, are extended. Not all lifestyles can be justified; the RPAC discussion document fails to give a single account of positive rural development another than agriculture. Yes, flight to urban suburbs contributes to downtown decline, but only flight outside the City means loss of tax revenue—this must be addressed.
- Urban-rural distinctions must be maintained through strict PLUPs. Full-cost accounting

should be the guiding principle for regional planning and development decisions.

- Support the idea of keeping urban facilities in urban areas, but recreational facilities must be available everywhere to keep our communities healthy.
- There should not be an inner-city bias for new development.
- If taxes were minimized on all fronts on all agricultural lands and buildings, it would make tax bases outside of Winnipeg roughly equal across municipal boundaries, and create a genuine atmosphere of supply and demand for services, fostering responsible growth.
- Principles of contiguous development must be enforced; must have consistency in application of funding levels for infrastructure among municipalities; responsible development should occur within existing vacant and serviced lands; there must be efficient rural development as well as efficient urban development: e.g., large lot development should not result in inefficient dispersal of scarce resources; Plan Winnipeg guidelines for rural development should be adopted as the standard; federal and provincial subsidies to RMs should not be used for irresponsible, large-lot residential development.
- Downtown decay is due to poor land-use planning decisions, not ex-urban growth. A comprehensive land-use plan for the entire region, with built-in community plans, is a must. Questions the need/suitability of large lot development for the region. Also argues: People, businesses, etc., should be given choices and allowed to make their decisions based on these choices and not some subsidy, incentive, less restrictive development parameter, toll gate at the perimeter or big stick.

- Suggests that a Sustainable Capital Region be the defining metaphor for regional development. Uses example of the Mountain Equipment Co-op building to indicate broader potential of sustainable technology.
- A regional plan must provide stronger guidelines for the designation of urban centres, RR and seasonal residential areas. The supply of RR lots should bear resemblance to demand. We should clearly delineate areas so RR residents know that they will be responsible for the costs associated with their living in an RR area, and services would be cheaper in urban areas. Conflicts occur where incompatible land uses are in proximity. Advocates the creation of “mutual separation distances” applying to ILOs, residential dwellings and other non-residential land uses.
- Thinking and acting in a regional manner cannot be done if we only have development in Winnipeg. Investigate why, previous to the 1971 amalgamation, the municipalities around Metro Winnipeg had cash surpluses, but after Unicity have become debt-ridden. Find out why the surrounding RMs are financially healthy and Winnipeg is not! Maybe smaller is better!
- Development within the City has the added benefit of not removing viable farmland.
- Winnipeg must recognize that high costs (taxes and levies) discourage development within its borders, causing developers to relocate elsewhere, often out of province.
- Charleswood lost many of its assets when it amalgamated with the City of Winnipeg. New amalgamations should not be on the table.
- Large residential lots should be supported as a legitimate land use. Support the notion that development should be directed to existing areas and especially to urban

revitalization. Municipalities should have the right to designate their urban areas by themselves, not have such a definition imposed by the Province. New development must be contiguous.

- Concern with Winnipeg bias. It sounds like Winnipeg is entitled to more growth and other areas are not.

SECTION 2.5: AGRICULTURE

Restricting Incompatible Land Use and Promoting the Viability of Agriculture

Several participants emphasized the level of economic strain farmers are facing, which motivates many to redevelop their property as residential land. Most participants focused on the need to prevent incompatible development of land suitable for agriculture or land in proximity to agricultural operations.

- Municipal Councils are fully cognizant with land use policies and uphold that prime agricultural lands remain in agricultural state and only when required for development should be considered for development. However, the agricultural industry is suffering economically and on occasion, landowners will approach Council to redesignate agricultural land and rezone to residential development. This serious situation must be recognized.
- The farming community is in economic difficulty. We have houses on farmland now because many people who were farming have had to earn their living in Winnipeg. Many of my neighbours worked off their farms, and it has served the RM [Springfield] well and allowed it to prosper.
- Province should provide consistent policies throughout the municipalities so that all

producers can benefit from equitable planning. Keystone Agricultural Producers believes the points included under your discussion document are valid and should be incorporated into your policy plan. Especially concerned by “shadow effect” of residential development; farmers are good neighbours but must be able to go about their business without unreasonable local complaints (noise, smell, dust, etc.). Prime agricultural land should be restricted from incompatible development; development should be directed to non-productive land. Subdivisions should expand only after existing ones are filled. New residential areas should not be situated near intensive livestock operations (ILO), and vice versa. Local taxes on farmers should be kept low and incentive measures to discourage farmers from subdividing should be considered.

- Endorsement of rural residential development is in conflict with Policy 2.5 Agriculture. This policy seeks to protect agriculture from incompatible uses, such as residential development. We can't have it both ways. Residential development within the rural municipalities should be directed to the settlement centres.
- Taxes should be minimized on all fronts on agricultural land and buildings in the Capital Region and in fact in all of Manitoba.
- To protect productive agricultural land urban type development has to be kept compact and directed to existing urban areas.
- Support the RPAC in trying to protect farms from encroaching land use. Province needs to provide more consistent and rational intensive livestock operation standards and requirements. Existing ILOs close to urban centres or residential areas must be allowed

to continue and be allowed to expand if mitigative measures can minimize nuisance. If rural residents don't allow agricultural activities to occur, they must be willing to pay higher taxes to maintain the services of the RM. If you clearly indicated that agricultural activities occur in rural areas, you should minimize conflicts.

- Prime agricultural land has been lost in the Capital Region in recent time. Development in Winnipeg would have taken less land out of production.
- Many farmers feel that their assessments are still too high. If the province is truly interested in helping farmers remain in business, the removal of school tax from property assessments would help an industry in crisis not to mention citizens on fixed incomes.
- The size of farming operations continues to increase with a corresponding decrease in the number of farmers, while the number of non-farmers is increasing through expansion of villages and rural residential urban transplants. How does the municipal tax input of farmers compare to non-farm input and are farmers' interests adequately represented in municipal programs?
- The role of municipal councils is to make good land-use decisions, not to bail-out farmers from economic hardship by allowing them to rezone for residential development.

Appendix Four

PLANNING SEMINARS

The Regional Planning Advisory Committee held two planning seminars, one on February 8, 2002 and one on April 3, 2002. The following people were invited to attend these seminars.

Hugh Arklie, *Thomas Sill Foundation*
 Ed Arnold, *Selkirk and District Planning Area*
 Curwood Ateah, *Landmark Planning & Design Inc*
 Jim August, *The Forks North Portage Partnership*
 Tom Ayres, *Headingley Headliner*
 Jim Beaulieu, *Quasar Management Series*
 Michael Bessey, *Price Waterhouse Coopers*
 Tom Carter, *Institute Of Urban Studies*
 David Chartrand, *Manitoba Metis Federation*
 Lawrie Cherniack, *Lawyer*
 Doug Clarke, *Downtown Winnipeg BIZ*
 Raymond Currie, *Prairieaction Foundation*
 Doug Davison, *Crocus Investment Fund*
 Peter Diamant, *Manitoba Municipal Board*
 Andrew Dickson, *Manitoba Food and Agriculture*
 Ian Dickson
 Terry Duguid, *Clean Environment Commission*
 Don Epstein, *Epstein Associates*
 Harry Finnegan, *City of Winnipeg*
 Elizabeth Fleming, *Provincial Council of Women of Manitoba*

George Fraser, *Urban Development Institute*
 Rick Frost, *Winnipeg Foundation*
 Robert T. Gabor, *Aikins, MacAulay & Thorvaldson*
 Nicholas Hirst, *Winnipeg Free Press*
 Wayne Helgason, *Social Planning Council of Winnipeg*
 John Hockman, *Consultant*
 Peter Holle, *Frontier Centre for Public Policy*
 Doug Holmes, *City of Winnipeg*
 Doug Kalscics, *Intergovernmental Affairs*
 Ken Klassen
 Jerry Klein, *Urban Development Institute*
 Nancy Klos, *University of Manitoba*
 Sherman Kreiner, *Crocus Investment Fund*
 Chris Leo, *University of Winnipeg*
 Anne Lindsey, *Manitoba Eco-Network*
 Scott Mackay, *Probe Research*
 Jeff McCullough, *Winnipeg Real Estate Board*
 Wayne Penner, *Royal LePage Prime*
 Mary Richard, *Neeginan Development Corporation*
 Harvey Sexter, *University of Manitoba, Faculty of Law*
 John Sinclair, *Natural Resource Institute, University of Manitoba*
 Peter Squire, *Winnipeg Real Estate Board*
 Anita Stenning, *CentreVenture*
 Dick Stephens, *RAS Consulting*
 Grand Chief Margaret Swan, *Southern Chiefs Organization, Inc.*

Harold Taylor, *Consultant*

Gerry Trottier, *Manitoba Home Builders Association*

David Van Vliet, *University of Manitoba*

Eric Vogan, *Urban Development Institute*

David Walker

Ian Wight, *University of Manitoba*

Barry Todd, *Assistant Deputy Minister,
Manitoba Agriculture and Food*

On October 19, 2001 the following Government of Manitoba representatives made presentations to the Regional Planning Advisory Committee.

Amar Chadha, *Director Transportation Systems Planning and Development, Manitoba Transportation and Government Services*

Roberta Coleman, *Transportation Planning Consultant, Manitoba Transportation and Government Services*

Dave Ediger, *Regional Director Environmental Operations, Manitoba Conservation*

Christine Kabernick, *Agricultural Land Use Planner, Manitoba Agriculture and Food*

Christine Kaszycki, *Assistant Deputy Minister, Manitoba Industry, Trade and Mines*

Lou-Ann Buhr, *Assistant Deputy Minister, Manitoba Culture, Heritage and Tourism*

Linda McFadyen, *Acting Assistant Deputy Minister, Manitoba Intergovernmental Affairs*

Ken McGill, *Manager, Soils and Crops Branch, Manitoba Agriculture and Food*

Hubert Mesman, *Executive Director, Tourism Initiatives, Manitoba Culture, Heritage and Tourism*

Don Norquay, *Assistant Deputy Minister, Manitoba Transportation and Government Services*

Appendix Five

PLANNING FLOW CHARTS

The flow charts in this appendix outline the planning process under *The Planning Act* and *The City of Winnipeg Charter*.

Figure 1: Planning framework/Tools in Manitoba

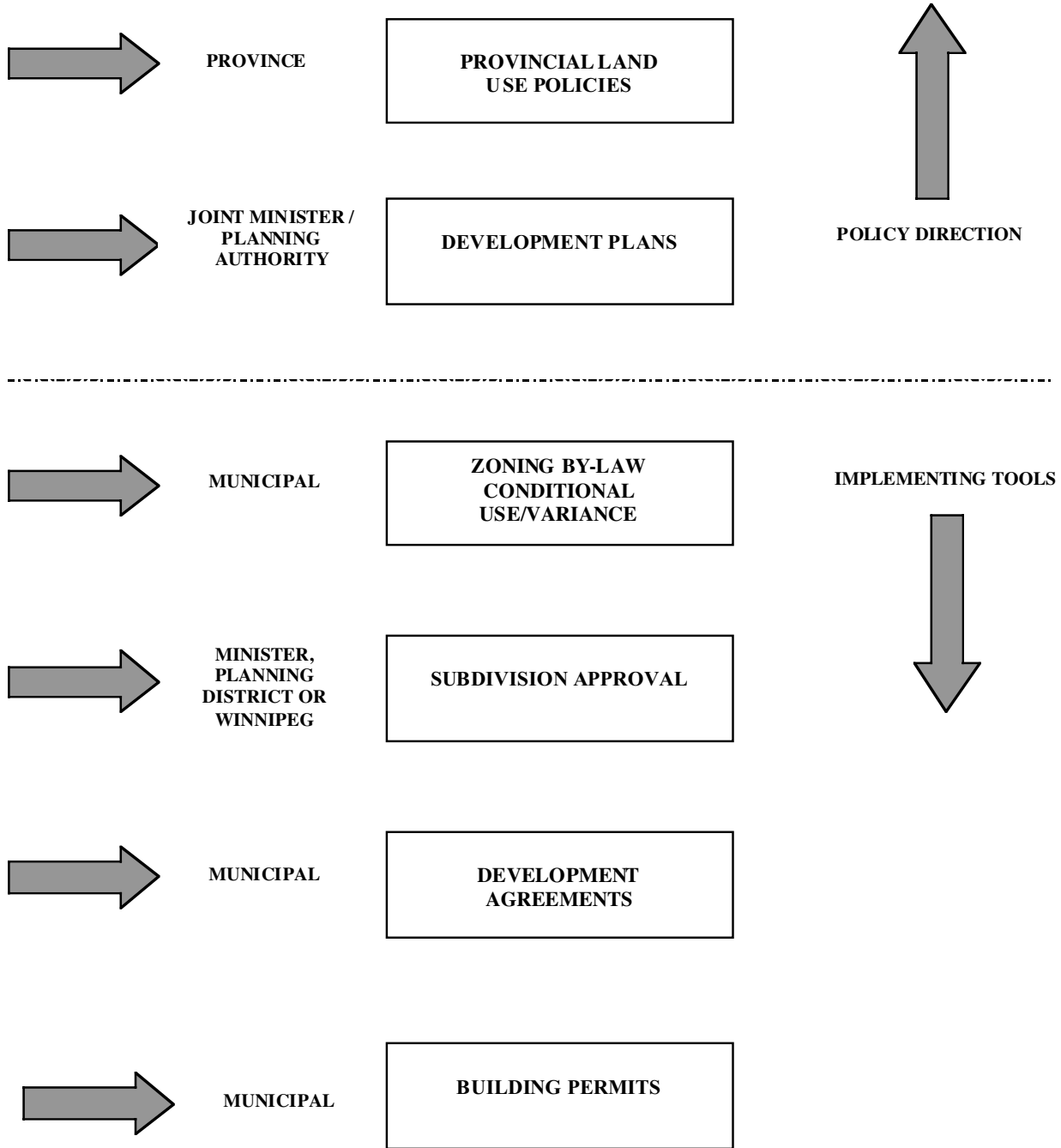
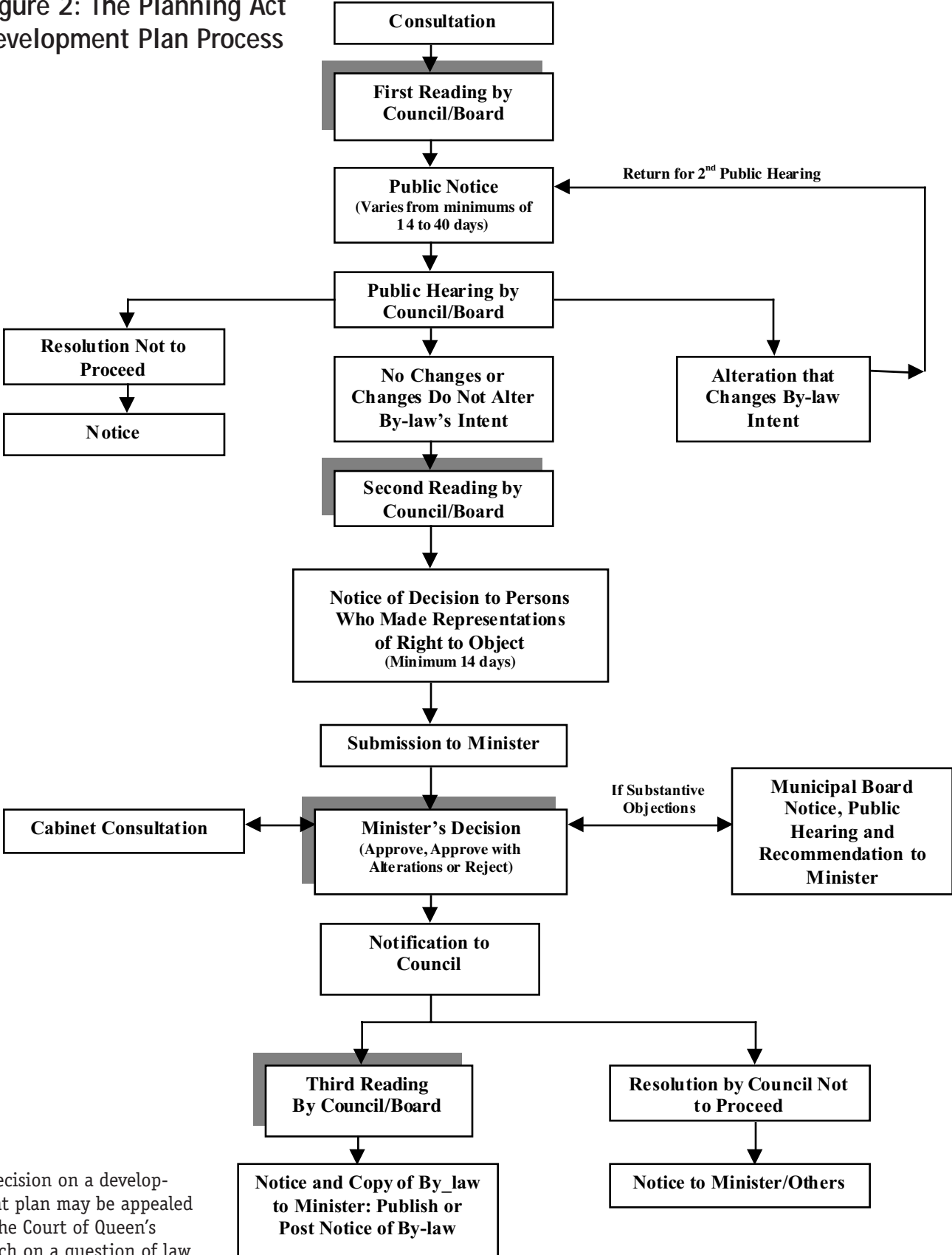
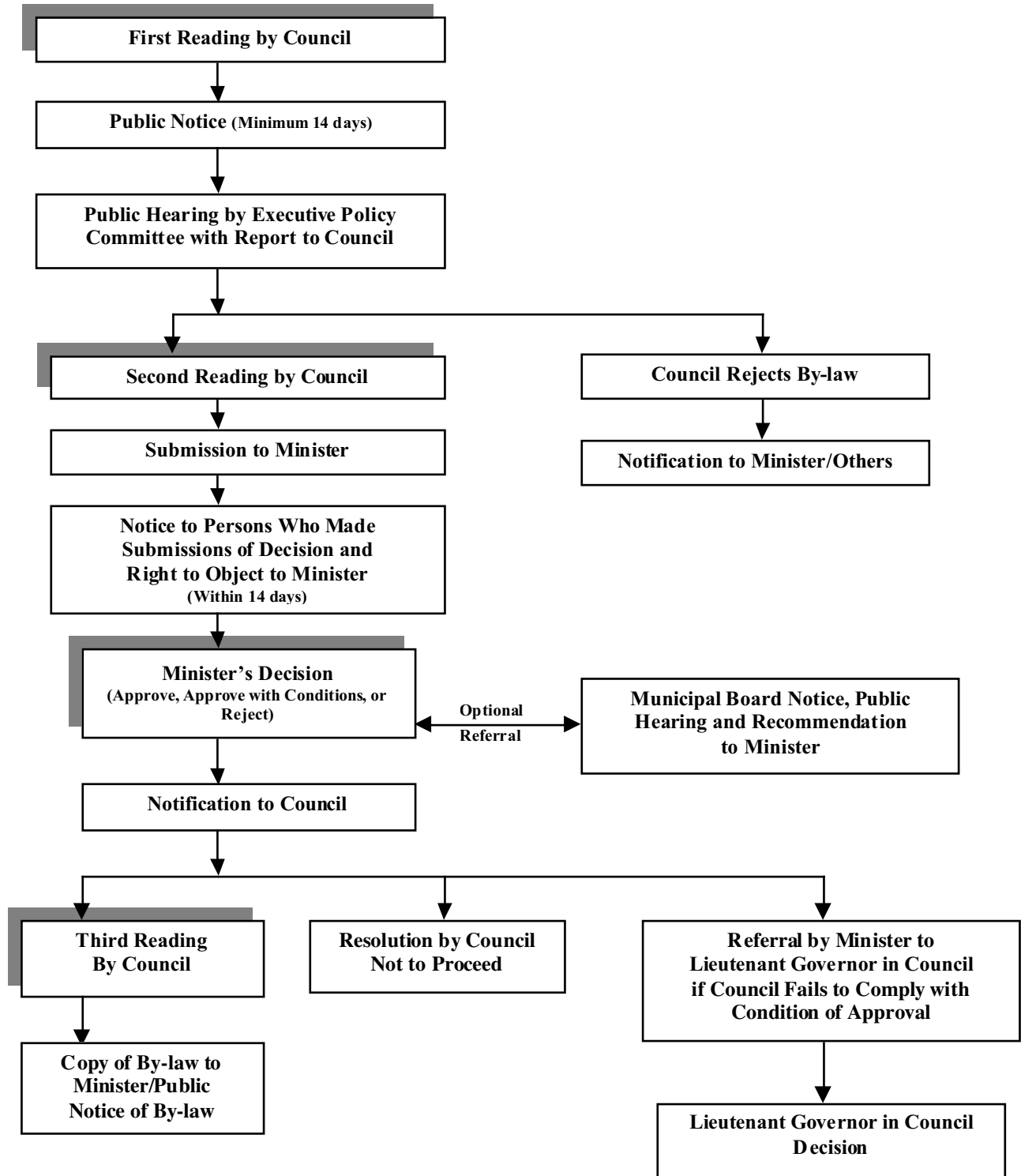


Figure 2: The Planning Act Development Plan Process



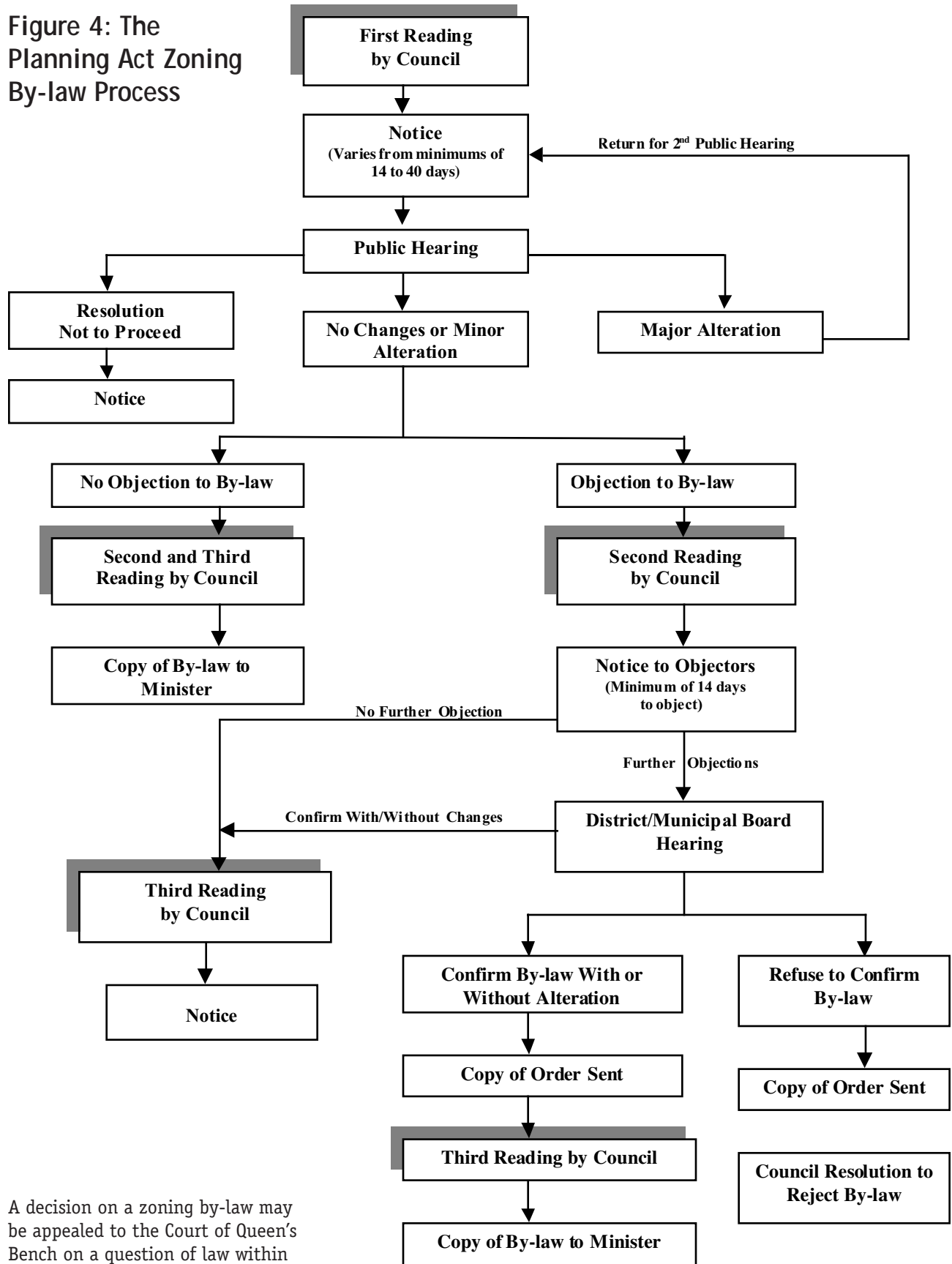
A decision on a development plan may be appealed to the Court of Queen's Bench on a question of law within 30 days.

Figure 3: The City of Winnipeg Charter Development Plan Process



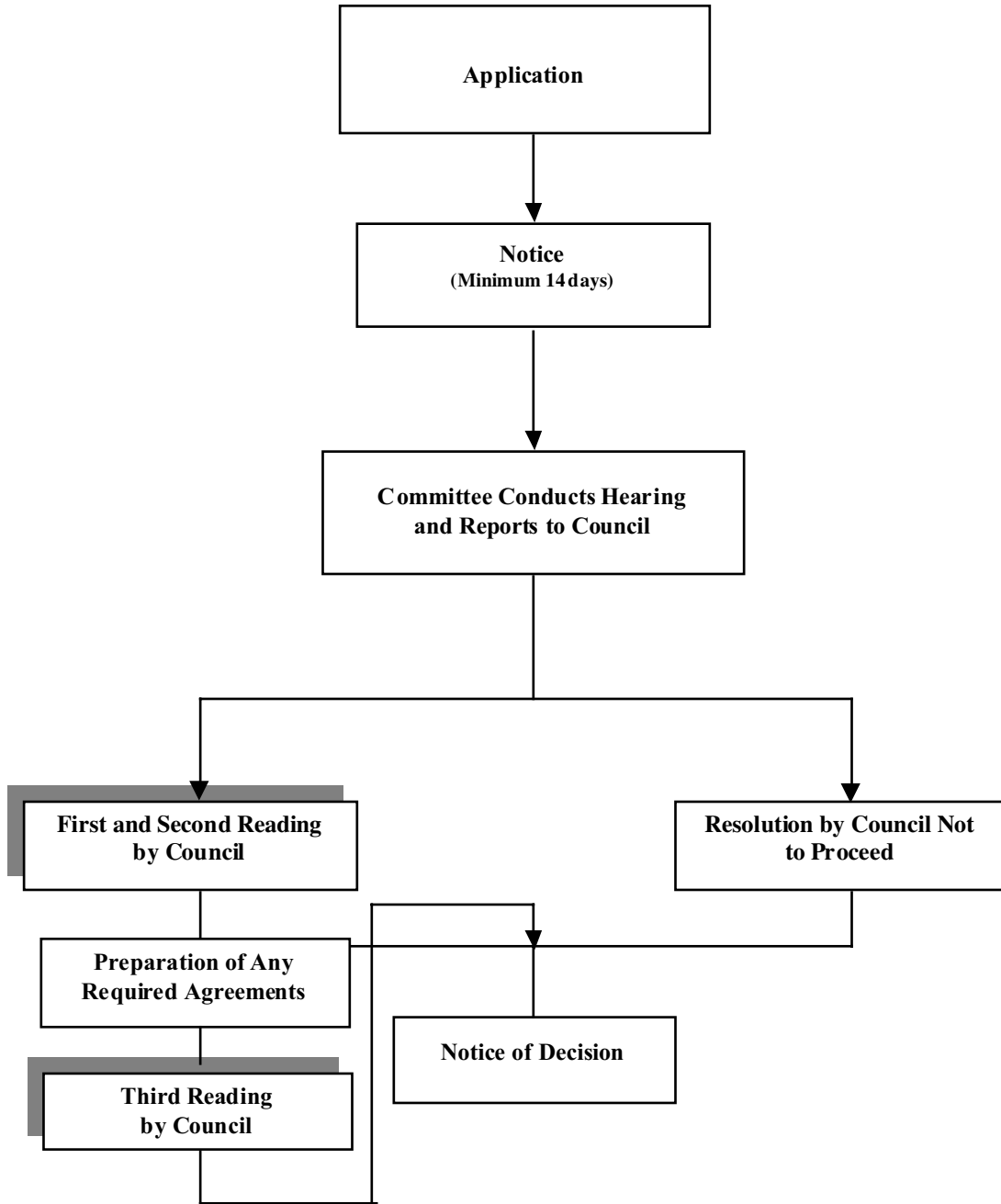
A decision on a Plan Winnipeg by-law may be appealed to the Court of Queen's Bench on a question of law within 30 days.

Figure 4: The Planning Act Zoning By-law Process



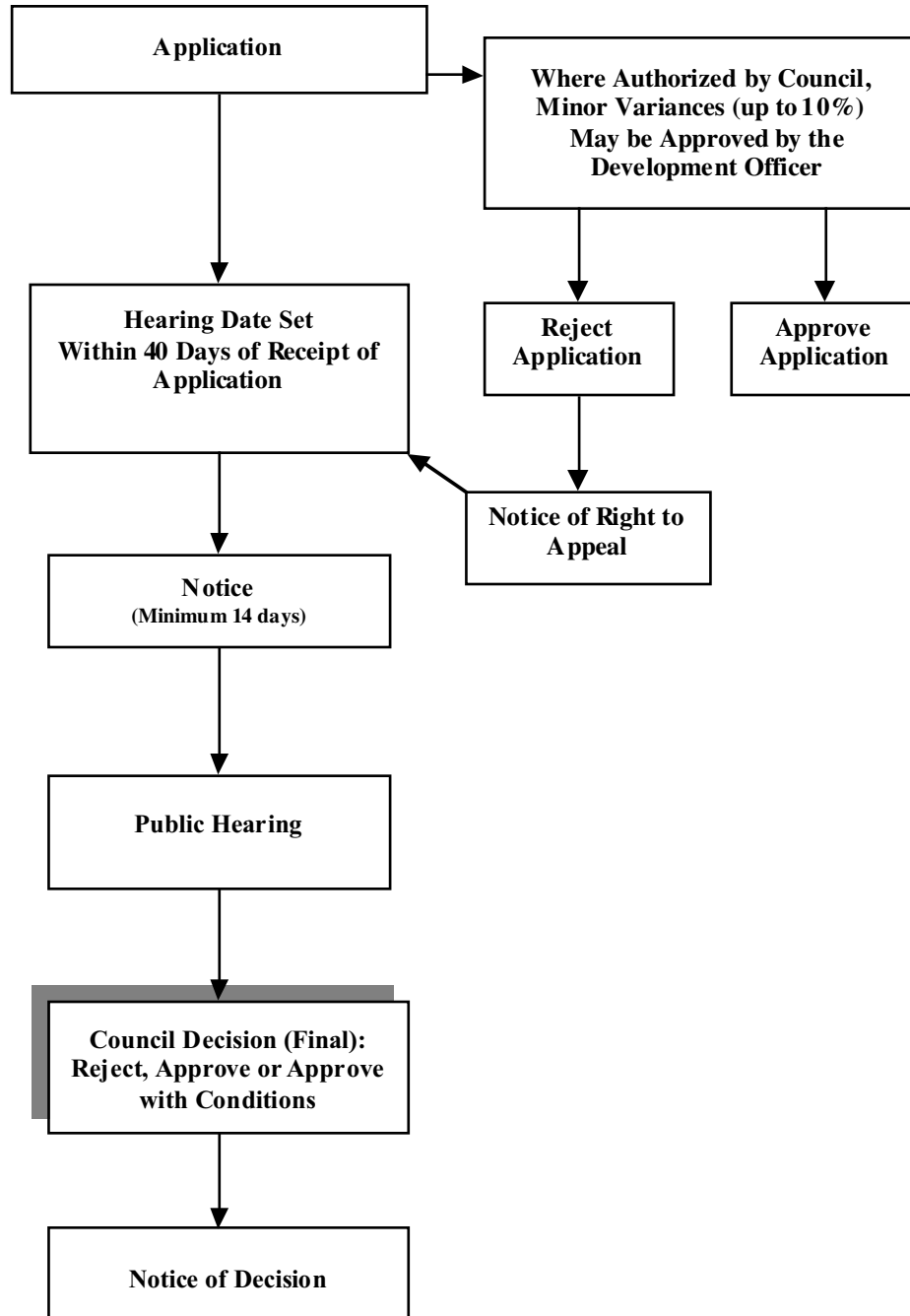
A decision on a zoning by-law may be appealed to the Court of Queen's Bench on a question of law within 30 days.

Figure 5: The City of Winnipeg Charter Zoning By-law Process



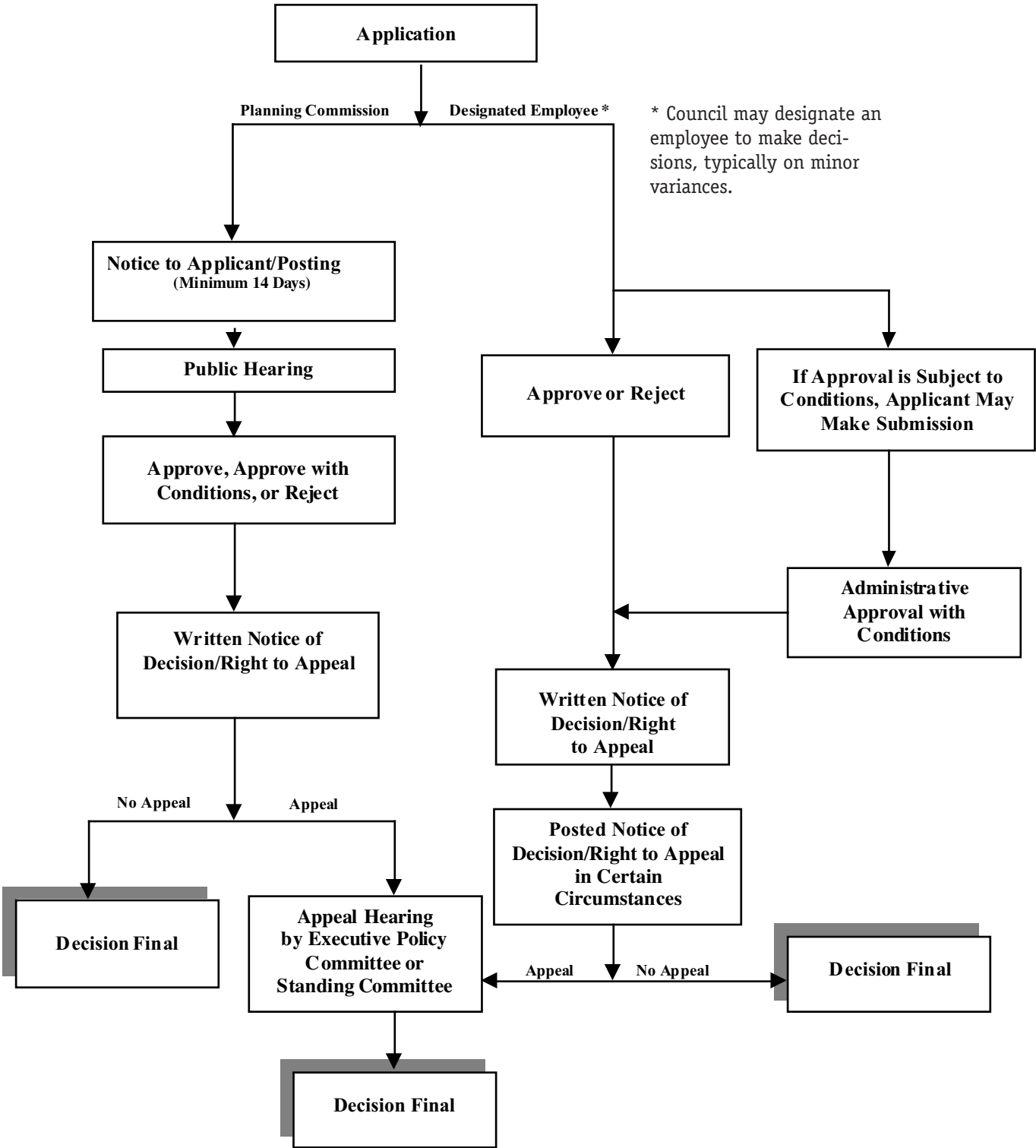
A decision on a zoning by-law may be appealed to the Court of Queen’s Bench on a question of law within 30 days.

Figure 6: The Planning Act Variance Process



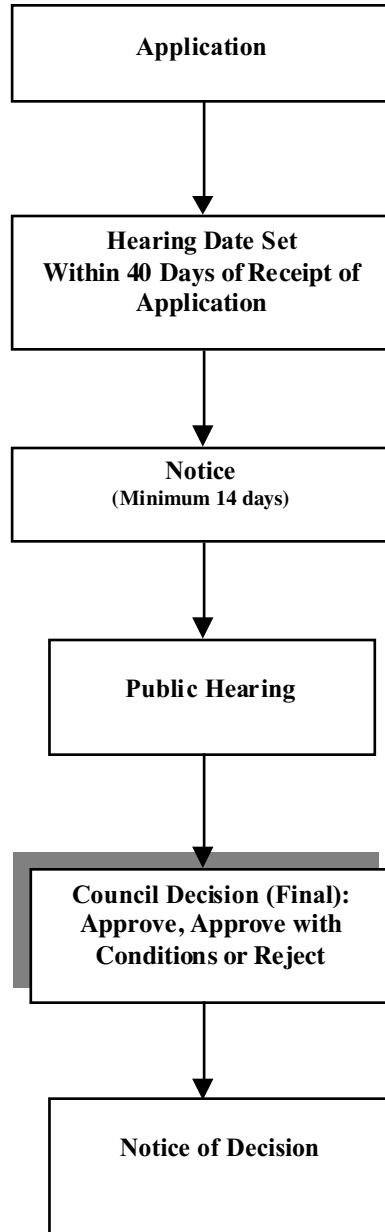
A decision on a variance may be appealed to the Court of Queen’s Bench on a question of law within 30 days.

Figure 7: The City of Winnipeg Charter Variance Process



A decision on a variance may be appealed to the Court of Queen's Bench on a question of law within 30 days.

**Figure 8: The Planning Act
Conditional Use Process (Non-
livestock operation)**



A decision on a conditional use by-law may be appealed to the Court of Queen's Bench on a question of law within 30 days.

Figure 9: The City of Winnipeg Charter Conditional Use Process

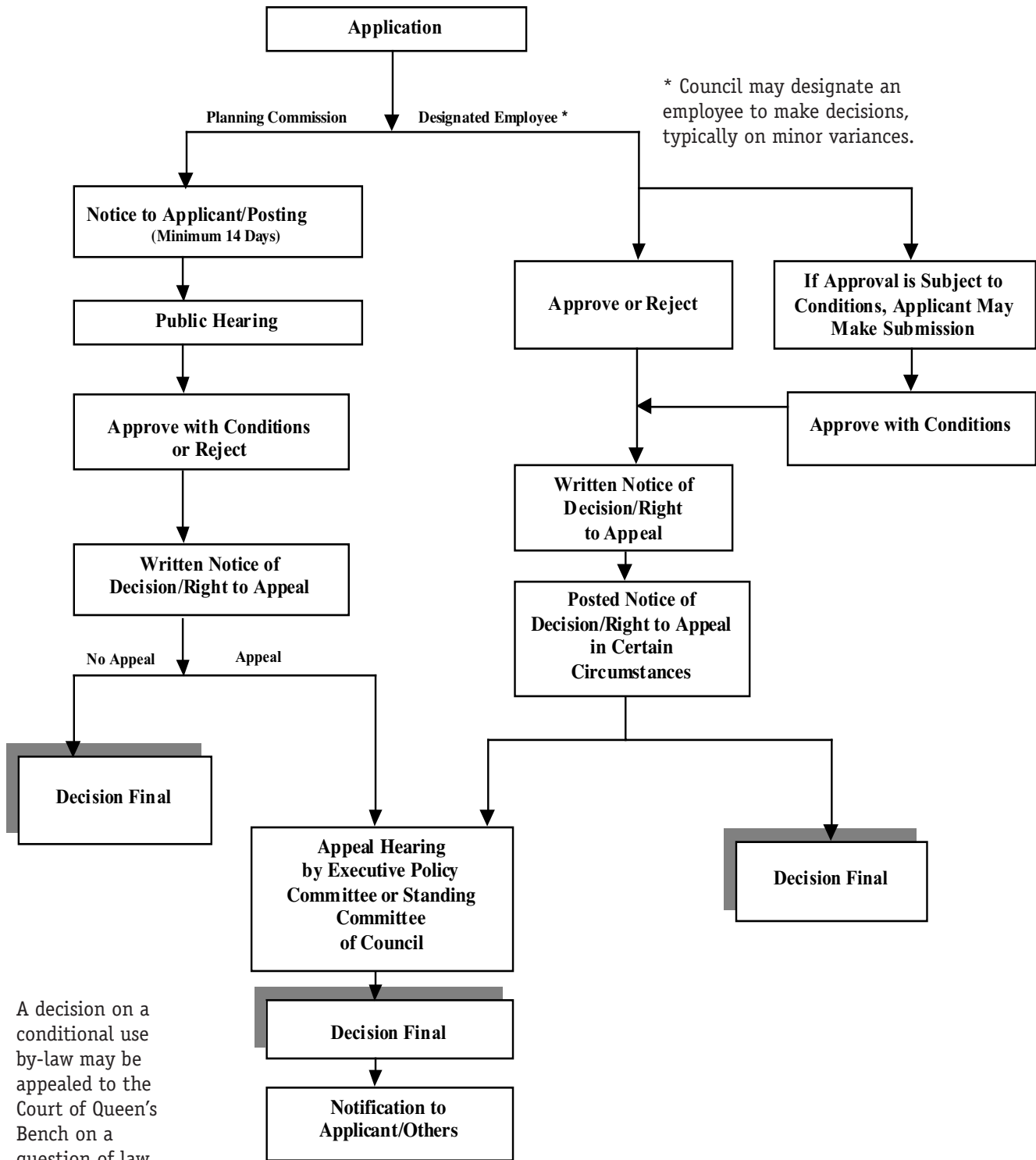
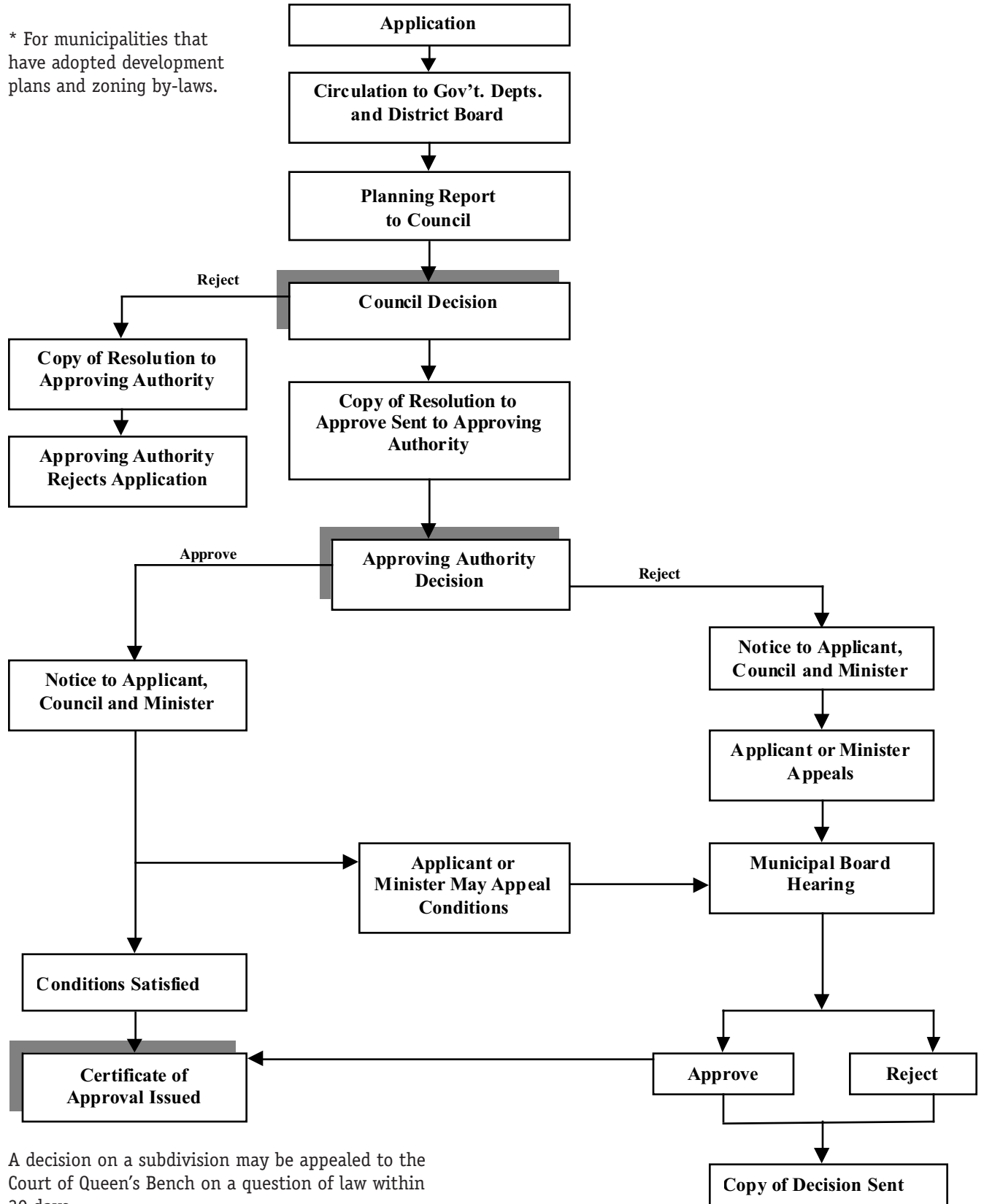


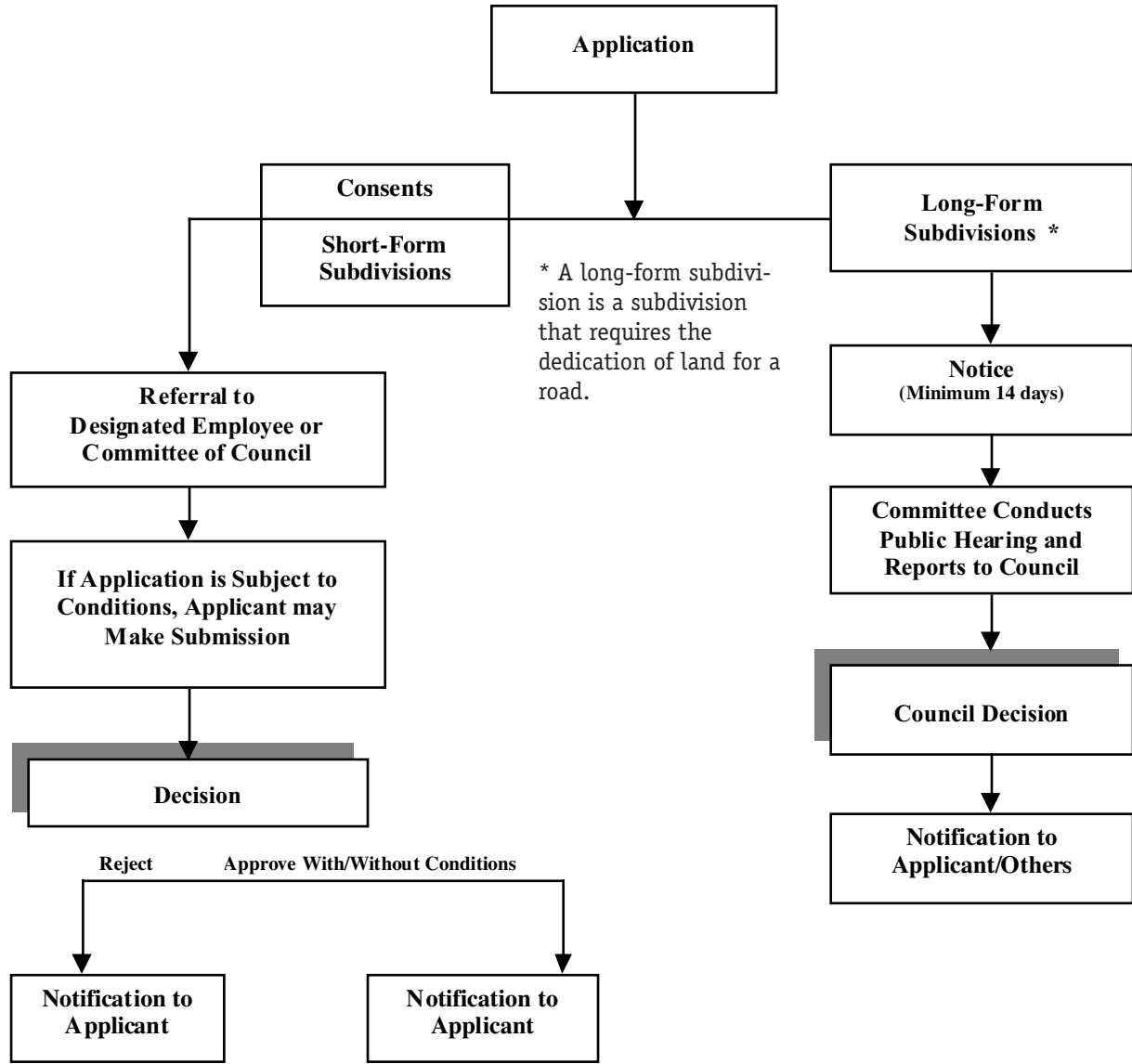
Figure 10: The Planning Act Subdivision Process*

* For municipalities that have adopted development plans and zoning by-laws.



A decision on a subdivision may be appealed to the Court of Queen's Bench on a question of law within 30 days.

Figure 11: The City of Winnipeg Charter Subdivision Process



A decision on a subdivision may be appealed to the Court of Queen’s Bench on a question of law within 30 days.

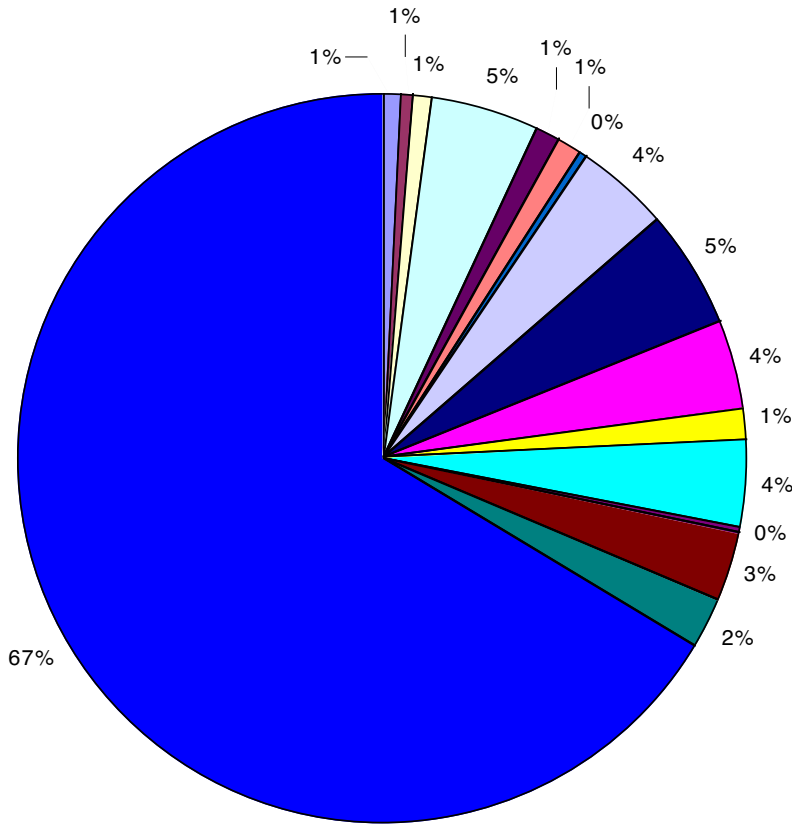
Appendix Six

New Homes Constructed in the Capital Region 1991-2001

Municipality	<\$99,999	\$100,000 -149,999	\$150,000 -199,999	\$200,000 -249,999	\$250,000 -299,999	\$300,000+	Total Homes
Selkirk	18	46	39	9			112
Cartier	18	32	25	10	7	2	89
Headingley	13	17	36	48	24	18	149
Macdonald	6	146	231	55	9	6	462
Ritchot	38	125	52	15		3	233
Rockwood	17	83	53	21	6		180
Rosser	1	13	8	2	1		25
Springfield	39	340	202	59	16	6	662
St. Andrews	25	169	246	83	19	6	548
St. Clements	38	204	189	70	12	7	520
Taché	120	322	68	14	2	2	528
East St. Paul	1	26	177	234	119	135	692
St. François Xavier	1	39	20	4			65
West St. Paul	2	61	142	17	9	4	235
Stonewall	18	227	101	1			347
Winnipeg	816	4,500	3,150	579	240	242	9,527
Total homes by price	1,168	6,350	4,739	1,221	464	432	14,374
% of total homes by price	8%	44%	33%	8%	3%	3%	
Winnipeg's per cent by price	70%	71%	66%	47%	52%	56%	66%

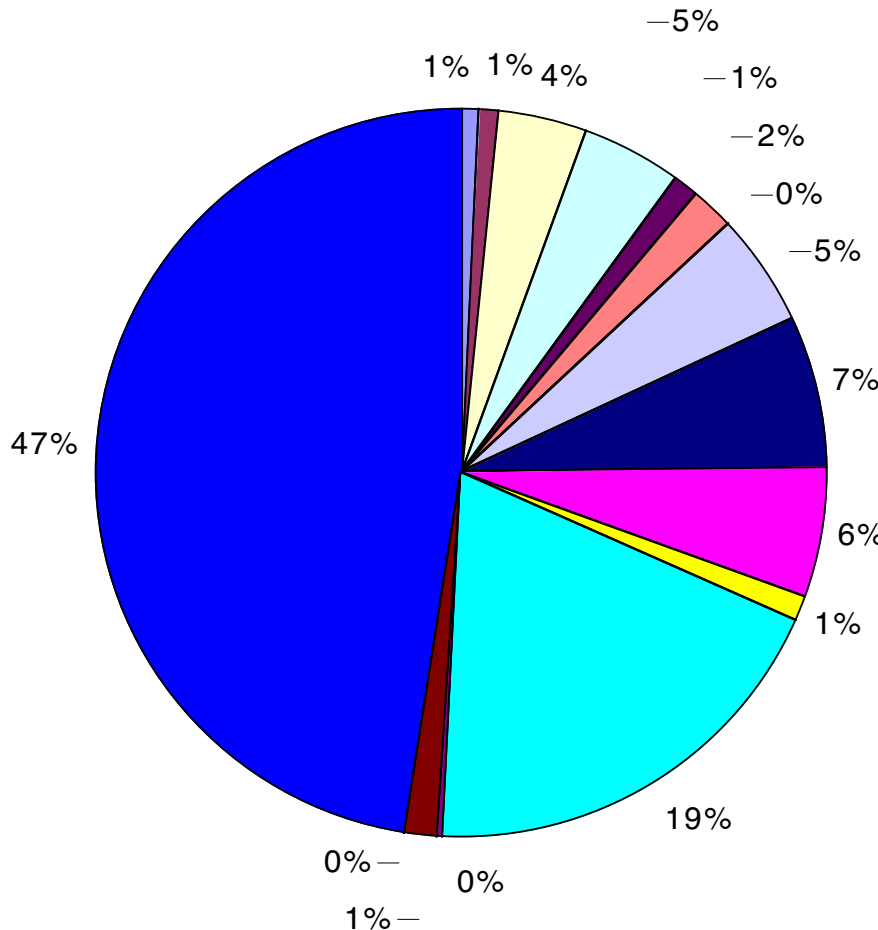
Sources: Manitoba Intergovernmental Affairs Assessment Branch, City of Winnipeg Assessment Department. 2002 roll values (1999 level of value) for tax class 10 (single family detached). Land values included. Mobile homes, cottages, condominiums excluded.

\$150,000-199,000 assessed value of new homes constructed, 1991-2001
Represents 33% of new homes.



- Selkirk
- Cartier
- Headingley
- Macdonald
- Ritchot
- Rockwood
- Rosser
- Springfield
- St. Andrews
- St. Clements
- Taché
- East St. Paul
- St. François Xavier
- West St. Paul
- Stonewall
- Winnipeg

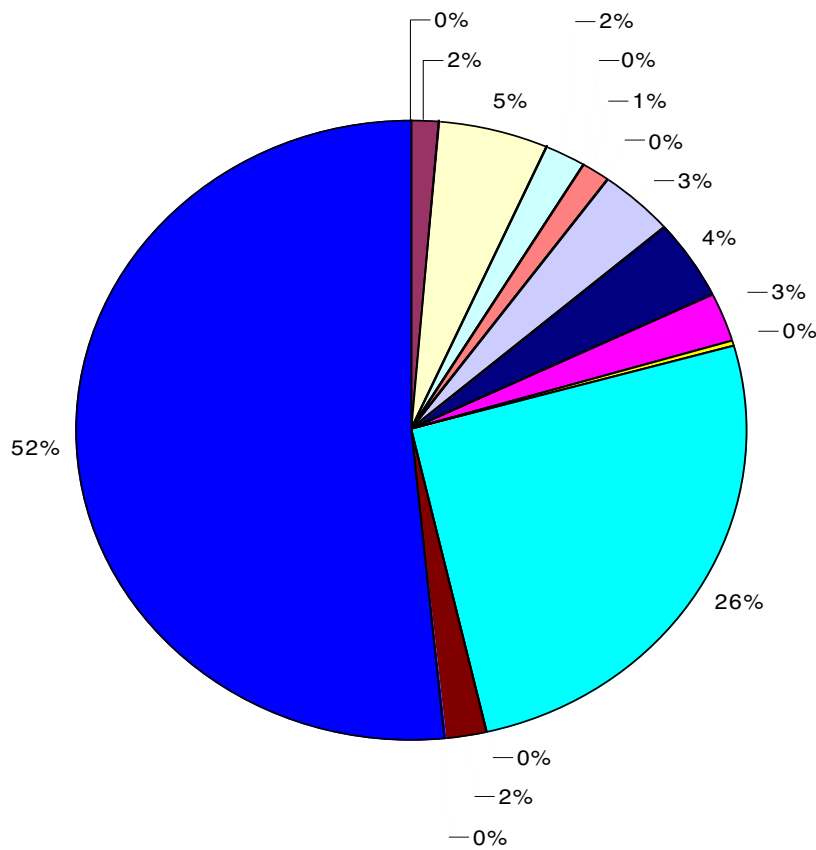
\$200,000-249,000 assessed value of new homes constructed, 1991-2001
Represents 8% of new homes.



- Selkirk
- Cartier
- Headingley
- Macdonald
- Ritchot
- Rockwood
- Rosser
- Springfield
- St. Andrews
- St. Clements
- Taché
- East St. Paul
- St. François Xavier
- West St. Paul
- Stonewall
- Winnipeg

**\$250,000-299,000
assessed value of new
homes constructed,
1991-2001**

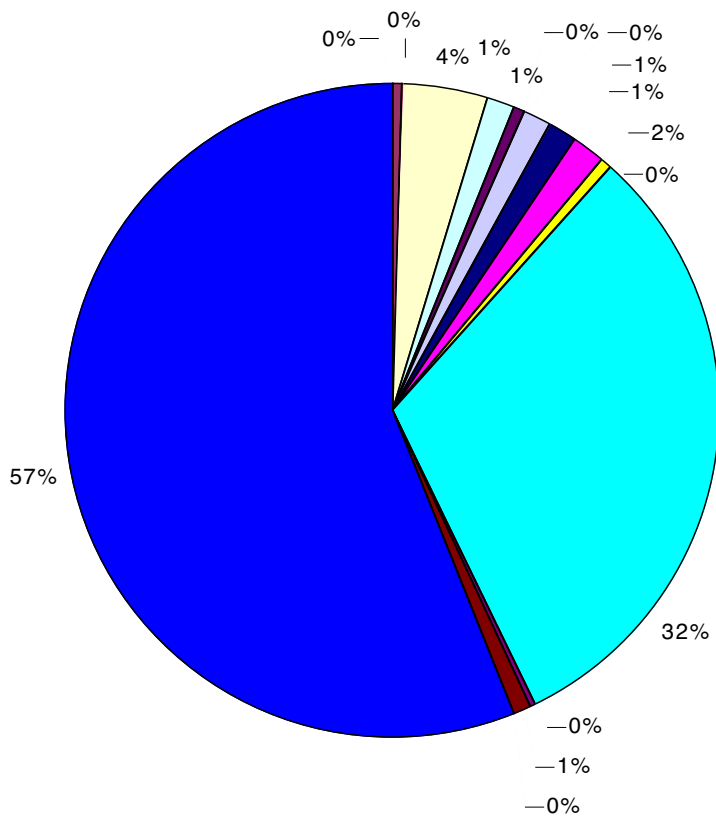
Represents 3% of
new homes.



- Selkirk
- Cartier
- Headingley
- Macdonald
- Ritchot
- Rockwood
- Rosser
- Springfield
- St. Andrews
- St. Clements
- Taché
- East St. Paul
- St. François Xavier
- West St. Paul
- Stonewall
- Winnipeg

**\$300,000 and greater
assessed value of new
homes constructed,
1991-2001**

Represents 3% of new
homes.



- Selkirk
- Cartier
- Headingley
- Macdonald
- Ritchot
- Rockwood
- Rosser
- Springfield
- St. Andrews
- St. Clements
- Taché
- East St. Paul
- St. François Xavier
- West St. Paul
- Stonewall
- Winnipeg

Appendix Seven

CAPITAL REGION POPULATION TRENDS

Municipality	1981 Census	1986 Census			1991 Census			1996 Census			2001 Census			1991-2001		1981-2001	
	Population	Population	Growth since 1981	% Growth since 1981	Population	Growth since 1986	% Growth since 1986	Population	Growth since 1991	% Growth since 1991	Population	Growth since 1996	% Growth since 1996	Population Growth	% Growth	Population Growth	% Growth
Cartier	2,825	2,964	139	4.9	3,115	151	5.1	3,009	-106	-3.4	3,120	111	3.7	5	0.2	295	10.4
East St. Paul	3,596	4,385	789	21.9	5,820	1,435	32.7	6,437	617	10.6	7,677	1,240	19.3	1,857	31.9	4,081	113.5
Headingley*	N/A	N/A	N/A	N/A	1,575	N/A	N/A	1,587	12	0.8	1,907	320	20.2	332	21.1	N/A	N/A
Macdonald	3,403	3,583	180	5.3	3,999	416	11.6	4,900	901	22.5	5,320	420	8.6	1,321	33.0	1,917	56.3
Ritchot	4,262	4,588	326	7.7	5,146	558	12.2	5,364	218	4.2	4,958	-406	-7.6	-188	-3.7	696	16.3
Rockwood	6,321	6,923	602	9.5	6,990	67	1.0	7,504	514	7.4	7,654	150	2.0	664	9.5	1,333	21.1
Rosser	1,326	1,300	-26	-2.0	1,364	64	4.9	1,349	-15	-1.1	1,412	63	4.7	48	3.5	86	6.5
Selkirk	10,037	10,013	-24	-0.2	9,815	-198	-2.0	9,881	66	0.7	9,752	-129	-1.3	-63	-0.6	-285	-2.8
Springfield	8,989	9,836	847	9.4	11,102	1,266	12.9	12,162	1,060	9.6	12,602	440	3.6	1,500	13.5	3,613	40.2
St. Andrews	7,990	8,755	765	9.6	9,471	716	8.2	10,144	673	7.1	10,695	551	5.4	1,224	12.9	2,705	33.9
St. Clements	6,294	6,922	628	10.0	7,823	901	13	8,516	693	8.9	9,115	599	7.0	1,292	16.5	2,821	44.8
St. François Xavier	780	827	47	6.0	898	71	8.6	992	94	10.5	1,024	32	3.2	126	1.4	244	31.3
Stonewall	2,217	2,349	132	6.0	2,997	648	27.6	3,689	692	23.1	4,012	323	8.8	1,015	33.9	1,795	81.0
Taché	5,893	6,679	786	13.3	7,576	897	13.4	8,273	697	9.2	8,578	305	3.7	1,002	13.2	2,685	45.6
West St. Paul	2,745	3,138	393	14.3	3,658	520	16.6	3,720	62	1.7	4,085	365	9.8	427	11.7	1,340	48.8
Capital Region Outside Winnipeg	66,678	72,262	5,584	8.4	81,349	7,512	10.4	87,527	6,178	7.6	91,911	4,384	5.0	10,562	13.0	25,233	37.8
Winnipeg	564,473	594,551	30,068	5.3	615,215	20,664	3.5	618,477	3,262	0.5	619,544	1,067	0.2	4,329	0.7	55,071	9.8
Winnipeg's % of Capital Region	89.4%	89.2%			88.3%			87.6%			87.1%						
Total Capital Region Population	631,151	666,813	35,662	5.7	696,564	28,176	4.2	706,004	9,440	1.4	711,455	5,451	0.8	14,891	2.1	80,304	12.7

* Headingley did not become a separate municipality until 1992.

Appendix Eight

GLOSSARY

Association of Rural Municipalities of Winnipeg (ARM): An association of municipalities which bordered on Winnipeg and at one time had some or all of their lands under the planning control of the City (known as the Winnipeg Additional Zone). While the Additional Zone was abolished in 1991, these municipalities still meet regularly.

Brownfields: A phrase first used in the USA in connection with abandoned, idled or under-used industrial and commercial facilities, where redevelopment was complicated by potential environmental contaminants. Brownfields were typically situated in or near urban centres and include abandoned factories, gas stations, oil storage and refining facilities, chemical storage and manufacturing, dry cleaners and other businesses that dealt with potentially polluting or dangerous substances. Over time, the term has evolved, so that it now is often used to also include any formerly built areas which are now abandoned or vacant, usually in or near the inner city of urban centres.

Capital Region: A geographical area currently defined by the provincial government as including sixteen municipalities including the Rural Municipalities of Cartier, East St. Paul, Headingley, Macdonald, Ritchot, Rockwood, Rosser, St. Andrews, St. Clements, St. François Xavier, Springfield, Taché, and West St. Paul, the Town of Stonewall, and the Cities of Selkirk and Winnipeg.

Capital Region Committee: Formed in 1989, it includes the mayors and reeves of the sixteen Capital Region municipalities and the Ministers of Intergovernmental Affairs and Conservation.

Capital Region Review Panel: An independent panel appointed by the provincial government in 1998 to look into and make recommendations on Capital Region issues. It presented its final report in December 1999.

City of Winnipeg Charter (2003): A provincial statute that outlines the operating rules for the City of Winnipeg.

COSDI (Consultation on Sustainable Development Implementation): Launched by the provincial government in 1997, it was a multi-stakeholder initiative to consider and make recommendations to government on how Manitoba should best implement Sustainable Development Principles and Guidelines into decision-making. The final report was submitted to the government in June of 1999.

Development Plans: Development Plans (and their implementing zoning by-laws, along with building by-laws) provide the basic land development rules by which municipalities, developers and the public operate. Development plans are adopted as by-laws by municipalities and planning districts under *The Planning Act* in all of Manitoba except the City of Winnipeg. The City of Winnipeg's development plan (*Plan Winnipeg*) is adopted under *The City of Winnipeg Charter*. The provincial government must approve all Development Plans. All 16 municipalities in the Capital Region, including the City of Winnipeg, have development plans in place. Under current legislation, all development plans are subject to review every five years. Local authorities also amend their development plans from time to time, and all such amendments also require provincial approval.

Greenfields: Open lands such as farmlands, wooded lands, fields and the like, located around or in urban centres. When originally coined, the phrase was meant to be used in association with “brownfields”, and meant that they were generally considered safe (from an environmental perspective) to develop. However, like the word “brownfields”, greenfields is a now a term often used to mean any open “undeveloped” area in or near urban centres which could potentially be developed for urban uses.

Mayors and Reeves of the Capital Region: An association formed in 1999 and made up of the reeves and mayors of the Capital Region, with no provincial government involvement.

Municipal Act: *The Municipal Act* is the Provincial statute that governs most municipal matters (outside of the City of Winnipeg).

Municipalities: There are currently 199 incorporated municipalities in Manitoba. They include Cities, Towns, Villages, Rural Municipalities and Local Government Districts. The operating rules for municipalities are primarily contained in *The Municipal Act* except for the City of Winnipeg, which is governed under *The City of Winnipeg Charter*. There are three types of municipality in the current Capital Region: Cities (of which there are two, Selkirk and Winnipeg), Towns (of which there is one, Stonewall), and Rural Municipalities of which there are 13. The generic term municipality is often used to include any of these three types of local jurisdictions. Rural Municipalities are often referred to as RMs. Within the RMs there are a number of unincorporated villages or hamlets.

Planning Districts: Planning districts are formed according to provisions in *The Planning Act*. They are formed when two or more neighbouring municipalities voluntar-

ily decide to come together for planning purposes. There are currently 43 incorporated planning districts in Manitoba, three of which (involving ten municipalities) are in the Capital Region. Planning districts are operated by a planning district board, made up of elected councilors, mayors and reeves of the member municipalities. They usually meet about once a month and the board normally consists of about 6 - 12 members. The primary functions of a planning district are to:

- adopt and administer a development plan for its entire district,
- administer the zoning and building by-laws of the municipalities in the district (this usually means hiring a development officer, building inspector(s), and sometimes planners), and
- take on the approving authority function for subdivisions if thought to be practical.

The Planning Act: A provincial statute which outlines the land development or land planning rules for the Province, municipalities, developers and the public (except for the City of Winnipeg which is under different legislation-*The City of Winnipeg Charter*). As a regulation under *The Planning Act*, the Province adopted and applies The Provincial Land Use Policies. This Act also gives municipalities authority to form into planning districts, adopt and administer development plans and zoning by-laws. Under this statute the provincial government has adopted subdivision regulations.

Prime Agricultural Land: Land which is suitable for growing almost all crops that the climate will allow. Generally, Classes 1, 2 and 3 land under the Canada Land Inventory for Agricultural Capability are considered prime agricultural land. °Much of the land in the Capital Region is considered prime agricultural land.

Provincial Land Use Policies (PLUPs): Land use policies that were adopted as a regulation under *The Planning Act* in 1980 and extensively revised in 1994. They apply to all of Manitoba except the City of Winnipeg. The policies are used to review municipal and planning district development plans.

Regional Planning Advisory Committee (RPAC) for the Capital Region: Appointed in September 2001 by the provincial government to undertake public consultation and advise the Province on drafting a Capital Region Policy Plan.

Rural Residential Development, also known as large lot residential development: This includes lots outside the built up area of an urban or settlement centre, developed for permanent residential purposes, and where the occupiers are expected to earn a living primarily from non-farm income. Such lots may be serviced or unserviced with piped sewer and/or water, and, generally range in size from between 15,000 square feet (about a third of an acre, or 1394 square meters) to about 10 acres (4 hectares) in area each.

Smart Growth or Smart Growth Strategy: A planning concept that has been adopted by a number of jurisdictions across North America. Smart Growth tends to adopt some or all of the following policies:

- supporting and enhancing existing communities (rather than creating or allowing the evolution of new communities);
- preserving natural resources, natural areas and farm land;
- saving the taxpayers from the premature extension or unnecessary creation of new infrastructure to support sprawl;
- re-developing 'brownfields' before developing new 'greenfields'; and

- revising zoning and other regulations that impede re-development of older areas and older buildings, etc.
- 'live near work' or 'mixed use' neighbourhood strategies.

In the U.S. (Maryland for example), Smart Growth is implemented mainly through some form of State-funded incentives. Critics of 'smart growth' assert that it is merely a new name for good planning.

Subdivision Approving Authority: Two of the three planning districts (the Selkirk and Area Planning District and the South Interlake Planning District) in the Capital Region are subdivision approving authorities for all subdivision applications in their districts. The City of Winnipeg is also the approving authority for subdivisions in its jurisdiction. The Minister of Intergovernmental Affairs is the approving authority for subdivisions for the other seven municipalities in the Capital Region.

Urban Centre: An urban centre is close grouping of 25 or more residences, with a recognized place name, and some form of commercial services. This would include any incorporated city, town or village, unincorporated village district, and may include hamlets and other unincorporated centres.

Winnipeg Additional Zone: A belt of land outside and adjacent to the City of Winnipeg ranging in size from 8-11 km (5-7 miles) in width, established in 1961, in which the City of Winnipeg had land-use planning authority and building control. In 1991 it was abolished in its entirety.

Winnipeg Region Study: From 1971-75, the Winnipeg Region Study involved all or parts of 30 municipalities in the Winnipeg area. The study eventually led to the adoption of The Provincial Land Use Policies in 1980.

Zoning By-law: A by-law adopted by a municipality under *The Planning Act* or *The City of Winnipeg Charter*. Zoning by-laws provide detailed site and some building regulations, such as how far a building must be away from its lot lines, how tall a building can be, location and height of fences, the specific types of uses permitted in a specific zone. A zoning by-law must generally be in conformity with the development plan.

Appendix Nine

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Appendix Ten

Regional Planning Advisory Committee Members

Paul Thomas, Chair: Currently the Duff Roblin Professor of Government at the University of Manitoba, Paul Thomas has taught there since 1969. He holds a BA and MA from the University of Manitoba and a Ph.D. from the University of Toronto. Thomas is an author and his current research is in leadership in the public sector. He has been a consultant to both the federal and provincial governments and has been on several previous royal commissions and task forces, including the City of Winnipeg Act Review Committee in 1985-87.

R.S. "Bud" Oliver: Born and raised in Selkirk, Bud Oliver is the chair of the Red River Basin Commission. Elected to the Selkirk City Council in 1978, he completed his sixth consecutive term as Mayor in 2002. He was a member of the Selkirk and Area Planning District Board from 1979 until 2002, and served as its chair for 14 years. He is a past president of the Manitoba Association of Urban Municipalities.

Mayor Robert (Bob) Stefaniuk: Born and raised in Selkirk, Bob Stefaniuk has been mayor of the Rural Municipality of Ritchot since 1995. He served in the Royal Canadian Navy for three years. Stefaniuk has a BA in economics and history and a certificate from the Canadian Institute of Management. He serves on several other boards and committees.

Deputy Mayor Lillian Thomas: Currently Deputy Mayor of the City of Winnipeg, Lillian Thomas has been a Winnipeg city councillor for the Elmwood ward since 1989. Thomas has a BA in sociology from Lakehead University and an MA

from the University of Manitoba. She has been a member of numerous boards and committees.

Nick Carter: Nick Carter served as Deputy Minister of Natural Resources with the Manitoba Government from 1979 to 1987. Prior to 1979, he also served as the Deputy Minister of Northern Affairs for the Manitoba Government and Deputy Minister of Environment for the Saskatchewan Government. Carter is past chair of the Manitoba Environment Council and also past chair of the Manitoba Hazardous Waste Management Corporation. He was most recently a member of the Manitoba Livestock Stewardship Panel.

Cathy Auld: Cathy Auld is currently the director of donor relations and corporate secretary for the Winnipeg Foundation. She holds a BA from the University of Winnipeg and a Master of City Planning degree from the University of Manitoba. She developed a Youth Philanthropy program for Winnipeg high school students and is the former program manager of the Winnipeg Core Area Initiative. She is also a member of several boards and community groups and has served as a member of the Manitoba Municipal Board.

Eleanor Thompson: Born and raised on a farm near Emerson, Manitoba, Eleanor Thompson is the founder/director of the Urban Circle Training Centre. She has also been a researcher with the Canadian Museum of Civilization and was the co-founder/director of the Maskwa Project - Rural Centre for Alternate Technologies. She has been a member of several boards and committees such as the Manitoba Law Foundation (Founding Vice-Chair) and is a founding executive board member of the Community Education Development Agency (CEDA), among others.