

The History of Plan20-50

October 2023

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METROPOLITAN REGION**

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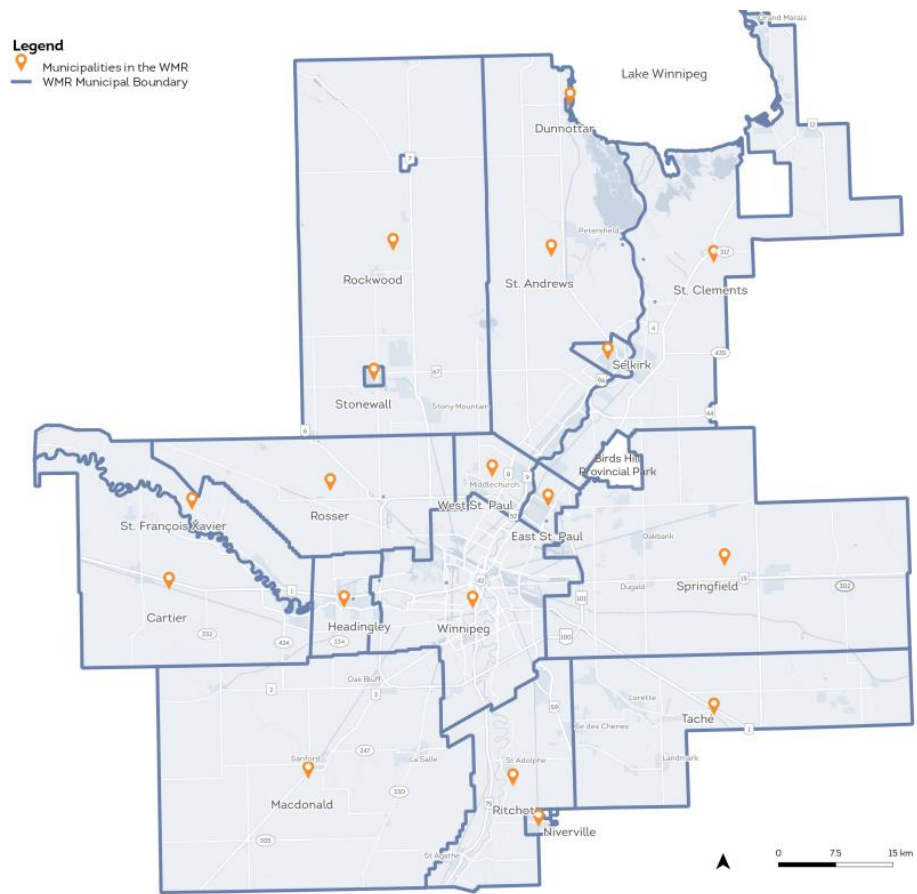
The History of Plan20-50

Introduction

Draft Plan20-50 version 2.0 (Plan20-50) is the second and current draft of the regional plan for the Winnipeg Metropolitan Region. Plan20-50 is a long time coming and was first contemplated in 1998. The goal today is the same as it was in the beginning – to align the Winnipeg Metropolitan Region with other metro regions across North America that have organized and aligned their policy direction and processes to ensure they are economically competitive and investor ready.

In 2015, expert economists Jeremy Heigh and Gregg Wassmansdorf reviewed 106 economic development plans, strategies, and reports circulating in the region and stated that the way communities planned and organized within the region left us uncompetitive. Plan20-50 sets the foundation for the Winnipeg Metropolitan Region to keep up with and surpass others in attracting investment while providing confidence for those who are already here to expand and continue to invest in our province.

The Winnipeg Metropolitan Region, with its 18 municipalities, is the economic engine of the province. The region holds 65% of the population and approximately 66% of the GDP. In this post-COVID economy, there has never been a more pressing time to build the foundation for our economic success.



The Importance of Regional Planning

Regional planning has been adopted world-wide and in other major Canadian regions. Regional plans provide a framework to align growth, servicing and infrastructure investments. They establish common parameters that support comprehensive and coordinated land use and infrastructure planning across communities, while protecting resources, natural assets, transportation corridors and economic activities that are vital to regional success. They help communities share benefits and optimize investments.

Regional planning does not remove the need to plan locally. It provides regional policy consistency, predictability, and future focus. Coordinated regional planning increases economic development, reduces overlap, and provides a framework for strategic investment in regional infrastructure and services.

Currently, planning policy and efforts in the region are often fragmented and not aligned with each other, with no regional plans around growth, infrastructure and services. Most municipalities in the region have a good handle on their local perspective but often have little information on what their neighbours are doing beside them. Planning one community at a time has left the region with:

- 92 different land use designations;
- 14 separate climate plans;
- 106 economic development plans and strategy documents;
- 56 firehalls;
- 25 municipally operated solid waste disposal facilities;
- 295 recreational facilities;
- No integrated water and wastewater strategy; and
- No agricultural master plan.

The region has three times more residential land and four times more employment land set aside than needed to accommodate growth to 2050. Additionally, there is no plan to prioritize services to get this land market ready.

By 2050, the Winnipeg Metropolitan Region is expected to grow to 1.1 million residents. This growth will require more housing and more jobs to support the increase in population. This growth will also depend on the land use, infrastructure and servicing conditions. Creating supportive conditions will foster growth.

Regional planning ensures that local plans align with each other around a broad set of good planning policies. A regional plan strengthens local planning by moving municipalities from competing to collaborating with each other, promotes the best use of the region's collective resources and generates incentive for investment.

A regional plan is a shared strategy for growing our populations and for creating jobs. It provides a clear path forward to ensure that residents and businesses have the services and infrastructure they need to be safe and successful in the future.

Provincial Mandate

In 2019, the Province of Manitoba mandated the Winnipeg Metropolitan Region (WMR) with the unique and important responsibility to develop the region's first regional plan and undertake related activities that promote co-operation between municipalities, including area planning districts, in the delivery of services, economic development initiatives and infrastructure planning and development in the region.

The process began in June 2019 when Dr. Robert Murray was engaged by the WMR to develop a clear path forward to achieve our goals of a strong, prosperous and sustainable region for all. Dr. Murray met with the WMR Board and approximately 100 stakeholders to support his assessment. Dr. Murray developed the report *For the Benefit of All* and offered three key steps to achieve our goals:

- Develop a culture of regional collaboration to increase competitiveness;
- Build solid foundations for economic success through regional approaches to land use planning and infrastructure investment and shared servicing; and
- Behave like a global actor by focusing on a cohesive regional economic development plan.

Dr. Murray identified that a foundational first step to achieving these goals was to develop a long-term regional plan, Plan20-50.

Provincial Expectations

On May 20, 2021, Bill 37, *The Planning Amendment and City of Winnipeg Charter Amendment Act* ("Act"), received Royal Assent. The Act has provided direction as to the requirement for a regional plan and has guided the development of Plan20-50. On January 1, 2023, the *Capital Planning Region Regulation* ("regulation") came into force and established the Capital Planning Region (CPR) as a statutory corporation (i.e., a government entity which is fully owned and financed by the government). The CPR's primary function and responsibility is to implement a coordinated approach to land use planning and infrastructure development for the capital region through the creation of a regional plan by-law. The CPR operates as the Winnipeg Metropolitan Region (WMR).

The regulation mandates the WMR's Board of Directors to adopt a regional plan by-law by January 1, 2025. Further to the requirements of the Act and regulation, the Province of Manitoba provided direction to the WMR that the regional plan must:

- Establish a regional structure that will guide all participating communities;
- Establish a growth policy framework for each component of the regional structure including but not limited to respective development, servicing, criteria, and density targets;

- Identify regional systems/corridors to be enhanced to support economic development and livability in the region, including transportation (all modes), goods movement, open space, and servicing;
- Address in policy airport protection requirements;
- Advance efforts to preserve economic development resources through the plan including requirements for contiguous, compact form in core and metro components of the regional structure;
- Establish a common language for the region and an accessible repository for regional data including annual updates on development activity;
- Establish intention to develop a comprehensive servicing strategy for the region;
- Establish intention to create common development parameters for the region; and
- Establish a robust implementation plan.

Developing Plan20-50

To begin developing Plan20-50, a team of independent experts were engaged to lead the planning process. The WMR has taken a collaborative approach to assembling an integrated team of local, national and international experts representing numerous fields, including several Registered Professional Planners. The team includes:

- Winnipeg Metropolitan Region
 - Colleen Sklar, (former Executive Director)
 - Jennifer Freeman, (current Executive Director)
 - Ryan Litovitch, MCP
 - Natalie Lagassé, MCIP, RPP
 - Anuj Kathuria, MLA, MCP
 - Jonas Cortez, Digital Media & Communications Specialist
- Prime Strategy & Planning (Ontario)
 - Lisa Prime, MES, MCIP, RPP
- WSP (Winnipeg)
 - Meagan Boles, MCIP, RPP
- urbanMetrics inc. (Ontario)
 - Peter Thoma, MCIP, RPP, PLE
- Metro Economics (Ontario)
 - Tom McCormack
- Stantec (Winnipeg/Edmonton)
 - Cameron Dyck, P. Eng
 - Nick Szoke, P. Eng
- HTFC (Winnipeg)

- Adam Kroeker, MCP
- PlaceMakers (USA/Winnipeg)
 - Hazel Borys, BSEE, MBA
 - Susan Henderson, AIA, MBA, LEED-AP, CNUa
- Strategic Systems Engineering (Winnipeg)
 - Dr. Hank Venema, Ph.D, P.Eng
- Indigenous Engagement (Treaty 1)
 - Laren Bill, MNRM
 - Jim Bear, Knowledge Keeper
- Metabolic (Netherlands)
 - Gerard Roemer, MSC
 - Andrew McCue, BA
- GDAN Solutions (Winnipeg)
 - Greg Dandewich, MCP
- MORR Transportation Consulting Ltd. (Winnipeg)
 - Jeannette Montufar, Ph.D., P.Eng., PTOE, RSP, FITE, FCAE, FEC
- Blueprint Inc. (Winnipeg)
 - Michelle Kuly
 - Etoile Stewart
- Honest Agency (Winnipeg)
 - Sherril Matthes

Guiding Principles

In December 2019, the Winnipeg Metropolitan Region Board set guiding principles to guide the development of Plan20-50, including:

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

Developing Plan20-50

Throughout the planning process, the team kept the WMR Board members continuously engaged to ensure transparency. Details of Plan20-50, including the processes, goals, regional structure, and policies, were regularly shared with all levels of government, WMR Board members, municipal councils, administrative staff, including Chief Administration Officers (CAO), regional stakeholders, and the public throughout all phases of the planning process. Additionally, with the support of First Nation advisors, the WMR engaged with First Nations and First Nation led organizations in the region. All consultation summary reports and all engagement activities can be found at the following link: 20to50.ca/timelines/what-weve-heard/

During engagement sessions, the WMR sought input from stakeholders through presentations, surveys, written submissions, and discussion with the Planning Team.

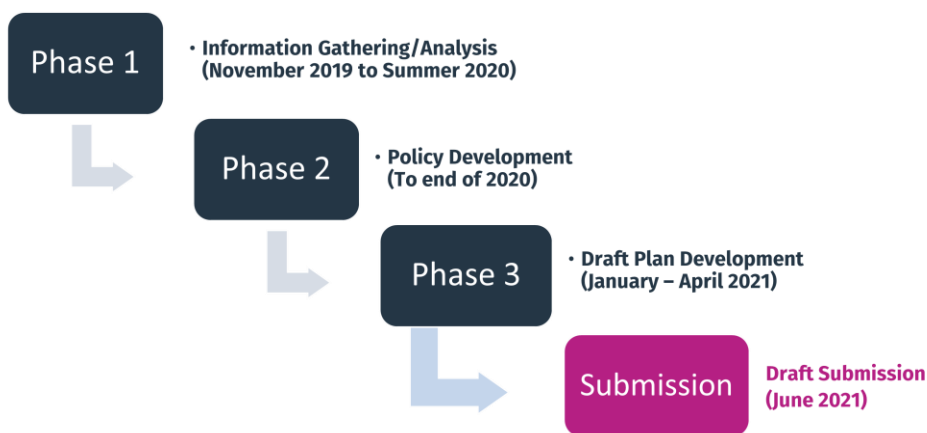
Sessions presented information and were facilitated to draw information from participants. Feedback and comments informed the development and refinement of Plan20-50.

The planning process for Plan20-50 can be considered as two stages:

- Stage 1 Draft Plan20-50 version 1.0; and
- Stage 2 Draft Plan20-50 version 2.0.

Planning Process Stage 1: Draft Plan20-50 Version 1.0

The planning process for Stage 1 to draft Plan20-50 version 1.0 was undertaken in a three phased approach:



Phase 1: Information Gathering

When: June 2019 to September 2020.

Activities during this phase included:

- Engaged Dr. Murray and developed a roadmap to achieve provincial mandate;
- Released the report, *For the Benefit of All*, at an event hosted at the Metropolitan Entertainment Center – the event was attended by over 300 people;
- Assembled a planning team;
- Formed a CAO Working Group to solicit feedback on plan operationalization;
- Document and policy review;
- Best practice review of Canadian and international regional precedents;
- Data gathering;
- Initiation of supporting studies/analysis:
 - Population, employment, and housing forecasts, and land supply by urbanMetrics and Metro Economics;
 - Water and wastewater infrastructure and capacity by Stantec;
 - Identify and contextualize existing local policy by WSP;
 - Development Plan Analysis by WMR Planning Team;
 - Regional recreation assets assessment by HTFC; and

- First Nation engagement by Laren Bill (Chairperson of the Implementation Monitoring Committee of Treaty Land Entitlement);
- Drafting of Discussion Papers;
- Development of a plan framework; and
- Consultation.

To begin developing draft Plan20-50 version 1.0, a comprehensive background review was undertaken to build an understanding of the Region, its strengths and challenges, and the opportunities regional planning presents. Topic areas of focus were identified by the Planning Team in consultation with the WMR Board, governments (municipal, provincial, and Indigenous) and administrations, and regional stakeholders. These topic areas evolved to become Plan20-50's policy areas.

To develop an understanding of policy areas, the Planning Team developed detailed discussion papers. Discussion papers were developed by:

- Consulting with provincial ministries, municipal governments, and regional stakeholders;
- Undertaking extensive research of the provincial direction by reviewing provincial acts and regulations, strategies, and programs, including the *Provincial Planning Regulation* (PLUPs);
- Undertaking extensive research on the local development plans, strategies and programs;
- Considering the library of past regional studies commissioned and developed by the WMR;
- Undertaking extensive research on various topics pertaining to the policy areas;
- Reviewing best practice from around the country and internationally;
- Commissioning background studies to address knowledge gaps; and
- Thorough review of all local development plans.

Research of the various policy areas relied on a substantial document review. For many years, the WMR has been completing regional scale detailed background studies, which were key to informing the development of Plan20-50, including *A Blueprint for Collaboration – Building Something Big* (2014) and the WMR Regional Growth Strategy – *Securing our Future* adopted by the WMR Board in 2016. A number of additional documents were also reviewed, including Integrated Watershed Management Plans, government and community reports, and scientific and academic journals, of which a detailed list was included in draft Plan20-50 version 1.0 for reference.



A Strong Foundation – WMR Background Plans, Reports and Studies

- **A Blueprint for Collaboration - Building Something Big (2014)**
- Capital Region Transportation Master Plan (2014)
- **Regional Growth Strategy – Securing our Future (2016)**
- Transportation Driving Growth (2016)
- Emergency Services Review (2016)
- Multi-Modal Feasibility Study (2016)
- Regional Tourism Planning (2018)
- Regional Economic Development (2018)
- A guide to Recreation Planning in the Winnipeg Metropolitan Region (2018)
- Waste Rationalization Feasibility Study (2018)
- West Winnipeg Park and Ride Transit Hub Feasibility Study and Plan: Development of a Regional Park and Ride Facility West Winnipeg (2019)
- Report on Regional Recreation for the Winnipeg Metropolitan Region (2020)
- Capital Region Growth Strategy: Long-Range Residential and Employment Land Forecasts (2020)
- Winnipeg Metropolitan Region Water and Wastewater Treatment Systems Capacities Study (2021)
- Integrating the Principles of Circular Economy: Policy Recommendations for the Winnipeg Metropolitan Region (2021)
- Inventory of Winnipeg Metropolitan Region Asset Base Supporting Foreign Direct Investment Attraction - Working with Site Selectors (2021)
- Regional Goods Movement Study and Freight Model (2021)
- Evaluation of the Foreign Direct Investment Readiness of Manitoba's Capital Region (2022)
- Visualising Complete Communities (2023)

WMR Background Projects and Initiatives

- Collaborative Leadership Initiative (In partnership with the Centre for Indigenous Environmental Resources and Southern Chiefs' Organization – initiated in 2018)
- Land, Water and Other Natural Resources Inventory (in partnership with Natural Assets Initiative – initiated in 2021)
- Species at Risk (in partnership with Natural Assets Initiative – initiated in 2022)
- Resiliency Portal (initiated in 2020)

Phase 2: Policy Development

When: September 2020 to December 2020.

Activities during this phase included:

- Incorporating findings of supporting studies;
- Policy development;
- Regional structure development;
- Mapping;
- Analysis; and
- Consultation.



Plan20-50 Policy Areas

Phase 3: Draft Plan Development

When: January 2021 to April 2021.

Activities during this phase included:

- Focus groups/roundtable engagement sessions;
- Expert review:
 - Climate risk and resiliency by Strategic Systems Engineering;
 - Circular communities and economy, a global best practice review by Metabolic;
 - Transportation and goods movement by MORR Transportation Consulting;
 - Regional economic development by GDAN Solutions;
 - First Nation collaboration by Laren Bill (Chairperson of the Implementation Monitoring Committee of Treaty Land Entitlement);
- Draft policy refinement;
- One-on-one meetings with all CAOs;
- Draft regional structure refinement;
- Finalization of draft Plan20-50 version 1.0; and
- Consultation.

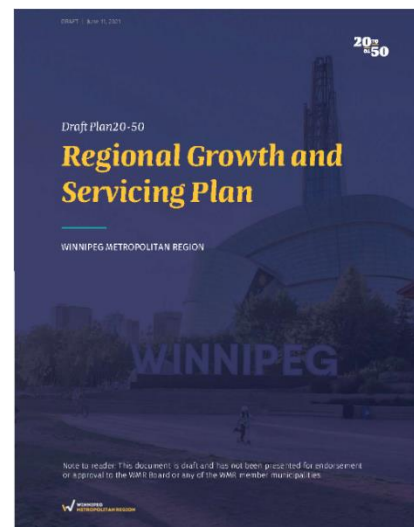
Submission: Draft Plan Release

When: April 9, 2021, to June 11, 2021.

Activities during this phase included:

- Sharing draft Plan20-50 version 1.0 with councils, administration, government, stakeholders and the public;
- Collecting feedback and comments;
- Responding to questions from the public about the plan; and
- Compiling all feedback into a Review Report.

Consultation from December 2019 to June 2021 included the WMR establishing a municipal CAO working group and facilitating 11 in-person sessions and 72 online sessions. On April 9, 2021, draft Plan20-50 version 1.0 was released to the public to solicit feedback and comments. Draft Plan20-50 version 1.0 was submitted to the Minister of Municipal Relations on June 11, 2021, along with a copy of the 675-page Review Report, the fourth report in a series drafted to summarize consultation.



Planning Process Stage 2: Draft Plan20-50 Version 2.0

This stage consisted of refining draft Plan20-50 version 1.0, which provided a base for Plan20-50 to be refined and ground-truthed broadly across the region by continuing to engage with community members, governments and stakeholders.



When: June 12, 2021, to November 2022

Activities during this stage included:

- Meetings with municipal representatives, including elected officials, CAOs and administrators;
- Meetings with regional stakeholders;
- Workshops with municipal representatives;
- Collecting feedback and comments;
- Responding to questions from municipal representatives about the plan and *The Planning Amendment and City of Winnipeg Charter Amendment Act* in association with the Province of Manitoba;
- Reviewing and refining draft Plan20-50 version 1.0;
- Developing draft Plan20-50 version 2.0.



After the submission of draft Plan20-50 version 1.0 to the Minister in June 2021, the WMR continued to meet with various municipal representatives and regional stakeholders to discuss Plan20-50 and related concerns. In addition to engaging municipal representatives either one-on-one, with the whole of Council, and with CAOs, in November 2021, a series of four workshops for municipal representatives was initiated to:

- Build an understanding of Plan20-50;
- Demonstrate the potential implementation of Plan20-50 in municipalities; and
- Collect feedback from municipalities for suggested amendments to Plan20-50.

The workshops were held with municipal representatives, including WMR Board members, Councilors, CAOs, planners, and building inspectors. These workshops were facilitated by the WMR in partnership with its consultants from WSP and PlaceMakers. Each workshop focused on particular policy areas of Plan20-50. Workshops included presentations and working sessions. For Workshops #1, #2, and #3, municipalities were grouped into three table clusters loosely reflecting the regional structure organization. For Workshop #4, municipalities moved through a series of five workstations relating to policy areas from Plan20-50. Additionally, the WMR met with regional stakeholders from business and industry between July 2021 and June 2022.

Envisioning draft 1 of Plan20-50 in our communities – In-person council sessions

Workshop #1 was held on November 19, 2021, and was attended by 48 participants. The workshop focused on Policy Area 1 – Integrated Communities and Infrastructure and Policy Area 5 – Collaborative Governance. Hazel Borys, Principal from PlaceMakers and Natalie Lagassé, WMR planner, presented on the regional structure and areas of concern related to Policy Areas 1 & 5. Working sessions were conducted that encouraged discussions among participants. Feedback was gathered from the working sessions.

Workshop #2 was held on December 17, 2021, and was attended by 42 participants. The workshop continued the discussion about Policy Area 1 – Integrated Communities and Infrastructure, Policy Area 2 – Investment and Employment and Policy Area 5 – Collaborative Governance. Additionally, the workshop provided clarity regarding the changes to the legislative and planning framework changes in Manitoba brought on by Bill 37.

Presentations were provided by Hazel Borys, Principal from PlaceMakers, Gregg Wassmansdorf, Senior Managing Director, Global Services with NEWMARK, a leading global site selector firm, and Mike Teillet, Senior Planner from the Province of Manitoba. Working sessions were conducted that encouraged discussions among participants. Feedback was gathered from the working sessions.

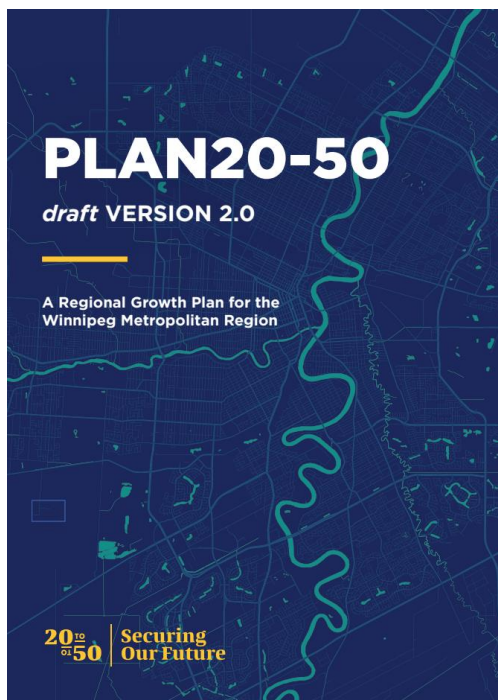
Workshop #3 was held on March 18, 2022, and was attended by 43 participants. The workshop focused on Policy Area 3 – One Environment, Policy Area 4 – Resource Management and Policy Area 5 – Collaborative Governance.

Presentations were provided by Bob Sanford, EPCOR Chair, Water Security United Nations University Institute for Water, Environment and Health, Sophie Hendriks, hydrologist from Metabolic, and Hazel Borys, Principal from PlaceMakers. Working sessions were conducted that encouraged discussions among participants. Feedback was gathered from the working sessions.

Workshop #4 was held on May 2, 2022, and was attended by 39 participants. The workshop focused on Connecting Across the Region, Completing our Communities, Creating Good Jobs, From Planning to Action and Planning a Resilient Region. This workshop was structured as five workstations, each themed around aspects that needed more discussion to refine policies in Draft Plan20-50 version 1.0. Feedback was gathered from this workshop.

Engagement Sessions with Urban Development Institute

The Urban Development Institute (UDI) was engaged for two sessions, on May 20, 2022, and on June 21, 2022. In the first session, participants provided comments and feedback on draft Plan20-50 version 1.0. In the second meeting, feedback was refined regarding policies pertaining to complete communities in the region. Feedback was also received as to how to define infill and greenfield development and how to consider growth in terms of infrastructure capacities.



All feedback collected to June 2022 informed the refinement of the second draft of Plan20-50. In July of 2022, a Consultation Summary Report and redline version of Plan20-50 version 1.0 was provided to the Department of Municipal Relations and WMR Board.

In November of 2022, Plan20-50 version 2.0 was released publicly on the Plan20-50 website. (20to50.ca)

Digging into Plan20-50

Following the release of draft Plan20-50 version 2.0, additional consultation occurred with municipalities. This included two additional in-person workshops meant to dig into draft Plan20-50 version 2.0 and present the changes from version 1.0 and provide clarification.

Workshop #5 was held on December 9, 2022, and was attended by all members of the WMR Board of Directors. This session continued to build capacity to support the WMR municipal leaders understanding of Plan20-50 and visualizing examples of the plan's development goals. This workshop opened with a brief presentation on the journey to Plan20-50 2.0 by Jennifer Freeman. Hazel Borys from PlaceMakers presented an overview of the changes between the first draft of Plan20-50 versus the second, presented key stakeholder concerns, and introduced the Plan20-50 tools that, when implemented, will help reach our goals as a region.

Workshop #6 was held on January 20, 2023, and was attended by 71 participants consisting of mayors, Reeves, councillors, municipal planners and CAOs. This workshop opened with a brief presentation on the journey to Plan20-50 version 2.0 by Jennifer Freeman. Hazel Borys from PlaceMakers presented an overview of the changes between the first draft of Plan20-50 versus the second, presented key stakeholder concerns and introduced the Plan20-50 tools that, when implemented, will help reach our goals as a region.

Indigenous Engagement

The process to develop draft Plan20-50 included a significant component of engagement including with Indigenous peoples. Additionally, the WMR engaged First Nation advisors to support the planning process to include the First Nations worldview perspective in the draft plan policy.

In the *Planning Process Stage 1*, the WMR engaged with Indigenous Nations, representatives from First Nations led organizations, and representatives from Indigenous related government departments. In *Planning Process Stage 1 - Phase 1*, the WMR held a large information gathering engagement session with over 230 participants. This included representatives from First Nation led organizations such as the Southern Chiefs Economic Development Corporation, Treaty 1 Development Corporation and the Implementation Monitoring Committee for Treaty Land Entitlement in Manitoba, as well as the Centre for Indigenous Environmental Resources and Indigenous Services Canada.

Also, First Nations were engaged with directly to solicit information regarding their perspectives relating to draft Plan20-50. To support this work, the WMR engaged the services of Laren Bill, Chairperson for the Implementation Monitoring Committee for Treaty Land Entitlement in Manitoba. Twelve members of First Nations from around the region were engaged with where discussions focused on:

- Current and historical lands uses;
- Service agreements; and
- Plan20-50 planning process participation.

Discussions continued into *Planning Process Stage 1 - Phase 2* with First Nations. Representatives from First Nation communities and organizations participated in a roundtable discussion. This discussion included representatives involved with First Nations

lands management, land use planning, and resource management. The session introduced draft Plan20-50 and focused discussions to First Nations priorities. The key message received was that engagement and collaboration with First Nations for the first draft of the plan is extremely important and will set a precedent for future planning.

Our engagement efforts with Indigenous leaders and communities have yielded valuable insights and collaboration. The WMR is committed to open communication and collaboration with all Indigenous governments and remains open to future opportunities for dialogue and partnership.

Next Steps for Plan20-50

With the release of the *Capital Planning Region Regulation* in January 2023, the WMR has now accepted the roles and responsibilities of the Capital Planning Region. The WMR's primary function and responsibility is to implement a coordinated approach to land use planning and infrastructure development for the capital region through the creation of a regional plan by-law.

As per the timeline requirements of *The Planning Act* and *Capital Planning Region Regulation*, a regional plan must be adopted by January 1, 2025. Once a regional plan is adopted it becomes by-law. In the coming months, the WMR Board will undertake an adoption process for the regional by-law. A regional plan adoption process includes consultation, public hearings and three readings by the WMR Board. Additionally, the adoption process includes a provincial review process and Ministerial approval. Draft Plan20-50 version 2.0 is the foundation for a regional plan by-law.

Once the regional plan by-law is approved by the Minister of Municipal Relations and adopted by the WMR Board, the member municipalities of the Capital Planning Region will have up to three years to review local by-laws and ensure they are consistent with the regional plan. This includes development plans, secondary plans, zoning by-laws, and water and wastewater management plans.

The WMR will work with and support member municipalities and planning districts within the region to ensure consistency between local and regional policies and by-laws and continue to build capacity through the development of guides, tools, procedures and processes.