

**For the Benefit of All:  
Regional Competitiveness  
and Collaboration  
in the Winnipeg Metro Region**

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Dear Colleen:

I am pleased to present you with my report entitled, "For the Benefit of All: Regional Competitiveness and Collaboration in the Winnipeg Metro Region".

At the outset of this process, you requested that I undertake a review of the current mechanisms, processes, policies, governance structures, and entities responsible for mandates such as land use planning and infrastructure, shared servicing, and economic development for the Winnipeg Metro Region. Throughout this project, I had the opportunity to meet and engage with well over 100 regional stakeholders, reviewed countless documents and reports to inform the content of this report, and consulted directly with experts. The aim of this project is to provide a series of recommendations and a clear path for action to increase the region's economic competitiveness.

The final report finds that, despite positive recent efforts at greater regional collaboration, the ongoing hesitancy relating to further collaboration and the fragmented planning processes among Winnipeg Metro Region municipalities is not only putting the region at risk in areas such as sustainable water supply and future prime agricultural land protection, but is also hindering the region's ability to pursue economic opportunities vital to the region's growth. Put simply – the current situation in the Winnipeg Metro Region is unsustainable and needs to be fixed. Despite the ongoing work over the last two decades in trying to advance regionalism in the Winnipeg Metro Region, there remains significant scepticism and an unwillingness to pursue greater regional collaboration on key processes that research demonstrates can improve services for residents, create resilient communities, accommodate sustainable growth and increase the region's economic competitiveness.

The time for action is now for the Winnipeg Metro Region. This report sets out a three step plan to help the region become more resilient, sustainable, and globally competitive by first, developing a culture of regional collaboration to increase competitiveness; second, building solid foundations for economic success through regional approaches to land use planning and infrastructure investment and shared servicing; and third, behaving like a global actor by focusing on a cohesive regional economic development plan.

Although the recommendations are presented numerically to signify distinct action the three areas of required action, many of the proposed activities are envisioned to be undertaken simultaneously and by a variety of actors. It is my hope that this report will assist the Winnipeg Metro Region to move forward to achieve its mutual goals, and I am grateful for the opportunity to have worked on this project.

Best regards,

Robert W. Murray, Ph.D.  
Managing Director

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## EXECUTIVE SUMMARY<sup>1</sup>

*City leaders are seen to be advancing a host of urgent priorities—economic mobility, climate change, housing affordability, infrastructure investment, and education, among others...but it is a mistake to believe that city leaders can accomplish their aspirations on their own. Most challenges, after all, span multiple jurisdictions. Carbon emissions don't stop at city borders. Workers look for housing and jobs, consumers buy groceries and other goods, and parents seek out schools for their children across city, county, and even [provincial] lines. Cities and suburbs are deeply interconnected and thus need each other to tackle the major issues of our time.<sup>2</sup>*

The Winnipeg Metro Region is at a crossroads in its history as it seeks to be more globally competitive, to attract more investment into the region from within Canada and from foreign sources, and attempts to plan responsibly for its future growth.<sup>3</sup>

Leaders from across the region and Manitoba more broadly appreciate the critical need for the Winnipeg Metro Region to be more competitive, but there remains a sense of skepticism about the benefits of regional collaboration and a lack of urgency around the need to improve regional processes as the key to greater economic competitiveness.

The 'why' is clear – the status quo is not sustainable. Without greater regional collaboration, the Winnipeg Metro Region will be at risk of affecting core services that residents rely on, such as a sustainable water supply and sewer services, of eliminating or limiting future food and economic sources by urbanizing prime agricultural land, and will be incapable of keeping pace in an increasingly competitive and global economy.

There is a significant opportunity facing the Winnipeg Metro Region, and the Province of Manitoba, if regional municipalities are able to come together and form regional systems aimed at addressing some of the region's competitiveness gaps, and the need for improved systems to safeguard core services residents rely on. The Manitoba economy is poised for growth, and that growth must be led by the Winnipeg Metro Region. That said, Manitoba as a whole faces challenges when it comes to attracting investment that need to be recognized and overcome to help achieve the opportunities available. The province ranks among the bottom in some important categories used to measure economic and investment attraction success, including Foreign Direct Investment (FDI)/Gross Domestic Product (GDP) ratio, portion of Canadian venture capital investment, private equity deal investment, and early stage capital from angel investment.<sup>4</sup> The news is not all bad, however. Manitoba also leads Canada in private sector capital investment, meaning there are billions of dollars that can be invested in Manitoba, if the conditions are right. Among the challenges to attracting more investment to Manitoba and driving economic growth is the lack of a coordinated approach to planning and economic development in the Winnipeg Metro Region.

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<sup>1</sup> The author would like to thank Natalie Lagassé, Ryan Litovitch, Daniel Iskierski, and Margaret Bateman for their significant contributions to the research and writing of this report.

<sup>2</sup> Liu & Arnosti, "A modern case for regional collaboration."

<sup>3</sup> For the purposes of this report, the geographical area of the region will be referred to as the 'Winnipeg Metro Region' while the organization known as the Winnipeg Metropolitan Region will be referred to by its acronym 'WMR'.

<sup>4</sup> See Conference Board of Canada, "Provincial Outlook Economic Forecast: Manitoba.", CVCA, "VC & PE Canadian Market Overview, Q1 2019.", and NACO Canada, "2018 Report on Angel Investing in Canada."

There is no denying that the City of Winnipeg and, more broadly, the Winnipeg Metro Region, are the economic drivers for the province of Manitoba. As the Winnipeg Metro Region economy goes, Manitoba's economy will go. To date, the lack of common regional vision around key planning and economic development processes, a culture of complacency with the status quo, and an unwillingness to work collectively to improve the Winnipeg Metro Region's relative economic position within Canada, have limited the region's ability, and therefore Manitoba's ability, to prosper. There is also a sense of common frustration about the current planning and economic outlook of the region, which has, in some cases, led to 'coalitions of the willing' creating sub-regional initiatives that foster further inter-municipal competition and hinder or hurt truly regional efforts at planning and development. The City of Winnipeg is frustrated by citizens of regional municipalities commuting into the city and using Winnipeg's services, but not paying taxes or tolls to the City of Winnipeg. Concurrently, the Winnipeg Metro Region's other municipalities do not have the non-residential tax base to be financially sustainable over the long-term, and have comparatively few options about how to develop their local economies in isolation; citizens often do not recognize municipal borders, and will travel to live, work and access what they need and value, regardless of municipal boundaries.

The greatest opportunity for planning and economic success for the Winnipeg Metro Region exists in a regional systems approach grounded in best practices and with an economic development-focused mindset. By developing regional processes for land use planning, infrastructure, shared servicing, and economic development, there is a far greater opportunity for the region's economy to grow, and for its citizens and stakeholders to see improved processes and services. As other Canadian jurisdictions have become more regional in their approach to planning and economic development, the Winnipeg Metro Region is being left behind and is becoming less competitive in the global economy. The mantra of 'collaborating to compete' at regional levels is becoming more evident both within Canada, and globally. Despite ongoing challenges and skepticism from within the region about the benefits and value of regional approaches to planning and development, the status quo has become untenable.

The time for Winnipeg Metro Region to take action is now. The Province of Manitoba is a willing partner in helping to advance regional collaboration. The region's municipalities are already seeing the positive results of recent regional approaches to key issues, and the regional economy is poised for growth.

To move forward, there are three essential steps that must be taken: first, to develop a culture of regional collaboration to increase competitiveness; second, to build solid foundations for economic success; and third, to behave like a global actor by focusing on regional economic development. All of these steps require a common commitment to collaboration between the Winnipeg Metro Region municipalities and the Province of Manitoba, with the support and advice from key communities, Indigenous Nations, and industry stakeholders. Only by moving forward together can the Winnipeg Metro Region achieve its fullest potential and achieve benefits for all Manitobans.

### **Regional Collaboration is Key to Global Competitiveness**

City-regions are becoming increasingly influential global actors, and regional approaches to addressing the challenges and opportunities facing city-regions are increasingly seen as the preferred approaches to helping address an increasingly complex policy, regulatory, environmental and economic environment for city-regions. Attempts by individual municipalities to confront the challenges posed by this increasingly complex environment have only partially succeeded or, in many cases, have failed altogether. Recent experiences of city-regions across the globe have shown that regions and municipalities have mutually beneficial relationships that not only make them more globally competitive, but can also help them collectively address their most pressing challenges.

A key motivation for greater regional collaboration for city-regions has been the need to participate in the global marketplace. Canada's market is too small and the global economy is too lucrative for Canadian municipalities not to be part of it. Regions are able to offer a greater value proposition to potential investors, if the conditions for investment and measures of a competitive region are met. The OECD states that "A competitive region is one that can attract and maintain successful firms and maintain or increase standards of living for the region's inhabitants. Skilled labour and investment gravitate away from 'uncompetitive' regions towards more competitive ones."<sup>5</sup> Competitive regions all demonstrate a commitment to creating a planning and development system that incorporate key pillars of regional competitiveness, such as:

- Mobility – the ability to efficiently move people and goods around a region.
- Land use planning – growth-oriented planning that balances social, economic and environmental objectives.
- Regional infrastructure – including roadways, bridges, pipelines and utility infrastructure that supports future growth and transportation connectivity.
- Economic development – the attraction of industries and opportunities that provide jobs and generate taxes, supported by a strong regional brand.
- Human capital – skilled talent in a range of fields, including entrepreneurs, researchers and tradespeople.
- Environment – clean air, water, land and other natural assets that support healthy ecosystems.
- Social infrastructure – including assets that support the education, health and well-being of citizens and add to the region's cultural and recreational vibrancy.
- Effective governance – sound governance structures that enable the region to plan, decide and act at a regional level.<sup>6</sup>

City-regions are therefore becoming increasingly important to the attraction of global investment and most major metropolitan areas across Canada have regionalized in response to this. Collaboration and coordination of planning and development help to drive innovation, capacity building, efficiencies, and allows for the leveraging of resources and economies of scale, and all orders of government in Canada are increasingly recognizing the value in regional approaches. Funding from the federal government and affiliated organizations is often financially tied to whether a region is organized and collaborative.

The close proximity and concentration of people living in a city offers a higher level of amenities, businesses and services that are not often found in smaller communities. There is an innovative interplay between varying sectors in cities that range from non-profit or non-governmental organizations to private business and post-secondary institutions. Cities offer cultural opportunities that bring a vibrancy to urban life. Business and industry benefit from integrated and well-connected transportation systems where economic activity has the potential to spill over into surrounding areas.

Regions offer a much more diverse palate to host businesses and industries through varying site conditions and proximity to regional land, economic assets and natural resources. The marriage of urban and rural should be seen as a strength and an advantage, rather than being divisive. Regions benefit

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<sup>5</sup> OECD, "Regional Competitiveness."

<sup>6</sup> Metro Mayors Alliance, "Be Ready, or Be Left Behind," 11.

from proximity to the city, while the city depends on the region for the breadth and diversity of its region-wide offering. Successful city-regions recognize, acknowledge and accept this mutually beneficial relationship and leverage their full inventory assets in order to attract investment, manage growth and build more resilient communities, particularly in the face of climate change.<sup>7</sup> The hard reality is that individual municipalities simply cannot advance ambitious or sustain economic growth in isolation.

Another common function of regional frameworks, authorities or organizations is to ensure the delivery of services across a region of municipalities are consistent, reliable and cost-effective - features that may not otherwise be attainable by individual municipalities seeking such services.<sup>8</sup> Services may include waste, water or transportation infrastructure, emergency services, land use planning and expertise, and economic development. The desire for regionalizing services may depend on the size of a given municipality and its capacity to create and maintain new or additional services, and the increasingly louder calls from taxpayers for more efficient and cost-effective service delivery solutions from municipalities.

There are many factors that might motivate local governments to adopt a regional servicing approach, which are applicable to the Winnipeg Metro Region, such as: rising consumer expectations and demands; increasing complexity in the provision and production of local government services; rising servicing costs; rapidly rising capital costs due to aging or substandard infrastructure; lack of access to capital funding and limited financial capacity; the rise of new technology; the need to meet the needs of business and industry; and a lack of overall economic competitiveness.<sup>9</sup> Certain services might be best delivered regionally, especially those lending themselves to advantage from economies of scale. Other circumstances where regional service delivery may be desirable are where:

- Opportunities exist for one or more jurisdictions to access the surplus capacity of another jurisdiction's services including infrastructure;
- Opportunities (exist) to secure specialized expertise from another jurisdiction;
- The service is best delivered on a regional basis to ensure a regional perspective in decision-making and also to fully implement servicing decisions;
- The benefits or costs of a local government service extend beyond its boundaries and are best managed through the provision of the service on a regional basis;
- Opportunities exist to improve performance, provide a higher quality of service or to increase value to the customer through regionalization;
- Eliminating the collateral impacts of differential service levels in a region;
- Provisioning specialized services; and
- Shared regional vision (exists)<sup>10</sup>

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<sup>7</sup> Planning around the impact of climate change at the local and regional level must align with provincial initiatives. See Manitoba Sustainable Development, "A Made-in-Manitoba Climate and Green Plan," for the Province of Manitoba's climate priorities.

<sup>8</sup> Urban Systems Ltd., "Background Paper: Best Practices for Moving Toward Change in the Delivery of Local Government Services," 1.

<sup>9</sup> Urban Systems Ltd., 3-4.

<sup>10</sup> Urban Systems Ltd., 5-6.

A variety of regional models can create the conditions necessary for collaborative intermunicipal cooperation, service delivery and practices, and “processes that engage actors”<sup>11</sup>. The role of regional frameworks, authorities or organizations is to address problems with regional implications which cannot be solved at the local government level and where fragmentation between and across municipalities makes collective action difficult without an additional mechanism.<sup>12</sup> Various forms of regional governance frameworks can be applied across jurisdictions and are best understood by the degree of local autonomy they provide to regional partners.<sup>13</sup> This can range from more cooperative mechanisms that allow for the voluntary or mandatory participation of stakeholders to be part of the decision-making process in a flexible, consensus-based process to more institutionalized mechanisms like regional government where a regional bureaucratic overlay exists with members elected to the leadership table.

Regional approaches to planning and service delivery are essential building blocks for economic development and growth. This approach is even more successful when political and bureaucratic leaders consider planning and servicing decisions with the wider goals of economic growth and opportunity. The key to regional success, especially for a jurisdiction like the Winnipeg Metro Region, is to develop regional processes for planning and servicing that start with an economic development focus, and do not fall victim to silo-driven thinking of these processes as entirely separate and unconnected. A region is a sum of its parts – if one wins, all win; if the whole wins, individual municipalities win.

The ideal path forward for the region given its current social, environmental, political and economic dynamics is in a regional systems approach. This approach emphasizes the interactions of the actors and variables in a given system and allows them to react to urban growth and the common challenges to the actors in a system. This does not mean that all municipal services would be delivered at a regional level, nor does it lead to unnecessary layers of bureaucracy. Instead, a regional systems approach enables the Winnipeg Metro Region municipalities to maintain their local identities and autonomy over those planning and servicing elements that are not significant drivers of regional competitiveness. In the case of the Winnipeg Metro Region, the key elements of a regional approach to competitiveness, per the definitions above, would be regional land use and infrastructure planning, shared servicing, and regional economic development.

### **Common Challenges to Adopting Regional Approaches**

While the trend of regionalism and regional integration has increased across Canada over the last two decades, the concept of regionalism faces several challenges. Regional authorities that exert control over local governments through policy and other mechanisms place bounds or requirements on certain aspects of local governments’ decisions and activities, especially with service delivery. In such cases, local governments may have concerns over relegation of their control on all matters conventionally subject to their full autonomy.<sup>14</sup> Additionally, legislative constraints can block regional-level action.<sup>15</sup> Although regional organizations may rely on collaborative participation, the above challenges remain the same if participation is expected or implicitly enforced.

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<sup>11</sup> Mansfield & Solingen, “Regionalism.”

<sup>12</sup> Feiock, “Metropolitan Governance and Institutional Collective Action,” 356–58.

<sup>13</sup> Feiock, “Metropolitan Governance and Institutional Collective Action,” 359.

<sup>14</sup> Urban Systems Ltd., 7–8.

<sup>15</sup> Urban Systems Ltd., 8.



Regional thinking and governance models are relatively new and still emerging and have never been attempted in some areas. As a result, local political cultures can possess entrenched rooted beliefs in self-determination that go against a collaborative form of governance at the regional scale.<sup>16</sup>

As a result, elected officials may fear reprisal for establishing regional service delivery. There may be a perception of comprised accountability, more complex decision-making and reduced transparency.<sup>17</sup> A lack of expertise for facilitating and implementing regional servicing agreements and difficulty negotiating agreements are also potential barriers for regional service delivery.<sup>18</sup> These specific challenges may be more institutionally cultural, either politically or administratively, because failed historical experiments with regionalism can also play a profound role in enabling regional action in certain jurisdictions. This is certainly true of the Winnipeg Metro Region in some circles of civic politics today given the Unicity amalgamation in the 1970s. What is lesser known is Winnipeg's history of a two tiered regional government system that was created in 1960 to oversee all zoning, issuance of permits and master planning of major infrastructure, services and parks.<sup>19</sup> One of the major issues that arose from this experiment was the breakdown of relations between local governments and the metro regional government.<sup>20</sup> Not only were relationships falling apart but progress towards needed programs and infrastructure were also stymied because of the inability of politicians to agree upon anything.<sup>21</sup> The failures of the two tiered model were not ultimately failures of regionalism or collaborative efforts. Instead, the experiments of the 1960s and 1970s failed mainly due to politicians being unable or unwilling to come together for the greater good of the region, and due to the governance mechanisms being untenable at the time.

The challenges the Winnipeg Metro Region faces in focusing its efforts regionally have been faced by most city-regions across the globe. Europe has understood that city-regions are the economic engine and laboratory for social change and have accordingly instituted appropriate regional structures not yet seen in North America.<sup>22</sup> Despite the challenges to, and skepticism surrounding, regionalism, the global economy is becoming increasingly competitive and if a jurisdiction wants to compete, it must think regionally. "Competition to attract the most productive industries and workers, rising price tags on large and small infrastructure projects, an emerging focus on inclusive economic outcomes, and demand for more livable and resilient neighborhoods all place significant pressures on regional leaders to deliver an advanced, competitive economy that works for all people."<sup>23</sup> It is in this context that the benefits of regional approaches to planning and development have become more urgent and innovative both within Canada and globally.

Any regional approach must take into account such challenges, but regional successes elsewhere in Canada and in the world have shown that, if the need is pressing enough and the right partners are at the table, a city-region can find ways to address the barriers to regional action. Regions have successfully explored and implemented tax sharing or pooling mechanisms to address the financial concerns often associated with regional collaboration; regions have successfully found ways to balance regional action with the preservation of local culture and autonomy; governance structures have been effectively developed to prevent a loss of control or influence by municipalities in city-regions; and accountability

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<sup>16</sup> Taylor, "Regionalism and Legitimacy," 4.

<sup>17</sup> Urban Systems Ltd., 8.

<sup>18</sup> Urban Systems Ltd., 8.

<sup>19</sup> Axworthy & Cassidy, "The Unicity Transition," 5.

<sup>20</sup> Axworthy & Cassidy, 6.

<sup>21</sup> Axworthy & Cassidy, 6.

<sup>22</sup> Klos, "The State of Unicity: 25 Years Later," 14.

<sup>23</sup> Shivaram et al., "Announcing the Economic Value Atlas."

frameworks and mechanisms have been negotiated to ensure no one or few municipalities are dominating or are being left out of regional decisions. The need to increase the Winnipeg Metro Region's competitiveness is both real and immediate, and learning from the experiences of other city-regions while building a 'Made in Manitoba' approach to regional collaboration can help to take advantage of opportunities and see benefits for all.

### **Opportunities and Benefits**

Despite their potential challenges, regional approaches can deliver many potential short- and long-term benefits for local governments, which are aimed at managing sustainable growth, increasing the quality of life for citizens, protecting resources, attracting investment, and setting the conditions for future economic development. For example, many regions provide regional land use and transportation planning functions that can help achieve collective aims of managing growth. The Edmonton Metro Region believes it will realize \$5 billion in efficiencies and cost-savings for the Region over the next 30 years due to its collaborative model on planning and development and will realize 160 square kilometers of land savings during the same time frame.<sup>24</sup> Metro Portland's establishment of an urban growth boundary spurred increased density and increased use of public transportation in a relatively short span of time.<sup>25</sup> By establishing a regional vision and policy for growth, regional plans induce alignment from local plans to better coordinate land use decisions and infrastructure investment interjurisdictionally. Metro Portland's transportation plan is credited for bolstering pedestrian bicycle infrastructure regionally and the aggregation of its regional efforts to keeping cost of living manageable.<sup>26</sup> Because urban areas are driven by economic viability, investment in infrastructure is important for growing municipalities' economic potential. Regions have much more capacity to compete for economic investment especially on the global stage<sup>27</sup> due to greater ability to coordinate and invest in potentially costly – but economy-enabling infrastructure and services, such as transit for labour mobility, information technology (IT) infrastructure for participation in the knowledge economy, and the servicing of employment lands. When municipalities within a region collectively support the planning and implementation of infrastructure or services, economies of scale can be achieved depending on how efficient the implementation is.<sup>28</sup> Furthermore, this allows individual municipalities to benefit that would otherwise not be able to afford the given service if provided on their own, and allowing a service provider the opportunity for greater capture of user fees.

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<sup>24</sup> Edmonton Metropolitan Region Board, "Celebrating 10 Years of Success."

<sup>25</sup> Intergovernmental Committee on Urban and Regional Research, "Regional Planning and Regionalization of Services," 4.

<sup>26</sup> Intergovernmental Committee on Urban and Regional Research, 4.

<sup>27</sup> Intergovernmental Committee on Urban and Regional Research, 5,8.

<sup>28</sup> Intergovernmental Committee on Urban and Regional Research, 7.

## THE WINNIPEG METRO REGION

Metropolitan regions have evolved to become significant cultural and economic entities in global society.<sup>29</sup> Although conglomerations of local governments forming regional policy and decision-making bodies can inject inefficiencies in decision-making if not structured properly, the direct benefits from a balanced distribution of power and pooling of resources across a region are greater innovation and economic competitiveness regardless of any decision-making overhead induced by regional organization.<sup>30</sup>

A regional approach to planning means collaborating on strategic aspects inherently beneficial to the entire metropolitan region. This means integrating land use with infrastructure while taking a coordinated approach to economic development. What this does not mean is losing local autonomy for deciding local matters like community services or character. Thinking regionally means working together towards common goals while celebrating communities' distinctive identities and lifestyles.

The Winnipeg Metro Region is a geographic region consisting of eighteen municipalities in southern Manitoba, Canada, covering approximately 7900 square kilometers of area. Municipalities in the Winnipeg Metro Region face many of the same challenges as other global regions. Many of these challenges exist where variables and dependencies cross municipal boundaries, requiring solutions implemented at the regional level to properly address them. Many challenges are also not new. A 1999 report by the Province of Manitoba on the Winnipeg Metro Region (then the Capital Region), *The Capital Region Review*, identified several regional challenges that remain relevant today and that were based on consultations with citizens and organizations in the region. First was the "inadequate regional protection of resources"<sup>31</sup> where it was identified that Winnipeg's and other municipalities' water resources were not sufficiently under protection at the regional level, leaving potable water sources and their delivery vulnerable to potential pollution across boundaries. Capacity for water drainage was also a regional concern. Second was the "inefficient regional utilization of infrastructure"<sup>32</sup>, indicating a concern over the growth of costly water and transportation infrastructure across the region. Third were the "impediments to service sharing"<sup>33</sup>, where according to the report, intermunicipal agreements for servicing have been difficult to negotiate without an effective framework, and questions of how costs, revenues, risks and benefits are distributed between municipalities sharing potential services are not well answered to.<sup>34</sup> The report also suggests this challenge has been exacerbated by a lack of a regional accounting system helping jurisdictions agree on costing of different services.<sup>35</sup> Also indicated is a lack of cohesive regional marketing<sup>36</sup> and regional planning.<sup>37</sup> The findings of the 1999 review were complemented and advanced in the 2001 report by Manitoba Intergovernmental Affairs called "Planning Manitoba's Capital Region: Next Steps", the 2002 paper "Strengthening Manitoba's Capital Region" by the Regional Planning Advisory Committee, and more fully in the 2003 Regional Planning Advisory Committee report, "A Partnership for the Future: Putting the Pieces Together in the Manitoba Capital Region". Despite numerous reports arguing for greater regional integration and planning, the recommendations of these reports have yet to be fulfilled and remain relevant still today.

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<sup>29</sup> Feiock, "Metropolitan Governance and Institutional Collective Action," 356.

<sup>30</sup> Feiock, 356.

<sup>31</sup> Scarth et al., "The Capital Region Review," 43.

<sup>32</sup> Scarth et al., 43.

<sup>33</sup> Scarth et al., 45.

<sup>34</sup> Scarth et al., 45,47.

<sup>35</sup> Scarth et al., 45.

<sup>36</sup> Scarth et al., 46.

<sup>37</sup> Scarth et al., 47.

Despite the ongoing barriers to regional collaboration, the Winnipeg Metro Region has been collaborating with some important recent success on select regional issues such as solid waste management, emergency services and broadband internet delivery. With these precedents in mind, the Winnipeg Metro Region can use this foundation to guide and direct regional collaboration where it is most needed to spur economic growth – in land use planning, strategic investments in planned regional infrastructure, the delivery of shared services, and in a collaborative approach to future regional economic development.

Put simply: collaborative regions attract the investment and economic development that drive growth; a collaborative region manages growth better; shared services provides efficiencies and effectiveness across the region. These processes are all interrelated and pivotal to increasing the region's overall competitiveness and sustainable growth.

In the Winnipeg Metro Region, the benefits of regional approaches to governance, land use and infrastructure planning, shared servicing and economic development are burgeoning but largely remain under realized as the region struggles with its own challenges in an increasingly globally competitive world. Municipalities across the region will be disadvantaged over the long term if a regional approach is not rigorously pursued, as rising costs and servicing challenges increase and the ongoing risk of missing further economic investment looms. To address these risks, the 2018 Throne Speech committed the Province of Manitoba to work with WMR members to develop and adopt a regional strategy to land use planning and development that promotes cooperation between municipalities in delivering services, economic development strategies and infrastructure in the region.<sup>38</sup> In adopting such an approach, the WMR may better unify land use planning and development processes across the region and gain economic benefit for the region, and therefore the province, as a whole.

The need for expediency in regional collaboration is about more than economic competitiveness. The future of core services such as a sustainable water supply and sewer services are best advanced through regional approaches. The ultimate goals of improving regional systems in the region are to create sustainable and resilient communities, to improve the services residents rely on and deliver them in a more cost-effective manner, and to increase the region's overall economic competitiveness.<sup>39</sup>

Regional planning can enable the Winnipeg Metro Region to determine which areas are suitable for certain types of development and how collectively planning for sustainable development can improve economic outcomes over the long-term. Such planning can help to ensure that industries are clustered in proximity for mutual benefit and that high-quality agricultural land is not heedlessly taken out of production. The Winnipeg Metro Region has lost nearly 7,000 acres of prime agricultural land to urbanization in the last ten years.<sup>40</sup> If extrapolated over time, a non-interventionist approach would see an additional 700 acres of productive farmland prematurely lost to development annually. Agriculture is the backbone of Manitoba's economy with food and agricultural product processing being a top sector with emerging growth, where the food and beverage processing industry accounted for 24% of all manufacturing sales in 2017.<sup>41</sup> This sector relies upon the region's prime agricultural soils for its future success. As the world population increases, agri-food businesses will only be in higher demand. As agricultural land becomes scarcer globally and emerging economies' growing middle class populations

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<sup>38</sup> Treasury Board Secretariat, "Planning, Zoning and Permitting in Manitoba: Findings." 69.

<sup>39</sup> See Stantec, "Securing Our Future: An Action Plan for Winnipeg's Metropolitan Region" and HDR Inc., "Final Report: Waste Rationalization Feasibility Study".

<sup>40</sup> University of Manitoba, "Regional Resiliency: Planning for Sustainable Growth in the Winnipeg Metropolitan Region," 10.

<sup>41</sup> See Province of Manitoba, "Capital Region Economic Profile" and Government of Manitoba, "Significance of Food and Beverage Manufacturing in Manitoba."

create increased demand for high quality food products, western Canada and Manitoba in particular have a compelling global value proposition in agri-food. As such, a balance must be achieved between developing processing capability and protecting the critical land mass needed to sustain agricultural primary production. This demands that the Winnipeg Metro Region protect its agricultural assets through good urban planning by acting together regionally.

Municipalities across Canada are facing increasingly large infrastructure deficits and few viable budgetary options other than downloading increased costs onto taxpayers. The City of Winnipeg alone is nearing a \$6.9 billion dollar infrastructure deficit that encompasses upcoming upgrades to existing infrastructure and demand for new infrastructure in the next ten year period.<sup>42</sup> Municipalities will be responsible for maintaining and upgrading the infrastructure over time at their own expense. A regional approach can help guide spatial land use patterns of development across the region to the best standards while also preserving or creating local character for the quality of life important to residents of the Winnipeg Metro Region and for attracting new talent to the region. The Winnipeg Metro Region also suffers from a lack of municipal infrastructure ready for investment, as many areas lack adequate servicing capacity to attract new investment to key areas of the region. A regional approach to infrastructure investment and management enables municipalities with less financial capacity to take advantage of other jurisdictions' infrastructure surplus capacity, thereby reducing the financial burden associated with construction and operating infrastructure on their own.<sup>43</sup> In this way, municipalities may be able to address the substantial infrastructure deficits in the region and ensure continued delivery of key upgrades required in the next ten years.

As global investors look for new opportunities, they seek regions across the world who display cohesive policies with integrated approaches to land use and infrastructure planning. Investors also look for certainty in the areas they seek to invest in, and structural infrastructure deficits or fiscal instability creates uncertainty around potential future tax increases. Effective and transparent regional planning leads to improved regional economic outcomes, while a regional approach to infrastructure investment also allows the pooling of resources to invest in infrastructure that can help attract targeted investment. Taking advantage of the opportunity for the WMR now will only serve to enhance the region's competitiveness over the long-term.

### **A Winnipeg Metro Region Planning Approach for Future Growth**

A rigorous regional approach is needed for the Winnipeg Metro Region to effectively address challenges that municipalities are facing that are regional in nature, and to provide benefits that only regional-level action is capable of. The goal must be to develop a regional approach for the Winnipeg Metro Region that learns from best practices and learned lessons in other jurisdictions, and is specific to the history, culture, and needs of the Winnipeg region.<sup>44</sup> The opportunities in addressing these challenges with a regional approach are presented below, where regional collaboration can allow the region's municipalities to best pursue short- and long-term opportunities.

### **Opportunities for Regional Economic Development**

The economy of the Winnipeg Metro Region is driven by the agricultural, transportation, and manufacturing sectors. If the region wants to compete and grow in these key sectors over the long-term,

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<sup>42</sup> City of Winnipeg, "2018 State of the Infrastructure Report," 8.

<sup>43</sup> Urban Systems Ltd., "Background Paper: Best Practices for Moving Toward Change in the Delivery of Local Government Services."

<sup>44</sup> For more information on comparative studies, see [Appendix E](#).

regional leaders must make significant collaborative investments in regional assets, resources and infrastructure.

As municipalities across North America and the world strengthen their regional efforts in pursuing economic development, the Winnipeg Metro Region must do so as well.

Without a regional approach, municipalities retain a mindset that municipalities must always compete against adjacent municipalities for investment and must work with limited resources to replicate similar economic development functions already found in their neighbouring local governments. This fragmented approach is far less attractive to large investors, as individual municipalities have not developed the tools, policies, resources, infrastructure and expertise to meet the needs of investment and compete at the global level. A lack of cohesive information and clear pathways for staging projects in the region results in municipalities missing significant opportunities for greater economic development activity. For example, national and global site selectors do not have access to the right data to make timely site selection decisions in the Winnipeg Metro Region, eliminating regional municipalities from their list of potential sites. Developing the necessary systems and resources for guiding investment is costly and can only be addressed through regional collaboration and service sharing.

By pooling resources and agreeing to a regional focus, municipalities engaging in collaborative action as a region can more effectively meet economic development goals such as increasing jobs, building business clusters, attracting and retaining talent, and increasing knowledge transfer and interaction.

The Winnipeg Metro Region can learn from the experiences of other Canadian jurisdictions that have regionalized their economic development efforts to greater success. Toronto, Montreal, Quebec, Edmonton and most recently Vancouver, are all engaged in regional economic development activities and/or entities. Each of the regional economic development models being used in Canadian regions is unique and tailored to the individual values, strengths, culture and priorities of each region and its members. For the Winnipeg Metro Region, there is a unique opportunity for successful collaboration, as other regions took years and some failed processes to fully realize their collective potential. The Winnipeg Metro Region can advance its own collaborative frameworks with the lessons of others in mind without having to overcome failed experiments of its own.

Intermunicipal competition over investment fails to recognize the positive spillover effects that can have benefit for other regional municipalities, such as where workers choose to live in a region or the expansion and strengthening of regional supply chains. Canadian regions have recognized the value of speaking with a single voice on the global stage, and presenting a consistent regional message to potential investors in seeking to enhance their FDI and trade capacities.

Instead of each municipality limiting their capacity by going on their own and duplicating economic development activities, the regions municipalities – by working together and leveraging resources – can build a regional-level economic development engine that leverages its key strengths, unites behind a single brand and unified voice to the world, and properly reacts to the needs of the global market. Collaborating on regional economic development can allow the Winnipeg Metro Region to focus on its core sectors, such as agriculture, manufacturing, and transportation and logistics, and attract more global investment in other sectors, such as aerospace and innovation.<sup>45</sup> An intensive and collaborative approach could develop resources in areas of data and information, land use, infrastructure, governance, and marketing to develop these sectors further, attract additional investment and successfully implement

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<sup>45</sup> Heigh, “[Final Report: Regional Economic Development](#),” 13–16.

projects by forming a coherent international brand and guiding investors in an intelligible process toward situating their business in the region.

The Winnipeg Metro Region features a significant concentration of agriculture-based business compared to other regions in Canada.<sup>46</sup> In the region, this sector is driven by primary production and agri-business, an industry which accounts for the region's highest proportion of Canada's top 500 companies.<sup>47</sup> To build on this success and ensure this sector grows and thrives will require collaborative action at the regional level to ensure agricultural lands are reserved for production and processing industries have access to necessary inputs.

Manufacturing is another key sector in the Winnipeg Metro Region. The sector employs over 18,000 people and dominates GDP growth in the region.<sup>48</sup> While manufacturing of the traditional kind is a large contributor to these figures, the region has a substantial portion of high-technology jobs where advanced manufacturing hosts the highest concentration of Canadian headquarters in the region.<sup>49</sup> However, how manufacturing is defined in the region is changing, where emerging technologies are forcing a transition to other non-traditional forms.<sup>50</sup> To take advantage of these new forms and capitalize on opportunities it presents requires that manufacturing be re-examined, and meaningful technology opportunities be explored.

The transportation and logistics sector is a strong sector that specializes in trucking and rail systems and employs over 12,000 people.<sup>51</sup> This sector is vital to the regional economy as it is the region's main economic driver of capital investment, and in fact, boast the highest productivity growth in comparison to the agricultural and manufacturing sector.<sup>52</sup> However, the industry is rapidly changing and a regional approach to planning and development can help foster the conditions for sectoral growth and success, and help promote cooperation within the sector required for future success.<sup>53</sup>

Pursuing and realizing these regional economic development opportunities, however, depends heavily on an integrated approach to land use planning, infrastructure, and shared servicing. These planning and servicing functions are essential building blocks of economic development, and key pillars of regional competitiveness.

### **Opportunities for Integrated Planning**

Opportunities in a regional approach to planning exist in the coordination of land uses across the region, the establishment and protection of transportation networks, protection of agricultural lands and natural assets, provision and standardization of enhanced planning tools, processes, and resources.

Coordinating land uses across the region is important to ensuring the protection of an appropriate allotment of land for economic development purposes, such as industrial and highly productive agricultural lands, that are located appropriately within the region through tools such as a regional land use and servicing plan in which municipalities solidify their agreement through legislation requiring the development of multi-year plans. Although it is commonly thought that industrial lands, for example, are a

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<sup>46</sup> MDB Insights, "Winnipeg Metropolitan Region Business and Industry Report."

<sup>47</sup> Heigh, "Final Report: Regional Economic Development."

<sup>48</sup> Heigh.

<sup>49</sup> Heigh.

<sup>50</sup> Heigh.

<sup>51</sup> Heigh.

<sup>52</sup> Heigh.

<sup>53</sup> Heigh.

reliable way of ensuring a healthy tax base for municipalities, not every municipality is best situated to support industrial activity due to land availability issues, environmental constraints, servicing constraints or other resource challenges. Municipalities in the region can agree on where such development is best placed and how benefits from the development can be shared. Regional transportation networks are afforded the same regional-level consideration for their protection and investment across municipal boundaries.

A regional growth management and servicing plan can also align local plans, so that there is more consistency between municipalities, making development processes and regulatory regimes more predictable across jurisdictions. A regional plan can set regional-level rules and guidelines, such as constraints to protect important regional land assets from residential development. Municipalities would then all have a common understanding of these assets without question and would know automatically that the protected asset cannot be rezoned, reducing ambiguity and streamlining development processes. Among the key areas needing such consideration in the region is the ongoing definition and protection of trade routes and corridors. Under the current planning system, a single municipal council can unilaterally affect or hinder regional trade routes, which are pivotal for overall regional economic growth and competitiveness. A regional growth management and servicing plan would allow for these routes to be identified and protected over the long-term.<sup>54</sup> A long-term regional plan, however, does not negate the need for locally developed plans, but those local plans are then linked to the longer term vision of the region.<sup>55</sup>

There are opportunities to develop standards and templates for land designations and local development plan documentation, reducing formatting decisions and making land designation and zoning codes consistent so that development plans and bylaw can be more easily compared between jurisdictions. Similarly, to the Metro Region's fire department reporting system, a regional and centralized document and mapping management system for the region's municipalities to track changes to development plans, bylaw and other statutes would relieve municipal administrators of developing their own complex digital systems and save costs.

### **Opportunities for Service Sharing**

There are opportunities for municipalities in the region to share services, including fire department, road maintenance, solid waste management services, and contract development and tendering services, saving costs for administering these compared to a disaggregated manner. By using a regional approach, the locating of fire department equipment and response capabilities could be optimized across the region to provide better services while saving costs by reducing unnecessary redundancies. Fire department incident reporting can also benefit from a regional approach through the economies of scale concept. In 2017, the Winnipeg Metro Region implemented a regional web-based reporting service for fire departments in the region to log their incident reports in a consistent manner. The reporting system removes the burden and cost upon municipalities to each develop and manage their own systems, and provides municipal administrators access to the same data their fire department has, enhancing transparency and streamlining other processes such as Manitoba Public Insurance claim submissions and structure fire reports to the province's Office of the Fire Commissioner. The reporting system also provides an understanding of how fire department response occurs between municipalities, facilitating

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<sup>54</sup> WMR, "Transportation Driving Growth."

<sup>55</sup> This thinking is reflected in the City of Winnipeg's [OurWinnipeg Plan](#).



potential service sharing discussions, and providing an additional layer of data related to the safety of roads to help guide decision-makers when making important investment decisions.

Regional economies of scale and service sharing agreements may also have a role in solid waste management in the region. The WMR identified in its 2019 *Waste Rationalization Feasibility Study* report that fourteen existing landfills in the region could be consolidated into four much more robust sites situated in each quadrant of the region, and capable of better material diversion and the conversion of waste into resources.<sup>56</sup> This could address the lack of resources individual municipalities face in maintaining their existing landfill sites and upgrading or enhancing them to improve material handling and reduce environmental impacts. By entering into service sharing agreements, collective resources can be pooled to fund the development of cutting-edge facilities, and there is an ongoing opportunity for a more functional circular economy in the region. The City of Winnipeg would benefit from additional revenue provided by other municipalities paying user fees for its landfill site since its Brady landfill would serve one of the four quadrants.

High-speed internet infrastructure for rural municipalities is another opportunity of a regional approach. Businesses require access to high-speed internet to operate, thrive, grow, and compete in the global digital economy. Extending fibre from Winnipeg to other adjacent municipalities requires the implementation of a fibre corridor to reach specific locations in the region. This can only be done with a regional approach securing agreement among municipalities to support the corridor's pathway and connection points. Municipal members of the WMR have begun this implementation through their corporation JohnQ Public, relying on strong regional collaboration. The goals of the JohnQ Public initiative are consistent with the high-speed internet servicing needs for the Winnipeg Metro Region.<sup>57</sup> Increasing access, facilitating service, and ensuring affordability will serve to increase the region's overall competitiveness and integration into the global digital economy.

These are just some of the opportunities available to the Winnipeg Metro Region through a collaborative regional systems model approach. By developing regional systems around land use planning and infrastructure, shared servicing, and regional economic development, the region stands to benefit from proven approaches to increasing service levels to residents while becoming more globally economic competitive.

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<sup>56</sup> HDR Inc., "Final Report: Waste Rationalization Feasibility Study."

<sup>57</sup> JohnQ Public Inc., "Connecting to Opportunity-Growing Manitoba's Economy," 2019, 2.

## **WINNIPEG METRO REGION STAKEHOLDER CONSULTATION: WHAT WE HEARD<sup>58</sup>**

Throughout July and August, 2019, more than 100 regional stakeholders were engaged to discuss the concept of Winnipeg Metro regionalism, the opportunities and barriers that it poses, as well as their vision of the region in the short and long term. Stakeholders included a variety of groups and included representation from elected officials, provincial and local government administrations, provincial and municipal planning authorities, economic development officers, the development and construction communities, regional economic actors, post-secondary institutions, and Indigenous Nation communities.

Findings from the stakeholder consultation can be distilled into the following broad themes. These key themes have also informed this report's recommendations and the discussion of a Winnipeg Metro Region Planning Framework for the Future.

### **Balancing Progress with Local Autonomy**

Communities of the Winnipeg Metro Region have a rich local character that has evolved from the history of place. While this has resulted in a mosaic of community cultures and practices that add value to the region, the community character created poses a challenge to developing and implementing a truly regional approach to economic development and land use. Over time, this history has influenced how municipalities work with each other, with Indigenous Nations, and with the greater business and development community. This has had an effect on the political sphere of decision-making and impacted community capacity to cooperate across jurisdictional boundaries, in doing so exacerbating tensions between parties that has led to a tendency to be hesitant to working together cooperatively.

Stakeholders commonly referred to regionalism as a cooperative culture that encourages working together. They recognized the value and power regionalism could provide them to act collectively and the potential for it to be a key driver in addressing issues of inequity between communities across the region and recapture the region's competitive edge. However, many had reservations as they were concerned that regionalism would imply a loss of local autonomy and community voice and feared the potential for municipal amalgamation. Stakeholders expressed how the current bottom-up approach is ensuring their voice is retained, but expressed concern that should a regional approach move forward, a top-down approach would be imposed, which may lead to increased tensions. Stakeholders viewed a regional approach to planning and development as a way to address the top concerns of the region as a whole while maintaining continuity and measure of autonomy. To move forward with balancing progress with local autonomy, stakeholders expressed a need to define what are truly regional priorities versus local ones and understand the trade-offs that require communities to act together as a region. This way, the region can capitalize on its strengths and develop a strategy that considers and balances both local and regional needs.

### **Future Regional Plan Must Account For Urban/Rural Dynamics**

The Winnipeg Metro Region is focused on one major city surrounded by various rural communities. Traditionally, the region's agricultural history has solidified relationships across boundaries, however, the dynamics of the urban/rural interface has changed over time. Agriculture remains a key economic driver of the region but now competes for land with development priorities, which has increased outside the City of Winnipeg's limits. While this has resulted in new rural infrastructure, there is a perception that much of

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<sup>58</sup> The findings from the stakeholder consultation process are presented as an objective summary of overall feedback, and do not necessarily reflect the views of the author.

the crucial strategic infrastructure remains within the city limits. As a result, there appears to be a degree of competition between rural and urban communities for growth and infrastructure investment.

Stakeholders recognize the importance of regional growth and infrastructure investment to regional prosperity, where a healthy core city benefits the region as a whole. However, many expressed the need to ensure equity between urban and rural communities. This requires a framework that understands the commonalities between municipalities and their geographic advantages that can allow for benefits to be shared between the City of Winnipeg and surrounding communities. In this way, a better understanding could be provided as to the role of urban and rural communities. This would allow for development and investment to be assigned to areas that make the most sense regionally and ensure growth continues in a sustainable way that respects issues of municipal capacity and changes to the land. This will require clarity as to whether or not regionalism is important to the leadership of both urban and rural communities and will especially need commitment from the City of Winnipeg as the success of the Winnipeg Metro Region hinges on the ability of the City of Winnipeg to provide a strong city core.

Some areas may be better suited for residential, business or other types of developments whereas others may be better suited for enhancing existing natural capital or ensuring agricultural production is not impeded. Accordingly, the region will have to consider how best to allocate growth revenues to ensure that certain jurisdictions are not disadvantaged nor allowed to accept less for more. This will enable the region to provide high quality services to its residences while planning for economic clusters and trade corridors.

### **Need for Flexibility as Plans Develop**

Municipalities in Manitoba are required to develop a comprehensive community plan (known as the Development Plan) that sets the municipality's long-term vision for the future with plans and policy statements that address the community's physical, social, environmental, and economic goals.<sup>59</sup> Review of the plan is required every 5-years. This timeline causes concern as to undertake such a review adds stress to capacity and resources, creating a challenge for municipalities to maintain development plans. Furthermore, as this timeline coincides closely with the 4-year election cycle, there exist potential for substantial change in the community's vision with every new election cycle. This has resulted in a myriad of plans over the years and varied commitment from councils to follow long-term objectives. This is problematic for many in the development community, in addition to key economic drivers as many in this community strategize and set priorities in much longer terms. As such, there is a desire among stakeholders for a regional plan that sets a longer-term vision for the region and provides guidance to municipalities, developers, and other economic development actors.

While there is a desire to form a common regional land use or development plan, stakeholders expressed concern that such a regional plan risks imposing a top-down approach that may result in municipalities losing their flexibility in finding solutions to local issues. The geographic location and character of the Winnipeg Metro Region is one that creates various land use planning contexts, where at times few commonalities exist. Stakeholders expressed that a regional plan will need to acknowledge these dynamics and ensure that any plan is not static but rather flexible to respond to issues relating to character of place. Further, stakeholders voiced that flexibility would be needed to ensure a regional plan

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<sup>59</sup> Government of Manitoba, "[The Municipal Planning Guide to Zoning Bylaws in Manitoba](#)," A-2.

reflects the most current priorities without losing sight of long-term visioning. In this way, the regional plan may be able to adapt to the current context while reflecting both municipal and regional priorities.

### **Balance the Quest for Efficiencies with Good, Quality Planning**

Coordination of the planning and development process across the region can act as a catalyst for economic development. However, stakeholders expressed that there is a current lack of understanding of what economic development really means and the implications of an uncoordinated land use planning and development approach on economic success. The problem is further exacerbated by a major lack of data to properly inform processes. Stakeholders expressed that current land use planning and development processes are heavily weighted by overly onerous municipal and provincial processes, causing substantial administrative delays in development application response and processing times. Furthermore, because there is no clear, coordinated regional set of rules of engagement, municipalities who do not typically collaborate rely on the province to facilitate coordination. When conflict arises between municipalities, they also rely on the province for arbitration. This practice to rely on the province is fairly common in smaller municipalities and can cause substantial delays in the process. Because of the lack of a coordinated process and issues of capacity, regional land use planning and development is occurring in a disjointed way, this has led to uncoordinated land use and is affecting the ability for successful economic development as investors are looking for shovel ready sites. Stakeholders recognized the complexity of land use planning and development but acknowledged that efficiencies in all planning authorities are required to streamline the process.

Stakeholders expressed that many municipalities lack capacity to develop comprehensive economic development strategies as many no longer have economic development officers and rely on chief administrative officers for this function. As a result, the lack of a coordinated process and a clear set of priorities has resulted in mismatched vision between developers and municipalities and requires a better balance between market forces and public priorities. Coordination of planning and development is also lacking between municipalities and utilities across the region. Manitoba utilities attempt to be strategic in their investments, but rarely do their strategies align with the long-term vision of a municipality where utility investment is made. Stakeholders expressed that this approach has resulted in substantial delays to development and suggested that better coordination between utility strategy, municipal goals, and developer ambitions is needed to ensure timely infrastructure installation.

This uncoordinated approach was echoed by post-secondary institutions (PSI) and key sector representatives. While these economic drivers recognize the give and take relationship of regional planning, these organizations think in the long-term and require timelines and cost projection to understand their return on investment (ROI) and justify local and external business cases. The uncoordinated approach taken thus far to regional planning has resulted in an ecosystem with no broad integration between market needs and PSI's. To better align market demands with PSI's, sector related strategies are needed to prioritize educational programs focused around market needs and creation of jobs that retain labour talent and skills.

### **The Need to Find Pathway to Consistent Processes and Systems**

Currently, the regional land use planning and development framework is a collection of plans and bylaws, all with specific requirements guiding the process for a particular municipality. What this has created is myriad of different standards that vary between neighboring jurisdictions, in addition to differing standards between rural and urban contexts. As a result, there is no consistency across the region as to how planning and development is delivered. This has created a region with no clearly defined common

direction, which simply encourages municipalities to continue acting alone rather than cooperating toward a common goal. Furthermore, this has created substantial delays for private industry, Indigenous Nations, and economic development entities trying to undertake development as these discrepancies have created substantial confusion. All municipalities faced challenges in delivering responses and processing applications in a timely manner.

To address these substantial issues with the planning and development process, stakeholders expressed a desire for a seamless, regional planning and development system that adds consistency to the process in a way that follows best practice, which would be transparent to all players in the economic development ecosystem. This could include providing tools and templates to standardize items like development plans, zoning bylaws, typology, etc., allowing for a seamless planning and development process across jurisdictions and clear rules of engagement to emerge. Stakeholders expressed that a consistent, standardized regional planning framework would be key from an administration standpoint and would likely render the entire process more efficient and reduce the delays associated with development response and approvals. Many stakeholders shared that CentrePort Canada may provide a good example of where this is currently occurring in the metropolitan region. CentrePort Canada was granted special planning area designation by the Province of Manitoba. This facilitated cooperation between the City of Winnipeg and the RM of Rosser and enabled the creation of a single land use planning and development framework that provided clear, consistent rules of engagement and reduced the bureaucracy involved in delivering responses and processing applications, thereby simplifying the process for potential business and industry. This demonstrated that when a clear goal is articulated, processes can be tailored to work toward the common objective and reduce divergence across an area. However, it also demonstrated that a higher level of government intervention may be required to set the policy conditions needed to facilitate the process changes. It is also important to note that, despite the collaboration involved in the CentrePort project, some of the key outcomes such as the development of a rail park, have yet to be realized. As such, to replicate a similar streamlining of process in the metropolitan region may require provincial intervention and the establishment of legislative framework that supports regionalism in a clear and fair manner.

Establishing a seamless regional planning and development framework that respects local history and builds on the commonalities and differences between communities can assist in developing regional economic development in a manner consistent across the region. However, stakeholders noted that to encourage regional economic development, a regional plan must include aspects of strategic infrastructure development. To do this, infrastructure will need to be prioritized at the regional scale. This will require the identification of key infrastructure assets and creation of inventories, that distinctions be made between local and regional infrastructure, and that key regional infrastructure priorities be identified. Stakeholders did express concerns as to who would fund the creation of such asset inventories and who would be responsible for their maintenance. To address this concern, stakeholders expressed that the province could be a driver of regionalism by associating infrastructure funding to identified regional priorities and support the mechanisms and tools needed to identify priorities.

In addition to enabling legislation and an infrastructure investment strategy, a seamless regional plan will also require a tax and service sharing mechanism. Stakeholders expressed that regionalism should reduce costs and increase revenues to ensure lower taxes for ratepayers, however no pro forma to revenue cost sharing options currently exist. This mechanism is key for regionalism as it ties together regional economic development, land use planning, and infrastructure investment that ensures municipalities share the cost of investment but also share the benefits received. In this way, a tax and service sharing mechanism would enable equity to be defined in benefits shared across the region without eroding local autonomy. These mechanisms can take different forms, as direct tax sharing,

developing a regional pool of funds to be reinvested in regional projects, or other forms that are ideally developed for the needs of a particular region.

### **The Need to De-politicize Regional Planning Processes**

Elected officials in the Winnipeg Metro Region have a substantial role in the planning and development process but need a clear process to follow. While this ensures democratic elements are included in the planning and development process, stakeholders expressed a need to depoliticize this process. Political interference has influenced, and continues to influence, the land use planning and development process across the region where recommendations made on sound professional advice have been decided against as a result of political interference. At times, professionals offering recommendations have been viewed as obstructionist for suggesting actions that follow best practice, in so creating tensions between planning authorities, the development community and politicians. In addition, as political election cycles highly influence political priorities, governance of land use planning and development are substantially influenced by political agendas, making land use planning and development more reactive than proactive. Furthermore, political priorities substantially change depending on whether they involve land use or economic development, creating confusion as to how to sustain growth and encourage progress.

To reduce political interference in regional land use planning and development, stakeholders suggested a model that standardizes the planning and development process and provides clear rules for collaboration. This would require clear identification of regional priorities and associated action plan, as well as better decision-making tools based on criteria. While stakeholders recognize that political influence may not be able to be fully removed from the process, they suggested that municipal councils be better educated on the nuances involved in land use planning and development, the processes that govern it, and adjustment be made to the scope council members are involved in planning boards and committees.

### **Municipal and Provincial Relations**

The Province of Manitoba has provided the WMR a mandate to adopt a regional strategy to improve and coordinate land use and development in the region, however, many stakeholders expressed that they are currently unclear about what this regional direction from the province would mean for them. Many voiced a fear that the provincial mandate would result in the top-down downloading of responsibilities and costs to local governments, a serious concern for many municipalities as downloading further responsibility and cost may push municipalities beyond their local capabilities and could present resource and capacity challenges. Already, many smaller municipalities are already beyond their capacity to deliver robust planning services and rely on the province for assistance in their land use planning. Additionally, further downloading of responsibility could cause greater barriers for municipalities and further push them to utilize the province in a way that continues to propagate an inefficient planning and development process. Furthermore, many stakeholders voice a fear of losing autonomy due to provincial interference in local planning processes or potential municipal amalgamation.

While there is some confusion as to the intention of the province's regional focus, stakeholders recognized that provincial leadership will be needed to implement a form of regionalism in the region. However, care must be taken as to how this message (i.e. regionalism) is communicated as there is potential for regionalism to become a political battle between the province and municipalities. Stakeholders said that the province can be a strong partner in implementing a long-term growth-oriented model, however, reduced fragmentation between municipalities and the province will require transparency between levels of government and willingness to work on regionalism together. This can be a key role played by the provincial Working Group suggested in the Treasury Board report and informed by the

observations in this report. As such, clarity on the incentives for municipalities to willingly participate in regionalism, especially relating to a shared investment for shared benefit framework, will create an atmosphere of transparency, collaboration, and partnership.

Ensuring professional expertise is a part of the decision-making process will de-politicize the planning process and deliver a transparent vision for the region. Addressing systemic cultural issues and reducing red tape within the planning system will also improve transparency and increase confidence in the system. Moving the planning system towards evidence-based policy principles will ensure good planning decisions are made and demonstrate an openness towards planning decisions that are made based upon compliance rather than opinion.

### **Lack of Common Vision and Acceptance by Regional Collaborators**

The Winnipeg Metro Region is composed of 18 distinct municipalities each with their own development plan. Although this implies a vision for the future for each community, stakeholders expressed that many municipalities have had difficulty expressing this vision and as a result do not have a clear picture of “who it wants to be as a region and where it wants to go”. Such lack of regional vision and direction creates difficulty in establishing an effective land use plan that can guide economic development initiatives. The current situation has resulted in many voices at the table requesting funding, each vying for the same limited pool of resources for investment and development, all in effort to work toward separate visions.

Defining a common regional vision may offer a solution to integrating municipal visions as it would clearly articulate a common goal and direct planning and development to better prepare the region for economic development. This requires a common understanding of the benefits regionalism provides municipalities, but perhaps more importantly this requires a willingness to partner and build relationships. A culture shift is required across the region toward one that identifies as a region and reduces the perception of competition and moves toward collaboration. This is essential for regional collaborators as they will be expected to promote and support the idea of regionalism to ratepayers, investors, and economic drivers. Stakeholders acknowledge that this attitude shift may already be subconsciously accepted by ratepayers of the region as many already cross jurisdictional boundaries to access regional services. However, many do not understand the boundaries and mechanisms that govern municipalities and the region. This will likely require continued public engagement to encourage buy-in from the public. As such, regional collaborators must present a united front through a regional plan that promotes a common vision and supports the strengths of the region that can drive a culture shift toward regionalism.

### **Urban Versus Rural Dynamics**

The Winnipeg Metro Region is composed of municipalities with distinct character whose historical legacy has had a substantial effect on land use planning and development in the region. While this has created a region with vibrant communities, it has also created a challenge to developing a regional land use planning and development approach. The historical context of the region established a pronounced urban/rural divide that has enabled political level tensions to develop over time. However, dynamics between urban and rural land uses have changed in recent history forcing different interaction across municipal boundaries. As each municipality has different levels of control over land use planning and development, the separation between urban and rural land uses has intensified with many rural municipalities left wondering what their role and value is in the context of the region.

Because the region is composed of a central city surrounded by smaller rural municipalities, this has meant that historically much of the growth and development in the region was directed toward the City of

Winnipeg while surrounding municipalities mainly focused on rural land uses. As these dynamics have changed over time, growth and development patterns have changed across the region, creating situations where nimbyism arises in areas where it once did not exist. However, if the region is to grow in a sustainable way that accommodates both historical rural land uses and growing urban uses, the region will need to consider issues of density and address the dynamics of urban/rural interface. This may require municipalities to begin frankly addressing how to direct growth and development in the region to continue benefitting both rural and urban land uses and avoid issues of nimbyism associated with density.

### **Lack of Accountability Mechanisms**

A common comment from stakeholders was that the region lacked a common vision for the region in which to guide municipal and stakeholder activities in a way that better considers the region as a whole. However, stakeholders also noted that a lack of plans was not the major barrier to regionalism in the region, as many plans had been released over the years to guide regional activities. Rather, stakeholders pointed to the lack of will within the region and its municipalities to follow through on those plans as a significant obstacle to true regional collaboration. The WMR released its Regional Growth Strategy, which essentially serves as an action plan to achieving a regional vision in 2016, and at the time, all 18 municipalities of the WMR committed to implementing the strategy in their municipalities. It has since become apparent that the WMR member municipalities are not fully or commonly implementing and following the strategy, thus begging the question of how future regional efforts can overcome a wilful disregard of common strategy that had been previously agreed to. This problem is worsened by the lack of leadership and commitment from the Province of Manitoba in the past, and stakeholders also identified the need for provincial leadership in helping WMR members to advance their regional initiatives.

Stakeholders recognised this need for accountability but questioned what this really means and who shares responsibility for ensuring regional plans are in fact implemented. The challenge is presented in finding the appropriate level and mixture of accountability and the mechanism to enforce it.



## INDIGENOUS NATIONS

The WMR appears committed to meaningful consultation with Indigenous Nations in regional dialogue about planning and development. The Truth and Reconciliation Commission Calls to Action 43, which commits all levels of government to fully adopt and implement the United Nation Declarations on the Rights of Indigenous Peoples (UNDRIP) as a framework for reconciliation. In so doing, WMR, in line with Article 32 of UNDRIP, acknowledges the rights of Indigenous people to determine their priorities and strategies for development of their lands and resources. The WMR aims to implement recommendation #92 of the Truth and Reconciliation Commission to "... build respectful relationships, and obtain the free, prior, and informed consent of Indigenous peoples before proceeding with economic development projects."<sup>60</sup> In the context of this process, Indigenous Nations land management is a unique element of the land use planning and development framework that deserves closer attention when exploring a regional systems approach to planning and development.

The relationship between municipalities and Indigenous Nations is a complicated one, mired by colonial legacy issues and differences and misunderstandings of culture. The colonial past imposed a system of governance that continues to this day to have real effects on the economic development potential of Indigenous Nations peoples. Addressing these issues requires new approaches that acknowledge Indigenous Nations lands and resource rights to enable self-financing over the long-term and approaches that lay the foundation for a diversified economy that allows for economic self-reliance.<sup>61</sup> Indigenous Nations identified the Treaty Land Entitlement (TLE) process as a key mechanism to enable this to occur as it allows Indigenous Nations to file claim with the Government of Canada and receive land entitled to them under signed Treaties.<sup>62</sup> As this process often involves Crown lands within municipalities, the TLE process can promote and enable partnership building between municipalities and Indigenous Nations while encouraging economic development.<sup>63</sup>

However, the TLE process in the region faces substantial challenges. First, there is a lack of understanding of the various TLE agreement processes and the rights to land control this provides Indigenous Nations peoples. Second, establishing an urban reserve often faces major delays related to the confusion that there is a need to accommodate land use planning frameworks and the establishment of service agreements. Third, there is a perceived notion that TLE reduces the tax base and creates a loss in revenue for municipalities and the province. Many of these challenges stem from a need to better understand issues of jurisdiction and the differences between governance structures in the region and Indigenous Nations' rights. Addressing these issues requires better understanding and deployment of existing provincial mechanisms that assist municipalities and the province to recuperate any actual tax loss and expedite agreements. In addition, a dispute resolution mechanism to address conflict issues stemming from the TLE process could assist in expediting the process and ensure relevant parties achieve meaningful results.

Despite the process improvements that could be made as suggested above, a major challenge to enable Indigenous Nations economic development lies in improving relationships between municipalities and Indigenous Nations. Preconceived notions have seeded fear and mistrust between parties that have

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<sup>60</sup> Truth and Reconciliation Commission of Canada, "[Truth and Reconciliation Commission of Canada: Calls to Action](#)."

<sup>61</sup> Royal Commission on Aboriginal Peoples. "[People to People, nation to nation: Highlights from the Report of the Royal Commission on Aboriginal Peoples](#)." 91.

<sup>62</sup> Indigenous & Northern Affairs. "[Treaty Land Entitlement](#)."

<sup>63</sup> Indigenous & Northern Affairs.

plagued the potential positive synergies of developing a common vision and process. To address this issue, the Report of the Royal Commission on Aboriginal Peoples calls for a renewed relationship based on: Recognition, Respect, Sharing, and Responsibility.<sup>64</sup> Relationship building on these principles will encourage partnerships to “emerge from the climate of tension and distrust”<sup>65</sup> and enable Indigenous Nations, municipalities, and the province to work toward sharing land use and economic development plans that identify and act on opportunities that benefit all. The steps taken by the WMR already in 2019 through the ‘Forging the Partnership’ Memorandum of Understanding are positive, and need to be built on as processes around regional planning and growth continue to develop.<sup>66</sup>

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<sup>64</sup> Royal Commission on Aboriginal Peoples.

<sup>65</sup> Royal Commission on Aboriginal Peoples.

<sup>66</sup> WMR. “Forging the Partnership.”.

## THE WAY FORWARD

This report has identified why regionalism is a preferred option for future economic growth and success, the challenges to regionalism in the Winnipeg Metro Region, the potential immediate opportunities for the region that can be achieved through regional collaboration, and presents the feedback from key WMR stakeholders. In all, the way forward is clear – the region must create the conditions for future economic success by collaborating on major policy and planning functions starting today.

With the ultimate goal of increasing the Winnipeg Metro Region’s overall economic competitiveness and ability to attract and retain investment, three essential and sequential steps must take place. The first is developing a culture of regional collaboration for increased competitiveness, which begins the process of setting the conditions for economic success, forces decisions and structures on economic growth, and ensures the right processes are in place to help achieve the ultimate end goal. The second is to build solid foundations for economic success, which involves a series of significant decisions and processes all targeted to lay the building blocks for future success. The third is regional economic development, which is executed once the other foundational elements of culture and foundations are advancing.

The steps and recommendations outlined below emphasize the partnership required between the Province of Manitoba, the WMR and its municipalities, Indigenous Nations, and stakeholders, in order to help build a solid foundation for a functional and collaborative planning and development ecosystem for the future. It is recognized that many of the recommendations provided for the WMR would be contingent on legislative and/or regulatory change from the Province of Manitoba, and must align with the work and timing of the provincial Working Group proposed in the 2019 Treasury Board Report.

The recommendations are not intended to create another layer of bureaucracy or government, but rather suggest a move toward regional coordination. A coordinated regional approach does not mean losing local autonomy for local matters but rather means working together toward common goals and benefits. For the Winnipeg Metro Region, the key elements to a regional approach are; regional land use and infrastructure planning, shared services, and regional economic development. Elements are considered regional when they benefit more than one municipality, such as regional infrastructure like those roadways and bridges that support fluid goods movement across municipal boundaries.

### ***Step 1: Develop a culture of regional collaboration for increased competitiveness***

1. That the Province of Manitoba and the Winnipeg Metro Region’s municipalities commit to developing an all-of-government approach and mindset to globalizing the region’s economy and businesses, focusing on enabling new investment, while retaining and expanding existing economic assets.
2. That the WMR initiate a review of its structure, membership, governance and accountability mechanisms to determine whether its current structure is suitable to advance regional collaboration on key policy initiatives, preparing for the 2020 legislative changes to be suggested by the provincial Working Group.
3. That the Province of Manitoba appoint a Working Group, per its 2018 Treasury Board Secretariat report, of 3-5 independent experts to oversee the following:
  - (a) Propose legislative and regulatory changes to the *Capital Region Partnership Act (2006)* and consequential amendments to other legislation, including the *Municipal Act*, the

*Planning Act, Public Utilities Board, City of Winnipeg Charter*, and others, that would mandate regional approaches to land use planning, infrastructure, shared servicing, and economic development for the WMR member municipalities. The Working Group would consult with the WMR and its member municipalities on potential legislative revisions and report back to the Province by **January 2020**.<sup>67</sup>

- (b) Work with the Province to review *The Planning Act* (2008) and the Province's rules, framework and enforcement of provincial land use planning, and ensure current legal and regulatory mechanisms are being adequately enforced.
  - (c) To oversee the work of five taskforces developed to examine potential governance structures for regional land use planning and infrastructure; shared servicing; economic development; urban reserves; and revenue sharing. These taskforces would report back to the Working Group by end of **September, 2020** with recommendations for consideration by the WMR member municipalities and Province of Manitoba.
  - (d) To work with the Province on a whole-of-government approach for adequately supporting regional collaboration through financial, legislative, and regulatory mechanisms.
4. That the WMR and its partners collaborate with the provincial Working Group to establish five taskforces in the areas of land use planning and infrastructure, shared servicing, economic development, urban reserves, and revenue sharing to advance discussions about potential models and governance structures for each area.<sup>68</sup>
  5. That the WMR and its partners develop and provide professional development sessions to member councils to better educate them on the benefits of regional land use and infrastructure, shared servicing, economic development, and Indigenous Nations land entitlements. These sessions should be offered throughout 2020 in advance of the taskforces completing their work and making recommendations to the WMR regarding potential regional models and governance structures.
  6. That the Province of Manitoba and Winnipeg Metro Region municipalities sufficiently and sustainably fund the WMR in its expanded role and mandate required for the long-term success of Winnipeg Metro regional collaboration.

### **Step 2: Build solid foundations for ongoing economic success**

1. That the WMR members recommit to the 2016 WMR Regional Growth Strategy, and use it as a foundation for discussions about a long-term regional growth management and servicing plan. A regional growth management and servicing plan should be developed over the course of 2020, with an aim for implementation in 2021, and must involve Indigenous Nations in the planning process and respect land and treaty rights. The regional growth management and servicing plan should set different targets for the various policy tiers that exist in the region such as the core, the metro area, and the rural areas.

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<sup>67</sup> Greater detail on this proposed process is included in [Appendix A](#).

<sup>68</sup> For more information on the proposed composition of these taskforces, see [Appendix A](#).

2. That the WMR's growth management and servicing plan, once developed, be submitted to, and accepted by, the Minister of Municipal Relations to ensure that local municipal development plans comply with the regional growth management and servicing plan.
3. That the Province of Manitoba appoint a regional planning authority for the region's municipalities to ensure the tenets of a regional growth management and servicing plan are enforced.
4. That the WMR integrate Indigenous Nations into the regional land use planning, shared servicing, and economic development discussions at a regional level and full and active partners in WMR processes by establishing a Indigenous Nations Advisory Council comprised of Indigenous Nation representatives to assist the WMR in making its regional decisions.
5. That the WMR begin work on developing a regional database that includes a regional asset inventory, GIS mapping, real estate information, infrastructure, and shovel-ready sites for development and investment. The database must be accessible to WMR member municipalities and to external stakeholders to help streamline planning and investment processes at a regional level.
6. That the WMR begin work on selection criteria for a regional infrastructure priorities list, and develop a WMR regional infrastructure list for consideration by the province by no later than **November 2020**. The selection criteria should focus heavily on prioritizing regional infrastructure projects that will enable regional economic development and investment.
7. That the Province of Manitoba prioritize infrastructure funding for the region's municipalities that will have direct regional benefit and enable regional economic opportunities for the region. The regional infrastructure projects for provincial consideration should come from a coordinated regional infrastructure list developed by the WMR, and the province should consider prioritized regional projects on the WMR's list.
8. That the WMR collaborate with the Provincial Working Group to develop a list of pre-approved industrial zones, sites and economic corridors that will be submitted to the Province of Manitoba to streamline regulatory approvals to facilitate investment as part of the regional growth management and servicing plan.
9. That the WMR and Province of Manitoba jointly explore the possibility of a permitting benchmark timeline for processing as well as a harmonized permit application form to be housed on a regional online portal to act as a single window into the region. That online portal should also include information about the permitting process and contacts.
10. That the WMR, Indigenous Nations, and Province of Manitoba collaborate to explore a regional approach to expedite the negotiation of municipal service agreements and develop a common template for municipal service agreements across the region's municipalities.
11. That the WMR explore mechanisms for increased community consultation and feedback on regional processes to help influence WMR decisions and outcomes throughout the process.
12. That the WMR engage legal counsel to explore pathways to overcome existing legacy land ownership agreements that are affecting or limiting current and future growth opportunities in the region.

13. That the WMR continue its work through JohnQ Public in advancing a regional broadband strategy.
14. That the WMR and JohnQ Public explore opportunities for public-private partnership models for regional servicing and infrastructure projects, and regional economic development opportunities.

***Step 3: Focus on Regional Economic Development***

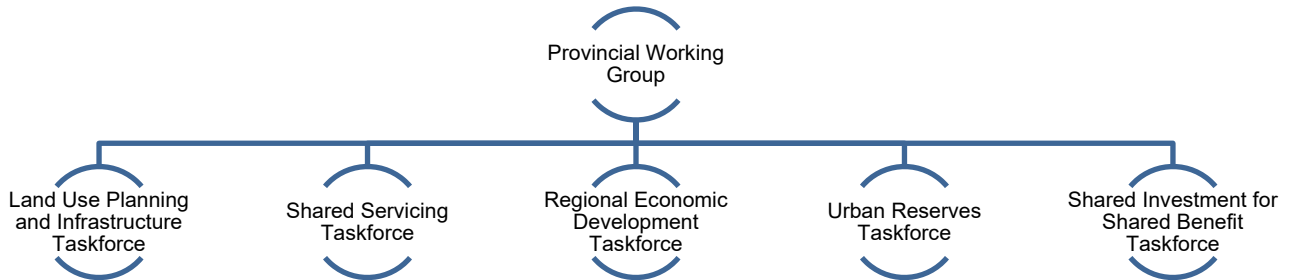
1. That the WMR, Economic Development Winnipeg, and Provincial Working Group collaborate to develop a regional foreign direct investment (FDI) attraction and export promotion plan, aimed to increase investment into the Winnipeg Metro Region and optimize export opportunities for WMR businesses.
2. That the WMR collaborate with the Province of Manitoba and Economic Development Winnipeg to commission an independent global competitiveness review of the province and region, to help identify key policy and programming changes required to increase the region's overall competitiveness.
3. That the WMR support and complement the work of Economic Development Winnipeg's talent attraction initiative on a regional level to ensure the region is investing in a globally competitive talent pool.
4. That the WMR collaborate with the Provincial Working Group to develop a permanent business and industry partnership council comprised of WMR and industry representatives, to inform and discuss potential economic opportunities for the region and areas for improvement on an ongoing basis.
5. That the WMR revisit the 2018 Regional Economic Development report authored by Jeremy Heigh, and work in collaboration with Economic Development Winnipeg to identify immediate opportunities for regional investment attraction and retention while the proposed economic development taskforce completes its work by **September 2020**.
6. That the Provincial Working Group, WMR, and Economic Development Winnipeg collaborate on exploring potential investment attraction tools, such as tax credits, to incentivize investment into the Winnipeg Metro Region for consideration by the Province of Manitoba.
7. That the Province of Manitoba and the WMR commit to reviewing provincial and local regulatory regimes to increase transparency and streamline regulatory processes for future investment and development.
8. That the WMR and Economic Development Winnipeg collaborate to develop a regional brand and voice for the region's in-market positioning.
9. That the Province of Manitoba, the WMR, and Economic Development Winnipeg collaborate to develop a regional innovation strategy that includes private sector partners, accelerates commercialization, and helps to integrate regional business and innovation opportunities into the global supply chain.

# APPENDICES

## **For the Benefit of All: Regional Competitiveness and Collaboration in the Winnipeg Metro Region**

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## APPENDIX A: WORKING GROUP AND TASKFORCES



### Provincial Working Group

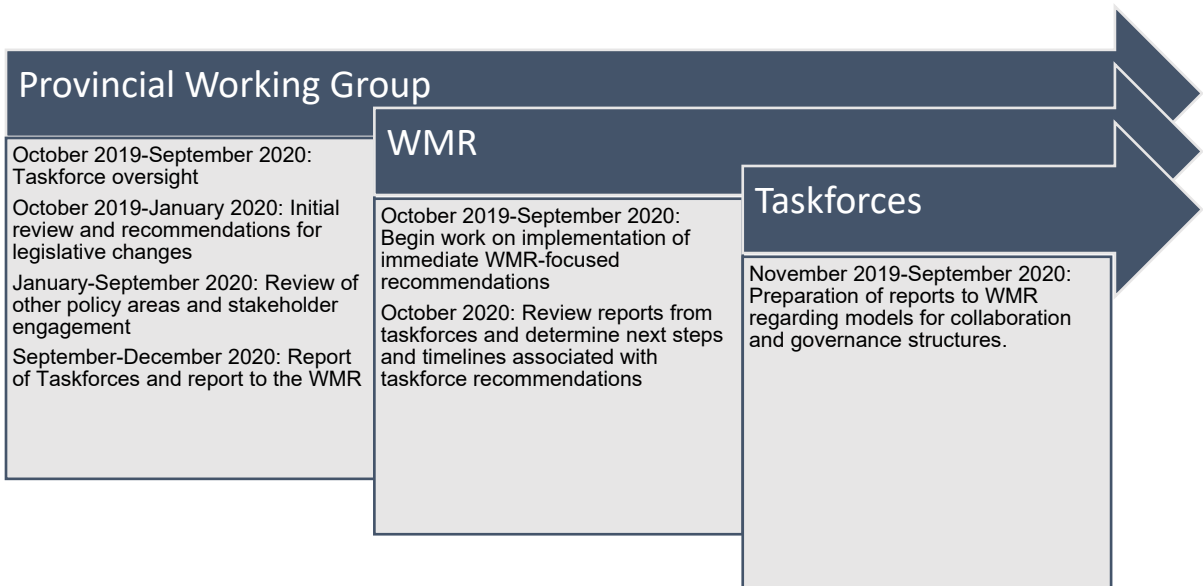
- Established in October/November 2019.
- 3-5 expert members appointed by Province of Manitoba.
- Mandate to suggest legislative changes to the Province of Manitoba relating to regional processes, to work with the provincial government to advise on whole-of-government approach to supporting regionalism, and identifying key areas of policy requiring amending or improvement to support regional collaboration.

### Taskforces

- Established in November/December 2019.
- 8-10 members of each taskforce selected by WMR members and the Provincial Working Group.
- Comprised of issue area experts, municipal representatives, issue area stakeholders, and Indigenous Nations representatives.
- Mandate to study various models of regional collaboration and governance structures for their respective issue areas and report to Provincial Working Group by no later than September 2020 with final report and recommendations for the WMR.



**APPENDIX B: PROCESSES AND TIMELINES FOR RECOMMENDATIONS**



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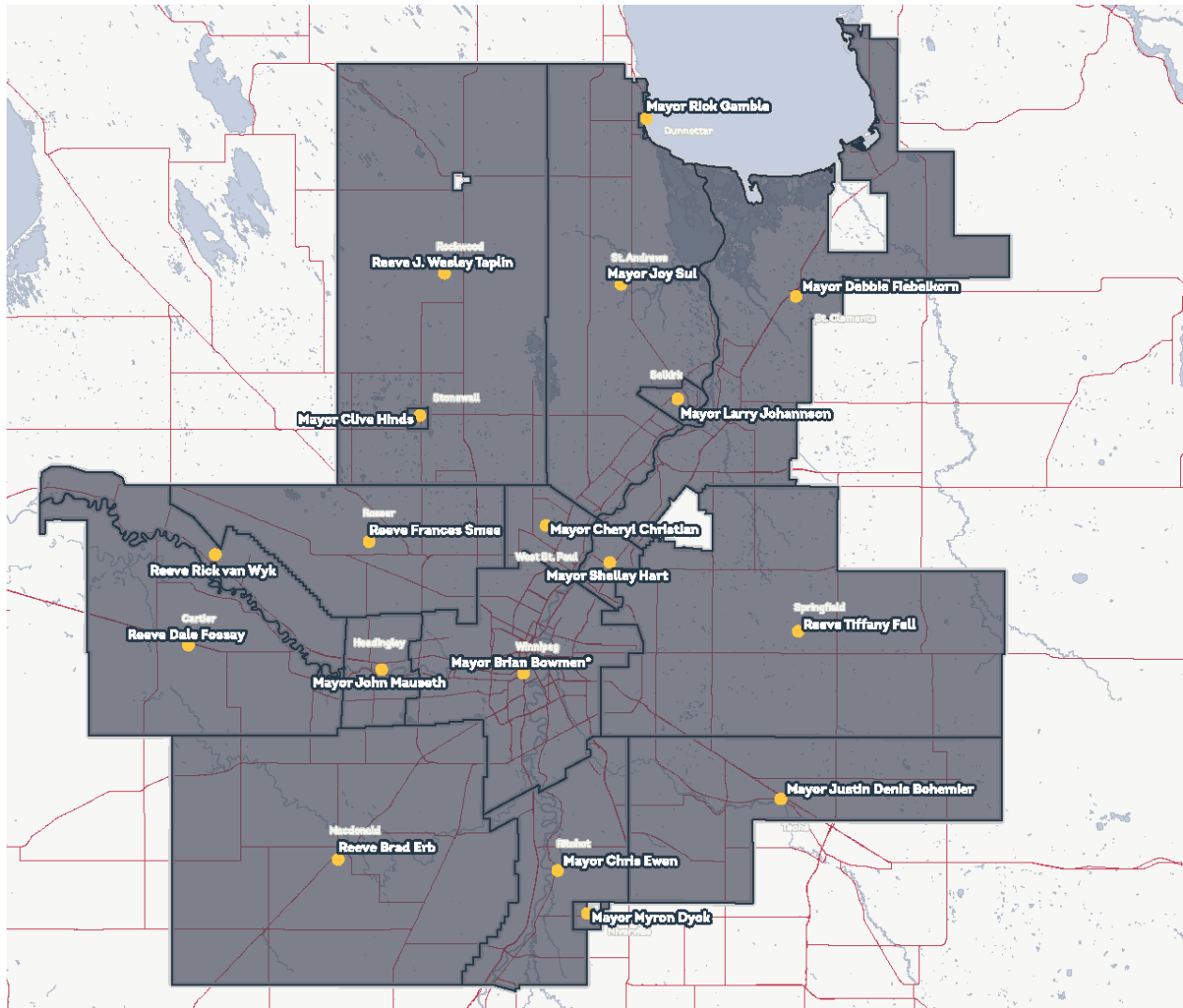
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## APPENDIX D: ABOUT THE WINNIPEG METROPOLITAN REGION

The Winnipeg Metropolitan Region (WMR) is comprised of eighteen municipal members in the Province of Manitoba, centered on Manitoba's capital—the City of Winnipeg.



**Figure 1.** The Winnipeg Metropolitan Region geographic area

In the next 20-years the Winnipeg Metro Region is anticipated to grow to 1 million residents (Table 1). While growth in our communities should be celebrated, addressing growth and expansion in a sustainable way will be a substantial challenge for the Winnipeg Metro Region. It will require that a coordinated, integrated approach to planning be undertaken, one that establishes a common regional view of land, water, and resource management that retains valuable agricultural land and coordinates infrastructure development and service delivery. This can provide the structure to the planning and development process needed to motivate consilience and create the conditions necessary to support economic

formation and growth, in doing so providing a way to guide economic development strategies toward those that make the Winnipeg Metro Region a globally competitive region<sup>69</sup>.

**Table 1.** Winnipeg Metro Region Current and Estimated Population

<b>Municipality</b>	<b>Population 2016</b>	<b>Estimated population 2035</b>	<b>Population growth (2016-35)</b>	<b>% growth (2016-35)</b>
City of Selkirk	10,278	10,899	621	6
City of Winnipeg	705,244	885,342	180,098	25.5
Dunnottar	763	919	156	20.4
RM of Cartier	3,368	3,797	429	12.7
RM of East St. Paul	9,372	10,718	1,346	14.4
RM of Headingley	3,579	6,004	2,425	67.8
RM of Macdonald	7,162	13,905	6,743	94.1
RM of Ritchot	6,679	7,582	903	13.5
RM of Rockwood	7,823	8,078	255	3.3
RM of Rosser	1,372	1,387	15	1.1
RM of Springfield	15,342	21,407	6,065	39.5
RM of St. Andrews	11,913	13,040	1,127	9.5
RM of St. Clements	10,876	13,501	2,625	24.1
RM of St. Francois Xavier	1,411	2,316	905	64.1
RM of Taché	11,568	18,315	6,747	58.3
RM of West St. Paul	5,368	7,980	2,612	48.7
Town of Niverville	4,083	10,659	6,576	161.1
Town of Stonewall	4,809	5,753	944	19.6
<i>Total</i>	<i>821,010</i>	<i>1,046,596</i>	<i>225,586</i>	<i>27.5</i>

<sup>69</sup> Centre for regional economic competitiveness, "Economic Diversity in Appalachia: Case Studies in Economic Diversification."



## Governance

Formerly called the Partnership of the Manitoba Capital Region, the Winnipeg Metropolitan Region (WMR) was enacted in the Province of Manitoba via *The Capital Region Partnership Act*<sup>70</sup> of 2006. The Act sets the stage for collaboration by listing the municipalities that must participate in the regional forum, as well as includes a mandate for the municipal members to “discuss and develop regional solutions”<sup>71</sup> in the following areas:

- land use planning,
- infrastructure development,
- environmental protection, and
- water quality and supply.

The WMR is a non-legislating regional organization, rather than a regional authority.<sup>72</sup> This type of regional organization relies on collaborative participation, and allows local governments to retain autonomy while facilitating collective action.<sup>73</sup> For the WMR, decisions are collaboratively made by a board of mayors, reeves or councillors representing each municipality where compliance is not enforced by any statutory system.

Since its inception, the WMR has had relative success in collaborating on projects in these areas where member participation has been relatively high, and project output effective at reaching goals. However, projects have all faced common challenges in motivating members to act regionally as the benefits of acting regionally are not fully recognized and understood. As such, there has been hesitation at times to undertake regional projects, and substantial effort has been required to motivate members to act together.

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<sup>70</sup> Province of Manitoba, “[The Capital Region Partnership Act](#).”

<sup>71</sup> Province of Manitoba.

<sup>72</sup> Feiock, “[Metropolitan Governance and Institutional Collective Action](#),” 361.

<sup>73</sup> Feiock, 363.

## APPENDIX E: COMPARATIVE ANALYSIS

The following is an evaluation of five regions that are most comparable to the Winnipeg Metro Region in various aspects of regionalism. Mid-sized cities from Canada, the United States, New Zealand, Australia and a cursory review of some European models are provided as a guide for comparative analysis to regional collaboration elsewhere in the world. Mid-sized cities are described as cities with a population over 300,000 and below two million.<sup>74</sup> Generally, this report examines cities of a comparable size, with a relatively remote location, importance as a government entity (either provincial or national capital), and with similar economic structures (agriculture, manufacturing, etc.).

While researching each region, particular attention is given to governance structure, core functions, land use planning structure, whether they have shared servicing agreements or requirements, economic development strategies or policies, and level of collaboration.

### **Regional Governance Structures**

#### ***Quebec***

The Quebec Metropolitan Community (QMC) is given statutory status by the *Act Respecting Land Use Planning and Development* and is the main decision-making authority for the regional government. As a result, the QMC is provided authority of metropolitan planning and management, and is responsible for the region's sustainable development.<sup>75</sup> The QMC is composed of 28 municipalities including Quebec Agglomeration (three municipalities) City of Levis, Regional County Municipality (RCM) de La Jacques-Cartier (nine municipalities), RCM de La Côte-de-Beaupré (nine municipalities), RCM de L'Île-d'Orléans (six municipalities).<sup>76</sup> These 28 municipalities are represented by a 17-member council that includes the mayors of the cities of Quebec and Levis, three prefects from MRC de La Jacques-Cartier, MRC de La Côte-de-Beaupré, and MRC de L'Île-d'Orléans, eight councilors from Quebec agglomeration and four counsellors from City of Levis.<sup>77</sup> Also, the QMC is mandated by government to have an agriculture advisory committee who provide recommendation and strategic guidance to the CMQ Council as to how to satisfy objectives of the *Commission de protection du territoire agricole*, a government body that has been tasked with agricultural land protection in the province.<sup>78</sup>

#### ***Halifax***

The Regional Council is the main decision-making body for the Halifax Regional Municipality (HRM) which is made up of the Mayor and 16 Councilors who also sit on boards, committees and commissions, standing committees and community councils.<sup>79</sup> The HRM has 21 planning areas with an individual municipal planning strategy, and land-use by-laws approved by the Regional Council for each area.<sup>80</sup>

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<sup>74</sup> Tassonyi, "The Context and Challenges for Canada's Mid-Sized Cities."

<sup>75</sup> Communauté métropolitaine de Québec, "Compétences."

<sup>76</sup> Communauté métropolitaine de Québec, "Territoire Métropolitain."

<sup>77</sup> Communauté métropolitaine de Québec, "Conseil."

<sup>78</sup> Communauté métropolitaine de Québec, "Comité Consultatif Agricole."

<sup>79</sup> Halifax Regional Municipality, "Regional Council."

<sup>80</sup> Halifax Regional Municipality, "Legislation & By-laws."

## **Victoria**

The Capital Region District (CRD) is governed by 24-member Board of Directors that represent 13 municipalities and 3 electoral areas.<sup>81</sup> Electoral areas are considered rural or unincorporated areas found beyond municipal boundaries, where the regional district acts as the local government.<sup>82</sup> The number of elected officials from each municipality that sit on the CRD Board is determined by the population of the municipality, where one director is appointed for every 25,000 people, whereas one director from each electoral area is appointed regardless of population.<sup>83</sup> Rather than being provided statutory status and forming a level of government, the CRD is “lent” authority to govern at the regional scale by its members municipalities.<sup>84</sup> The *Local Government Act* and *Community Charter* gives the CRD authority to adopt, amend and repeal bylaws.<sup>85</sup> All members also sit on the Capital Regional Hospital District (CRHD) Board and the Capital Region Housing Corporation (CRHC) Board.<sup>86</sup> Various committees and commissions oversee the delivery of services and report back to the CRD, CRHD, and CRHC.<sup>87</sup>

## **Adelaide**

The Department of Planning, Transport and Infrastructure of the Government of South Australia (GSA) has an influential role in planning for all regions across South Australia. The GSA is in the process of streamlining services with standardized planning documents, application forms, zoning by-laws with a 24 hour online portal of information.<sup>88</sup> The Greater Adelaide Region is responsible for formulating regional plans which set targets that inform regional strategies that distribute targets into subsequently structure, precinct and development plans.<sup>89</sup> The Office of Local Government oversees elected officials which are given authority to make decisions, and deliver services without State control or intervention under the Local Government Act 1999 however the GSA is currently reforming the legislation as part of their planning system overhaul.<sup>90</sup>

## **Wellington**

The Greater Wellington Regional Council (GWRC) is given statutory status by the *Local Government Act*, and is the authority for regional government.<sup>91</sup> The GWRC is composed of 13 regional councilors, representing six constituencies.<sup>92</sup> Every three years, coinciding with local constituency elections, councilors are elected to the Regional Council.<sup>93</sup> A series of standing committees with specific responsibilities and functions are delegated powers by Council to implement, deliver, and monitor programs.<sup>94</sup> Councilors are appointed to committees, but all receive information related to committees.<sup>95</sup> Furthermore, the Local Government Act requires that the Regional Council must consult with the Maori

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<sup>81</sup> Capital Region District, “What Is CRD.”

<sup>82</sup> Capital Region District, “How We Are Governed.”

<sup>83</sup> Capital Region District.

<sup>84</sup> Government of British Columbia, “Regional Districts.”

<sup>85</sup> Capital Region District, “Regulations and Bylaws.”

<sup>86</sup> Capital Region District, “How We Are Governed.”

<sup>87</sup> Capital Region District.

<sup>88</sup> Government of South Australia, “Planning Reforms.”

<sup>89</sup> Planning Institute Australia, “Where to from Here?,” 20.

<sup>90</sup> Government of South Australia, “Local Government Reform.”

<sup>91</sup> Greater Wellington Regional Council, “Greater Wellington’s Role and Functions.”

<sup>92</sup> Greater Wellington Regional Council, “Council and Councillors.”

<sup>93</sup> Greater Wellington Regional Council.

<sup>94</sup> Greater Wellington Regional Council, “Terms of Reference for Committees and Advisory Groups, and Delegations for Committees: 2016-2019 Triennium.”

<sup>95</sup> Greater Wellington Regional Council.

people to ensure they have an opportunity to contribute to the local decision-making process. To address this requirement, the Ara Tahi leadership forum was created between six Maori groups and the Regional Council and are guided by a Memorandum of Partnership that outlines how the groups work together.<sup>96</sup>

### **Core Regional Functions**

#### **Quebec**

The *Act Respecting Land Use Planning and Development* requires that Quebec Metropolitan Community (QMC) develop and adopt a metropolitan planning and development plan that includes provisions for the planning, coordination, management and financing of land use, environment, metropolitan transportation, sustainable mobility, waste management, economic development. Specifically, the plan must address transportation planning, natural environment planning, integrated land use and transportation planning, density targets, agricultural land planning, and the identification of urban vs rural lands.<sup>97</sup>

#### **Halifax**

The Halifax Regional Plan covers numerous core areas of planning such as the environment, energy and climate change; settlement and housing; transportation and mobility; the economy and finance; cultural and heritage resources; municipal water services, utilities and solid waste; and governance and implementation. In addition, the Halifax Regional Municipality (HRM) is also responsible for recreation and emergency services.<sup>98</sup>

#### **Victoria**

In conjunction with the Capital Regional Hospital District (CRHD) and Capital Region Housing Corporation (CRHC) Boards, the CRD establishes a regional vision, priorities and direction on service delivery, collaboration, and partnerships.<sup>99</sup> A key role of the CRD is to provide a range of services efficiently and effectively including: regional water supply, solid waste, wastewater treatment, regional parks, housing, 911 call answer, and recreation facilities.<sup>100</sup> Also, the CRHC is owned and operated by the CRD and the CRHD is administered by the CRD.<sup>101</sup>

#### **Adelaide**

The 30-Year Plan for Greater Adelaide covers twelve policy themes that involve multiple aspects of planning. They include development concentrations along transit corridors, growth areas and activity centres; specific policies for the city centre of Adelaide; heritage preservation; guidelines for design quality; providing for affordable mix of housing; the health and wellbeing of citizens, including issues of inclusion; economic and job growth; transportation; infrastructure; biodiversity; open spaces, parks, sport facilities and recreation; planning for climate change; water management; and emergency planning and hazard mitigation.<sup>102</sup>

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<sup>96</sup> Greater Wellington Regional Council, “[Liaising with Maori.](#)”

<sup>97</sup> Communauté métropolitaine de Québec, “[Compétences.](#)”

<sup>98</sup> Halifax Regional Municipality, “[Halifax Regional Municipal Strategy.](#)”

<sup>99</sup> Capital Region District, “[How We Are Governed.](#)”

<sup>100</sup> Capital Region District, “[What Is CRD.](#)”

<sup>101</sup> Capital Region District, “[How We Are Governed.](#)”

<sup>102</sup> Greater Wellington Regional Council, “[Terms of Reference for Committees and Advisory Groups, and Delegations for Committees: 2016-2019 Triennium.](#)”

## **Wellington**

Council appoints the Greater Wellington Regional Council (GWRC) Chief executive, sets priorities for the region, approves policies that provide the backbone to programs delivered, approves allocation of resources, and monitors the delivery of programs.<sup>103</sup> Key responsibility of Council is to develop the Long-Term Plan, Annual Plan and key policy/planning documents.<sup>104</sup> While local government districts are responsible for community services within their constituencies, the Regional Council is responsible for setting regional policy related to: Biosecurity, Emergency Management, Environment, Flood protection, Harbours, Land Management (i.e. spatial form), Parks and Forest, Pollution control, Transport, Water supply.<sup>105</sup>

### **Land Use Planning**

The Halifax Regional Municipality (HRM) is given authority to operate under the *Halifax Regional Municipality Charter*<sup>106</sup> much like land use planning policies in the Manitoba context. In order to balance the different interest of the entire municipality which encompasses many urban and rural settlement areas, the Charter has enabled the regional government to adopt municipal planning strategies<sup>107</sup>, and planning advisory committees for different parts of the regional municipality. A regional growth plan for the Winnipeg Metro Region will have to consider the varying rural characteristics and different types of settlement centres to balance objectives such as density targets, and focused development with local autonomy to maintain desirable characteristics inherent to rural living.

The Capital Region District (CRD) of Victoria implements land use and development regulations in electoral areas as they act like local government in these areas, but in the remaining areas of the region this power resides with local municipalities.<sup>108</sup> The CRD influences land use planning and development through its regional 5-year growth strategy which serves to link and coordinate the independent municipal land use plans. The regional growth strategy is voluntarily initiated, and requires no approval from the Province of BC, but it is enacted through local municipal resolution as they have the authority to enter into agreements with other local municipalities, thereby becoming binding in the region.<sup>109</sup> The CRD supports local municipal land use planning and development by providing information, research and strategic direction by maintaining baseline information and analysis, which also assists in developing and maintaining the regional growth strategy. Forging binding agreements at the regional scale will give assurance to all members of the WMR that targets, objectives and guidelines will be adhered to and that competition amongst jurisdictions will be minimized to ensure balanced development, and shared tax bases.

A reoccurring theme throughout the research of this paper is the need for coordination and integration. In Wellington, strategic policies for spatial development are set by the Regional Policy Statement, and prepared by the Regional Council. The regional policy statement provides the framework and priorities for services offered in the region.<sup>110</sup> Strategic spatial guidelines and select small scale land-use regulations are then implemented by the regional plan.<sup>111</sup> Because of the two-tiered land use planning

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<sup>103</sup> Greater Wellington Regional Council.

<sup>104</sup> Greater Wellington Regional Council.

<sup>105</sup> Greater Wellington Regional Council, "[Greater Wellington's Role and Functions.](#)"

<sup>106</sup> Government of Nova Scotia, "[Halifax Regional Municipality Charter.](#)"

<sup>107</sup> Government of Nova Scotia, 125.

<sup>108</sup> Government of British Columbia, "[Regional Districts.](#)"

<sup>109</sup> Government of British Columbia.

<sup>110</sup> OECD, "[The Governance of Land Use - County Fact Sheet New Zealand.](#)"

<sup>111</sup> OECD.

structure in New Zealand, municipal district plans must comply with provision of the regional plan. This provides a way to integrate strategic priorities of different governance levels to balance the competing needs of municipalities within a regional context.

Beyond integrating land use planning of different governance levels, there is a natural relationship between land use planning and infrastructure that requires more integration. This demonstrates the need to coordinate planning efforts at any scale, including the regional perspective. This is a first step towards a more integrated approach to regional planning.

An article by Urban Strategies Inc. that reviewed three plans for curbing sprawling growth patterns, improving the utilization of existing infrastructure, and establishing a protected city-regional park system within the Greater Golden Horseshoe revealed additional need for integration of planning decisions and capital expenditures. The author cites numerous examples that show how individual planning decisions such as the location of a hospital, parking garage, road extension or inconsistencies in the interpretation of natural or cultural assets have affected the viability of agriculture and/or public transportation systems have negatively affect ecosystem health.<sup>112</sup>

The Hanover City Region in Germany coordinates planning amongst local governments to produce regional spatial plans that combine development strategies. Some of the positive results are the ability to focus development towards settlement centres, increased funds to make significant infrastructure investments, discovery of innovative approaches through co-management of projects such as storm water retention, and ability to maintain a viable and robust agricultural sector.<sup>113</sup>

Regional planning in South Australia is in the process of reforms by the State Planning Commission under the direction of the Government of South Australia (GSA).<sup>114</sup> The aim of the ongoing reforms is to integrate land use, economic development, infrastructure and environmental management policies through regional governance models.<sup>115</sup>

The Edmonton Metropolitan Region (EMR) has outlined a series of policies that aim to integrate land use with infrastructure to densify urban areas in order to accommodate population growth in close proximity to services, public transportation and employment.<sup>116</sup> The policies also consider the prioritization of investments in regional infrastructure to accommodate growth in areas more suitable for development because of the level of existing services.<sup>117</sup>

The Winnipeg Metro Region can learn from the insights of larger jurisdictions to prevent issues before they arise. Eliminating the duplication of services while ensuring only appropriate development to occur that will not need to be retrofitted or impede economic activity or future development is the responsible use of taxpayers' money. Integrating land use planning with other planning decision making could be an effective way to balance the needs of the region while providing quality level servicing to communities.

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<sup>112</sup> Melanie Hare, "Our View of the Big Review."

<sup>113</sup> Intergovernmental Committee on Urban and Regional Research, "Regional Planning and Regionalization of Services," 4.

<sup>114</sup> Government of South Australia, "Transforming Our Planning System: Response of the South Australian Government."

<sup>115</sup> Government of South Australia, 18.

<sup>116</sup> Edmonton Metropolitan Region Board, "Edmonton Metropolitan Region Growth Plan," 54.

<sup>117</sup> Edmonton Metropolitan Region Board, 54.

## **Infrastructure**

The importance of infrastructure to goods and service movement is crucial for economic prosperity and success. A recent report commissioned by the Business Council of Canada and released by Deloitte examined the economic competitiveness of Canada on the global stage. The business perception of Canada's infrastructure was weak with rail transportation quality seen as significantly lacking its global counterparts.<sup>118</sup> Canada ranks 21<sup>st</sup> in the world in the quality of its trade, and transportation infrastructure which is seen as raising logistical costs for businesses ultimately decreasing Canada's global competitiveness.<sup>119</sup>

Strategic investments in infrastructure will be important for the Winnipeg Metro Region to ensure the region improves its competitiveness. Deloitte has emphasized the need for the Government of Manitoba to develop a strategic vision for infrastructure investment<sup>120</sup> of which the WMR and its members have already developed a regional transportation master plan, and are working to bring broadband connectivity to the region. The importance of bringing forth an itemized strategic infrastructure list to the Province cannot be understated, which requires consensus, agreement and follow through.

Deloitte discusses how ensuring infrastructure investment decisions are made with economic development planning and goals in mind will maximize the impact of return on investment.<sup>121</sup> At the regional level this will require the quantification of proposed benefits based on agreed upon criteria and metrics which must be properly articulated through the appropriate channels. Here the WMR has a strong role to play for coordination and consensus building.

The Halifax Regional Municipality (HRM) was able to leverage their *Halifax Harbour Master Plan* to secure federal funds from the National Trade Corridors Fund for strategic infrastructure investment in the Port of Halifax by connecting the South End Container Terminal to the Fairview Cove Container terminal by rail, and improving the Windsor Street Exchange.<sup>122</sup> With CentrePort being a significant economic driver in the Winnipeg Metro Region, securing strategic infrastructure investment of this sort may assist in better connecting the priorities of varying levels of government, and achieving economic benefits for all.

The Government of South Australia (GSA) has developed a planning and delivery framework for strategic infrastructure planning and investment in the Greater Adelaide region which follows a five-step process.<sup>123</sup> The first step involves a strategic analysis which must coincide with four overarching and interrelated strategic plans to identify problems and needs, while understanding how an infrastructure project fits into the broader objectives of other higher level development plans for the region.<sup>124</sup> Although it is not necessary to note details of each development plan for purposes of discussion it is interesting to note that infrastructure planning in South Australia is integrated with land use planning for the purpose of developing more effective planning policies, and economic development strategies. Steps two and three involve the development and assessment of options and solutions described as developing the business case (step two being an outline and three being the full business case).<sup>125</sup> It is not until step four where any ministerial decision making from the state (provincial) level to determine the best case, and identify

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<sup>118</sup> Deloitte, "Canada's Competitiveness Scorecard," 24.

<sup>119</sup> Deloitte, 25.

<sup>120</sup> Deloitte, "Framework for Economic Alignment and Growth," 31.

<sup>121</sup> Deloitte, 31.

<sup>122</sup> Cision, "Government of Canada Invests in Transportation Infrastructure at the Port of Halifax and Windsor Street Exchange Upgrades."

<sup>123</sup> Government of South Australia, "Overview of Infrastructure Planning and Delivery in South Australia," 2.

<sup>124</sup> Government of South Australia, 2.

<sup>125</sup> Government of South Australia, 2.

possible funding methods.<sup>126</sup> The last step involves the management of approvals and construction with expectations for timeframes and budgets.<sup>127</sup>

The Edmonton Metropolitan Region (EMR) has developed a regional strategy for infrastructure investment based on economic potential that coordinates land use to ensure the maximum use efficiency of existing infrastructure, and strategic investment in new infrastructure corridors.<sup>128</sup> The growth plan has policy objectives that are centered around regional mobility which is multi-modal and integrated to encourage a shift away from personal automobiles in order to free up existing capacity for goods and services movement.<sup>129</sup> This type of regional infrastructure planning requires clear guidelines for the maximization of existing infrastructure, and evaluating the need for new infrastructure while also integrating land use planning to consider the best location for various types of development. A regional approach as such requires accountability measures for local governments to guarantee that plans are adhered to so that the region will succeed in its objectives. The Winnipeg Metro Region will need to leverage its assets to efficiently use the infrastructure it possesses so it can accommodate growth while not increasing its infrastructure deficit. This will require identifying areas best suited for specific types of development while also coordinating planning for future infrastructure that will need to balance local needs in reasonable timeframes.

The Mid-Ohio Regional Planning Commission (MORPC) is a volunteer-based organization who is responsible for regional infrastructure planning decisions, and receives funding from its members, and state and federal governments in the United States.<sup>130</sup> This is common practice in the US where the use of Metropolitan Planning Organizations (MPOs) are required regional planning bodies for city-regions with a population of 50,000 people or more in order to receive federal infrastructure funding.<sup>131</sup> MORPC prioritizes its projects through the input of local elected officials, economic development professionals, business leaders, and other vested stakeholders in key areas of importance such as transportation, water and sewer, telecommunications, and smart technology implementation. The coordinated efforts of the MORPC has strategically identified 43 priority projects throughout ten counties that total \$5.2 billion dollars' worth of investment.<sup>132</sup> Although the situation is quite different in the Winnipeg Metro Region, more and more federal dollars are being tied to regional coordination of infrastructure investments that the region stands to miss out on if it cannot agree upon common goals, objectives and strategies for infrastructure investments. Competing over scarce resources will not merit strategic investments in infrastructure. A regional approach is necessary to balance these competing interests.

### **Regional Service Delivery**

There are many factors that are driving the changing nature of local government service delivery, such as provincial or federal requirements, consumer expectations, increasing complexity of service provision, rising costs of services, increased replacement costs of aging or substandard infrastructure, and lack of capital funding or limited financing capacity.<sup>133</sup> The ability of local governments to provide high quality services has implications for the rate and nature of development within a community or region, and will

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<sup>126</sup> Government of South Australia, 2.

<sup>127</sup> Government of South Australia, 3.

<sup>128</sup> Edmonton Metropolitan Region Board, "Edmonton Metropolitan Region Growth Plan," 55.

<sup>129</sup> Edmonton Metropolitan Region Board, 68.

<sup>130</sup> MORPC, "Central Ohio Infrastructure Projects Help Maintain Competitive Advantage."

<sup>131</sup> Federal Transit Administration, "Metropolitan Planning Organization."

<sup>132</sup> MORPC, "Central Ohio Infrastructure Projects Help Maintain Competitive Advantage."

<sup>133</sup> Urban Systems Ltd., "Background Paper: Best Practices for Moving Toward Change in the Delivery of Local Government Services," 3–4.



affect sustained economic development.<sup>134</sup> There are definite economies of scale for service delivery, which means that if there are not enough citizens to pay for required servicing then local governments will be constrained in trying to deliver those services.<sup>135</sup><sup>136</sup> Following a regional service delivery model can reduce overlaps and competition amongst jurisdictions while also increasing the capacity of smaller local municipalities who do not have the ability to deal with certain issues independently.<sup>137</sup> This is certainly the case with expensive infrastructure or services, many of which are crucial in order to maintain economic competitiveness.<sup>138</sup>

Most regional governments that came up in research had some level of requirement for shared servicing. In Wellington, New Zealand, the *Local Government Act* and *Resource Management Act* set what services the Council should/may be involved with, which include the management of natural resources in the region, including services related to environment, regional parks and forest, water supply, and flood protection. In addition, they are responsible for the management of Metlink, the public transport network.<sup>139</sup> The Long-term Strategy outlines how the Regional Council manages these assets with the use of their Infrastructure Strategy which follow the strategic priorities established by Council.

In the Greater Adelaide Region of South Australia, services are provided for across the region from a centralized authority and through coordinated effort. However, under the new planning reforms the Government of South Australia (GSA) has introduced new mechanisms under the *Planning, Development and Infrastructure Act 2016* called Planning Agreements and Joint Planning Boards as an option for smaller municipalities that are not under designated regional status to enter shared service and planning agreements.<sup>140</sup> Under the Provincial Land Use Policies, municipalities in Manitoba can form planning districts which allows for collaboration with other municipalities. The difference in the way the system is set up in South Australia means that once a Planning Agreement is made between the Minister for Planning and the group of councils seeking the agreement, they form a Joint Planning Board that oversees the agreement with special legislated authority and responsibilities.<sup>141</sup> The Winnipeg Metro Region could potentially use this mechanism with minor adjustments to the legislation to form binding agreements. This would ensure that agreed upon planning decisions or documents are followed through, and objectives are met.

In Victoria, the Capital Region District (CRD) has organized service delivery at three scales: regional (all municipalities and electoral areas area served), sub-regional (two or more jurisdictions), and local (electoral areas where the CRD is the local government).<sup>142</sup> The CRD is obligated to provide certain services including emergency management, regional waste management planning, and governance of electoral areas, however, beyond this, the CRD is free to choose what services to provide the region.<sup>143</sup>

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<sup>134</sup> Urban Systems Ltd., 1.

<sup>135</sup> Intergovernmental Committee on Urban and Regional Research, “[Regional Planning and Regionalization of Services](#),” 7.

<sup>136</sup> Urban Systems Ltd., “[Background Paper: Best Practices for Moving Toward Change in the Delivery of Local Government Services](#),” 5.

<sup>137</sup> Intergovernmental Committee on Urban and Regional Research, “[Regional Planning and Regionalization of Services](#),” 7.

<sup>138</sup> Intergovernmental Committee on Urban and Regional Research, 7.

<sup>139</sup> Greater Wellington Regional Council, “[Our Services](#).”

<sup>140</sup> Government of South Australia, “[Initiating and Establishing a Planning Agreement and Joint Planning Board Guidelines](#),” 6.

<sup>141</sup> Government of South Australia, 5-6.

<sup>142</sup> Capital Region District, “[What Is CRD](#).”

<sup>143</sup> Government of British Columbia, “[Regional Districts](#).”

Currently, the CRD has over 200 servicing, infrastructure, and financing agreements that delivery services across the region.<sup>144</sup> Authority to deliver services is then provided to the CRD by local by-laws.<sup>145</sup>

In the Region of Quebec City, there was no direct reference to shared services, however, two key areas of service sharing are discussed. According to the Act respecting the Communauté Métropolitaine de Québec, the Quebec Metropolitan Community (QMC) must plan, coordinate, and finance common transportation.<sup>146</sup> The QMC has adopted a waste management plan that is consistent with provisions in the *Environment Quality Act*. This plan ensures the metro has goals and objectives to reduce, reuse, recycle, enhance value, and eliminate waste. As a result, all QMC members must comply with goals and objectives.<sup>147</sup> The Winnipeg Metro Region would benefit from aligning strategic objectives from the local level with the provincial and federal government which would secure funding opportunities. In order to do so would require some level of compliance with the goals and objectives that requires binding agreements.

### **Regional Economic Development**

Canada's global market share has been slowly diminishing due to a series of factors, many of which are out of control, but some are within Canada's sphere of influence. Aspects such as increased protectionist policies with trade partners, uncertainty over trade policies, and global economic slowdown are more difficult to navigate at the regional level.<sup>148</sup> Canada's Economic Strategy Tables highlighted six interconnected sectors in their report, *The Innovation and Competitiveness Imperative*. Of which the Winnipeg Metro Region is home to four important clusters: Agri-Food, Health and Biosciences, Digital Industries, and Advanced Manufacturing.<sup>149</sup> Fostering a friendly business environment, improving competitiveness of the region, and taking a coordinated approach to economic development are important considerations that need strong regional leadership, policy and guidelines.

Innovation in Canada has been lagging behind its global peers. Deloitte conducted a review of the efficacy of Canada's innovation public policies which revealed that scientific research and experimental development tax credits are some of the highest amongst comparators, and that Canada is home to numerous incubators, innovation centres, and public private research partnerships. This they suggest is a matter of misaligned business needs with policy incentives.<sup>150</sup> The Winnipeg Metro Region can learn from this finding by ensuring that consultation with the business community is thorough prior to development and implementation of regional policies that affect economic growth. Leveraging consensus amongst the business community can be one of the region's strengths when working towards a common vision of the economic development potential in the Winnipeg Metro Region.<sup>151</sup>

The Halifax Regional Municipality (HRM) endorses five year economic strategies that are authorized by staff in collaboration with the Halifax Partnership, which is an organization that provides economic development expertise.<sup>152</sup> The development of the economic strategy document are then guided by an Economic Strategy Advisory Committee, with representatives from the private sector, military, universities, the provincial government, the HRM and the community, with a third party synthesizing the

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<sup>144</sup> Capital Region District, "What Is CRD."

<sup>145</sup> Capital Region District.

<sup>146</sup> Communauté métropolitaine de Québec, "Transport et Mobilité Durable."

<sup>147</sup> Communauté métropolitaine de Québec, "Matière Résiduelles."

<sup>148</sup> Deloitte, "Canada's Competitiveness Scorecard," 20.

<sup>149</sup> Canada's Economic Strategy Tables, "The Innovation and Competitiveness Imperative," 2.

<sup>150</sup> Deloitte, "Canada's Competitiveness Scorecard," 28.

<sup>151</sup> Heigh, "Final Report: Regional Economic Development - Final Report," 40.

<sup>152</sup> Economic Strategy Advisory Committee, "Halifax's Economic Growth Plan 2016-21," 2.

information and writing the report.<sup>153</sup> Halifax is facing similar issues as the Winnipeg Metro Region such as reducing red tape so it is easier to conduct business, recognizing the need to attract outside investment, ensuring an environment that fosters innovation and entrepreneurialism, finding ways to improve collaboration between the private and public sectors, and focusing planning efforts to cluster development so as to reduce strain on infrastructure, coordinate services and create hubs of activity.<sup>154</sup> Accordingly, they have special consideration for major transportation infrastructure such as the Halifax Harbour and International Airport with adjoining Aerotech Business Park.<sup>155</sup>

In the region of Victoria, economic development is included in the Capital Region District's Regional Growth Strategy, and has set minimum jobs/population ratios, collaborative partnerships, and resource-based strategies.<sup>156</sup> In addition, the Capital Region District (CRD) established the Salt Spring Island Community Economic Development Commission (SSI-CEDC) in the electoral area of Salt Spring Island. As an electoral area the CRD acts in a similar fashion as a municipality. The objective of the Community Economic Development Commission (CEDC) is to facilitate, advocate, and build coalitions to promote a sustainable economy for the area, and is largely focused on agricultural economic development as it is the island's economic mainstay.<sup>157</sup> Given the importance of the agricultural sector to the Winnipeg Metropolitan Region, the WMR could explore how the CEDC is used to encourage agricultural economic development, and guide policies that better support this sector.

The Greater Adelaide region has also established economic development policies that include protecting primary production industries and tourism related sectors which they have given special designation as Environment and Food Production Areas.<sup>158</sup> Part of their strategy is to ensure that development is focused, and to reduce ad hoc land use changes that could compromise the investments made by agribusiness.<sup>159</sup> This strategy is reinforced by other policies that have focused 76 percent of new development towards infill.<sup>160</sup> There are also similar policies to protect mining and resource industries within the region.<sup>161</sup> The Winnipeg Metro Region could utilize aspects of these policies to protect, enable, and enhance the importance of the agri-food industry in the region. This may be a part of an agriculture master plan that would designate areas that are of critical importance to the agricultural sector which would require limits to development.

Regional development in the Greater Adelaide region is backed by a Regional Development Board of South Australia which is a tripartite partnership between the Australian and South Australian Government with the Local Government Association of South Australia.<sup>162</sup> The initiative is run by the Department of Infrastructure, Transport, Cities and Regional Development with a directive to provide independent advice, collaborate with relevant stakeholders to leverage investments, connect regional economic players with international partners, markets and potential investors, and identify potential funding sources.<sup>163</sup> In the Winnipeg Metro Region context, there are multiple organizations responsible for local economic development initiatives such as Winnipeg Economic Development in the city of Winnipeg, Community Futures Manitoba offices throughout the region, and some local economic development

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<sup>153</sup> Economic Strategy Advisory Committee, 2.–3.

<sup>154</sup> Economic Strategy Advisory Committee, 23–26.

<sup>155</sup> Halifax Regional Municipality, "Halifax Regional Municipal Strategy," 73–74.

<sup>156</sup> Community Economic Development Commission, "Community Economic Development Commission."

<sup>157</sup> Community Economic Development Commission, "Toward Sustainable Community Economic Health."

<sup>158</sup> Government of South Australia, "The 30-Year Plan for Greater Adelaide Update 2017," 76.

<sup>159</sup> Government of South Australia, 76.

<sup>160</sup> Government of South Australia, 19.

<sup>161</sup> Government of South Australia, 76.

<sup>162</sup> Department of Infrastructure, Transport, Cities and Regional Development, "South Australia."

<sup>163</sup> Department of Infrastructure, Transport, Cities and Regional Development.

officers working for individual municipalities. The WMR has been mandated to promote sustainable economic development in the region, and could facilitate the creation of a regional development board with representatives from appropriate regional economic development agencies and/or municipalities, the Province of Manitoba and Western Economic Diversification Canada to coordinate efforts in order to maximize potential outcomes.

In the Greater Wellington Region, a long-term financial strategy was developed as part of the Council's long term-plan which aims to provide a financial platform to ensure the Regional Council is able to deliver its objectives. It emphasizes how sound financial management is needed to balance existing services, growth, and growing demand, and is presented in conjunction with the Region's long-term infrastructure strategy.<sup>164</sup> Economic Development is also directly addressed by the *Wellington Regional Strategy 2012*. The strategy is the product of collaboration between nine local authorities, central government, business, education, research, and voluntary sectors, where actions suggested relate directly to realistic regional interventions that promote regional competitiveness to build their economy.<sup>165</sup> Furthermore, the GWRC holds three for-profit and one public-benefit subsidiary companies.<sup>166</sup> Finally, to promote and deliver economic development in the region, the Wellington Regional Economic Development Agency (WREDA) was created. The organization is a for-profit organization jointly owned by the Wellington Regional Council and the Wellington City Council.<sup>167</sup> As the WMR has already established a for-profit organization, JohnQ Public, it may be well positioned to assist the Winnipeg Metro Region to promote, and deliver economic development in the region.

### **Collaboration**

One of the major strengths of the Winnipeg Metro Region and Manitoba as a whole, is the spirit of working together. Maybe it is the cold winters that bring warm hearts together, but an inspiring finding from the *Regional Economic Development* final report expressed the incredible willingness of executives to work together for the benefit of all.<sup>168</sup> Winnipeg Economic Development touts this strength as an ability to organize for strategic opportunities that are an advantage to businesses in the region.<sup>169</sup> This mentality, the spirit of cooperation and collaboration, is crucial to the success of regionalism in the Winnipeg Metropolitan Region. If executives of companies who compete against each other for profits are able to succeed in this area, it should suggest that elected officials and administrative bodies of the region could as well.

In Victoria, the Capital Region District (CRD) governance structure is such that it relies on collaboration for the function of the regional governance. The CRD is provided statutory authority to provide services to municipalities, however, the member municipalities are not "under" the authority of the CRD.<sup>170</sup> Therefore, the CRD relies on a level of collaboration to provide services, and guide land use planning.

Collaboration on planning and service sharing is enabled through two possible avenues in the planning legislation in South Australia. One in which the Minister is responsible for identifying either a new or variation of an existing region,<sup>171</sup> which is the case of Greater Adelaide, or when local councils engage in

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<sup>164</sup> Greater Wellington Regional Council, "[Greater Wellington Regional Council's Long Term Plan 2018-28](#)," p. 126

<sup>165</sup> Greater Wellington Regional Council, "[Wellington Regional Strategy 2012](#)."

<sup>166</sup> Greater Wellington Regional Council.

<sup>167</sup> Greater Wellington Regional Council, "[Wellington Regional Economic Development Agency \(WREDA\)](#)."

<sup>168</sup> Jeremy Heigh, "[Final Report: Regional Economic Development](#)," 40.

<sup>169</sup> Tyler Walsh, "[The Winnipeg Advantage](#)."

<sup>170</sup> Government of British Columbia, "[Regional Districts](#)."

<sup>171</sup> Government of South Australia, "[Establishment of Planning Regions](#)," Flowchart.

Planning Agreements and establish their own Joint Planning Boards.<sup>172</sup> The second option is not dissimilar to the Manitoba Provincial Land Use Policies where municipalities can form planning districts which then institutes planning controls for the sub region. What may be of interest for the Winnipeg Metro Region is the establishment of a Joint Planning Board that oversees the planning agreement with special legislated authority and responsibility. This may be an option for situations where regional service sharing or planning agreements are made without the establishment of a planning district. The WMR could potentially use this mechanism with minor adjustments for local needs, so that planning agreements would be bound by legislation with clear rules for entering and leaving the agreement as to provide certainty for those that wish to continue on with the negotiated terms. This could also ensure that agreed upon planning decisions, policies or guidelines are followed through, and collective objectives are met.

Regional governance models based upon voluntary collaboration are hard to find without some sort of carrot or stick. In this situation, the Winnipeg Metro Region might be one of the few exceptions where considerable work is being done without being required to do so, or without significant financial incentives aside from reduced costs from service sharing or collective action. What this means for the research is that it is important to build upon regional strengths while also mitigating rising concerns that might upset the balance the Winnipeg Metro Region has achieved. Accordingly, going forward with a collaborative model will require some checks and balances that ensure accountability amongst members. This ensures that those who have voluntarily agreed and followed the terms are not penalized by those that do not.

### **Summary**

This analysis of regional government models has produced widely varying forms, degrees of engagement, and areas of planning. They generally tend to agree upon the cost savings benefits of service sharing, and have similar core areas of planning that lean towards infrastructure, structure planning, transportation, and environmental considerations such as watershed management. Some regional governments have expanded their purview to include heritage, housing, parks and recreation into their planning. All of the regions examined have begun to integrate economic development into their regional planning, and work is sometimes underway to integrate this with more physical spatial land use planning.

The degrees of governance structures, levels of collaboration, and land use planning criterion vary considerably from region to region with some being more top down than others. All regions tended to have some sort of requirement to engage in planning at the regional scale. Victoria is the only outlier in that they collaborate on a considerable amount of shared servicing, however, the impetus for this lies under mandated service sharing agreements that tend to have cross-jurisdictional similarities, such as transportation or water.

There seems to be an underlying issue with resistance or subversion to higher levels of governmental authority which stems out of the desire to maintain local autonomy. The result is a power play, struggle, and balancing act between levels of coercion and/or compensation. This is sometimes an either/or situation or an all-encompassing. This can be seen reflected in the American system of Metropolitan Planning Organizations that are voluntarily based, yet are required to secure federal transportation funding.<sup>173</sup> To summarize, most regional planning systems examined have some level of requirement to engage collaboratively, or a formalized structure of authority and control over regional planning issues.

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<sup>172</sup> Government of South Australia, "Initiating and Establishing a Planning Agreement and Joint Planning Board Guidelines," 6.

<sup>173</sup> U.S. Department of Transportation, "Transportation Planning Capacity Building."

## **LESSONS LEARNED**

A review of case studies across Germany, the Netherlands, the United Kingdom, the United States and Australia revealed that the success of regional governance had less to do with the structure, but rather the culture that it relied upon. This involved the personal and corporate interrelationships, political motivations, and the value systems that underpin local governance. The common theme was that “each of the structures of regional cooperation depend on an underlying set of relationships, commitments, communication practices, educational practices, and good will.”<sup>174</sup>

Due to the complex nature of intergovernmental exchange, the multitude of relationships and responsibilities can encourage actors to “think, appreciate, and use networks of cross-policy compensatory mechanisms to reduce transaction risks, and to maximize utility.”<sup>175</sup> When applying a phased approach to authenticating regional governance structure, one can take an adaptive approach as suggested by Feiock who postulates that the statutory legality of regional authorities may benefit from design principles that emerge from observing how local units are able to come to consensus, and solve their problems.<sup>176</sup>

### **Regional Legitimacy**

Through an examination of the evolution of regional government of Vancouver and Portland, Zack Taylor discusses the notion of legitimacy and governance. He explains that if there is no legitimacy then there is a lack of influence with no capacity to act. If the authority is perceived as legitimate, it will generally be more effective because of the acceptance of the planning structure. Whereas if any authority is viewed as illegitimate, there will often be more “resistance or subversion.” Taylor explains that “the cultivation and maintenance of legitimacy is a dynamic and often conflictual process, one that requires constant reinvention and renewal of champions.”<sup>177</sup>

The difficulty facing some regions is that the regional scale is often in between the local and provincial (sovereign) levels of government whom both possess the legitimate authority that makes their decision making powers more effective.<sup>178</sup> A political scientist by the name of Fritz Sharpf proposed that there are three types of legitimacy, each having different sources of power:

10. Input legitimacy. This is about representation—how decision-making bodies are constituted—by direct election or indirectly, by delegates of other elected bodies. In our political culture, directly elected bodies are typically viewed as more legitimate than ones that are appointed.
11. Output legitimacy – this stems from perceptions of performance where stakeholders will confer legitimacy on institutions and policies if they benefit from the results.
12. Throughput legitimacy - this accrues from the perceptions of the processes that link inputs and outputs: accountability for decisions, transparency of decision making, efficiency of operations, and fair treatment of stakeholders.<sup>179</sup>

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<sup>174</sup> City-Region Studies Centre, “[Regional Governance Models: An Exploration of Structures and Critical Practices](#),” 15.

<sup>175</sup> Feiock, “[Metropolitan Governance and Institutional Collective Action](#),” 371.

<sup>176</sup> Feiock, 372.

<sup>177</sup> Taylor, “[Regionalism and Legitimacy](#),” 4.

<sup>178</sup> Taylor, 5.

<sup>179</sup> Taylor, 5–6.

Taylor argues that “the greatest potential for increasing the legitimacy of regional planning lies in the throughput dimension, and in particular the way regional institutions cultivate and manage relationships with organized stakeholders, and with the public at large, building trust and durable support coalitions along the way.”<sup>180</sup>

In the Canadian context, Vancouver is a good example of functional regional government. Taylor explains that this was born out of a long history of relationship building tied to water infrastructure necessities. This objective was also largely supported by an “emerging vision of a polycentric region in which fully serviced urban areas were separate from rural lands.”<sup>181</sup> After decades of regional planning for common objectives, the government was able to mandate municipal consensus on regional planning issues which, Taylor argues, is a codification of a history of collaborative practice.<sup>182</sup>

In the Winnipeg context, a ten-year endeavour towards regionalism may require additional wins to make regional governance a norm that can be accepted and embraced by all. The Winnipeg Metro Region can build off of its successes with emergency service procurement, and the emerging fibre optics network being contemplated by JohnQ (incorporated entity owned by the WMR). The next challenge will be to find areas to encourage collaboration between the City of Winnipeg and the rest of the region’s members. This may require directives that are of mutual benefit. Waste management, an agricultural masterplan, minimum design standards for development, minimum density targets and streamlining, standardizing and modernizing the planning process could be such endeavours.

### **Decision-Making**

In a decision-making and voting mechanism model of collaborative governance that has a board of directors, it is suggested that ensuring representation from minority groups and balancing votes to represent the population are important considerations.<sup>183</sup> In a business model, negotiation is often more extensive with no consideration for representation of population, and the focus is on resolving issues through the short term.<sup>184</sup> This differs entirely from a regional entity model, where decision-making powers are delegated through legislation, and sometimes with an external review panel to facilitate the process.<sup>185</sup>

### **The Costs of Collaboration**

Some consideration of the time and financial costs incurred through consensus building is required to appreciate the cost of coming to a resolution.<sup>186</sup> Appointing an Administration Manager will separate politics and administration, which can reduce “information costs” associated with time consuming negotiations in a complex political environment.<sup>187</sup> Contract networks are another method, as the binding agreements can overlap in multiple activities, which are intended to form patterns of regional integration.<sup>188</sup>

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<sup>180</sup> Taylor, 8.

<sup>181</sup> Taylor, 11.

<sup>182</sup> Taylor, 13.

<sup>183</sup> City-Region Studies Centre, “Regional Governance Models: An Exploration of Structures and Critical Practices,” 7.

<sup>184</sup> City-Region Studies Centre, 8.

<sup>185</sup> City-Region Studies Centre, 8.

<sup>186</sup> Feiock, “Metropolitan Governance and Institutional Collective Action,” 366.

<sup>187</sup> Feiock, 369.

<sup>188</sup> Feiock, 364.

### **Incentives to Collaborate**

Although motivation amongst participants may be high when involving large infrastructure projects, there may be cooperation risks that require or generate the demand from a form of regional authority to internalize any risk.<sup>189</sup> In many situations where there is attempt to mitigate adverse effects of externalities, some level of compensation or coercion may be required.<sup>190</sup>

In the United States, regional governance is often initiated and implemented to some degree through Metropolitan Planning Organizations that receive secured federal highway funds linked to participation, making the voluntary structure more appealing.<sup>191</sup>

### **Common Vision**

Having a common vision, or at least, sharing an identity was the theme that came up when moving towards regional governance. In the realm of decision making, a “homogeneity of preferences” was touted as a way of selecting networks of partners, and working towards common policy initiatives.<sup>192</sup>

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<sup>189</sup> Feiock, 367.

<sup>190</sup> Feiock, 367.

<sup>191</sup> Feiock, 363.

<sup>192</sup> Feiock, 369.



## **REGIONAL BEST PRACTICES: SERVICE DELIVERY**

There exist many different obstacles to a regional governance model for service delivery. Each region has its own unique circumstances affecting its ability to reach an accord on service provisions. Some suggestions for addressing these obstacles that may be applicable to the Winnipeg Metropolitan Region are:

- Base capital grant programs on effective delivery of services that are built on sound management practices of infrastructure maintenance and planning.
- Standardize, apply, and enforce requirements for local government services.
- Ensure legislation facilitates the process of regional service provisions.
- Explain and promote the existence of legislation that enables shared service agreements.<sup>193</sup>

A major concern for both small and larger municipal jurisdictions is the potential for losing autonomy or control. Some options for minimizing this concern or potential conflict, is to weight the votes to ensure they proportionately represent the population.<sup>194</sup>

Although British Columbia has strong regional governance in the Metro Vancouver region, their hierarchical regional planning system was abolished in 1983, and they have been moving towards a more collaborative model of mutual benefit.<sup>195</sup> The principles underlying their legislation involve taking a voluntary approach to regional strategies, with coercion or dispute resolution as a last resort.<sup>196</sup> This involves having provincial support early in the planning process for regional strategies with clear expectations of provincial goals, supported through language in the legislation, as well as provisions for future direction and support.<sup>197</sup>

A report by Urban Systems Ltd. for the Task Force on Community Operations outlines when it is appropriate or beneficial to move towards a cost sharing model of regional governance. Specifically, in the context for the Winnipeg Metro Region, the following are current conditions that would benefit from a cost sharing model:

- **Economies of scale:** The difference in size between Winnipeg and smaller villages, towns, cities or municipalities means that the City of Winnipeg could sell its services, providing revenue to the city while delivering better services to smaller communities that would not otherwise have been able to afford such services. The same occurrence exists between surrounding communities of differing sizes such as, for example, Selkirk, Oakbank and Stonewall with their neighbours.
- **Surplus Capacity:** Larger infrastructure and facilities may be too expensive for one community but can be shared with another. Such situations might already exist where a facility, such as a recreation centre not at capacity can lease the extra space to another community who cannot afford a facility of their own.

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<sup>193</sup> Urban Systems Ltd., “Background Paper: Best Practices for Moving Toward Change in the Delivery of Local Government Services,” 12.

<sup>194</sup> Urban Systems Ltd., 30.

<sup>195</sup> British Columbia Ministry of Community Services, “Regional Growth Strategies: An Explanatory Guide,” 2.

<sup>196</sup> British Columbia Ministry of Community Services, 5.

<sup>197</sup> British Columbia Ministry of Community Services, 5.

- **Specialized Expertise:** There are communities within the Winnipeg Metro Region that may lack the in-house expertise or capacity to provide, conduct or fulfill aspects of planning, service provisions or other expected facets of community development. It may be possible to share expertise across municipal jurisdictions through the functional operations of a shared service agreement, or centralized planning office. Some municipalities are already using this type of situation, such as Manitoba Municipal Relations who provides planning advice, information, data and services to smaller communities who do not have the necessary capabilities to perform such tasks.
- **Services that Require a Regional Perspective:** There are services benefiting the entire region that require coordinated planning efforts, and policy to ensure that the desired outcomes are best managed. Examples include, economic development, transportation, air quality, agricultural resources or watershed management.
- **Reducing Conflict between Development Standards:** The emphasis is ensuring a level playing field for development. In some situations, development occurs on the fringe of jurisdictions because of different standards of services. This can create conflict between jurisdictions. It is important to understand that development decisions related to infrastructure become the responsibility of the municipality and will likely need to be upgraded in the future at significant cost.

The above situations can all lead to performance improvements, with an increase in service provisions for the region that can become highly specialized. Moving towards a regional approach to service delivery can be possible with a regional vision that emphasizes the inherent benefit of sharing cost of services.<sup>198</sup>

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<sup>198</sup> Urban Systems Ltd., “Background Paper: Best Practices for Moving Toward Change in the Delivery of Local Government Services,” 7–8.