

STRENGTHENING MANITOBA'S CAPITAL REGION

GENERAL PRINCIPLES AND POLICY DIRECTIONS

- A Public Discussion Paper -

1. INTRODUCTION

1.1 BACKGROUND

Over the years, numerous studies and reports dealing with Winnipeg and its region have been completed. The most recent one is the *Capital Region Review Panel's Final Report* released in December of 1999. The provincial government responded to the Panel's report in January 2001, with the release of a position paper entitled: *Planning Manitoba's Capital Region: Next Steps*. Copies are available by mail or from the Capital Region Web Site. Both addresses are on the back cover of this document.

In *Next Steps*, the provincial government outlined a number of issues related to the Capital Region and identified a provincial ten-point action plan to address them. Among these actions, the government stated it would 'take the lead in developing planning policies that better address the growth management issues facing the Capital Region', and that it would 'appoint a Regional Planning Advisory Committee to assist in stimulating public discussion and to provide advice on regional planning policies'. On September 20, 2001, the provincial government announced the appointment of the Regional Planning Advisory Committee (RPAC).

As stated in RPAC's Guiding Principles (see Section 2.1), the provincial government is the only government with a direct legal and political mandate to ensure the economic, physical and social health of the region. The provincial government should, therefore, provide policy direction and coordination over significant aspects of development within the Region. The real issue is the nature of provincial involvement, its timing and its consequences. Consultation and collaboration among governments is desirable, as is the assignment, in the clearest possible terms, of responsibility and accountability for actions and results.

DID YOU KNOW?

The total area of the current Capital Region is 7,532 km², or about 1.2% of Manitoba's land base.

The Rural Municipality of Rockwood is the largest municipality in the current Capital Region with an area of 1,154 km², (about 15.3% of the Capital Region's land base). The RM of Macdonald is the second largest at 1,106 km² (14.7%), and the RM of Springfield is the third largest at 1,059 km² (14.1%).

The Town of Stonewall is the smallest municipality in area at 6 km² (0.1% of the Capital Region's land base). The City of Selkirk is second smallest at 25 km² (0.3%), and the RM of East St. Paul is the third smallest at 44 km² (0.6%).

The City of Winnipeg is 464² km in area, or the 8th largest municipality in the Capital Region, containing about 6.2% of the current Capital Region's land area.

DID YOU KNOW?

In the last 10 years (1991-2001), the population in the Capital Region municipalities outside of Winnipeg grew by 10,560 (about a 13% total increase, or an annual growth rate of 1.3%). Over the same period, the City of Winnipeg grew by 4,330 (a 0.7% total increase, or 0.07% annual growth rate).

From 1991-2001, two municipalities in the Capital Region declined in population: the RM of Ritchot & the City of Selkirk. The RMs of St. Francois Xavier, Headingley, Cartier, Rosser and Ritchot increased marginally - increasing a total of about 510 people for all five municipalities over that 10-year period. Added together, those seven municipalities grew by 355 people - or about 35 people annually, for an average of about five people per municipality per year.

This means half (eight) of Capital Region municipalities have declined or grown negligibly in population from 1991-2001.

1.2 WHO ARE THE REGIONAL PLANNING ADVISORY COMMITTEE (RPAC) MEMBERS?

Paul Thomas, Chair
Mayor R. S. "Bud" Oliver
Mayor Bob Stefaniuk
Deputy Mayor Lillian Thomas
Cathy Auld
Nick Carter
Eleanor Thompson

For background on RPAC members, see Appendix B.

1.3 RPAC'S PURPOSE

The Regional Planning Advisory Committee's (RPAC's) task is to undertake community consultations in order to gain public and stakeholder input into potential planning policies which better address growth management issues facing the Capital Region.

The RPAC will prepare a report on its findings for the Minister of Intergovernmental Affairs by the summer of 2002. The report will be considered by the Province in developing a policy plan for the Capital Region.

In accordance with the issues identified in the Province's *Next Steps* document and its terms of reference, the RPAC is outlining in this discussion paper a potential framework of principles and policy directions for public and stakeholder consideration.

1.4 WHAT IS THE CURRENT CAPITAL REGION?

Manitoba's Capital Region is a geographical area, which includes Manitoba's capital city and the municipalities in the Winnipeg region. The Capital Region is not a legal entity, it is not a government, and it does not have any governmental or administrative responsibilities or capabilities.

The provincial government initially defined the Capital Region in the early 1990s to include the following 16 municipalities (see Map C1 in Appendix C). The boundaries have remained the same since then:

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

The provincial government has indicated it will consider altering the outer boundaries of the Capital Region based on public and stakeholder consultations, and on the advice of the RPAC (see Section 2.6 for further discussion of this topic).

1.5 RPAC'S CONSULTATION PROCESS

One of the principal mandates of the RPAC is to consult with the public and a wide variety of groups with interests in the Capital Region.

The RPAC began its deliberations in late September of 2001. Since that time the committee has met individually with 15 of the Capital Region municipalities including the City of Winnipeg. In addition, it has met with a number of non-government and government experts in related fields. These consultations were intended to provide background and context for the preparation of this discussion paper. The dialogue on the future of the Capital Region is now being widened. The RPAC will now hold a series of public meetings (see back cover).

1.6 OTHER REPORTS BEING REVIEWED

A number of reports and studies have been completed in past years. Some are directly related to the Capital Region, others are only indirectly related and others apply to regional planning in general.

Among the reports reviewed by the RPAC are: *Applying Manitoba's Capital Region Policies* (1996), *The Consultation on Sustainable Development Initiative (COSDI) Report* (1999), *The Capital Region Review Panel Final Report* (1999), *The Finding Common Ground Report* from the Livestock Stewardship Panel (2001), *The Drinking Water Report* (2001) and the *Manitoba and Climate Change Report* (2001). These reports are all available on the Capital Region Web Site.

Numerous other reports, documents and studies related to regional planning have also been identified and reviewed including a number of regional planning models in locations such as: Alberta, British Columbia, Nova Scotia, Ontario, Oregon, Minnesota, Colorado, Maryland, Wisconsin, Ohio, New York, and others.

In further support of this initiative, the provincial government is also undertaking other research and preparing background material as part of this Capital Region planning process and will publish these reports both in hard copy and on the Capital Region Web Site as they become available.

Other related documents, reports and studies, both current and historic, are also available on the Capital Region Web Site.

IT'S HARD TO KNOW THE PLAYERS WITHOUT A SCORECARD

From time to time you may see mention of some of these groups or agencies in reference to Capital Region issues:

Winnipeg Region Committee: From 1971-1975 the *Winnipeg Region Study*, a major provincial government initiative was undertaken, involving 30 municipalities in the Winnipeg area. Over 17 volumes of reports were completed, resulting in the adoption of *The Provincial Land Use Policies* (1980). Manitoba was the first Province in Canada to adopt such policies.

Association of Regional Municipalities (ARM): Municipalities which bordered Winnipeg and at one time had some or all of their lands under the planning control of the City, known as the *Winnipeg Additional Zone*. These municipalities still meet regularly but the *Additional Zone* was abolished a number of years ago.

SCORECARD

(Continued from box
on previous page)

Capital Region

Committee: Formed in 1989, it includes the mayors and reeves of the 16 Capital Region municipalities and the Ministers of Intergovernmental Affairs and Conservation. It is organized by the provincial government and meets three or four times a year to discuss issues of mutual interest.

Mayors and Reeves of the Capital Region:

Formed in 1999 and comprised of the reeves and mayors of the Capital Region, it has no provincial government involvement.

Capital Region Review

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

Regional Planning Advisory Committee (RPAC) for the Capital Region:

Appointed in September 2001 by the provincial government, it produced this Public Discussion paper, and is currently seeking public input on regional policies.

1.7 WHAT WILL THE PROCESS BE?

When the provincial government announced the Capital Region initiative in January 2001, it outlined a process that would be followed to develop and adopt a policy plan for the Capital Region.

The provincial government has indicated it will take into account the background research and material it has gathered, public and stakeholder input and the report and advice of the RPAC in drafting a regional policy plan. A draft plan is expected to be released by the provincial government to the public in the Fall/Winter 2002/03. Subsequently, the draft plan is expected to go through a final round of public review before being formally adopted by the provincial government.

When adopted by the provincial government, the new regional policy plan may be applied to the region in a manner similar to the current *Provincial Land Use Policies* which are a regulation under *The Planning Act*. That is, the plan could provide a set of guidelines for the Province, municipalities, planning districts, developers, the public and other stakeholders, to use in the preparation and review of development plan by-laws in the region. It should reflect a coherent regional approach to planning and development and should express the provincial land and resource interests in the region. Eventually, municipal and planning district development plans should be consistent with this new regional planning framework.