

Securing Our Future

An Action Plan for Winnipeg's Metropolitan Region



October 2018

Today, the Winnipeg Metropolitan Region continues to draw on our unique advantages; our high quality agricultural lands, abundant clean water resources, access to low cost renewable energy, fluid transportation networks, and a high quality of life for residents. These qualities have strategically defined us for generations as a center of commerce, trade, and settlement.

Building on numerous studies, reports, best practices, and detailed reviews, in particular the Capital Region Review developed in 1999 offering an important, integrated, and insightful framework for action, Winnipeg Metro Region leaders took up the challenge and developed this Regional Growth Strategy.

To ensure we maintain our current strategic advantage and facilitate new and emerging opportunities, leaders understand they must take deliberate action. They must ensure activity at the local level is integrated, aligned, and considers impacts over the long-term. This Regional Growth Strategy facilitates good decision-making, good growth, and good stewardship in support of a strong, sustainable, and prosperous Winnipeg Metro Region and Province of Manitoba.

So much has changed since 1999, but what remains the same is the struggle leaders at all levels face in meeting expectations for delivering a high standard of living – all within budgets that continue to be challenged. Local leaders are keenly aware that budgets that are stretched to meet day-to-day operational requirements will certainly be inadequate in meeting unanticipated economic, social, and environmental forces if we continue with the steady state or the business as usual approach.

Consultations took place across the Winnipeg Metro Region with Mayors, Reeves, Councils, CAOs, business and industry leaders, knowledge institutions, and civil society organizations. The feedback received was invaluable to the creation of this document. We thank all who attended the events, took part in interviews, and provided thoughtful comment. We would also like to extend our sincere appreciation to the dedicated and professional Stantec team, consisting of experts from across Canada. The multi-disciplinary team guided the process with insight, care, and professionalism.

The development of the Regional Growth Strategy is not the end of the process but the beginning. This document provides us with an understanding of the challenges our Winnipeg Metro Region faces while providing a clear pathway and steps for action that link our collective resources and build on our unique strengths to deliver better outcomes for all. Our hope is that you will find this document to be an insightful and useful tool to guide action as we work together to secure our future.

Sincerely,

Colleen Sklar

Colleen Sklar
Executive Director
Winnipeg Metropolitan Region

The Project Charter

The Regional Growth Strategy will create an environment of trust and collaboration that guides decision-making through successive governments, both municipal and provincial, transforming all 18 municipalities into a globally attractive and resilient Winnipeg Metropolitan Region.

Through its pillars of innovation, strategic investment, sustainability, and a shared responsibility for water management, the Regional Growth Strategy can ignite the Manitoba economy for the benefit of all Manitobans and the province as a whole.

Defining the Regional Growth Strategy

The project will be considered a success through the individual and collective commitments and actions of the partner municipalities demonstrated through collaborative decision-making that considers the long-term sustainable benefits and impacts of actions undertaken towards community building, infrastructure investment, economic opportunities, waste management, and stewardship of our natural lands and resources.

The Regional Growth Strategy will be built around the understanding of climate change and adaptation, and will be informed by innovative best practices and leading science from across Canada and abroad.


Stakeholder consultation from across sectors will allow for an exchange of information and facilitate implementation of actions to ensure our collective prosperity. The Regional Growth Strategy will:

- Enhance regional resilience and adaption to climate change
- Improve regional trust, cooperation, and coordination
- Promote leadership, collaboration, and good regional governance
- Ensure long-term integrated planning and strategic investment
- Foster the development of a regional economy to attract business, good jobs and investment
- Plan for fluid transportation networks
- Allow for the sharing of information and best practices across all sectors
- Create service-sharing opportunities and the best use of resources
- Restore and protect our natural lands and water resources
- Provide a platform for authentic stakeholder engagement
- Provide improved regional data collection and mapping
- Promote and coordinate regional tourism opportunities
- Respect the uniqueness and strengths of members and surrounding communities, while promoting cohesion and mutual support
- Provide an opportunity to establish a relationship with Indigenous communities

Towards Positive Change

The partners undertake to position the region globally as a dynamic and desirable location to invest, live, work, and play. Each partner municipality has an important role in building a strong, competitive, and sustainable Manitoba for both present and future generations.

The partner municipalities understand that to meet the current infrastructure challenges, to mitigate the impacts of climate change, to build a sustainable economy, and to protect our valuable natural resources, while improving the quality of life for Manitobans, a new and innovative approach must be undertaken. With a charter signed June 18, 2015, members of the WMR agree to work together towards the development of a Regional Growth Strategy that will facilitate informed decision-making in the Winnipeg Metro Region.



Regional Growth Strategy

SECURING OUR FUTURE





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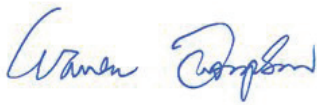
Preamble

The Winnipeg Metropolitan Region's efforts in developing a Regional Growth Strategy are not aimed at creating a regional master plan or an additional level of government but rather a well-outlined series of actions that require addressing in the short, medium, and long-term. It is a strategic approach and integrated regional pathway to accommodate the Winnipeg Metropolitan Region's expansion to 1 million citizens within the next 20 years. This growth and expansion will be very challenging and not likely sustainable without a regional lens and *a coordinated, integrated, and collaborative approach to growth*. The Winnipeg Metro Region and its municipalities collectively make up the landscape for change and are the catalyst and centre for a strong provincial economy. The rate of change for this growth and our competitiveness in moving forward will be impacted by the clarity and coordination of the actions taken.

The Regional Growth Strategy promotes the decentralized coordination in which the Winnipeg Metro Region thrives. The identification of an oversight position in the Strategy does not necessarily imply a new or independent layer of governance. Oversight may be provided by existing or transformed organizations and could assume a variety of unspecified, yet, appropriate structures.

The Winnipeg Metropolitan Region (WMR) and its members have stayed true to the Project Charter through their inputs and conversations that have driven the Regional Growth Strategy's Action Plan and Implementation priorities.

The following Regional Growth Strategy (RGS) is the collective efforts of many and that is the spirit that the RGS requires to achieve its vision of success – *a strong, vibrant, and sustainable Winnipeg Metropolitan Region that leverages this success for the benefit of all Manitobans*.



Warren Thompson
Principal, Stantec
Project Manager, Regional Growth Strategy





The goal of this Regional Growth Strategy is to provide a clear path of action for a prosperous, sustainable and bright future for all.

“

Overview

Leaders from the Winnipeg Metropolitan Region undertook an innovative and in-depth examination of the Region's current status.

The process focused on land use planning, transportation, and community infrastructure investment; waste, water, and wastewater management; service delivery options; and economic development opportunities across the Winnipeg Metro Region. From this detailed analysis, gaps were identified and a path forward was developed to address them. This focused path builds on our history of working together and encompasses the values, traditions, and shared worldview we have as Manitobans.

The Regional Growth Strategy (RGS) defines our collective regional objectives and sets a clear path to achieve them. *Winnipeg Metro Region Thinking* is important to allow us to meet our changing needs and provide service delivery across the region while maintaining municipal autonomy, all planning authority and decision making. The actions identified in the regional growth strategy are intended to be undertaken voluntarily in the spirit of collaboration and cooperation for the mutual benefit of all members.

The regional objectives span six Strategic Pillars to achieve 20 Goals through the implementation and adoption of 80 Actions. The detailed Actions outlined in the RGS target improvement and allow us to realize and reclaim our role as a driver in the economy.

The Vision

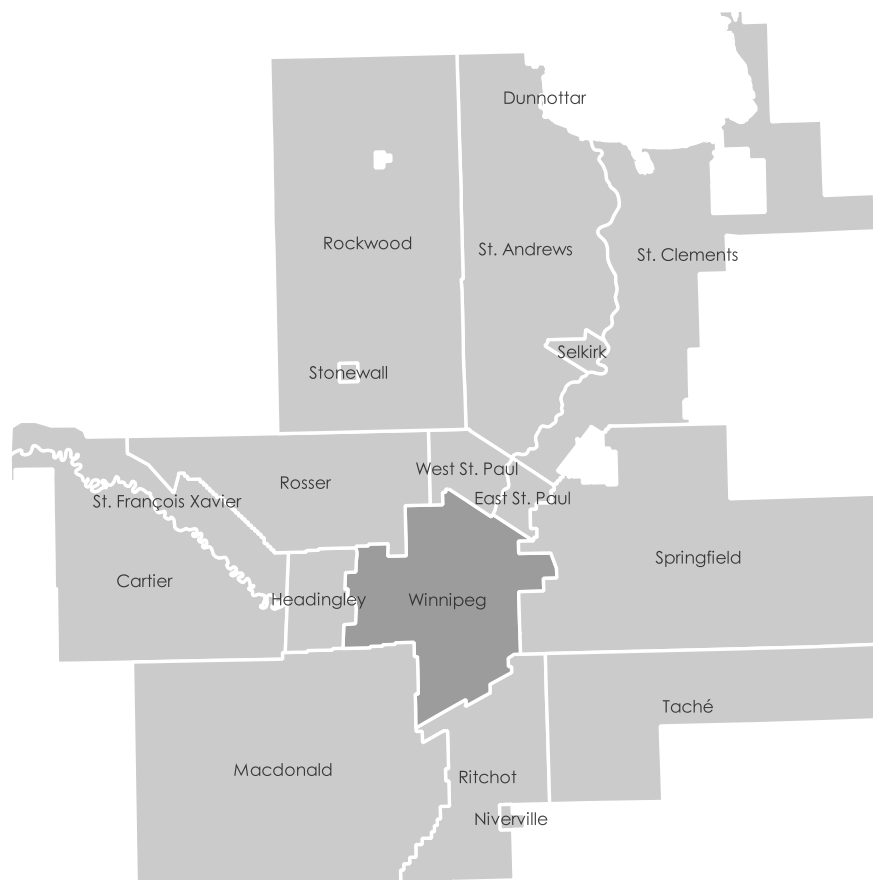
The long-term vision for the Winnipeg Metropolitan Region (WMR) is to create an environment of trust, coordination, and collaboration that guides good decision-making through successive governments, both municipal and provincial, to transform all 18 municipalities into a globally attractive and resilient region. Through collaboration, innovation, and a focus on best practice, we can facilitate strategic infrastructure investment and coordinated land use planning, protecting our land and water, to ignite the broad and diversified Manitoba economy and create a high quality of life for residents in a way that cultivates resiliency to secure our future.

Defining Project Success of the Regional Growth Strategy

Project success will be determined by the individual and collective commitments and actions taken by member municipalities toward achieving the Goals outlined in this plan.

The Project Charter for the Regional Growth Strategy, signed by all members of the Winnipeg Metropolitan Region at the start of the process, highlights the commitment of the leaders to developing an action plan that secures a strong, sustainable, and prosperous Winnipeg Metro Region for all.

Map of the Winnipeg Metropolitan Region



A resilient Winnipeg Metropolitan Region understands we are part of an integrated system with the collective capacity to absorb short-term shocks, adapt to long-term pressures, evolve away from unsustainable practices for all our future health, and embrace innovation and diversity as the engine of our shared future economy, ecology, society, and goals.



Navigating This Document

The detailed analysis undertaken identified six Strategic Pillars, or areas of focus, corresponding Goals, and associated Action steps. Each Action step further identifies the direction, time frame (short, medium, and long-term), and the lead actors. To impart additional organizational structure, each of the Action steps has been assigned a category based on the type of action required. The seven categories include: Governance, Data, Policy & Legislation, Best Practices, Forecasting, Planning, and Monitor & Adapt.

Legend

SHORT TERM – **IMMEDIATE**
MEDIUM TERM – **2 - 4 YEARS**
LONG TERM – **4 YEARS +**

The Actions to follow are represented in blue and accompany the Goals outlined in black. The timeframes are categorized by red, orange, and green. The red represents urgent short-term Actions. The orange are medium-term Actions and the green represent the long-term Actions that contribute to securing a sustainable Metro Region.



Governance: actions address the tools, protocols, and oversight required to implement, execute, and enforce regional strategies in a transparent and open manner.



Data: actions outline the platform and data requirements to support evidence based decision-making and good governance.



Policy & Legislation: Policy and legislation actions compel, prohibit, or merely guide the decisions of governing bodies to achieve desired results.



Best Practices: Best practice actions are non-binding recommendations that are generally accepted to be superior methods and can be adopted by a range of stakeholders to support regional objectives.



Forecasting: Forecasting actions use data and trends analyses to estimate future conditions, value for money, and to identify strategic priorities with a regional focus.



Planning: Planning actions include the visioning, evaluation, and documentation of action steps required to achieve defined outcomes.



Monitor & Adapt: Monitor and Adapt actions involve the on-going observation, recording, and interpretation of indicators along with the detection of change to support appropriate modifications.

Strategic Pillar: The Strategic Pillars are 6 areas of focus that reflect the priorities of where a well-defined plan should lead our region.

Pillar 4

COORDINATED INFRASTRUCTURE & SERVICE DELIVERY

Current Status:

There is a wide range of regional utility infrastructure and community services that support our economic growth and a high quality of life. Uncoordinated investment in services and infrastructure leads to duplication, higher costs, and an inefficient use of resources – limiting opportunities for new investment.

Securing Our Future:

Moving toward optimal and mutually beneficial transportation systems, wastewater treatment, drainage strategies, solid waste management, utility infrastructure, and community and emergency services delivery can be achieved through regional coordination, shared data, inter-municipal agreements, and Indigenous partnerships. These practices promote value for money, improve competitiveness, and provide a higher quality of life across the province.

Goal: The goals define what we are trying to achieve.








GOAL 1: We improve, protect, and restore water quality and ensure quantity to meet community needs now and into the future.

| ACTION 41 | ACTION 42 | ACTION 43 | ACTION 44 |
|---|--|---|---|
| <p>Implement the actions in Manitoba's Surface Water Management Strategy and other relevant policies, strategies, and regulations.</p> <p>Direction: Defines the action.</p> | <p>Promote and Manage (BMPs) that manage drought, promote conservation strategies, improve water quality, and reduce nutrient migration.</p> <p>Action: The necessary steps to be taken across sectors, in partnership with various levels of government, organizations, knowledge institutions, business, industry, and civil society.</p> | | <p>Plan and manage scheduled sewer overflows, scheduled releases, and emergency releases of wastewater in a sustainable, cost effective, timely, and affordable manner that promotes resiliency.</p> |
| <p>Time frame: Ranges from immediate to 4+ years to align with political cycles.</p> | | | |
| Short Term | Short Term | Medium Term | Long Term |
| <p>Category: Policy & Legislation</p> <p>Responsibility: Winnipeg Metro Region Municipalities / Manitoba Sustainable Development</p> | <p>Category: Best Practices</p> <p>Responsibility: Winnipeg Metropolitan Region / Manitoba Sustainable Development / Ducks Unlimited Canada / Lake Friendly</p> <p>Agencies: May assume primary responsibility for completing the action.</p> | <p>Category: Monitor & Adapt</p> <p>Responsibility: Winnipeg Metro Region Municipalities / Manitoba Sustainable Development</p> | <p>Category: Policy & Legislation</p> <p>Responsibility: Winnipeg Metro Region Municipalities / City of Winnipeg / Manitoba Sustainable Development / Environment and Climate Change Canada</p> |

Appendix A

Implementation Schedule

Strategic Pillar

| CATEGORY | | Coordinated Regional Development | Stewardship of Land, Water, & Resources |
|---|----------------------|----------------------------------|---|
|  | GOVERNANCE | | |
|  | DATA | #2 | #13 #14 #24 |
|  | POLICY & LEGISLATION | #1 | #20 #22 #16 #17 #26 #28 |
|  | BEST PRACTICES | #6 #7 #8 | #21 #27 |
|  | FORECASTING | | #25 #15 |
|  | PLANNING | #3 #4 #5 #9 #11 | #18 #19 #23 |
|  | MONITOR & ADAPT | #10 #12 | |

SHORT TERM – IMMEDIATE

MEDIUM TERM – 2 - 4 YEARS

LONG TERM – 4 YEARS +

| Strategic Transportation Networks | Coordinated Infrastructure & Service Delivery | Integrated Regional Economic Development | Regional Framework for Good Governance |
|--------------------------------------|---|---|---|
| #30 Short Term Action | #50 #51 | #63 #69 | #71 #72 #73 #75 #76 #77 |
| #29 | #45 #52 | #56 | #78 |
| #32 #33 #34 | #41 #53 #47 #48 #49 #54 #44 | Medium Term Action #59 #67 #68 | |
| #36 #38 | #42 | #70 #60 | |
| #31 | | Long Term Action #62 | |
| #37 #35 #39 #40 | #46 #55 | #57 #64 #65 #58 #61 #66 | #74 |
| | #43 | | #79 #80 |

Pillar 1

COORDINATED REGIONAL DEVELOPMENT

Current Status:

Equitable and coordinated regional planning that integrates land use, transportation, and infrastructure is critical to both strong communities and a strong Winnipeg Metro Region. Decision-making in the absence of good data and the lack of coordination between Municipal Development Plans and levels of government contributes to higher infrastructure costs, duplication, and hinders sustainable regional growth patterns.

Securing Our Future:

Coordinated development provides a wide range of housing choices close to employment, amenities, and services, while recognizing the importance of a healthy Winnipeg core. Planning and infrastructure cross boundaries to connect our communities with efficient transportation networks and services that provide choice, utilize existing infrastructure, increase safety, enhance livability, and promote the wise use of resources.

GOAL 1: We have comprehensive and coordinated regional planning that promotes an interconnected region.

| ACTION 1 | ACTION 2 | ACTION 3 | ACTION 4 | ACTION 5 |
|---|--|---|---|--|
| Adopt and integrate the commitments within the Project Charter. | Create, utilize, and continually update a suitable shared open data portal that is free, easily accessible, and best supports good governance through evidence based decision-making with forecasting models for population, employment, travel demand, climate variability projections, and other datasets. | Create a regional infrastructure funding model with defined decision criteria that aligns with provincial basket-funding, reducing application time and red tape, while prioritizing return on investment. | Identify, protect, promote, and develop strategic transportation corridors by mapping, zoning, creating policy, and mechanisms to ensure long-term regional connectivity. | Develop a Regional Land Use Master Plan that integrates land use, transportation, and infrastructure in a manner that improves our economic, environmental, and social wellbeing. |
| Short Term | Short Term | Short Term | Short Term | Medium Term |
| Category: Policy & Legislation Responsibility: Manitoba Municipal Relations / Winnipeg Metropolitan Region | Category: Data Responsibility: Winnipeg Metropolitan Region / Manitoba Municipal Relations / Economic Development Winnipeg / City of Winnipeg / Manitoba Justice and Attorney General / Geo Manitoba / Development Community | Category: Planning Responsibility: Winnipeg Metropolitan Region / Manitoba Municipal Relations / Association of Manitoba Municipalities / Winnipeg Metro Region Municipalities / Development Community | Category: Planning Responsibility: Winnipeg Metropolitan Region / Winnipeg Metro Region Transportation Master Plan Working Group / Manitoba Infrastructure / Manitoba Municipal Relations / City of Winnipeg | Category: Planning Responsibility: Regional Planning Oversight / Winnipeg Metropolitan Region / Manitoba Infrastructure / City of Winnipeg / Manitoba Municipal Relations / Treaty 1 First Nations / Regional Transportation Oversight / Development Community / Indigenous Communities |

GOAL 2: We have a strategically integrated regional development pattern with a range of affordable housing choices and a variety of well utilized transportation options.

| ACTION 6 | ACTION 7 | ACTION 8 | ACTION 9 |
|---|---|---|--|
| Design mixed-use regional growth centres with cluster development and connectivity to employment areas that utilize existing infrastructure, amenities, and community services. | Implement incentives that promote community and private sector partnerships to provide practical home ownership opportunities for all families across the region. | Direct residential development to existing infrastructure and transportation corridors, integrating options for housing at all socioeconomic levels. | Integrate regional public transportation options with high-density areas based on forecasting and origin/destination models that identify cost benefit and ensure value for money. |
| Short Term | Short Term | Medium Term | Medium Term |
| Category: Best Practices Responsibility: Winnipeg Metro Region Municipalities / Winnipeg Metropolitan Region / Regional Planning Oversight / Manitoba Municipal Relations / Development Community / Indigenous Communities | Category: Best Practices Responsibility: Winnipeg Metro Region Municipalities / Manitoba Families / Manitoba Municipal Relations / Manitoba Real Estate Association / Assembly of Manitoba Chiefs / Winnipeg Metropolitan Region / Association of Manitoba Municipalities / Manitoba Municipal Administrators Association / Development Community / Indigenous Communities / Southern Chiefs' Organization | Category: Best Practices Responsibility: Winnipeg Metro Region Municipalities / Winnipeg Metropolitan Region / Regional Planning Oversight / Manitoba Municipal Relations / Regional Transportation Oversight / Development Community / Indigenous Communities / Southern Chiefs' Organization / Assembly of Manitoba Chiefs | Category: Planning Responsibility: Regional Transportation Oversight / Winnipeg Metro Region Municipalities / Manitoba Infrastructure / Regional Planning Oversight / Manitoba Municipal Relations / Winnipeg Transit / Development Community |

GOAL 3: We continually monitor our local and regional plans and policies, identifying uncertainties, managing risk, and effectively responding to change.

| ACTION 10 | ACTION 11 | ACTION 12 |
|--|--|---|
| Establish regionally consistent Key Performance Indicators (KPIs) for evaluation and interpretation of plans and policies. | Integrate local plan, to achieve consistency, and maximize utility of infrastructure investment. | Monitor Key Performance Indicators and adapt the regional land use pattern in response to change. |
| Medium Term | Medium Term | Long Term |
| Category: Monitor & Adapt Responsibility: Regional Planning Oversight / Manitoba Infrastructure / Manitoba Municipal Relations / Federation of Canadian Municipalities / Winnipeg Metropolitan Region / Regional Transportation Oversight / Regional Economic Development Oversight / Prairie Climate Centre / Development Community / Manitoba Sustainable Development | Category: Planning Responsibility: Winnipeg Metro Region Municipalities / Winnipeg Metropolitan Region / Regional Planning Oversight / Manitoba Infrastructure / Manitoba Municipal Relations / Regional Transportation Oversight / Regional Economic Development Oversight | Category: Monitor & Adapt Responsibility: Regional Planning Oversight / Regional Transportation Oversight / Regional Economic Development Oversight / Prairie Climate Centre / Manitoba Municipal Relations / Manitoba Climate Change Advisor / Manitoba Sustainable Development |

Pillar 2

STEWARDSHIP OF LAND, WATER AND RESOURCES

Current Status:

The Region's natural environment provides direct economic, social, and cultural benefits, as well as the essentials of life; food, water, and energy. While we benefit from an abundance of natural resources, good stewardship of these assets is critical to preservation and long-term prosperity, providing a strategic regional advantage to emerging opportunities. Current land use, water resource management, and resource consumption patterns are having a negative impact on the economy and environment by consuming agricultural and

natural lands, reducing carbon sequestration opportunities, reducing flood and drought mitigation capacity, and contributing to the degradation of lakes, including Lake Winnipeg and Lake Manitoba.

Securing Our Future:

The Region has a collective and shared responsibility to be good stewards by managing, protecting, preserving and, where possible, restoring natural lands, agricultural lands, air quality, and aquatic ecosystems.

GOAL 1: We are good stewards of our natural lands, agricultural lands, and green spaces.

| ACTION 13 | ACTION 14 | ACTION 15 | ACTION 16 |
|---|--|---|--|
| Create and utilize a shared open data portal to classify and catalog environmental data, policy, and legislation. | Identify, classify, and map the region's natural landscape, highlighting ecologically sensitive lands, hazard lands, prime agricultural lands, and natural assets. | Quantify the supply, forecast demand, and sustainably manage aggregate resources to ensure long-term regional development needs are met. | Define and legislate the protection of a network of connected green spaces to build resiliency, protect habitat, enhance regional connectivity, encourage active transportation and regional recreation while providing opportunities for GHG reduction. |
| Short Term | Short Term | Medium Term | Medium Term |
| Category: Data Responsibility: Winnipeg Metropolitan Region / Manitoba Justice and Attorney General / Manitoba Municipal Relations / Manitoba Sustainable Development / GEO Manitoba / Prairie Climate Centre / Manitoba Agriculture / Manitoba Climate Change Advisor | Category: Data Responsibility: Winnipeg Metropolitan Region / Manitoba Sustainable Development / Manitoba Agriculture / Development Community | Category: Forecasting Responsibility: Winnipeg Metro Region Municipalities / Manitoba Growth Enterprise & Trade / Manitoba Infrastructure / Manitoba Municipal Relations / Manitoba Sustainable Development / Regional Planning Oversight / Association of Manitoba Municipalities | Category: Policy & Legislation Responsibility: Regional Planning Oversight / Manitoba Sustainable Development / City of Winnipeg / Manitoba Infrastructure / Manitoba Municipal Relations / Association of Manitoba Municipalities / Climate Change Advisor |

| ACTION 17 | ACTION 18 | ACTION 19 |
|---|--|---|
| Create and utilize a policy framework for land evaluation that recognizes ecosystem services and evaluates and accounts for economic, environmental, and social indicators. | Create and adopt a Winnipeg Metro Region Agricultural Master Plan* that considers food security and identifies the region's agricultural future focusing on value added agriculture, productive capacity, emerging opportunities, job creation, trade relations, promotes the green economy, and mitigates the impacts of climate variability while building resilience to climate change. | Create and adopt a Regional Brownfield Management and Revitalization Plan* that includes incentives to redevelop and revitalize these areas. |
| Medium Term | Medium Term | Long Term |
| Category: Policy & Legislation Responsibility: Regional Planning Oversight / Manitoba Sustainable Development / International Institute for Sustainable Development / United Nations University for Water, Environment and Health / Association of Manitoba Municipalities / Federation of Canadian Municipalities | Category: Planning Responsibility: Winnipeg Metropolitan Region / Regional Planning Oversight / Winnipeg Metro Region Municipalities / Manitoba Agriculture / Manitoba Sustainable Development / Manitoba Growth, Enterprise and Trade / Manitoba Climate Change Advisor / Rural Development Institute / Development Community | Category: Planning Responsibility: Regional Planning Oversight / Winnipeg Metro Region Municipalities / Development Community / Manitoba Sustainable Development |

* As part of the Regional Land Use Master Plan

GOAL 2: We are good stewards of our aquatic ecosystems, surface and subsurface water.

| ACTION 20 | ACTION 21 | ACTION 22 | ACTION 23 |
|---|---|--|---|
| Observe and exceed all water quality parameters set out in the Manitoba Water Quality Standards, Objectives and Guidelines to ensure the long-term protection of water quality and the provision of fresh clean drinking water. | Develop a regional water management plan that prioritizes infrastructure investment for flood mitigation, wastewater management and drainage that includes best practice related to storage, retention and nutrient management. | Implement regional programs based on Alternative Land Use Services (ALUS) that achieve no net loss of wetlands, reduce flooding, improve water quality, but do not restrict current productive capacity. | Create and promote a Groundwater Management Plan that identifies and evaluates current use, future demands, and risks to regional aquifers ensuring a long-term supply for residential, industrial, agricultural, and commercial use. |
| Short Term | Short Term | Short Term | Long Term |
| Category: Policy & Legislation Responsibility: Winnipeg Metro Region Municipalities | Category: Best Practices Responsibility: City of Winnipeg / Winnipeg Metro Region Municipalities / Winnipeg Metropolitan Region / Manitoba Sustainable Development/ Association of Manitoba Municipalities | Category: Policy & Legislation Responsibility: Manitoba Agriculture / Winnipeg Metro Region Municipalities / Manitoba Municipal Relations / Rural Development Institute | Category: Planning Responsibility: Regional Planning Oversight / Development Community |

GOAL 3: We reduce greenhouse gases and build resiliency to the risks of extreme weather and variability.

| ACTION 24 | ACTION 25 | ACTION 26 | ACTION 27 | ACTION 28 |
|---|---|---|---|--|
| Compile a Regional Energy and Greenhouse Gas (GHG) emissions inventory for corporate operations and community systems. | Conduct a regional threshold analysis to determine the limits of our capacity while identifying, understanding, and planning for regional vulnerabilities across all areas of planning. | Create strategies, by-laws, and policy that reflect the findings of threshold analyses, building resiliency across all areas of focus, to withstand and adapt to the impacts associated with climate variability. | Identify, report, and actively promote greenhouse gas emissions reduction opportunities and best practices for energy demand management that align with the Province's "Made in Manitoba Climate and Green Plan" ensuring long-term energy security for the region. | Implement incentives to promote infrastructure and planning practices that exceed codes and standards, and safeguard against hazards, by requiring rating systems such as Leadership in Energy and Environmental Design (LEED), Green Globes, BOMA BEST, and Envision. |
| Short Term | Short Term | Medium Term | Medium Term | Medium Term |
| Category: Data Responsibility: Winnipeg Metropolitan Region / Eco-West / Prairie Climate Centre / Manitoba Climate Change Advisor | Category: Forecasting Responsibility: Winnipeg Metropolitan Region / Prairie Climate Centre / Manitoba Climate Change Advisor / Manitoba Sustainable Development / Winnipeg Metro Region Municipalities | Category: Policy & Legislation Responsibility: Winnipeg Metropolitan Region / Prairie Climate Centre / Manitoba Climate Change Advisor / Manitoba Sustainable Development / Winnipeg Metro Region Municipalities / Association of Manitoba Municipalities / Development Community | Category: Best Practices Responsibility: Winnipeg Metropolitan Region / Prairie Climate Centre / Manitoba Climate Change Advisor / Manitoba Sustainable Development | Category: Policy & Legislation Responsibility: Regional Planning Oversight / Winnipeg Metro Region Municipalities / Manitoba Green Building Coordination Team / Development Community / Manitoba Sustainable Development |

Pillar 3

STRATEGIC TRANSPORTATION NETWORKS

Current Status:

A strong regional transportation network guides the efficient movement of goods and provides community connectivity with access to employment, services, and amenities. The Region's transportation network is presently uncoordinated and leaves many communities unconnected. It favours single passenger vehicles, significantly contributing to GHG emissions, leading to congestion that affects the movement of goods, and higher transportation costs.

Securing Our Future:

Regional transportation networks integrate the regular use of public transportation, multiple-occupancy vehicles, cycling, and walking. Regional networks promote connectivity between communities and key employment areas. These outcomes reduce energy consumption, reduce GHG emissions, improve air quality, promote active transportation, enhance lifestyles, improve health, and save money.

GOAL 1: We manage data and model transportation demand to evaluate options and explore the impacts of development choices.

ACTION 29

Create and utilize a shared open data portal that is capable of providing a reliable examination of alternative scenario models that are responsive to changes in development patterns and demand, ensuring the implications of truck and rail movement are considered.

ACTION 30

Establish a Winnipeg Metro Regional Transportation and Coordination model, to guide regional transportation strategies and ensure the long-term management and protection of key transportation routes.

ACTION 31

Develop a calibrated and scalable forecasting tool to evaluate the economic, social, and environmental opportunities of modal shift using existing data and projections for population, employment, and travel demand.

Short Term

Category: Data

Responsibility: Winnipeg Metropolitan Region / Manitoba Justice and Attorney General / Manitoba Infrastructure / Manitoba Trucking Association

Short Term

Category: Governance

Responsibility: Winnipeg Metropolitan Region / Manitoba Infrastructure / Winnipeg Metro Region Transportation Master Plan Working Group / Winnipeg Metro Region Municipalities

Short Term

Category: Forecasting

Responsibility: Federation of Canadian Municipalities / Winnipeg Metropolitan Region / Manitoba Infrastructure / Association of Manitoba Municipalities

GOAL 2: We have a well-planned, well-connected transportation network that increases choice, encourages modal shift, access to employment, and healthy lifestyles.

| ACTION 32 | ACTION 33 | ACTION 34 | ACTION 35 | ACTION 36 |
|---|--|---|--|--|
| Develop land use policies that support modal shift by encouraging Mixed Use Transit Oriented Development (TOD) and by creating vibrant destinations through Transportation Demand Management (TDM) strategies such as Placemaking, ensuring the implications of truck and rail movement are considered. | Create a framework of incentives and disincentives to change travel behaviour from the single occupancy vehicle to public or active modes of transportation, including new funding mechanisms that reflect development and life cycle maintenance costs. | Develop guidelines for alternative transportation strategies in the development of new communities, as well as connectivity to existing active transport corridors. | Establish connector nodes (park and rides with commercial services) to enhance and expand the public transportation system between rural and urban areas. | Invest in transportation infrastructure that is supported by origin/ destination models, enhances the movement of goods, reduces GHG emissions, and enables access to employment and recreation areas. |
| Medium Term | Medium Term | Medium Term | Long Term | Long Term |
| Category: Policy & Legislation Responsibility: Regional Planning Oversight / Regional Transportation Oversight / Manitoba Infrastructure / Manitoba Municipal Relations / Winnipeg Metro Region Municipalities | Category: Policy & Legislation Responsibility: Regional Planning Oversight / Manitoba Infrastructure / Association of Manitoba Municipalities | Category: Policy & Legislation Responsibility: Manitoba Municipal Relations / Association of Manitoba Municipalities | Category: Planning Responsibility: Winnipeg Metro Region Municipalities / Manitoba Infrastructure / Regional Transportation Oversight / Regional Planning Oversight / Development Community | Category: Best Practices Responsibility: Winnipeg Metro Region Municipalities / Manitoba Infrastructure / Regional Transportation Oversight / Regional Planning Oversight |

GOAL 3: We have transportation infrastructure that supports economic growth in centres and along corridors.

| ACTION 37 | ACTION 38 | ACTION 39 | ACTION 40 |
|--|---|---|---|
| Identify and protect key trade routes, using Corridor Management Policies to improve movement of goods and labour. | Invest in transportation infrastructure that improves the movement of goods to and from terminals linking manufacturing, warehousing, distribution, and retail land uses. | Integrate rail and air infrastructure with regional transportation corridors to enhance the movement of goods to/from and within the region. | Participate as a stakeholder in discussions related to rail relocation, rationalization, and repurposing within the Winnipeg Metro Region. |
| Medium Term | Long Term | Long Term | Long Term |
| Category: Planning Responsibility: Regional Transportation Oversight / Regional Planning Oversight/ Manitoba Infrastructure / Economic Development Winnipeg / Manitoba Growth, Enterprise and Trade | Category: Best Practices Responsibility: Regional Transportation Oversight / Manitoba Infrastructure / Centreport / Winnipeg Airports Authority / Winnipeg Metro Region Municipalities / Manitoba Trucking Association | Category: Planning Responsibility: Regional Transportation Oversight / Manitoba Infrastructure / Centreport / Winnipeg Airports Authority / Winnipeg Metro Region Municipalities / Manitoba Trucking Association | Category: Planning Responsibility: Winnipeg Metro Region Municipalities / Manitoba Infrastructure / City of Winnipeg / Rail Industry / Manitoba / Manitoba Growth, Enterprise and Trade / Winnipeg Metro Region Municipalities |

* As part of the Regional Economic Development Plan

Pillar 4

COORDINATED INFRASTRUCTURE & SERVICE DELIVERY

Current Status:

There is a wide range of regional utility infrastructure and community services that support our economic growth and a high quality of life. Uncoordinated investment in services and infrastructure leads to duplication, higher costs, and an inefficient use of resources – limiting opportunities for new investment.

Securing Our Future:

Moving toward optimal and mutually beneficial transportation systems, wastewater treatment, drainage strategies, solid waste management, utility infrastructure, and community and emergency services delivery can be achieved through regional coordination, shared data, inter-municipal agreements, and Indigenous partnerships. These practices promote value for money, improve competitiveness, and provide a higher quality of life across the province.

GOAL 1: We improve, protect, and restore water quality and ensure quantity to meet community needs now and into the future.

| ACTION 41 | ACTION 42 | ACTION 43 | ACTION 44 |
|---|---|--|--|
| Implement the actions in Manitoba's Surface Water Management Strategy and other relevant policies, strategies, and regulations. | Promote and adopt Best Management Practices (BMPs) that reduce flooding, manage drought, promote conservation strategies, improve water quality, and reduce nutrient migration. | Monitor and protect groundwater resources to ensure a safe supply of water. | Reduce and manage combined sewer overflows, unscheduled releases, and emergency releases of wastewater in a sustainable, cost effective, timely, and affordable manner that promotes resiliency. |
| Short Term | Short Term | Medium Term | Long Term |
| Category: Policy & Legislation Responsibility: Winnipeg Metro Region Municipalities / Manitoba Sustainable Development | Category: Best Practices Responsibility: Winnipeg Metropolitan Region / Manitoba Sustainable Development / Ducks Unlimited Canada / Lake Friendly / IISD | Category: Monitor & Adapt Responsibility: Winnipeg Metro Region Municipalities / Manitoba Sustainable Development | Category: Policy & Legislation Responsibility: Winnipeg Metro Region Municipalities / City of Winnipeg / Manitoba Sustainable Development / Environment and Climate Change Canada |

GOAL 2: We view waste as a resource and manage our solid and liquid waste through integrated resource management planning.

| ACTION 45 | ACTION 46 | ACTION 47 | ACTION 48 | ACTION 49 |
|---|--|---|--|--|
| Establish a shared open data portal for waste management infrastructure, Material Recovery Facilities (MRFs), waste inventories, diversion rates, and practices throughout the region. | Establish a Winnipeg Metro Region Waste Management Strategy that is based on GHG reduction, cost-benefit and rationalization review, with appropriate oversight, leading edge policies, and measurable goals for efficient, convenient, and accessible waste management that aligns with the Made-in Manitoba Climate and Green Plan. | Implement and promote enhanced construction, renovation, and demolition (CR&D) waste diversion guidelines, including tools and templates, phased-in mandatory reporting, diversion targets for projects under the Green Building Program (GBP), and compliance mechanisms outside of the GBP. | Implement programs and incentives that promote waste diversion, resource recovery, and composting, reduce long-term liability, protect water, reduce GHG emissions, and enhance environmental protection. | Create policy and incentives for business and industry to utilize and repurpose recycled materials, including construction, renovation, and demolition waste, with implementation through targeted regional pilot projects. |
| Short Term | Short Term | Medium Term | Medium Term | Medium Term |
| Category: Data Responsibility: Winnipeg Metropolitan Region / Manitoba Justice and Attorney General / Green Manitoba / Manitoba Sustainable Development / Manitoba Green Building Coordination Team | Category: Planning Responsibility: Winnipeg Metropolitan Region / Green Manitoba (Waste Reduction & Recycling Support) / Manitoba Sustainable Development / Manitoba Green Building Coordination Team / Federation of Canadian Municipalities / Prairie Climate Centre / Manitoba Environmental Industries Association / Indigenous Communities / Climate Change Advisor | Category: Policy & Legislation Responsibility: Manitoba Green Building Coordination Team / Green Manitoba / Manitoba Sustainable Development / Manitoba Environmental Industries Association / Development Community | Category: Policy & Legislation Responsibility: Manitoba Sustainable Development / Manitoba Environmental Industries Association / Manitoba Green Building Coordination Team / Green Manitoba / Association of Manitoba Municipalities / Climate Change Advisor | Category: Policy & Legislation Responsibility: Winnipeg Metropolitan Region / Manitoba Sustainable Development / Manitoba Environmental Industries Association / Green Manitoba / Manitoba Green Building Coordination Team / Association of Manitoba Municipalities / Development Community |

GOAL 3: We share and coordinate utility infrastructure and community services with neighbouring municipalities and on a regional level.

ACTION 50

Develop and implement frameworks and tools for regional or cross-municipal service delivery, with templates for inter-municipal agreements that include joint ownership, shared use agreements, group purchasing/tailgating clauses, and cost revenue sharing, management, and responsibilities.

Short Term

Category: Governance

Responsibility: Winnipeg Metropolitan Region / Federation of Canadian Municipalities / Manitoba Municipal Relations / Manitoba Sport, Culture, and Heritage / Manitoba Municipal Administrators Association / Association of Manitoba Municipalities / Indigenous Communities / CIER

ACTION 51

Develop a coordinated plan for community services such as emergency services (police, fire, rescue, ambulance, hazard response, etc.), health care, and recreation services for better access and enhanced offerings.

Medium Term

Category: Governance

Responsibility: Regional Planning Oversight / Winnipeg Metro Region Municipalities / Manitoba Sport, Culture, and Heritage / Association of Manitoba Municipalities / Manitoba Municipal Relations / Indigenous Communities

GOAL 4: We have an integrated view of our local and regional assets to manage them more effectively over their full life cycle.

| ACTION 52 | ACTION 53 | ACTION 54 | ACTION 55 |
|---|---|--|--|
| Develop and implement a shared system that enhances our capacity for integrating best practices in regional asset management. Public assets should be connected through an open data portal with standardized data that includes an Asset Registry and Maintenance Management System. | Shift procurement focus from capital to operating by requiring life cycle cost analyses to determine the most cost-effective option that meets technical requirements to purchase, own, operate, maintain, and dispose of asset, while increasing environmental protection. | Require life cycle assessments with complete life cycle inventories (LCI) that calculate the lifetime environmental impact of a product or service having regard for, at minimum, raw resources, energy, water, emissions, and land use. | Conduct a Regional Risk Assessment and facilitate the development of appropriate draft templates for by-laws, zoning, standards, and procedures, including emergency management plans, to meet threshold projections and build resiliency to extreme weather events. |
| Short Term | Short Term | Medium Term | Medium Term |
| Category: Data Responsibility: Winnipeg Metropolitan Region / Winnipeg Metro Region Municipalities / Manitoba Justice and Attorney General | Category: Policy & Legislation Responsibility: Winnipeg Metro Region Municipalities / Association of Manitoba Municipalities / Winnipeg Metropolitan Region | Category: Policy & Legislation Responsibility: Winnipeg Metro Region Municipalities | Category: Planning Responsibility: Winnipeg Metropolitan Region / Winnipeg Metro Region Municipalities / Regional Planning Oversight / Manitoba Municipal Relations / Prairie Climate Centre / Manitoba Climate Change Advisor / Indigenous Communities / Development Community |

Pillar 5

INTEGRATED REGIONAL ECONOMIC DEVELOPMENT

Current Status:

A prosperous regional economy is functionally integrated and globally competitive. Policies, transportation systems, and human capital nurture a healthy and resilient business sector. This includes robust employment and enhanced productivity that fosters prosperity, encourages new investment, supports transition to the green-clean economy, and builds diversity. Despite a high level of interdependence, local economies lack integration and often compete for resources. As individually focused municipalities, the ability to compete nationally and internationally to enhance productivity, provide good jobs, and promote a higher quality of life is constrained.

Securing Our Future:

To support growth and diversity in industrial, commercial, and agricultural sectors, a coordinated integrated regional economic development approach is necessary. Priority lands need to be identified, enhanced, and protected so that commerce flourishes in the region's hubs, along economic corridors, and in priority agricultural areas. Economic growth opportunities are explored in partnership with Indigenous communities.

GOAL 1: We position industrial, commercial, and agricultural lands in a regional economic framework that is efficient, effective, and resilient.

| ACTION 56 | ACTION 57 | ACTION 58 | ACTION 59 |
|---|---|--|--|
| Create and utilize a shared open data portal with demographics, economic development plans, industry reports, labour market data, academic research, and other economic indicators to support evidence based decision-making. | Create and adopt a Regional Economic Development Plan, including Regional Economic Development coordination, that aligns with the Province's economic plan and direction, is outcome driven, supported by good data, and reflects the Winnipeg Metro Region's current and long-term challenges and opportunities. | Identify and protect an appropriate long-term supply of industrial, commercial, and agricultural lands to sustain a growing economy and balance trade-offs between competing land-uses based on the outcomes of the Regional Economic Development Plan. | Create strategies and adopt incentives to revitalize previously developed sites in high value locations with consideration for alternative models that include Urban Economic Development Reserves and Public Private Partnerships. |
| Short Term | Short Term | Medium Term | Medium Term |
| Category: Data Responsibility: Winnipeg Metropolitan Region / Manitoba Justice and Attorney General / Economic Development Winnipeg | Category: Data Responsibility: Winnipeg Metropolitan Region / City of Winnipeg / Manitoba Education and Training / Economic Development Winnipeg / Winnipeg Metropolitan Region / Manitoba Growth, Enterprise and Trade / Manitoba Indigenous and Northern Relations / Manitoba Municipal / Development Community / Indigenous Community | Category: Forecasting Responsibility: Regional Planning Oversight / Manitoba Growth, Enterprise, and Trade / Winnipeg Metro Region Municipalities / Association of Manitoba Municipalities / Manitoba Indigenous and Northern Relations / Manitoba Municipal / Development Community / Indigenous Community | Category: Policy & Legislation Responsibility: Regional Planning Oversight / Manitoba Municipal Relations / Manitoba Growth, Enterprise, and Trade / Winnipeg Metro Region Municipalities / Federal Government / Assembly of Manitoba Chiefs / Manitoba Métis Federation / Manitoba Indigenous and Northern Relations / Manitoba Municipal / Development Community / Indigenous Community / Southern Chiefs' Organization |

| ACTION 60 | ACTION 61 | ACTION 62 |
|---|---|---|
| Define and promote a regional value chain to attract new and build existing business and industry. The value chain emphasizes related companies, a strong current and future workforce, strategic infrastructure investments, and our unique advantages such as clean water, low energy rates and opportunities for GHG reduction and offsets | Facilitate integration of land use, transportation networks, and utility infrastructure to enhance commercial/ industrial centres while ensuring access to labour and external markets. | Identify the region's vulnerabilities and economic barriers. Develop and implement strategies that support a resilient, growing, and innovative regional economy. |
| Medium Term | Medium Term | Long Term |
| Category: Policy & Legislation Responsibility: Regional Economic Development Oversight / Manitoba Growth, Enterprise, and Trade / Economic Development Winnipeg | Category: Planning Responsibility: Regional Planning Oversight / Regional Transportation Oversight / Regional Economic Development Oversight / Manitoba Growth, Enterprise, and Trade / Manitoba Infrastructure / Manitoba Municipal Relations | Category: Planning Responsibility: Regional Economic Development Oversight / Manitoba Growth, Enterprise, and Trade / International Institute for Sustainable Development / Rural Development Institute / Manitoba Indigenous and Northern Relations / Manitoba Municipal / Development Community / Indigenous Community / Southern Chiefs' Organization |

GOAL 2: We collaborate to promote investment, attract industry, and grow our economy.

| ACTION 63 | ACTION 64 | ACTION 65 |
|---|---|---|
| Implement a regional framework with a “one window” approach to showcase the Region through consistent and coordinated communication, branding, and marketing. | Create and promote Winnipeg Metro Region tourism routes that align regional assets with the City of Winnipeg’s tourism strategies to enhance visitor experiences in Manitoba. | Evaluate the creation of a regional tourism/small business incubator, using a venture capital format, to ensure assets are developed, promoted, and managed sustainably and that investments support value for money. |
| Short Term | Short Term | Short Term |
| Category: Governance Responsibility: Regional Planning Oversight / Economic Development Winnipeg / Winnipeg Metropolitan Region / Manitoba Growth, Enterprise, and Trade | Category: Planning Responsibility: Winnipeg Metropolitan Region / Travel Manitoba / Tourism Winnipeg / Indigenous Communities | Category: Planning Responsibility: Winnipeg Metropolitan Region / Travel Manitoba / Manitoba Growth, Enterprise and Trade / Tourism Winnipeg / Winnipeg Metro Region Municipalities |

| ACTION 66 | ACTION 67 | ACTION 68 |
|--|--|---|
| Develop strategies and decision-making criteria to prioritize regional investments that drive key sectors, maximize indirect and induced growth, and strengthen trade relations and investment, including venture capital and foreign direct investment. | Develop strategies and adopt incentives that support entrepreneurship, small and medium-sized enterprises, and Indigenous partnerships to strengthen the Manitoba economy. | Align funding strategies with provincial, federal, and community partners to increase resources and maximize leveraged dollars for the region. |
| Medium Term | Medium Term | Medium Term |
| Category: Planning Responsibility: Regional Economic Development Oversight / Manitoba Growth, Enterprise, and Trade | Category: Policy & Legislation Responsibility: Regional Economic Development Oversight / Manitoba Growth, Enterprise, and Trade / Winnipeg Metro Region Municipalities / Manitoba Indigenous and Northern Relations / Manitoba Municipal / Development Community / Indigenous Community / Southern Chiefs' Organization | Category: Policy & Legislation Responsibility: Winnipeg Metropolitan Region / Regional Planning Oversight / Manitoba Growth, Enterprise, and Trade / Manitoba Municipal Administrators Association / Federation of Canadian Municipalities / Economic Development Winnipeg / Western Economic Diversification Canada |

GOAL 3: We develop and attract people with a broad range of skills, talents, knowledge, and experience.

ACTION 69

Identify needs and collaborate on initiatives that ensure the provision of high quality social, cultural, educational, and recreational opportunities to improve quality of life across the region.

Short Term

Category: Governance

Responsibility: Winnipeg Metropolitan Region / Winnipeg Metro Region Municipalities / Manitoba Municipal Relations / Manitoba Education and Training / Manitoba Sport, Culture, and Heritage / Manitoba Indigenous and Northern Relations / Manitoba Municipal / Development Community / Indigenous Community / Southern Chiefs' Organization / Assembly of Manitoba Chiefs

ACTION 70

Partner with educational programs, knowledge institutions, and New Canadian settlement programs to ensure we have a robust labour market to meet the current and emerging opportunities for growth and investment identified in the Regional Economic Development Plan.

Short Term

Category: Best Practices

Responsibility: Winnipeg Metropolitan Region / Manitoba Education and Training / Manitoba Growth, Enterprise and Trade / Manitoba Indigenous and Northern Relations / Manitoba Municipal / Development Community / Indigenous Community / Southern Chiefs' Organization / Assembly of Manitoba Chiefs

Pillar 6

REGIONAL FRAMEWORK FOR GOOD GOVERNANCE

Current Status:

Good governance and decision-making is supported by access to good data and an environment of trust and collaboration across all levels of government. Current governance models and a lack of accessible good data inadvertently lead to barriers that obstruct a broad-based perspective of the region, reducing consistency, accountability, coordination, meaningful engagement, and the efficient use of resources.

Securing Our Future:

Good governance, coordination, and collaboration will be achieved through access to integrated regional data, stakeholder engagement, and education, along with improved inter-municipal/regional tools and consideration of long-term regional benefits and impacts prior to actions. Members recognize that regional progress is supported by inter-municipal working relationships and relationships with Indigenous communities that incorporate the needs of all communities.

GOAL 1: We collaborate to realize a shared vision for the region with strong planning leadership.

| ACTION 71 | ACTION 72 | ACTION 73 | ACTION 74 |
|--|---|--|---|
| Explore regional governance models (Regional Planning Oversight) with legislative support to implement the agreed upon strategies in a streamlined and cost effective manner, while protecting local authority. | Implement a consistent regional framework to ensure authentic public engagement and stakeholder consultation is incorporated in regional infrastructure decision-making processes. | Hire a knowledgeable coordinator to build relationships, foster collaboration, promote the inclusion of Traditional Ecological Knowledge (TEK), and create partnerships with Indigenous communities in the Winnipeg Metro Region, ensuring regional benefits and opportunities are shared. | Formalize local and district plans in a consistent template that aligns with regional strategies and complies with provincial policy, reducing future time and money spent. |
| Short Term | Short Term | Short Term | Short Term |
| Category: Governance Responsibility: Winnipeg Metro Region Municipalities/ Winnipeg Metropolitan Region / Manitoba Municipal Relations / Manitoba Infrastructure/ Regional Planning Boards / Indigenous Communities / ISC | Category: Governance Responsibility: Winnipeg Metro Region Municipalities/ Winnipeg Metropolitan Region / Manitoba Municipal Relations / Manitoba Infrastructure/ Regional Planning Boards | Category: Governance Responsibility: Winnipeg Metropolitan Region / Manitoba Municipal Relations / Assembly of Manitoba Chiefs / Manitoba Métis Federation / University of Manitoba / Manitoba Indigenous and Northern Relations / Manitoba Municipal / Development Community / Indigenous Community / Southern Chiefs' Organization / CIER | Category: Planning Responsibility: Winnipeg Metropolitan Region / Winnipeg Metro Region Municipalities / Regional Planning Boards / Manitoba Municipal Relations |

GOAL 2: We provide a collective regional voice.

ACTION 75

Implement communication tools and protocols to consistently raise awareness of Winnipeg Metro Region priorities among all stakeholders.

Short Term

Category: Governance
Responsibility: Winnipeg Metropolitan Region

ACTION 76

Develop a formalized and regularly scheduled process to promote regional perspectives on key issues to the provincial and federal governments.

Short Term

Category: Governance
Responsibility: Winnipeg Metropolitan Region / Association of Manitoba Municipalities

GOAL 3: We have shared resources and tools that build capacity and support the implementation of regional planning and stakeholder engagement.

ACTION 77

Review, identify, and establish a sustainable long-term funding strategy for regional oversight with financial controls and a common reporting system that supports full-cost accounting.

Short Term

Category: Governance

Responsibility: Manitoba Municipal Relations / Manitoba Infrastructure / Manitoba Growth, Enterprise, and Trade / Winnipeg Metro Region Municipalities

ACTION 78

Identify needs, implement software, and execute data sharing agreements, as well as the preliminary data standards, methods, and protocols that reflect the data sharing requirements of regional collaboration.

Short Term

Category: Data

Responsibility: Winnipeg Metro Region Municipalities / Winnipeg Metropolitan Region / Manitoba Justice and Attorney General

GOAL 4: We have the discipline and capacity to identify regional shifts and effectively respond to change

ACTION 79

Conduct a review of the progress on the Actions outlined in the Action Plan every two years.

Medium Term

Category: Monitor & Adapt

Responsibility: Regional Planning Oversight / Regional Transportation Oversight / Regional Economic Development Oversight / Winnipeg Metro Region Municipalities / Winnipeg Metropolitan Region

ACTION 80

Update the Regional Master Plan as required, responding to local perspective, changes in demographics, global markets, and other circumstances.

Long Term

Category: Monitor & Adapt

Responsibility: Winnipeg Metropolitan Region / Regional Planning Oversight / Regional Transportation Oversight / Regional Economic Development Oversight

Appendix A

Implementation Schedule

| CATEGORY | | Coordinated Regional Development | Stewardship of Land, Water & Resources |
|---|----------------------|----------------------------------|--|
|  | GOVERNANCE | | |
|  | DATA | #2 | #13 #14 #24 |
|  | POLICY & LEGISLATION | #1 | #20 #22 #16 #17 #26 #28 |
|  | BEST PRACTICES | #6 #7 #8 | #21 #27 |
|  | FORECASTING | | #25 #15 |
|  | PLANNING | #3 #4 #5 #9 #11 | #18 #19 #23 |
|  | MONITOR & ADAPT | #10 #12 | |

SHORT TERM – IMMEDIATE

MEDIUM TERM – 2 - 4 YEARS

LONG TERM – 4 YEARS +

| Strategic Transportation Networks | Coordinated Infrastructure & Service Delivery | Integrated Regional Economic Development | Regional Framework for Good Governance |
|--------------------------------------|---|---|---|
| #30 | #50 #51 | #63 #69 | #71 #72 #73 #75 #76 #77 |
| #29 | #45 #52 | #56 | #78 |
| #32 #33 #34 | #41 #53 #47 #48 #49 #54 #44 | #59 #67 #68 | |
| #36 #38 | #42 | #70 #60 | |
| #31 | | #62 | |
| #37 #35 #39 #40 | #46 #55 | #57 #64 #65 #58 #61 #66 | #74 |
| | #43 | | #79 #80 |

Appendix B

Key Partners

Winnipeg Metro Region Municipalities:

- Rural Municipality (RM) of Rockwood;
- Town of Stonewall;
- RM of St. Andrews;
- City of Selkirk;
- RM of St. Clements;
- RM of East St. Paul;
- RM of West St. Paul;
- RM of Macdonald;
- RM of Ritchot;
- RM of Springfield;
- RM of Taché;
- RM of St. François Xavier;
- RM of Rosser;
- RM of Cartier;
- RM of Headingley;
- City of Winnipeg;
- Town of Niverville;
- Village of Dunnottar.

Other Regional Municipalities:

- City of Portage la Prairie;
- RM of Portage;
- City of Steinbach;
- RM of Hanover;
- RM of Brokenhead;
- Town of Teulon;
- RM of Morris.

Treaty 1 First Nations:

- Brokenhead Ojibway Nation;
- Sagkeeng First Nation;
- Long Plain First Nation;
- Peguis First Nation;
- Roseau River Anishnabe First Nation;
- Sandy Bay First Nation;
- Swan Lake First Nation.

Planning Districts:

- Red River Planning District;
- White Horse Plains Planning District;
- South Interlake Planning District;
- Macdonald-Ritchot Planning District.

Indigenous, Regional & Provincial Interests:

- Winnipeg Metropolitan Region;
- Association of Manitoba Municipalities;
- Assembly of Manitoba Chiefs;
- Manitoba Métis Federation;
- Manitoba Municipal Relations;
- Manitoba Growth Enterprise and Trade;
- Manitoba Infrastructure;
- Manitoba Green Building Coordination Team;
- Manitoba Sustainable Development;
- Manitoba Justice and Attorney General;
- Manitoba Crown Services;
- Manitoba Agriculture;
- Manitoba Finance;
- Manitoba Health, Seniors, and Active Living;

- Manitoba Climate Office
- SCO (Southern Chief's Organization)
- CIER (Centre for Indigenous Environmental Resources)
- Manitoba Education and Training;
- Manitoba Families;
- Manitoba Sport, Culture, and Heritage;
- Manitoba Climate Change Advisor;
- Manitoba Tourism Secretariat;
- Travel Manitoba;
- Regional Tourism Associations;
- Green Manitoba;
- Manitoba Hydro;
- Conservation Districts;
- University of Manitoba;
- University of Winnipeg;
- University of Melbourne;
- Red River College;
- Rural Development Institute;
- Manitoba Institute of Trades and Technology;
- Winnipeg Airport Authority;
- CentrePort;
- Manitoba Real Estate Association;
- Manitoba Heavy Construction Association;
- Manitoba Trucking Association;
- Economic Development Winnipeg;
- Manitoba Municipal Administrators Association;
- Community Futures;
- CentreVenture;

- Winnipeg Construction Association;
- The Forks North Portage Partnership;
- Manitoba Chambers of Commerce;
- Winnipeg Chamber of Commerce;
- Local Chambers of Commerce;
- World Trade Centre Winnipeg;
- Manitoba Home Builders' Association;
- Manitoba Environmental Industries Association;
- Multi-Material Stewardship Manitoba;
- Geo Manitoba;
- Office of the Fire Commissioner;
- Keystone Agricultural Producers;
- Urban Development Institute of Manitoba;
- Manitoba Hydro.

National & Federal Interests:

- Federation of Canadian Municipalities;
- Agriculture and Agri-Food Canada (Canada Land Inventory);
- Natural Resources Canada;
- Environment and Climate Change Canada;
- Infrastructure Canada;
- Employment and Social Development Canada;
- Transport Canada;
- Innovation, Science, and Economic Development Canada;
- Western Economic Diversification Canada;
- Department of Finance;
- Canadian Roundtable for Sustainable Crops;
- Canada Mortgage and Housing Corporation;

- Export Development Canada;
- Aboriginal Business Canada;
- Canadian Tourism Commission;
- Statistics Canada;
- Parks Canada;
- Indigenous Services Canada.

Other Partners:

- Media;
- Private Sector;
- United Nations University for Water, Environment and Health;
- International Joint Commission;
- International Institute for Sustainable Development;
- Red River Basin Commission;
- Prairie Climate Centre;
- Eco-West;
- South Basin Mayors and Reeves / Lake Friendly;
- Ducks Unlimited Canada;
- Fort Whyte Alive;
- CN;
- CP;
- BNSF.

Acknowledgments

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Winnipeg Metropolitan Region

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- Manitoba Infrastructure - Erica Vido



Regional Growth Strategy

GAP ANALYSIS REPORT

Overview

As follow-up to the comprehensive Regional Context Reports, the Gap Analysis Report highlights the fundamental issues to be addressed in the Regional Growth Strategy. In sequence, the Gap Analysis will provide an overview of the primary issues identified within each context report, followed by critical gaps organized by theme. Going forward, the gaps and identified themes will help shape the "Desired Future State", with Strategic Pillars, Goals, and Actions. It is recognized that overlap exists between many of the Context Reports and identified gaps may apply to a number of themes and topics. Ultimately, the critical gaps that are identified will be addressed in the Action Plan that will support the Regional Growth Strategy.

Context Report 1 — Population Analysis

Context Report 2 — Land Use

Context Report 3 — Water and Wastewater

Context Report 4 — Regional Services

Context Report 5 — Transportation

Context Report 6 — Policy, Plans & Legislation

Context Report 1

Population Analysis

Issues

The Winnipeg Metropolitan Region is experiencing significant growth and demographics are becoming more diverse. To support growth, the built-up area is expanding. Municipal services are being extended, straining resources and increasing the costs of provision. Meanwhile, with greater diversity comes the need to offer more choice, particularly with respect to housing and transportation options. Currently, housing is skewed towards single detached dwellings and there is a strong bias to single occupant vehicles. While the region has strong employment, there is a high level of mobility and individuals travel relatively large distances to meet employment, recreation, and other social and economic needs.

Themes

1. The Economy

- **Income disparity**
 - Municipal range (average income): \$32,590 - \$58,543
 - Average rural income: \$44,198
 - Average urban income: \$38,161
- **Limited primary sector employment**
 - Winnipeg Metropolitan Region: 1.2%
 - Calgary Metropolitan Area: 7%
 - Saskatoon Metropolitan Area: 5%
- **Relative weakness in professional, scientific, and technical industries**
 - Identified in the Regional Economic Analysis Process Report (2014)
- **Declining industry**
 - Decline in manufacturing: 14.1% (2006-2011)
 - Decline in agriculture: 22.2% (2006-2011)

Successful regions are functionally integrated and globally competitive. Strategies strive to attract high levels of human capital, support entrepreneurship, recognize externalities, establish regional policies, and ensure the efficient provision of government services.

2. Infrastructure & Development

- **Significant recent growth**
 - Winnipeg 5th highest in Canada (2014-2015)
- **Regional pattern of urban sprawl**
 - Consumed 297 km² of natural and arable land since 1971
 - Highlighted by the Capital Region Review (1999) as "inefficient regional utilization of infrastructure"
- **Bias to single detached dwellings & limited housing choice**
 - 64% single detached dwellings in the Region
 - 27% apartments
 - *Rural dwellings are 89.9% single detached*

The Principles of Smart Growth include mixed land uses, compact design, creating a range of housing opportunities, and directing development towards existing communities. These principles foster economic growth and protect the environment, while creating attractive, convenient, safe, and healthy communities.

3. Transportation

- **There is significant mobility within the region**
- **High proportion of single occupant vehicles within the Winnipeg Metro Region**
 - Winnipeg Metro Region:
 - *92.5% of commuters destined within Winnipeg*
 - *71.1% single occupant vehicles*
 - *12.8% public transit*
 - *7.1% car pool*
 - Rural Areas
 - *89% single occupant vehicles*
 - *66.6% destined for Winnipeg*

The Principles of Smart Growth include creating walkable neighbourhoods and providing a variety of transportation choices. These principles foster designs that encourage social, civic, and physical activity, while improving daily life, the economy, and the environment.

4. Planning & Coordination

- **The Winnipeg Metropolitan Region is located on Treaty 1 lands**
 - Total area of 43,252.8 km²
 - *7 First Nations*
 - *Brokenhead Ojibway First Nation*
 - *Sagkeeng First Nation*
 - *Long Plain First Nation*
 - *Peguis First Nation*

- *Roseau River Anishnabe First Nation*
- *Sandy Bay First Nation*
- *Swan Lake First Nation*
- City of Winnipeg has the largest aboriginal population of major cities in Canada
 - *41,235 Métis*
 - *29,485 First Nation*
 - *50% of aboriginal people are younger than 25 years of age*
- Growing diversity through immigration
 - *Guided by the Manitoba Provincial Nominee Program*
 - *16,222 immigrants in 2014 vs. 3,725 immigrants in 1999*
 - *85.1% of immigrants locate in Winnipeg*
 - *Top 3 origins: Philippines/India/China*

Local demographics are evolving and the region is becoming more diverse. Plans should provide choice, flexibility, and be responsive to change. This can be achieved by engaging all partners and stakeholders to ensure efficiency, choice, and integration.

Recommendations

- Coordinate regional development to promote connectivity.
- Provide a range of affordable housing choices.
- Develop a well-planned transportation network that increases choice, encourages modal shift, and fosters healthy lifestyles.
- Adopt regional economic development planning that is outcome driven and supported by good data.
- Collaborate to promote investment, attract industry, and strengthen the economic base.
- Ensure stakeholder engagement in community and infrastructure decision-making processes.

Context Report 2

Land Use

Issues

Growth is putting added emphasis on effective land use planning. Regional planning has been identified as key to long-term success; however, plans are typically completed in an independent manner. Data needs to be shared and plans should be integrated to support a resilient Winnipeg Metro Region.

Themes

1. The Economy

- **Local economies lack integration**
 - Must protect an adequate supply of industrial, commercial, and agricultural land to support future regional growth
 - Regional land use planning can build synergies, reduce competition between municipalities, and support an attractive regional value chain.
 - Coordinated commercial/industrial/residential land use can more efficiently link industry with supply chain needs and the labour force.

2. The Environment

- **Built-up area increased 71% since 1971, reducing carbon sequestration and contributing to climate variability**
 - 326 km² – 559 km²
 - 194 km² of arable land settled
 - 103 km² of natural and semi-natural land settled
 - 62% forest
 - 11.8% pasture
 - 26.2% other
- **Aggregate resources identified as a priority to future growth**
 - Lack of consistent policy for protection
- **Most Development Plans do not account for hazard lands or flood concerns**
- **Some plans do not reflect cultural/heritage resources**
- **The Capital Region Review (1999) identifies “inadequate regional protection of resources including:**
 - Arable agricultural land
 - Aquifers
 - Heritage greenspace
 - Wetlands
 - Major rivers

Protecting agricultural and environmentally vulnerable land, while avoiding hazard lands, is imperative to the long-term success and resiliency of the region. Land use planning must ensure the protection of environmentally sensitive land in order to mitigate risk, maintain environmental goods and services, and ensure a thriving agricultural sector.

3. Planning & Coordination

- **There are 18 municipalities & 4 Planning Districts**
- **Total of 9 Development Plans**
 - Some are dated or under review
 - No regional perspective
- **OurWinnipeg acknowledges that regional planning is necessary for a sustainable, vibrant, and growing region**
 - Should provide essential infrastructure and shared services
 - Should provide regional integrated transportation system
 - *Link employment areas to markets*
- **Development Plans use inconsistent land designations**
- **There is a lack of consistent reporting and data maintenance with respect to current land uses including:**
 - Vacant and occupied lands
 - Absorption rates

Adopting a regional perspective to planning can increase efficiency and eliminate duplication to create a more functional Winnipeg Metro Region. Practices that include reporting and sharing data, as well as integrated development planning can create synergies between communities and support enhanced regional growth and development.

Recommendations

- Implement consistent regional land use planning and shared data management.
- Integrate land use planning to build synergies, ensuring an adequate supply of industrial, commercial, and agricultural land to support growth.
- Develop compact communities to preserve agricultural lands, provide carbon sequestration, and mitigate the effects of climate variability.
- Promote enhanced stewardship of regional resources.

Context Report 3

Water & Wastewater

Issues

While the City of Winnipeg's water infrastructure has the capacity to support growth, rural areas are dependent on a dynamic groundwater system that is not completely understood. Issues arising from land drainage, agricultural runoff, and stormwater management are affecting water quality and contributing to a deteriorated Lake Winnipeg. Holistic planning is dependent on a number of stakeholders and is challenged by an overall lack of data. The region is highly susceptible to flood events and climate variability.

Themes

1. The Economy

- **Few cost sharing measures exist**
 - Support infrastructure upgrades and commercial/industrial needs
 - Opportunities to offer incentives to retain water
- **Significant adverse economic impacts of a deteriorated Lake Winnipeg**
 - Fisheries, tourism, and infrastructure etc.
 - Recognized as the most threatened freshwater lake in the world in 2013

The environment, human health, and the economy are inherently linked and their interdependence will be highlighted by growth as well as an evolving climate. Shared service agreements and financial incentives can reduce the rising costs of service provision and encourage best management practices. These practices can ultimately reduce the significant adverse social, environmental, and economic impacts of reduced water quantity and quality.

2. The Environment

- **Groundwater quality/quantity is subject to complex dynamics**
 - Large areas of brackish to saline water
 - Aquifer static water level varies seasonally
 - Aquifers recharged primarily in the Sandilands, Birds Hill Glacio-Fluvial Complex, and near Stonewall
 - Red River and Floodway are major sources of discharge
 - Aquifers north of the City of Winnipeg have been contaminated by an industrial spill
 - Development decisions often lack a hydrogeological component and public awareness on groundwater issues is limited
- **City of Winnipeg contributes 4.2% of total nitrogen load and 6.6% of total phosphorus load to Lake Winnipeg**
 - Effluent disinfection and biological nutrient removal at the SEWPCC, WEWPCC, and NEWPCC will reduce

- phosphorus loading by 10% and nitrogen loading by 13% - meeting interim targets
- Potential to improve water quality, reduce algae blooms, and benefit wildlife
- **Agricultural runoff is generally unregulated**
 - Drainage improvements are often undertaken with no approvals or oversight
- **Lack of stormwater quality/quantity regulations**
 - Limited water retention
 - Combined sewer systems contribute to increased nutrient loading on receiving bodies
 - Open channel drainage systems are at or exceed capacity and runoff must be restricted
- **Headingley Water Treatment Plant susceptible to climate variability**
 - Diversion from Assiniboine River uncertain with increase in irrigation demand
- **The region is highly vulnerable to flood events**
 - Likely to see increased occurrence as result of climate variability
- **The provincial Surface Water Management Strategy (2014) must be followed**
- **Efficient utilities are not required**

Policies and practices must reflect the broad benefits of a healthy aquatic system, with the marginal costs of conservation to be shared equally. By enabling greater retention capacity, municipalities can mitigate the risks of climate variability and flooding, while contributing to a healthier Lake Winnipeg. A groundwater strategy is required to mitigate the risks to rural water sources.

3. Planning & Coordination

- **Despite capacity, International Joint Commission (IJC) ruling limits the City of Winnipeg from selling water outside of City limits**
 - Plant capacity = 400 million litres/day
 - Aqueduct capacity = 385 million litres/day
 - 2014 consumption = 241.8 litres/day
- **Rural Areas dependent on aquifers**
 - Municipal/commercial/industrial use
- **Rural Areas Underserved**
 - Elie reservoir needs to be expanded (230m³ – empties 4-5 times per day)
 - Springfield experiences low water pressure when adjacent users draw water
 - 115 dwellings in St. Francois Xavier have water delivered by truck
 - St. Francois Xavier treatment system at 96% organic capacity/ 80% storage capacity
 - Springfield – lagoon system with capacity of 2,600 Residential Equivalent Units (REUs)
 - *Growth will require 11,000 REUs*
 - Failing septic system in the RM of St. Andrews
 - *Plans to connect to City of Winnipeg*
 - Lorette lagoon system to reach capacity in near future
 - Consumption data for a number of communities is not available
 - Inconsistent consumption habits between urban and rural residents

- **Consumption is not regulated or monitored in certain communities**

- Lack design manual for drainage
- City guidelines often followed by municipalities
- Inconsistent drainage design throughout City of Winnipeg
- Several towns and RMs do not have Wastewater Management Plans in place

Focused and coordinated planning can reduce consumption, reduce cost, and contribute to a higher quality of life. Regional collaboration with shared data can support planning while reducing infrastructure requirements and life-cycle costs, freeing capital for new community initiatives.

Recommendations

- Coordinate utility infrastructure with neighbouring municipalities and on a regional level.
- Share and manage consumption and asset management data.
- Manage groundwater resources to ensure community needs can be met now and into the future.
- Promote Best Management Practices for drainage, retention, and nutrient management to protect and restore water quality, while providing flood mitigation.
- Build resiliency to extreme weather and climate variability.

Context Report 4

Regional Services

Issues

Coupled with significant growth and stagnant waste diversion rates, per capita waste generation is increasing in the Winnipeg Metro Region. As of 2011, 590,883 tonnes of regional waste were disposed and by 2035 this amount is anticipated to increase to 843,561 tonnes. While there is a shared responsibility for waste management, municipalities must take the lead. A regional approach is highly appropriate given the large area, municipal ownership of several landfills, and the current use of transfer stations. Aging recreation infrastructure and uncoordinated emergency services are approaching a critical state and require immediate action.

Themes

1. The Economy

- **High cost of waste diversion**
 - Low population density
 - High transportation costs
- **Limited market and lack of incentive for waste diversion**
 - Imbalance of generators to receivers
 - Lack of commoditization
- **Economic development is dependent on a strong stock of human capital who require:**
 - Good schools / Recreation services / Emergency services / Public infrastructure (landfills, water, sewage) etc.
- **Capital Region Review (1999) highlights "Limited sharing of costs and revenues"**
 - Regional service and activity patterns cross municipal borders
 - Simple cases can implement user fee arrangements
 - Complex cases can implement tax sharing agreements or senior government funding assistance

By creating incentives through strategic investments, new markets for diverted waste materials can be stimulated. To identify the most appropriate investments, decision-makers are dependent on good data that demonstrates the quantities and composition of waste generated. After introduction and once initial infrastructure and processes have been established, markets may become self-sustaining during the growth period. A self-sustaining market for diverted waste will reduce municipal liability and enhance the green economy. By sharing the costs of service delivery, the region can better provide the services to attract a strong and diverse labour force and, ultimately, industry.

2. The Environment

- **41 inactive waste sites with no formal decommissioning plan**
 - Proper decommissioning is required to protect groundwater resources
- **Increasing waste generation and few achievements in diversion**
 - 0.775 t/capita (2002) – 0.854 t/capita (2012)
 - Consistent waste diversion rates:
 - 17% (2004 – 2012)
 - 24% (2002)

A coordinated waste management strategy that includes the provincial and municipal governments, the private sector, and individual citizens is required to reduce the growing amount of waste disposed to landfill. By increasing recycling/diversion rates, available land can be used for more productive purposes, greenhouse gas emissions can be reduced, groundwater can be protected, and resource consumption can be decreased.

3. Planning & Coordination

- **Shared responsibility for waste management**
 - Municipalities: planning, collection, diversion, disposal
 - Province: regulatory framework, approvals, licensing, monitoring of operations (Ministry of Conservation & Water Stewardship/Green Manitoba)
 - Federal: First Nations Settlements
- **Municipalities must take the lead in improving waste diversion, waste disposal and waste management**
 - Standards set by the Province
- **Limited guidelines, insufficient data, and lack of awareness for efficient waste management**
 - No Material Recovery Facility (MRF) Database
 - Materials are not tracked
- **Current status of waste management facilities would support a regional approach**
 - Municipal ownership with the use of transfer stations
 - No regional waste management system other than Springfield – Steinbach
- **Opportunities presented by the Waste Reduction and Recycling Support Fund**
- **Outdated recreation infrastructure**
 - Based on available data, the average Manitoba ice arena was built in 1971
 - Recreation infrastructure is aging and many communities are faced with a need to replace amid rising costs
 - Geographically clustered communities would benefit from shared recreation services, infrastructure, and ultimately costs
- **Inconsistent policies and governance**
 - 58% firefighter deaths due to overexertion/stress in 2014; no policy to address this issue
 - Formal communication protocol not in place
 - Unclear chain of command for emergency services
- **Poor data management**

- Data is not collected to track level and cost of emergency response across region
- Rural Manitoba emergency call data records only civic addresses rather than (x,y) coordinates; inhibits accurate GIS representation and decision-making
- Lack of record keeping practices and data sharing
- **Outdated technology**
 - Municipal strategies are not in place to adapt to changes in emergency service technologies/protocols
 - Minimal coordination of emergency services
 - *Uncoordinated purchases of expensive emergency response vehicles/equipment*
 - *Lost opportunity to share/reduce costs*

Coordinated municipal services support greater reliability with improved access at reduced cost. Coordination is supported by shared data that is managed consistently through policy, platforms, and protocols. Opportunities for innovation and collaboration should be pursued to achieve a cohesive, safe, and healthy Winnipeg Metro Region.

Recommendations

- Share and manage waste management data to support integrated planning.
- Adopt a regional approach to waste management where waste is seen as a resource to increase diversion rates, develop new markets, and support the green economy.
- Provide appropriate regional services to develop and attract human capital.
- Develop the tools and templates to support shared community services.

Context Report 5

Transportation

Issues

An effective regional transportation network is absent in the Winnipeg Metropolitan Region. This critical issue is highlighted by fragmented oversight led by multiple departments with often competing interests. A dependence on single occupant vehicles, lack of alternate transportation choices, and the increased use of rail are increasing congestion and greenhouse gas emissions, while hindering the movement of goods. These issues present obstacles to economic development and are being compounded by growth and our aging infrastructure. Fiscal realities highlight the importance of regional collaboration that is supported by shared data to develop forecasts and enable scenario planning.

Themes

1. The Economy

- **\$11 billion provincial infrastructure deficit**
 - Aging infrastructure
 - Unsustainable burden on Provincial Highway Network
- **Transportation is key to "regional economic development"**
 - Recognized in Canada Transportation Act (1996)
 - Hindered by the arterial road network with signalized intersections, as well as river lot systems, rather than controlled access freeways
 - *Restrains movement of goods*
 - *Inefficient movement of labour force*
 - *Routes not identified or recognized as primary goods movement routes*
- **Increased truck traffic on local and regional roads**
 - Decreased pavement life
 - Fostered by limited rail access to industrial lands
- **Parking strategies must balance trade-offs**
 - Availability is important to the economic viability of businesses
 - Destination parking costs must be higher than the perceived costs of transit use to encourage a modal shift

Globally competitive regions are supported by functional transportation networks that promote connectivity and the efficient movement of goods. Transportation planning must be innovative, future-oriented, and effectively integrate rail, land and air.

2. The Environment

- **Increased greenhouse gas (GHG) emissions**
 - Compounded by congestion and delays at rail crossings
 - Single-passenger vehicle trips most common form of commute
 - Congestion caused by signalized intersection system
- **Lack of appealing alternate transportation infrastructure**
- **Climate variability and increased flood events can disrupt transportation networks**

Regional transportation networks that integrate environmental concerns bring value and connectivity to a region immediately, and in years to come. Facilitating alternative modes of transportation such as active transport, public transit, and carpooling will reduce GHG emissions, improve air quality, increase safety, and foster healthier communities.

3. Infrastructure & Development

- **Growth will strain the existing transportation network**
 - Municipal transportation networks are reactive and development driven
- **Park and Rides lack services with no strategic incentive to attract riders**
 - Often a shortage of parking spots
 - Lack of strategic adjacencies (coffee shops, grocery stores, laundromats etc.)
- **Rail transportation is growing**
 - Point of concern for delays and public safety
 - Rail yards create physical and economic barrier within City of Winnipeg
 - Rail relocation is topical
 - *Unlikely in near future due to existing industrial connections*
 - *A long-term vision should be advanced*
 - *Target relocation/timing/brownfield development/railyard conversion*
- **Street parking is a barrier**
 - Restricts capacity, transit, and removes right of way for pedestrians and cyclists
 - Street-front businesses depend on parking availability
- **Lack strategic transportation hierarchy**
 - Kenaston Blvd./Nairn Ave./McPhillips St./Grant Ave./St. Mary's Rd.: residential frontage leads to significant congestion
 - Pembina Hwy./Main St./Portage Ave.: wide rights of way capable of accommodating large volumes

The Principles of Smart Growth include Mixed Land Use and directing development to existing communities. Land use planning should ensure that key trade corridors are adaptable to future needs and that adjacent development will improve connectivity rather than limit it. Stakeholder collaboration is encouraged in all development decisions to ensure trade-offs can be addressed proactively.

4. Planning & Coordination

- **The Transportation Master Plan highlights the need for regional cooperation**
 - Only 2 municipalities have Transportation Master Plans
 - Lack transparent mechanism to facilitate planning and investment
 - Disconnected land use and transportation planning
 - No planning model or forecasting tool
 - Does not address integration of municipal transportation requirements with provincial highway networks
 - Advises exploring the feasibility of a regional transportation authority
- **Lack of a comprehensive shared database**
 - Lack data to facilitate scenario planning
 - The origin/destination study is dated and required for effective forecasting
- **Interjurisdictional barriers exist**
 - Political volatility (demonstrated by Raleigh – Gateway corridor)
 - Planning is done in isolation
 - No regional goals have been defined
 - Roads connecting Winnipeg with rural communities are under jurisdiction of Ministry of Infrastructure
 - Challenge to integrate locally focused active transportation needs into a regional network with regional connectivity due to limited use
 - Local political interference results from vocal opposition to individual projects and limits achievement of regional objectives
 - Lack framework to evaluate infrastructure investment
- **Planning for the future**
 - Need to plan for future technology and an uncertain energy future
 - Policies do not require integration of active transportation with capital programs
- **No regional transit system**
 - Transit services often circulate residential areas with low ridership for significant portions of time
 - Lack data relating to park and ride use
 - Selkirk – Winnipeg ridership limited by low service provision

A successful regional transportation network requires open and effective communication between all stakeholders. Resources such as a shared information database facilitate planning and collaboration. Transportation must be viewed holistically and from a macro perspective, with modal integration, to avoid competition and territorial decision-making.

Recommendations

- Share and manage data to develop scenario planning tools and facilitate transparent investments that support regional objectives.
- Adopt regional transportation planning, which integrates truck and rail and is supported by good data, to foster economic development through more efficient movement of goods and labour.
- Enhance modal choice and reduce congestion to reduce GHG emissions and become more responsive to climate variability.

Context Report 6

Policies, Plans & Legislation

Issues

While the Planning Act promotes regional coordination and the integration of development plans, these efforts are limited by the lack of a regional framework. There is a priority need for regional governance with the power to influence plans, a shared database to support decision-making, a formal communication strategy, and a viable funding model.

Themes

1. Governance

- **Current governance models lead to inefficiencies, inconsistencies, duplication, and territorial decision-making**
 - Strategies have been adopted yet none have seen significant implementation
 - Governance models and plans offer minimal inclusion of First Nations
 - There is a need for a viable funding model
 - Capital Region Review (1999) notes “incomplete accounting procedures”
 - Importance of Winnipeg’s downtown core and numerous interest groups (Downtown Winnipeg Biz, Economic Development Winnipeg, Exchange CentreVenture, The Forks North Portage Partnership, Chambers of Commerce, World Trade Centre Winnipeg, Exchange District Biz, etc.)
 - Community development plans are mandatory yet collaboration with adjacent communities is not required
- **The Capital Region Review (1999) recognizes the absence of an “effective structure for discussion and mediation”**
- **Precedent models exist**
 - Greater Vancouver Regional District – legislated body that provides regional services, policy, and political leadership.
 - Capital Regional District (Victoria) order of government that provides local and regional decision-making, shared government services.
 - Edmonton Capital Region Board – a non-profit corporation of elected officials.
 - Calgary Regional Partnership – voluntary collaborative of 14 municipalities
 - *Mandatory growth management boards proposed under Bill 21 the Modernized Municipal Government Act*

Appropriate management of public resources is dependent on good governance with consideration for all stakeholders. Good governance is transparent, accountable, and objective, with minimal political interference. Governing bodies must approach issues from a regional perspective in a manner that is action-oriented, timely, and financially sound.

2. Planning & Coordination

- **Planning Act**
 - Promotes regional consistency through coordination and integration of development plans
 - Promotes enhanced competitiveness through a range of regional strategies
 - Encourages coordinated land use planning
 - Encourages collaboration to encourage cost-effective service provision
 - Current processes follow a hierarchy with little regional collaboration
 - Capital Region Review (1999) recognizes “No regional planning focus”
- **Currently no mechanism or framework in place to facilitate regional communication, data-sharing, and collaboration**
 - Shared data management system is necessary
 - *Capital Region Review (1999) highlights “inadequate information and research”*
 - Framework for communication improves cohesion and clarity of message
 - *Capital Region Review (1999) highlights “uncoordinated regional marketing”*
 - *Limiting economic development – immigration and industry*
 - Inter-municipal agreements could reduce costly duplication
 - Highlighted in the Capital Region Review (1999) as “impediments to service sharing” that include:
 - *Absence of a negotiation framework*
 - *Lack of service sharing agreements to support equitable growth of tax base*
 - *Lack of full cost accounting to base negotiations*

Effective and collaborative regional planning and coordination follows the Smart Growth Principles of encouraging community and stakeholder collaboration in development decisions, and making development decisions predictable, fair, and cost effective. Plans are innovative, future-oriented, transparent, and cooperative.

Recommendations

- Coordinate and integrate development plans to support regional objectives and a shared vision.
- Implement the tools to build capacity, support shared data, provide conflict resolution, and ensure sustainable long-term funding.
- Develop communication mechanisms to provide a collective regional voice.



