

# *Building Something Big*

A BLUEPRINT FOR COLLABORATION  
IN THE MANITOBA CAPITAL REGION

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*We are the Partnership of the Manitoba Capital Region – a group of political leaders with shared geography, who recognized more than a decade ago that there was great value in working together toward a regional vision for Manitoba's Capital Region.*

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We are building on the success of the first association, the Mayors and Reeves of the Capital Region, who in 1999 set the intention to work together to develop a competitive, economically strong Capital Region built upon strong civic leadership.

Our unflinching focus on building relationships, improving dialogue and identifying common goals has helped us establish new levels of trust, cooperation and understanding toward a regional vision. Yet, we all support and respect the autonomy and unique qualities of each member municipality to develop and implement inter-municipal agreements and deal with other governments and stakeholders directly.

It was from this perspective that we created our blueprint for a sustainable future. Built on a foundation of collaboration and cooperation, the blueprint articulates regional vision statements with strategic priorities that engage all members of the PMCR.

This vision is not statutory, but it is consistent with Provincial Land Use Policies. Because these priorities and goals have been developed together, we are committed to achieving great progress and finding solutions through stakeholder involvement, flexibility, respect and consensus, instead.





*We become what we behold.*

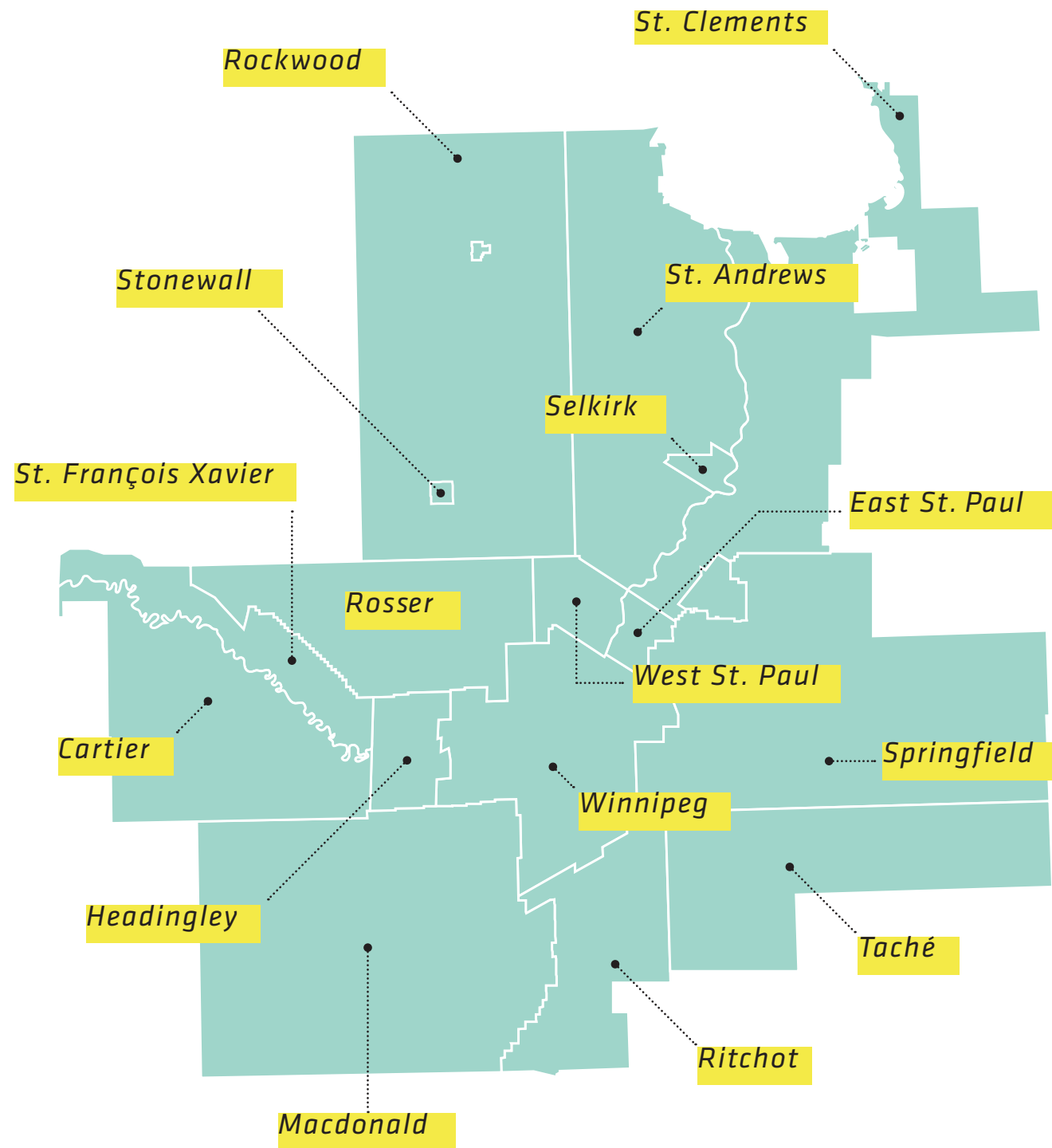
*We shape our tools,*

*and thereafter our tools shape us.*

*Marshall McLuhan*

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< THE MANITOBA CAPITAL REGION MAP

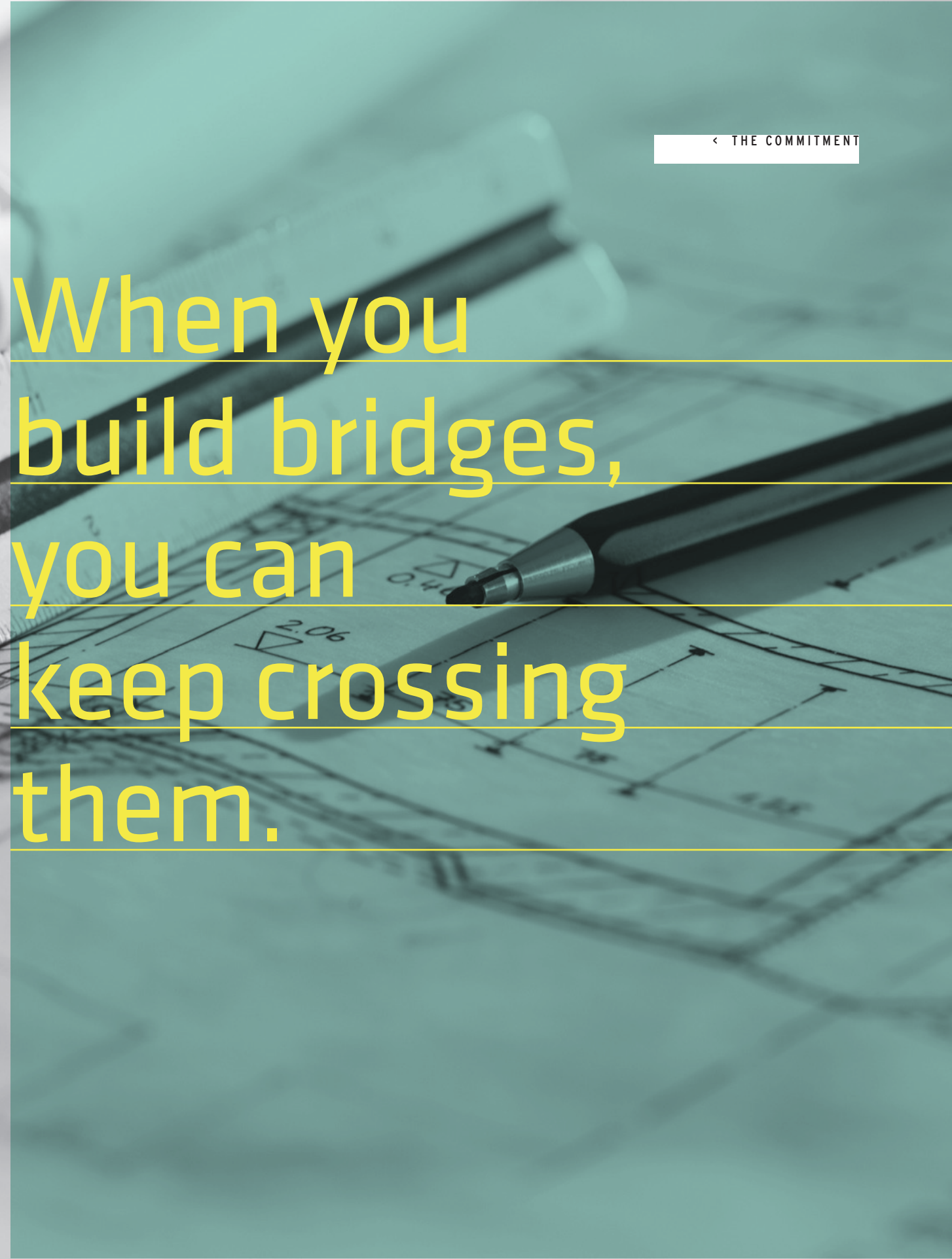
## At a Glance

*Manitoba's Capital Region covers 7,785 km<sup>2</sup> centered around Manitoba's capital city of Winnipeg. While this represents 1.2% of the province by area, it is home to 63.5% of the population. According to the 2011 Census 767,380 live within its 16 municipalities.*

While the Capital Region is the province's primary settlement area – concentrated in Winnipeg and along the Red River corridor – the region overall remains largely rural in character. Approximately 65% of the region is prime agricultural land occupied by an estimated 3,000 farms. This represents 10% of the province's farmland and accounts for 15% of Manitoba's agricultural production.

Manitoba's Capital Region has one of the most diverse economies in Canada. Significant employment in aerospace, finance and insurance, transportation, agri-business, information technology and furniture and apparel industries provides a solid economic base that serves the region well. Overall, the diverse economy provides a stable workforce, low unemployment rates and a cushion against major fluctuations based on downturns in the economy. Overall, Manitoba's Capital Region accounts for more than 70% of the Province's GDP.





When you  
build bridges,  
you can  
keep crossing  
them.

*The Members of the Partnership of the Manitoba Capital Region Agree to:*

- > build strong civic leadership in the Capital Region, strengthen our working relationships and provide a 'collective voice' to the provincial and federal governments on key issues facing the Capital Region;*
- > work collaboratively toward the realization of a shared vision for the region wherein all partners benefit at one time or another;*
- > raise awareness of Capital Region issues and concerns, and promote the benefits of regional thinking;*
- > create opportunities for stakeholder engagement and involvement in planning and decision making;*
- > work toward the creation of a regional growth plan to ensure the region is managed sustainably;*
- > creatively seek opportunities for the provision of services and the development of infrastructure on a regional basis;*
- > build a competitive, economically strong Capital Region;*
- > foster a culture of excellence in managing our natural lands and protecting water.*



We cannot  
become what  
we want to be,  
by remaining  
what we are.

## Our Vision

*“To create a safe, healthy, efficient, prosperous and strong Capital Region with a strong capital city, where the public, governments and organizations work together cooperatively, enhancing community development opportunities, sustainably managing resources and providing all citizens with a high quality of life.”*

## Outcomes

*Over the past years, through various engagement opportunities with Capital Region leaders, several themes and priority areas for the Capital Region have been identified.*

*They are to create a Capital Region where:*

- communities are more compact with mixed land uses and prime agricultural land is preserved and protected.*
- communities have greater connectivity and “hard” services, like roads, sewer, and water, are reliable and used more efficiently.*
- the environment, including natural lands and water, is being protected and green space is encouraged.*
- communities have enhanced ‘livability’.*
- we think in terms of a regional economy on a national and international stage.*





# Collaborative Regional Development

< PRIORITY ONE

*Development decisions by individual communities sometimes have regional implications and should be guided by broad and long-range views about the way the region's communities inter-relate. As the region grows, a collaborative approach to development can work to the benefit of all member municipalities ensuring the efficient use of land and the promotion of a high quality of life for residents.*

## Principles

### Information Sharing

< ONE

The cornerstone of collaboration is information sharing. In support of informed decision-making, development-related research and data should be collected by and made available to all Capital Region members and stakeholders.

### Regional Consistency

< TWO

Regulations and procedures that govern development in the region should, to the greatest degree, be consistent from municipality to municipality in the Capital Region.

### Centralization

< THREE

Development services and resources should be concentrated (virtually, if not physically) in order to promote efficiency and strengthen consistency while projecting the image of 'thinking and acting as a region'.

### Sound Planning

< FOUR

Growth in the Capital Region should be managed through planning decisions that direct new development to existing settlement centres, protect agricultural lands and encourage mixed land use allowing residents the opportunity to live, work and play in their community with minimal travel.

# Strategies and Goals

ONE >

## Build a Knowledge Base for Planning and Development

### UNDERSTAND THE MANITOBA CAPITAL REGION

Developing a fundamental understanding of settlement and land use in the Capital Region requires research in areas such as population distribution and growth projections, efficiency of infrastructure, current land use patterns, travel patterns and distances, and existing services.

### IDENTIFY AND PROMOTE BEST PRACTICES IN REGIONAL PLANNING AND DEVELOPMENT

'Best practice' research on sustainable development policies, programs, infrastructure, regulations, and other regional areas of interest can help establish appropriate strategies.

### DEVELOP AND SHARE PLANNING RESOURCES

Regional research, common base-maps and plans and a consolidated database can serve as a resource for planning and development across the Capital Region.

TWO >

## Foster Collaboration Among Municipalities and Stakeholders

### FACILITATE AND PROMOTE COLLABORATIVE EFFORTS AMONG MEMBERS

Open and frank discussions among board members, councils and administrations is the first step in promoting collaboration in matters of regional interest.

### WORK EFFECTIVELY WITH THE PROVINCE OF MANITOBA

The Government of Manitoba establishes the regulatory framework and provides resources for regional planning and, as such, is a critically important partner.

### BUILD MUTUALLY-BENEFICIAL RELATIONSHIPS WITH KEY STAKEHOLDERS

A number of public and private sector organizations such as CentrePort, Economic Development Winnipeg, the Association of Manitoba Municipalities, among many others, are potential partners in the pursuit of Collaborative Regional Development.

THREE >

## Adopt Supportive Planning Structures and Processes

### BUILD UNDERSTANDING ON DEVELOPMENT PLANNING DECISIONS

Engaging all planning authorities in the review and update of development plans can promote a spirit of mutual accountability and respect.

### FACILITATE THE PREPARATION OF PLANS AND EXPEDITE DEVELOPMENT APPROVALS

Process improvements that promote timely but thoughtful planning decisions can help build regional unity and increase efficiency.

### OPTIMIZE PROVINCIAL SUPPORT SERVICES AND LEGISLATIVE PROCESSES

The province plays a key role in supporting, reviewing, and approving the processes related to development plans and development applications. Creating opportunities to engage with various departments during the process will support better planning in a timely manner.

## Support Municipal Planning with a Regional Vision

### ESTABLISH A LONG-TERM VISION FOR THE CAPITAL REGION

A Manitoba Capital Region Plan can be useful in establishing a common foundation or framework for official development plans.

### DEVELOP REGIONAL STRATEGIES OR MASTER PLANS

Regional Master Plans can act to inform development plans prepared by local planning authorities and become a framework for consistency, streamlining the development plan approval process.

### WORK TOWARD THE CONSOLIDATION OF DEVELOPMENT PLANS

The eight planning authorities in the region each have their own development plan which, over time, may be consolidated into sub-regional plans to further streamline the approval and review process.

## Promote Public Engagement and Communication

### PREPARE A COMMUNICATIONS STRATEGY

A comprehensive strategy will enhance buy in for regional thinking to promote principles of regional partnership as an approach to sustainable community development.

### ENCOURAGE FACE-TO-FACE OPPORTUNITIES FOR PUBLIC ENGAGEMENT

Workshops, forums, open houses, among other options, can be effective in promoting discussions about regional issues and soliciting valuable feedback from various stakeholder groups.

### PROMOTE UNDERSTANDING OF THE PMCR AND ITS ACTIVITIES

An effective, engaging, and accessible PMCR website and communication tools can help to share information about the region and support public discussion. Social media can be an effective tool for virtual conversations on regional issues and opportunities to ensure all Capital Region municipalities have access to the most current information on a variety of fronts.



# Transportation and Shared Services

< PRIORITY TWO

*If the Capital Region is to function effectively as more than the sum of its parts, it will be largely due to the manner in which the provision of services and infrastructure are addressed on a regional scale. Addressing transportation as a comprehensive, integrated network is fundamental as is the pursuit of service-sharing agreements to promote an expanded range of services while ensuring the efficient use of resources.*

## Principles

### Interconnectedness

Interconnectedness is a given in today's technology age, a concept that applies in a like manner to the physical environment whereby a variety of transportation options is supportive of a mix of land uses which in turn is supported by requisite hard and soft infrastructure and other public services.

### Balanced Mobility Options

While road systems for the effective movement of people and goods remains a high priority, this must be balanced with alternative transportation options like public transit, car pooling, cycling, and walking that can benefit the region through healthier lifestyle choices, the reduced traffic congestion, and improvements in air quality.

### Regional Cooperation

Developing a regional perspective towards services requires that we have good information regarding current trends and issues and that we keep all stakeholders informed about the benefits of regional cooperation towards service delivery.

### Equity in Service Provision

While it is understood that not every resident and business can have 'equal' access to all public services, a commitment to 'equity' implies a desire to ensure fairness in service provision, balancing expectations with cost and practicality.

### Effective and Efficient Use of Resources

Driven by the reasonable public expectation for the wise use of public dollars and for transparent and accountable decision-making, resources need to be used in a manner that maximizes public benefit with measurable results.

< ONE

< TWO

< THREE

< FOUR

< FIVE

# Strategies and Goals

ONE >

## Implement a Regional Transportation Plan

- ENSURE THE EFFICIENT AND SAFE MOVEMENT OF PEOPLE AND GOODS IN THE REGION**  
The efficient movement of people and goods through improved infrastructure and transportation services can help foster economic development while paying attention to safety.
- ALIGN TRANSPORTATION, LAND USE PLANNING AND INFRASTRUCTURE INVESTMENT**  
An effective transportation master plan can help integrate transportation with land use while establishing priorities for public investment in infrastructure.
- ADVANCE ENVIRONMENTAL SUSTAINABILITY FOR THE TRANSPORTATION SYSTEM**  
Carpooling, park-and-rides and other multi-modal transportation options will advance environmental sustainability objectives. Research current transportation modes and travel distances and assess the feasibility and potential priority areas for public transportation and car pooling options
- PURSUE ACTIVE TRANSPORTATION OPPORTUNITIES**  
Walking, cycling and other forms of active transportation for recreation, tourism and commuting purposes can enhance personal health and community livability while fostering regional and inter-municipal collaboration.
- EXTEND TRANSIT SYSTEM CONNECTIONS**  
The extension of existing transit systems through route extensions, feeder routes and bus rapid transit connections can serve to enhance mobility and increase the livability for Capital Region communities.

< TWO

## Activate Regional and Inter-Municipal Service Sharing

- SUPPORT REGIONAL COOPERATION**  
Support and partner to develop a regional perspective through the use of effective, engaging and accessible information sharing and communication strategies.
- CAPITALIZE ON COLLECTIVE SERVICE-SHARING EXPERIENCES**  
A significant number of inter-municipal agreements are in place and can be used in the creation of templates to facilitate further agreements.
- ENCOURAGE SERVICE-SHARING FOR INTERNAL ADMINISTRATIVE FUNCTIONS**  
Planning districts exemplify the benefit of inter-municipal agreements for administrative functions, a concept that can be extended to such things as legal and accounting services, technology support and bulk purchasing.
- ENCOURAGE SERVICE-SHARING FOR PUBLIC SERVICES**  
Whether it's the extension of infrastructure such as water, wastewater and roads, or jointly constructing facilities such as libraries and arenas, or extending the breadth of programs such as fire protection, public transit, mosquito abatement and sport participation, inter-municipal agreements can save costs while expanding public benefits.
- SUPPORT SERVICE-SHARING NEGOTIATION PROCESSES**  
Establishing a negotiation process and a common dispute resolution function for inter-municipal and regional service-sharing opportunities is a very important part in the facilitation and pursuit of a broader range of service-sharing agreements.



# Environment and Water Quality

< PRIORITY THREE

*Our future is defined by the quality of the environment. We understand the need to connect decision making to the environment and to link individual, regional and global actions. The Capital Region must measure success by the health of our environment, including the protection of our natural and agriculture lands, the quality of our water, the health of our lakes and the quality of the air we breathe. On a broader stage it is measured by our impacts on global warming. The Capital Region environment must be protected through intentional strategies and practices.*

## Principles

### Managing Our Water Resources

Clean, safe and reliable drinking water should be available to every resident of the Capital Region. We also need to protect our ground water and surface water resources. Understanding and acknowledging the importance of water protection will ensure we have clean, fresh water for everyday usages as well as for business and industry.

### Protecting Our Natural Lands

Protecting natural and agriculture lands is key to the sustainable development of Manitoba's Capital Region. Natural areas should be identified and protected to ensure the continued ecological benefits are available for future generations.

### Addressing Climate Change Mitigation and Adaptation

Local decisions have a direct and indirect impact on the region's ecological footprint. Decisions about new development, alternate transportation options and the way we use existing settlement areas can help reduce greenhouse gases thereby having a long-term positive impact on global warming. Adaptive measures such as flood protection and planning for unforeseen events must be taken into account in the development of up-to-date emergency planning.

### Encouraging Sustainability and Local Action

'Thinking globally and acting locally' requires plans to address local and regional environmental issues. When the environment becomes a priority in sustainable decision-making there can be positive short and long-term benefits. The Partnership of the Manitoba Capital Region will encourage education on sustainability for decision makers and promote broader public engagement strategies toward local action.

< ONE

< TWO

< THREE

< FOUR

Protect



# Strategies and Goals

ONE >

Ensure the Provision of Safe, Clean Drinking Water

PROVIDE ACCESS TO SAFE, CLEAN DRINKING WATER

Extending existing water supply sources, developing new sources where necessary and protecting ground water sources all contribute to ensure clean, safe and reliable drinking water for every resident of the region.

PROLONG THE LIFE OF WATER SUPPLY SOURCES

Efforts to reduce water consumption through conservation measures and grey water recycling can help prolong the life of water sources by keeping consumption levels within the limits of supply.

ADOPT LAKE FRIENDLY PRACTICES

Engage Capital Region municipalities in the adoption of Lake Friendly Beneficial Management Practices aimed at protecting our fresh water resources.

TWO >

Manage Water Resources

ESTABLISH AN INTER-MUNICIPAL WATERSHED FOCUS AND REGIONAL WATER STUDY

Watersheds do not conform to municipal boundaries. A Capital Region approach to watershed management requires both regional cooperation and coordination to ensure the quality of our lakes, river and streams are protected and we understand the constraints of our regional water supply.

REDUCE EXCESS NUTRIENTS THAT CONTRIBUTE TO ALGAL GROWTH

Lakes across Manitoba are experiencing excess algal growth. Lake Winnipeg has become a serious and complex issue with wide ranging implications. Protecting our fresh water resources requires appropriate regional strategies to mitigate and manage nutrients.

THREE >

Manage Wastewater Effectively

UPDATE WASTEWATER AND SEWAGE TREATMENT

Updating municipal infrastructure and replacing septic systems with centralized wastewater and sewage systems can help protect the environment and safeguard groundwater quality. Updating and replacing municipal infrastructure to manage waste more effectively will ensure the protection of ground and surface water sources and reduce negative impacts to our lakes, rivers and streams.

EXPLORE OPPORTUNITIES TO IMPLEMENT NEW TECHNOLOGIES AND PRACTICES FOR WASTE MANAGEMENT

Options for managing wastewater that are environmentally sound should be explored to ensure we protect our lands and water while introducing beneficial management practices in ways that gain greater acceptance.

< FOUR

Protect Agriculture Lands, Natural Lands and Green Space

UNDERSTAND ECOLOGICAL GOODS AND SERVICES

Recognizing ecological goods and services first requires the identification and understanding of the importance of these natural areas and the benefits they provide to us. A regional Bioeconomy Atlas is a useful framework for understanding the benefits of the existing ecological infrastructure toward developing clean, green technological opportunities while supporting sustainable development policies and collaborative planning in the region.

SUPPORT BIO-DIVERSITY AND PROMOTE ENVIRONMENTAL AWARENESS

Protecting natural and agriculture lands protects biodiversity. Wetlands, marshes and riparian areas must be protected as these areas contribute greatly to a biodiverse capital region.

PROTECT AGRICULTURE LANDS, NATURAL LANDS AND GREEN SPACE

Prime agriculture lands within the Capital Region must be protected to ensure food security and to support the agri-economy. The protection of green space and natural lands must be a focus of development planning.

< FIVE

Mitigate Climate Change and Plan for Adaptation

DEVELOP AND PROMOTE ADAPTATION PRACTICES

As the impacts of climate change are felt, some measures can be taken to adapt to our changing environment. This will require regional approaches to planning for non-stationarity.

REDUCE GREENHOUSE GASES

A regional approach to mitigating the impacts of climate change is an effective way to encourage alternative technologies and innovative development practices.

INCORPORATE RENEWABLE ENERGY AND CLEAN TECHONLOGY

Actively incorporating renewable energy options such as solar provides communities with greater energy security as we are less dependent on a single source. These options can also provide economic pay back and reduce our carbon footprint.

< SIX

Promote Environmental Awareness and Education for Sustainability

PROMOTE ENVIRONMENTAL AWARENESS AND ACTIVE LIVING

As a part of a larger ecological infrastructure, the PMCR can define natural areas that provide ecological goods and services, enhance connectivity and create accessible green space. Effective communication about these initiatives can create greater acceptance by the public and inform and inspire residents to engage in individual and collective action.





< PRIORITY FOUR

# Economic Development, Marketing and Tourism

*The Capital Region is the population centre and the economic engine of the Province. The strength of the region, as it moves into the future, will depend on the ability of its members to find advantage in cooperative, coordinated decision-making, particularly as it relates to the pursuit of economic opportunities. Tourism is an area of common interest and regional marketing can be an effective strategy in the promotion of Manitoba's Capital Region.*

## Principles

### Competitiveness

< ONE

For the region to grow economically, it must be able to establish a level playing field with other economic regions and must be well positioned to compete effectively thereafter.

### Communication

< TWO

Effective communication and stakeholder engagement can lead to significant opportunities that would otherwise be unachievable.

### Partnerships

< THREE

Alliances with government, arms-length governmental agencies, the private sector and the not-for-profit sector can build on collective strengths leading to a situation where the total is indeed greater than the sum of its parts.

### Shared Prosperity

< FOUR

For individual partners to 'think and act as a region' requires a non-competitive environment where the benefits of regional successes are enjoyed by all, where 'a rising tide raises all boats'.

Strategies and Goals

ONE >

Pursue Opportunities for Regional Economic Growth

- BUILD STRATEGIC MUTUALLY-BENEFICIAL RELATIONSHIPS**  
It is important to ensure mutually supportive relationships with organizations such as CentrePort, Economic Development Winnipeg, the Provincial Economic Development Offices, among others, that are promoting the region's competitive advantages.
- MARKET THE REGION AS A SINGLE COMPETITIVE ENTITY**  
An effective communication and marketing strategy can lead to investment opportunities and economic development that can benefit the region as a whole.
- BE ECONOMICALLY COMPETITIVE AS A REGION**  
The ability to compete effectively requires working in collaboration with senior levels of government and economic development agencies to develop a clear and comprehensive strategy to build regional capacity and promote strategic advantage.
- SEEK WAYS TO ENSURE ALL PARTNERS BENEFIT FROM ECONOMIC GROWTH**  
Regional economic growth can be enhanced if an environment is created where all members have an opportunity to benefit economically.
- PROMOTE LABOUR FORCE DEVELOPMENT**  
Capital Region communities must work pro-actively with educational institutions, government departments and industry to ensure we have appropriately skilled workforces to meet future demands.
- ENGAGE IN THE INTERNATIONAL MARKETPLACE**  
The PMCR should participate in activities to promote international investment and actively seek information and innovation in technologies that better position the region, globally.

Increase Tourism in Manitoba's Capital Region

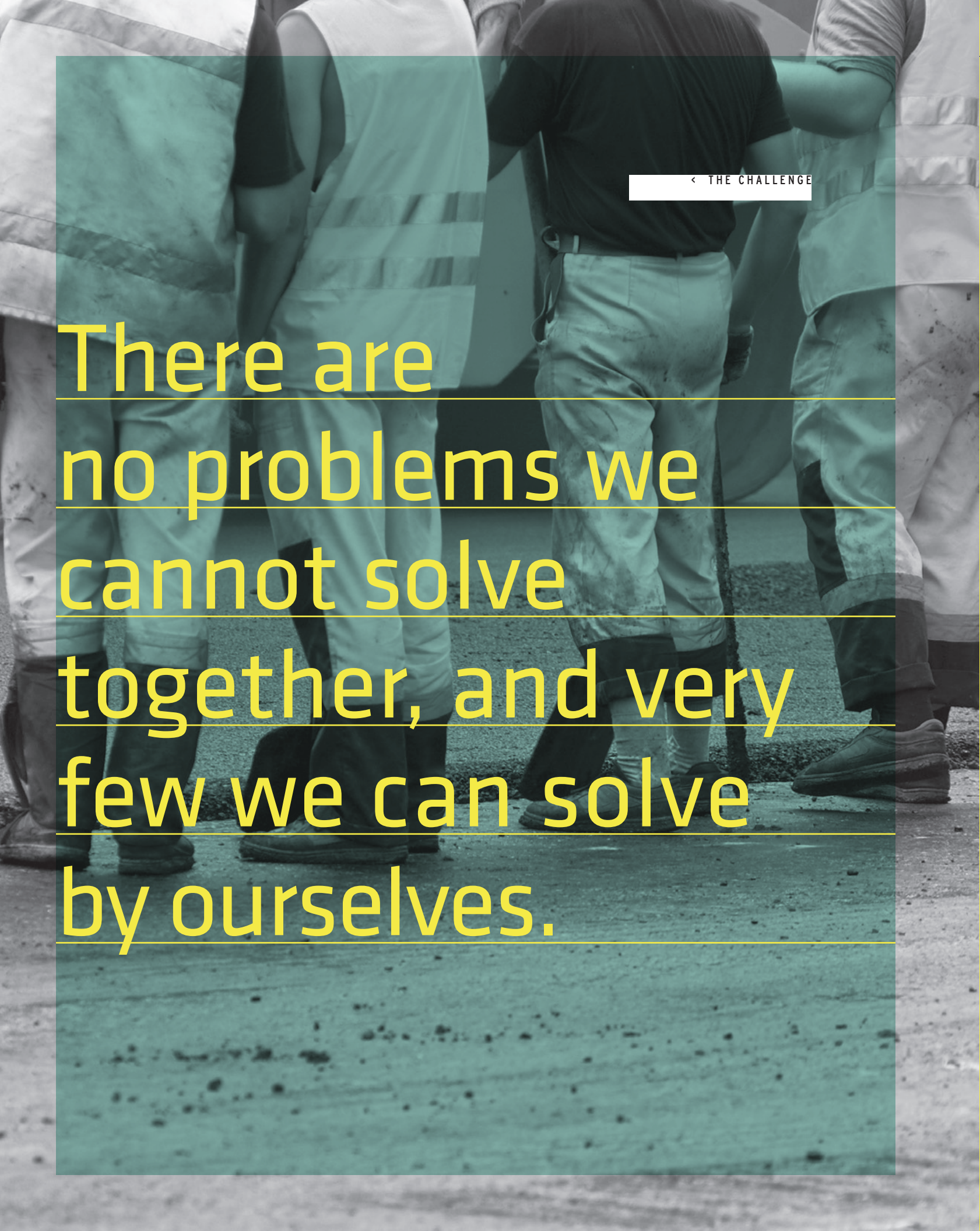
< TWO

- ENCOURAGE THE DEVELOPMENT OF OUR TOURISM INFRASTRUCTURE**  
Develop strategies that promote investment in infrastructure that will draw more tourists into the Capital Region and meet their needs once they arrive.  
  
Work with all levels of government to facilitate international tourism and eliminate barriers for potential tourists.
- PROMOTE THE REGION AS A DESTINATION**  
Identify the collection of attractions scattered throughout the region, including facilities and events that draw local, national and international visitors for business and pleasure.  
  
Develop a series of promotional materials and campaigns in relation to tourism in the region, with emphasis on specific areas of interest like recreation, sports and eco-tourism.

Together,

we can do so much.





< THE CHALLENGE

There are  
no problems we  
cannot solve  
together, and very  
few we can solve  
by ourselves.

## *Build Something Big*

*Through the hard work of the PMCR Board over the past years, much has been accomplished. The challenge for each of the partners now is to identify where collaboration can occur and bring their unique tools and skills to the task at hand. Collectively, we will work to share this vision with the citizens of the Capital Region, whether they are direct stakeholders or interested bystanders. In this way, we can create an atmosphere of common understanding that opens up the potential for unlimited creative solutions to the challenges we share.*

**Build [bild]** verb, **built or build•ed; build•ing**; noun verb

1. to construct by assembling and joining parts or materials
2. to establish, increase, or strengthen
3. to mold, form, or create
4. to base; found



A low-angle, close-up photograph of a person's legs and feet as they dig with a shovel. The person is wearing blue jeans and brown leather work boots. The shovel's metal head is visible, partially buried in dark soil. The background is a clear, bright blue sky. The entire image has a teal/cyan color overlay. The text is overlaid on the lower left portion of the image.

***The future is not***

***something we enter.***

***The future is***

***something we create.***