



MANITOBA

**PROPOSALS**  
**FOR URBAN REORGANIZATION**  
**IN THE**  
**GREATER WINNIPEG AREA**

This document is presented as an indication of the Manitoba Government's intent with regard to improving the system of local government in the Greater Winnipeg area.

It is hoped that it will provide a basis for wide-spread public discussion and debate, prior to legislation being introduced at the next session of the Manitoba Legislature.

## INDEX

	<b>Page</b>
PURPOSE OF POLICY STATEMENT	1
TOWARD A HEALTHIER URBAN COMMUNITY	2
DEFINING THE PROBLEMS	4
- Planning and development	4
- Fragmented authority	4
- Disparity in services	4
- Inequitable exploitation of the tax base	5
- Inequitable concentrations at the urban core	5
- Confusion over authority	5
- Alienated citizens	5
- Problems: three main roots	6
WORKING TOWARD A SOLUTION	6
- Boundaries Commission, other studies	6
AVAILABLE OPTIONS	8
THE NEW CONCEPT	9
- Services unified	9
- Political processes decentralized	9
- The absolute imperative	9
NEW GOVERNMENT, ITS STRUCTURE AND PROCESSES	9
- Citizen participation	9, 10
BETTER REPRESENTATION FOR THE PEOPLE	11
- Representation (10-12,000 people)	11
- 48 members	11
- Community Committees	11
- Consolidations	11
- Table: Population, wards, average population per ward	12
- Table: Existing situation	12
- Strengthening community identities	13
NEW UNIFIED COUNCIL	14
- Council and Mayor	14
- Executive Committee	14
- Three Committees of Council	14
- Committees' function	15

	<b>Page</b>
<b>NEW ADMINISTRATION</b>	15
- Board of Commissioners	15
- Boards and Commissions	16
- Accountability	17
- Internal Auditor	17
<b>CREATING A CLIMATE FOR CITIZEN INVOLVEMENT</b>	18
- The citizen's self-interest	18
<b>THE COMMUNITY COMMITTEES</b>	18
- Councillors' role	19
- Committees' administrative duties	19
- Committees' authority and functions	19
- Committees' relationship to Council	20
- Their geographic boundaries	20
- Committees' relationship to the citizen	21
- Wards in community groupings	21
- Pattern in Winnipeg	21
- Functions of Community Committees	21
<b>CHART OF ELECTED COUNCIL AND ITS COMMITTEES</b>	23
<b>CHART OF GOVERNMENT OF GREATER WINNIPEG</b>	24
<b>CHART OF ADMINISTRATION OF GREATER WINNIPEG</b>	25
<b>CHART OF ADMINISTRATIVE OPERATION OF BUDGET PROCESS</b>	26
<b>LOCAL-PROVINCIAL RELATIONS</b>	27
- Defining authority	27
- Defining jurisdictions	27
- Parallel reorganization at provincial level	27
- Minister responsible for Urban Affairs and his duties	28
- Local-Provincial-Federal relationship	29
- Inter-jurisdictional relationships	30
- Urban accounts	30
<b>IMPLEMENTING THE PROGRAM</b>	31
- Greater Winnipeg's role in the Province	31
- Emphasis on local decision-making	32
- Intensive consultation and joint discussion	32

	Page
THE TRANSITION PROCESS	33
- Proper consultation with those affected	33
- Protecting civic employee rights	33
- Financial support	33
- Administrative support	33
WORKING TOWARDS EQUITY	34
- Equalizing of mill rates	34
- Alternative I : Equalization of municipal mill rate only	35
- Alternative II: Equalization of the municipal mill rate and partial equalization of the education mill rate	36
ADVANTAGES OF ALTERNATIVE II	38
TRANSITIONAL ASSISTANCE FOR EQUALIZATION	39
IMPLEMENTATION STEPS	40

## PURPOSE OF THIS STATEMENT

The purpose of the Manitoba Government in this statement of policy is:

- 1) *To stimulate, and to provide a focus for, public discussion on the question of urban reform in the Greater Winnipeg area prior to legislation to be introduced at the next session of the Manitoba Legislature;*
- 2) *To attempt to come to grips with one of the most basic and most difficult facts of Manitoba's life: that somewhat over half of this province's population is concentrated in one urban area, and that this area now lacks the governmental structures to make it an effectively functioning entity;*
- 3) *To set out what, in the view of this Government, is the best available method of restructuring the area's government, so that it can live up to its fullest potential as an urban community and yield the maximum benefit, not merely to the people who live within its confines but to the people of Manitoba as a whole;*
- 4) *To indicate how the Manitoba Government intends to reorder its own structure so as to relate more effectively to the proposed new local government; and to recommend a basis for a more effective urban-provincial-federal relationship.*

# TOWARD A HEALTHIER URBAN COMMUNITY

*the  
urban  
community*

How to make urban living more amenable, how to make cities better able to fulfill the functions that their citizens reasonably expect of them, are among the most pressing problems confronting governments throughout the world.

*its  
changing  
needs*

The Greater Winnipeg area has this in common with a great many urban centres in North America -- the nature of the community has changed so radically that the familiar and traditional structures, which in the case of Greater Winnipeg served it so well in its early stages of growth, can no longer meet the demands now placed upon them.

*and  
Winnipeg's  
special  
pressures*

But this community has an additional set of pressures with which it must cope; more than half the people in the entire province live in the Greater Winnipeg area. Greater Winnipeg is a prime generator of economic life in the province. The greater part of all the goods and services produced in the province are produced or generated in this area. It provides the most jobs and produces most of the tax revenues needed to run the province. And, it has become the greatest single repository of social ills within the province.

Every citizen of Greater Winnipeg, regardless of where he lives in the community, is familiar with the result. Streets have become increasingly congested, poverty and welfare problems increasingly entrenched and more difficult to deal with, and housing more expensive and difficult to obtain.

*the  
citizen's  
frustration*

Periodic attempts have been made to ameliorate the situation. Unfortunately, these have seemingly served largely to increase the individual citizen's frustration. Introduction of a second tier of government in 1960 effected major improvements in the quality of certain services administered on an area-wide basis. Regrettably, it also aggravated a much more fundamental and critical problem -- the individual's sense of frustration with, and alienation from, the governments supposedly in existence to serve him.

The lines of authority in many instances were blurred, or else duplicated. Individual citizens and development investors alike became confused and often exasperated in any attempt to unravel the complex lines of authority. And, overlaid on the inherent confusions of a two-tier system of local government was, and is, the simple fact that the problems and difficulties of the urban community transcend jurisdictions and boundary lines. Yet the effective power to deal with these problems has been, and is, sharply delineated and circumscribed.

*the  
local  
governments'  
frustrations*

To say this is not to be critical in any way of the efforts of either the Metropolitan Corporation of Greater Winnipeg or the municipalities which make up the Greater Winnipeg area. But municipal structures, municipal governments, are the creatures of the provinces. If local governments find themselves unable to meet the legitimate needs of the community it is, at least in part, because the senior government has failed to equip them with the structural machinery equal to the task.

*the  
Province's  
responsibility*

This government clearly recognizes that it is the duty and responsibility of the provincial authority to provide, to the best of its ability and for all of Manitoba, the kind of framework within which local government can both provide competent services and be genuinely representative, genuinely responsive to the citizen's will.

In the case of Greater Winnipeg, acceptance of that responsibility becomes a clear obligation to work, not merely toward an effective system of government of and for the area, but *by* the area.

*... and  
the federal  
influence*

The modern urban community has, of course, a much wider function and significance than that which can be designated as purely local. It is furthermore not simply a matter of "structural machinery" at the local level which determines the quality of local government. Program and fiscal activities of both provincial and federal governments have enormous influence on the urban community; hence, it is the nature of such activities at the provincial and federal levels which, in part, explain urban problems. Similarly, structural machinery within provincial and federal governments may either facilitate or restrain proper urban development. Given the ever-increasing urbanization of the Canadian community, it is incumbent on both provincial and federal governments to put their own houses in order with respect to urban affairs.

## DEFINING THE PROBLEMS

*the  
community  
  
its people*

In any attempt to define the problems that confront a modern city, one fact can never be lost sight of. It is that the urban community is nothing more, nor less, than the sum of its people. It is the people who make the community -- not merely the structural forms they have devised over the years to help them accomplish their common ends. Structural forms, governmental set-ups, all these things, are meaningless, except insofar as they serve the people who live within them.

*their  
untapped  
strengths*

For example, it is generally acknowledged that the true strength of the Greater Winnipeg community, that essence which makes it unique among Canadian cities, lies in its tremendous ethnic, cultural and social diversity. In Greater Winnipeg we have the astonishing phenomenon of large numbers of highly diverse groups, all living within the borders of a single local municipality. Any structure of local government that fails to take this reservoir of civic strength into account -- and more than that, to call it forth and make the most of it -- fails to fulfill its most fundamental purpose.

It is within this context, and against this background, that the following basic community problems and needs are singled out:

- planning and  
development  
are indivisible*
- (1) There is an imperative need in the Greater Winnipeg area for genuinely effective planning and development of the region as a whole. This has been already made unequivocally clear by a succession of investigating bodies -- the Greater Winnipeg Investigating Committee, the Cumming Commission, the Michener Commission, the Manitoba Local Government Boundaries Commission, and others. Experience has demonstrated that planning and development powers are indivisible. Thus Metro, although it had planning authority, was vested with extremely limited development powers: it was, therefore, largely inhibited in its planning function.
- fragmented  
authority*
- (2) With control of services divided, and the power to make decisions and carry them out fragmented, the community's human resources are dissipated, and its economic capabilities to a considerable extent squandered.
- disparity  
in services*
- (3) There is wide disparity in the quality and level of services between one municipality and another -- a fact frequently not revealed in the levies made for these services.

*inequitable  
exploitation  
of the  
tax base...*

- (4) The present utilization of the tax base results in an inequitable exploitation of industrial taxation by individual municipalities. Most industries are regional in character. Their work forces are usually drawn from many municipalities and the transportation system which carries their workers between their homes and their jobs similarly spans many municipalities. Yet tax revenues from a given industry accrue to the municipality in which it is located -- to the detriment of the areas from which the industry draws its labor force.

*the resulting  
incapacity*

Fragmentation of the tax base and fragmentation of the total resources available to the community, result inevitably in individual areas being unable to mount the kind of programs their citizens want and need.

*inequitable  
concentrations  
at the  
urban  
core...*

- (5) Social ills, and hence social costs, tend to concentrate in the core area. These costs have to be borne almost entirely by taxpayers in the central area, despite the fact that many of the people requiring social services and creating social costs have migrated to the central area from outlying communities.

- (6) The core of the urban community provides a wide variety of cultural, recreational and entertainment facilities. Most of these are essentially regional in character in that they are used by citizens of the entire urban community. At present, however, responsibility for these facilities lies wholly with the municipality in which they are located.

*confusion  
over  
authority...*

- (7) Many citizens in Greater Winnipeg, faced with the complexities and confused authority of a two-tier system of local government, now find themselves unable to focus clearly on the responsible authority. The citizen often knows neither whom to blame for a given situation, to whom to turn for remedy, nor to whom to tender advice if he feels he has a worthwhile idea to offer. The inevitable result is that the citizen begins to feel frustrated, alienated, and hence withdraws from active participation in the community. He is unable, in short, to exercise his full rights of democratic involvement in the level of government theoretically most responsive to his wishes.

*... and  
alienated  
citizens*

*the  
problem's  
three roots*

Obviously this catalogue of problems is incomplete; questions of education, division of provincial and local responsibilities and major fiscal alterations are also critical. These, however, cannot be considered in relation to Greater Winnipeg alone, since they involve all other parts of the province as well, and are now under intensive consideration.

There are other purely internal problems as well, many of which the citizen of Greater Winnipeg can only too readily identify. It is safe to say, however, that, internally, almost all of the urban area's difficulties stem, in whole or in part, from three main roots -- fragmented authority, segmented financial capacity, and lack of citizen involvement.

## WORKING TOWARD A SOLUTION

This Government is deeply concerned over the problems of urban life in the Greater Winnipeg community and has been actively studying the situation for many months. During this time it has reviewed thoroughly the various studies of the situation made by other bodies. It has consulted with mayors and reeves, the urban association, members of municipal councils, municipal officials, and many other interested persons, including members of the Institute of Urban Studies.

*other  
studies  
and  
concepts*

It was with great interest, therefore, that we awaited the final report of the Manitoba Government Boundaries Commission and, indeed, delayed any definitive action of our own in the matter pending an opportunity to examine and evaluate the Commission's findings. The Commission has, with its research and data, added substantially to the available knowledge of the urban community's workings.

The Government finds itself in substantial agreement with some of the concepts and principles expressed by the Commission. It shares the Commission's view that, whatever the shortcomings of the existing situation, a return to the pre-1960 -- that is, pre-Metro -- situation is "unthinkable". Similarly, it shares the Commission's concern that a closer relationship exist between the citizen and his local government and concurs in the guidelines which the Commission set out for itself in this regard:

*"Local Government is a means of effective communication between citizens and their elected representatives at all levels of government."*

The Government also agrees with the Commission's recommendation that local government representation be

neighborhood  
councils . . .

based on a system of wards comprising some 10,000 residents each, and, in this connection, we found ourselves particularly interested in the Commission's statement:

. . . and wards

*"The concept of neighborhood, borough or ward councils, which underpin the council of the municipal unit of which the neighborhood, borough or ward councils are segments and which are given limited and particularly local powers and responsibilities to exercise and execute; this concept can be incorporated into any local government structure."*

It was a matter of considerable regret to the Government that the Commission, in its subsequent thoughts, deemed the ward councils concept to be "a futuristic concept. . . a trifle premature at this point in time."

We find ourselves in fundamental disagreement with the Commission in this opinion. In various forms the borough or ward council system has been in operation in a variety of jurisdictions for centuries and, hence, we feel, it cannot properly be called "futuristic". The system is both old in basics and, at the same time, very modern and functional in the context of the 20th century urban complex.

In this matter we concur heartily with the views of the Rt. Hon. Lord Redcliffe-Maud, Chairman of the Royal Commission on Local Government in England, 1966-1969. In Volume 1 of the Royal Commission's report, Lord Maud writes:

grass roots  
representation

*" . . . we had become increasingly convinced by those who emphasized the need for an organ of community at grass roots level. Our first firm conclusion was that any new pattern of democratic government must include elected "local councils," not to provide main services, but to promote and watch over the particular interests of communities in city, town and village. . . "*

Nor could the Government, on the basis of its own research and investigations, accept some of the Commission's other premises and assumptions, particularly those relating to costs and the methods by which the common goal of heightened citizen participation in local government can be achieved. It follows, then, that the Government could not find itself in agreement with the major recommendations of the Commission.

### Some Available Options

While there has been substantial unanimity about the nature of Greater Winnipeg's problems among the various investigating bodies which have set out to find ways of making Manitoba's urban community a better place in which to live, there has been considerably less agreement about how to solve the problems.

Among the methods most frequently proposed are:

*the  
options*

- (1) The shifting of additional functions from the local municipalities to the Metropolitan Corporation of Greater Winnipeg;
- (2) Additional mergers or consolidations among existing municipalities;
- (3) A combination of the two above, as proposed by the Manitoba Local Government Boundaries Commission;
- (4) A change in the composition of the Metropolitan Council to include direct representation from municipal councils, also proposed by the Boundaries Commission; and
- (5) Total amalgamation, or absorption.

*seeking a  
new solution*

In the opinion of the Manitoba Government, proposals 1 to 4 are at best partial measures which have little or no hope of setting right the fundamental difficulties. In this we disagree substantially with the conclusions of the Boundaries Commission, for the obvious reason that we find ourselves in fundamental disagreement with the Commission over what the critical problems, those most urgently in need of solution, in fact are. Similarly, we can agree readily that proposal 5 -- simple technical amalgamation or absorption of all the existing municipalities into one monolithic whole, with no supporting structure at the community level to which the citizen can gain easy access -- cannot achieve the desired objectives.

The Government has therefore sought a new and different solution to the problem.

## THE NEW CONCEPT

*services  
unified  
and . . .*

It is the view of this Government that all major *services* should be unified, but that local government itself -- the political processes of local government -- must at the same time be decentralized and, through a proposed system of Community Committees, be brought closer to the people.

*political  
processes  
decentralized*

We are convinced that these must be parallel processes; and that one cannot succeed without the other.

We therefore propose to proceed with the unification of local services under a single administration and the establishment of a system of Community Committees. The manner in which this is to be achieved will be discussed in the course of this policy statement.

*the  
absolute  
imperative*

We wish to make it completely clear, however, that it is the absolute conviction of this Government that no attempt at urban reform can succeed *unless* it succeeds in strengthening the sense of identification, and intensifying the communication, between the citizen and his local government. If Greater Winnipeg is in fact to become a better community -- a better place in which to live and work and play -- it is essential that every effort be made, not merely to improve the quality of local government, but to see to it that, in any new governmental form, the citizens of Greater Winnipeg in truth can and do have an effective say in the policies and programs which affect them.

## THE NEW GOVERNMENT, ITS STRUCTURES AND PROCESSES

*loss of  
citizen  
involvement*

There has been, in recent years, a marked trend, wherever new local government forms have been undertaken in Canada (for example, Metro Toronto, Metro Winnipeg, the new regional governments in Ontario and British Columbia), toward making governments more remote from the people. This has been characterized, on the one hand, by a high degree of professionalism and competence among administrative staff, and, on the other hand, by increasingly smaller councils or boards, and a very high ratio of citizens to elected representatives. One result has been, almost consistently, to achieve the desired improvement in efficiency and quality of services. But there is now clear evidence of another result as well -- a significant loss of public responsiveness and citizen involvement.

(To cite just one example, the Metropolitan Corporation of Greater Winnipeg has, since its inception in 1960, accomplished impressive improvements in local services. Yet, despite these obvious achievements, and despite the dedicated efforts of both councillors and administrative staff, it is undeniable that, far from evoking public enthusiasm and citizen support, Metro is apparently resented by many citizens in Greater Winnipeg.)

In order to avoid the kind of unresponsive government experienced by citizens in large cities, and to tap the abundant energies and resources of all the diverse citizens that make up the Greater Winnipeg community, it is necessary to devise some new and different structures, ideas and techniques.

*government and  
citizen in  
closer  
communication*

It follows logically that devising a new system of local government must involve, in addition to the necessary political and administrative structures, the creation of more direct and satisfactory avenues of access by the citizen to his elected representative.

It is proposed that all major urban services, and all fiscal resources, at the disposal of the community, be unified under one central council. In parallel, in order to effect the vital decentralization of government processes discussed earlier, it is proposed that this council be so elected, and its duties so arranged, as to afford the maximum direct contact, communication and interaction between the citizen and his elected councillor.

*how  
the  
citizen  
participates*

We propose to accomplish this, as will be set out in detail, through the use of wards and groupings of wards into Community Committees. Although certain consolidations will be indicated, in the main, existing municipal boundaries will be maintained intact and used as a basis for establishing the grouping of wards into Community Committees. Hence (except for certain consolidations) each of the existing municipal areas would contain its own group of electoral wards and thus its own Community Committee and its traditional identity.

It bears stressing again that, underlying the proposals which follow are two firm convictions: (1) that citizen participation and involvement with local government needs to be greatly increased and intensified; and (2) that, in a democracy, the elected representative must always be as responsive to, and as accountable to, the people he represents as is humanly possible.

## BETTER REPRESENTATION FOR THE PEOPLE

*a  
lesson  
from  
Metro*

It is obvious, even on casual examination, that the Metro Winnipeg Corporation's political structure -- with 10 elected members for some 500,000 people -- affords Greater Winnipeg citizens extremely limited access to their representatives on Metro council. That is not a criticism of the Metro councillors or their willingness to make themselves available to the public; rather it is simply a matter of the councillors being far too few in number to permit a high degree of contact between councillors and constituents.

Metro's experience in this regard serves as an example and a lesson. One immediate objective, therefore, in any change in local government form, would be greatly to reduce the number of citizens per elected representative.

*one  
representative  
for  
10-12,000  
people*

This Government agrees with some of the most current thinking of urban planners in other jurisdictions who suggest that the appropriate base for effective popular representation is one councillor for every 10-12,000 people. The Boundaries Commission, for example, proposed 10,000 people as the appropriate number per representative.

*a  
council  
with  
48 members*

This base applied to Greater Winnipeg would produce some 40 to 46 elected representatives. It is proposed, however, that the council of the new unified city would consist of 48 members.

*local  
Community  
Committees*

The reasons for this are simple and practical. In light of the proposal to establish a system of Community Committees and the functions to be assigned to them, it was deemed essential that no municipal area should have less than three representatives. As will be explained subsequently, it is expected that substantial administrative responsibilities and powers will be retained at the local level. In addition, the Community Committees will have important and permanent duties too onerous for one or two councillors to fulfill.

A review of the population distributions in the existing municipalities therefore forced certain conclusions.

*some  
consolidations*

Some consolidations would become necessary since some municipalities had an insufficient population base to yield three members and therefore would not lend themselves to being treated as separate entities able to cope with the responsibilities retained at the local level. The following consolidations are therefore proposed: East Kildonan and North Kildonan; Old Kildonan and West Kildonan; Charleswood, Tuxedo and Fort Garry.

*no less  
than three  
members*

However, even after these consolidations, the West Kildonan/Old Kildonan area still lacked sufficient population to justify three representatives on the 10-12,000 people per

representative basis. So did Transcona. It was therefore felt desirable simply to reduce the ratio of per capita representation in these areas to make possible the election of three councillors for each area.

The number of wards and councillors per area, and the number of people they represent, then becomes as follows:

	Population - (1969)	No. of Wards	Av. Population per Ward
St. James-Assinibola	66,710	6	11,118
Charleswood-Tuxedo-Fort Garry	34,872	3	11,624
St. Vital	31,101	3	10,367
St. Boniface	45,370	4	11,342
Transcona	21,135	3	7,045
East Kildonan-North Kildonan	42,761	4	10,690
Old Kildonan-West Kildonan	24,809	3	8,269
Winnipeg	249,886	22	11,358
<b>AGGREGATES</b>	<b>516,644</b>	<b>48</b>	<b>10,763</b>

The following chart shows the existing situation and is included here for purposes of comparison:

MUNICIPALITIES IN THE METROPOLITAN WINNIPEG AREA			
Name	1969 Population	Number of Wards	Number of Councillors (Excluding the Mayor); 1969
Charleswood	8,838	4	4
East Kildonan	28,586	3	6
Fort Garry	22,934	3	6
North Kildonan	14,175	3	4
Old Kildonan	1,532	4	4
St. Boniface	45,370	6	12
St. James-Assiniboia	66,710	(elected at large)	14
St. Vital	31,101	(elected at large)	6
Transcona	21,135	(elected at large)	6
Tuxedo	3,100	(elected at large)	4
West Kildonan	23,277	(elected at large)	6
Winnipeg	249,886	3	18
Metropolitan Corporation of Greater Winnipeg	516,644	10	10
<b>TOTALS</b>	<b>516,644</b>	<b>Sub-Total</b>	<b>100</b>
		<b>Mayors</b>	<b>12</b>
		<b>TOTAL</b>	<b>112</b>

*strengthening  
community  
identities*

It cannot be emphasized too strongly at this point that no effort would be spared in making the boundaries of these wards - which would be subject to review at regular intervals by an independent review commission - as accurately as possible a reflection, not merely of existing municipal boundaries, but of the established local, historical, traditional -- that is, natural and familiar -- community groupings.

The object of this adherence to the familiar is, obviously, to strengthen local character and identity, rather than to have them obliterated in the process of unification. It is the view of the Government that the proposed urban reforms afford a unique opportunity to call forth and to put to best community use the tremendous integral (but now latent and dormant) strength which lies in true community identification.

## THE NEW UNIFIED COUNCIL

The unified Council would be the exclusive law-making body responsible for all programs under its control, for budgets, and for relationships with other jurisdictions.

*the  
Council*

The chairman of the Council would be designated as the Mayor.

*the  
Mayor*

It is essential in our view, that the Mayor, as chairman of such a Council, must be both consistently responsible to the members of Council and have the sustained confidence of the Council. Area-wide election of the Mayor, would, in our view, not merely dilute the supremacy of the popularly elected Council but leave ambiguous the question of who is really responsible, the Council or the Mayor.

Hence the Mayor would be elected by the Council from among its membership.

The size of the proposed Council is deliberately large in order to make it more directly responsible to the electors. However, it is recognized that a council of this size could lead to problems of decision making and policy execution. Large councils often attempt to resolve this difficulty through a system of committees.

A system of committees is proposed for the unified Greater Winnipeg Council, but it will be a system with some essential differences from the traditional approach.

*the  
Executive  
Committee*

To give the unified Council effective machinery to get its day-to-day job done we suggest the creation of an executive policy committee and a limited number of strong administrative committees. The various administrative departments would report to Council through these committees. It is suggested that the Executive Committee consist of the Mayor (ex officio, a member of this and other council committees), the three chairmen of the three proposed administrative committees, and three or more members elected by Council from among its membership.

It is projected that the three major committees of Council, through which the administrative departments would report to Council, be (at least tentatively) designated as:

*three  
committees  
of Council*

- (1) Committee on Planning and Development
- (2) Committee on Works and Operations
- (3) Committee on Finance

Each of the three administrative committees would have six or more councillors as members, with the chairmen being selected by the committees from among their respective memberships. It would, in general, be the function of these committees:

*the  
committees'  
functions*

- (1) to provide the supervisory links between the Council and the administration;
- (2) to provide liaison with the Community Committees;
- (3) to advise Council with regard to needed policies and program priorities;
- (4) to consider -- relative to the responsibilities assigned to each committee -- all policy decisions and proposals emanating from Council; and to consider and transmit to Council any program proposals emanating from the administration;
- (5) to prepare annual estimates of expenditures.

The Executive Committee would be the overall policy arm of the Council and the three committees of Council would constitute the administrative arm. Thus the Executive Committee, in its consideration of major policy matters, would in most instances have the benefit of prior consideration by the three functional committees of Council.

## **The New Administration:**

One of the great values in unifying local government lies in the opportunity to develop a capable and responsive administrative environment.

In our view the most promising, and generally most effective, administrative structure is the so-called "council-commissioner" system. This system, while novel in Manitoba, is found in quite a number of Canadian cities. More pertinent is the fact that the system is in operation in Calgary, Edmonton and Vancouver -- cities of a size comparable to Greater Winnipeg.

*a  
Board  
of  
Commissioners*

Briefly, the system provides for an administrative body -- the Board of Commissioners -- which makes recommendations on all matters concerning the carrying out of the executive and administrative government of the city. The members of this Board are responsible to the Council for the general management, direction and control of the city's administration.

The Commissioner's responsibility divides into two levels:

- (1) the submission of policy recommendations to Council through the policy committees, which are made up of councillors; and

- (2) the management, supervision and control of the city administrative organization, that is, the administrative departments.

*the  
focal  
link*

The Board would be chaired by a Chief Commissioner whose role would be to maintain effective liaison with the Mayor and Council and to provide leadership and guidance to the other Commissioners. The Chief Commissioner, in other words, would be the focal link between the administration and the Council.

*between  
Council  
and  
Administration*

In the context of a unified Greater Winnipeg, the Board of Commissioners would carry out the executive and administrative duties set out in legislation, and, as well, such other executive and administrative duties as might from time to time be conferred on it or delegated to it either by by-law or resolution of Council.

The Board of Commissioners, in a new unified local government in Greater Winnipeg, would be constituted as follows:

- (1) A Chief Commissioner who would be chairman of the Board of Commissioners;
- (2) A Commissioner of Planning and Development who would be the senior civic servant dealing with the Committee on Planning and Development;
- (3) A Commissioner of Works and Operations, the senior civic servant dealing with the Committee on Works and Operations;
- (4) A Commissioner of Finance, the senior civic servant dealing with the Committee on Finance;
- (5) The Mayor, ex officio.

(Please refer to chart, page 25)

#### **Boards and Commissions:**

*a more  
direct  
relationship*

There are at present, in the Greater Winnipeg area, a large number of local boards and commissions performing a variety of tasks of varying importance. Many of these bodies are virtually autonomous in their operations. It is the view of this Government that this situation tends to detract from both the responsibility and the effectiveness of the government duly elected by the people. The new Council will therefore be encouraged to make an early effort to have these various bodies relate more directly to the new government.

As an interim measure, it is proposed that the various boards and commissions now in operation be made responsible to the appropriate committees of the new Council.

### Accountability:

*accounting  
to the  
people . . .*

At both provincial and federal levels, ministers in charge of governmental departments are required to defend their departmental estimates before the members of the elected assemblies. In this way all elected members can obtain desired information on departmental expenditures. Similarly, through vigorous public accounts committees and the function of auditors-general, elected members have the opportunity to initiate intensive public debate, if they so desire, on the way in which funds appropriated are actually spent.

In modified form, this technique is suggested for the unified Greater Winnipeg Council.

Under the proposed system, the pre-audit estimates debate should become substantially more meaningful by virtue of both the system of Council Committees and the Board of Commissioners.

*an  
Internal  
Auditor*

For post-audit processes, it is proposed that the position of Internal Auditor be established. The auditor would function in the same fashion as the Provincial Auditor, or the federal Auditor General, in that he would be independent of the administration, be appointed by the Council, and be subject to removal only by the Council. It would be his duty to publish an annual report available to the public.

## CREATING A CLIMATE FOR CITIZEN INVOLVEMENT

*more  
intensified  
representation*

It has been repeatedly stressed in the course of this policy statement that it is of paramount importance to the Greater Winnipeg community that a closer relationship between citizens and their local governments be made possible. One method proposed is to intensify the popular representation; that is, increase the number of elected representatives per number of citizens. But this method alone is, in our view, insufficient. There is much more that can be done to improve and facilitate citizen participation in the community.

*climate  
for  
citizen  
involvement*

Specifically, we believe that it should be possible to improve substantially the relationship between councillors and the individual citizen and between councillors and the community at large, and thus to enrich and make more intensive and meaningful the communication between the citizen and his elected representative.

In broader terms, we believe that it is possible to create, at the local level, the sort of climate in which citizen interest, participation and active involvement can and will flourish. We believe that it is possible to overcome public apathy, to overcome the now prevalent "leave-politics-to-the-politicians" sort of attitude and all that these imply from low voter turn-outs to government isolated from the people.

*in the  
citizen's  
self-interest*

We believe, in short, that it is possible to devise at the community level a framework within which the local citizen cannot merely perceive clearly the issues affecting him, but can act forcefully and effectively in his own self-interest.

It was out of these convictions, as well as the desire to make it possible for the local community to enforce high standards in the quality of services delivered to the community, that the concept of the Community Committee grew.

### THE COMMUNITY COMMITTEES

*the  
councillor  
on the  
Community  
Committee*

The Manitoba Government proposes that the new unified Greater Winnipeg Council establish local committees of Council to be known as Community Committees. These Committees would be composed of councillors elected from the wards in the municipal areas for which the committees are established. The geographic areas of the Community Committees' responsibility would correspond (subject to the consolidations referred to earlier) to the areas within the present municipal boundaries.

*his  
dual  
role*

Thus each councillor elected from a local ward would become, automatically and simultaneously, a member of the municipal Community Committee and a member of the Greater Winnipeg Council. This dual responsibility of the elected councillor - the fact that he is elected to the Central Council but must also serve on the Community Committee -- is a vital and integral part of our proposal. Indeed, it is impossible to overstate the importance of this aspect of the proposed local government system.

The Community Committees' most important function by far will be to provide ready access by the people to the local government system. They will, however, in addition, have a number of administrative functions to perform.

*the  
Committees'  
administrative  
duties . . .*

It is anticipated that, at reorganization, the unified Council will assume responsibility for those major functions (aside from those services now under Metro's jurisdiction) related to planning, development, and fiscal matters. A number of services will remain at the local level. It will be the function of the Community Committees to administer these services. The burden of these operational responsibilities would become relatively smaller as other services that are essentially regional in character are integrated into the unitary system.

It will also be the function of the Committees to administer those services generally deemed to be essentially local in nature such as community centres, local parks, playgrounds, libraries and recreational facilities.

With regard to those services now provided by the area municipalities and which will (at least until such time as the unified Council deems it advisable to assume additional responsibilities) continue to be a local responsibility, the Community Committees would have authority to:

*. . . the  
Committees'  
authority*

- (1) consider and propose programs with respect to these services;
- (2) submit to the Central Council the proposed budgets for these services; and
- (3) supervise the delivery of these services.

*. . . and how  
the Committee  
functions*

Amounts would be allocated from the overall budget prepared for the regional government for the specified programs in each Committee area. These amounts would be considered in light of Committee program plans and budget proposals. The sum allocated would be a lump sum covering all such programs and in this way permit local flexibility in allocation of expenditures.

The Central Council could delegate to the Community Committee the authority to negotiate contracts for works maintenance projects. The Committee would, however, have to operate within the limits of the approved budget and would not be able to undertake any new construction or new public works projects under those contracts. The contracts would be limited to the repair, care, and maintenance of works already in place. The Committee would also have the responsibility of seeing to it that the contracts entered into are properly carried out.

The Community Committees would have no legal authority over the hiring and firing of personnel at the community level, but would have the power to direct and assign local staff.

*the  
Committees'  
relationship  
to Council*

The Committees would not require any additional administrative staff, as staff would be provided by the Central Council. The Committees could operate out of existing facilities. They would have available to them office space and meeting rooms in the present municipal offices. They would also have available to them all of the present municipal staffs required to carry out their responsibilities.

In no case is it proposed that the Committees be given law-making or fiscal powers or a collective bargaining role with regard to the provision of services.

*their  
geographic  
boundaries*

Given these functions, it may bear repeating at this point that the geographic areas in which the Community Committees would operate would be defined in terms of existing administrative and service areas - that is, essentially the areas described by the existing municipal boundaries. The size of the Committees would therefore be determined by the number of new electoral wards contained in each of the existing municipalities. (Refer to map.)

In order to ensure reasonably equal distribution of population, it may be necessary to be at least somewhat flexible in the precise use of existing municipal boundaries. It also seems likely that some changes may become necessary as a result of experience gained after the new system comes into operation.

## THE CITIZEN'S VITAL LINK

With respect to its more permanent and continuing role as the vital link between the citizen and the regional government, the Community Committee would be expected to:

*the  
Committee's  
relationship  
to the  
citizen*

- (1) Maintain the closest possible communication with local citizens of the area in order to provide them with access to the regional government to express ideas, suggestions, problems, grievances, etc.;
- (2) Play an active role in spurring citizens to discuss and develop ideas on policy, programming and budgetary matters; and
- (3) Conduct certain activities of an appeal nature relating to administrative actions (e.g. the present Board of Adjustment functions).

*active  
communication*

This second aspect of the functions assigned to the Community Committees is, as already stated, of a more permanent and stable nature. Unlike the administrative function it does not rest on pre-existing service structures. Rather it is dedicated to finding the best possible ways of achieving active communication between citizens, politicians and officials.

*wards in  
community  
groupings*

We suggest that the most effective relationships of this sort could be developed by forming aggregations of three to six wards. Hence the Committees could carry out this second function within the same areas prescribed for their administrative duties.

*the  
pattern  
in  
Winnipeg*

One obvious exception to this pattern is Winnipeg from which the Central Council draws 22 members. In this case the elected councillors comprising the Winnipeg Community Committee would, in all probability, find it desirable to band together into constituency groups of three to eight members to form local committees. Formed initially in areas with presumed common community interests (e.g., North Winnipeg, Central Winnipeg and South Winnipeg, corresponding to the present City of Winnipeg wards), it would be hoped that in time further regroupings along smaller, more natural community lines, would occur. The local committees so formed would have the additional advantage of reinforcing local community identities and, in this way, help to stimulate citizen participation.

*two  
distinct  
functions*

This grouping of wards into local committees for purposes of communication and providing access for citizens should not be confused with the functioning of the

Community Committee in relation to its administrative duties. Given the existing City of Winnipeg municipal set-up it would obviously be necessary for all the councillors elected from the present City of Winnipeg area to sit as one committee for purposes of supervising the delivery of services.

*open  
discussion  
of the  
issues . . .*

*. . . both  
formal and  
informal*

*. . . and  
a real  
potential*

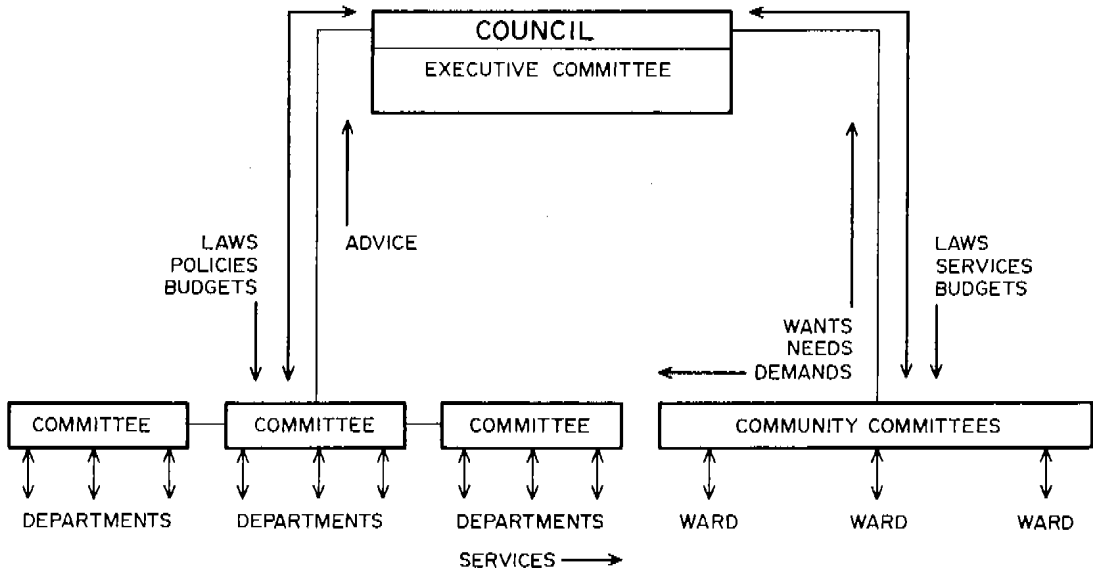
*for  
citizen  
participation*

All the Community Committees, in their communications role, would not merely be expected to make themselves casually available to their electors to the greatest extent possible but would be required to initiate regular meetings. Open discussion would be invited on any and all issues affecting either the immediate area or the urban community as a whole. On issues concerning particular departments or programs, officials of the regional government could be invited to attend meetings in order to explain programs and to hear the electors views at first hand. Once or twice a year formal community conferences could be convoked to discuss openly the whole range of the regional government's programs, their budgetary implications, and so on. In this way, both councillors and officials would be continuously in tune with the community's wishes and the community, in turn, would be fully informed on its local government's activities.

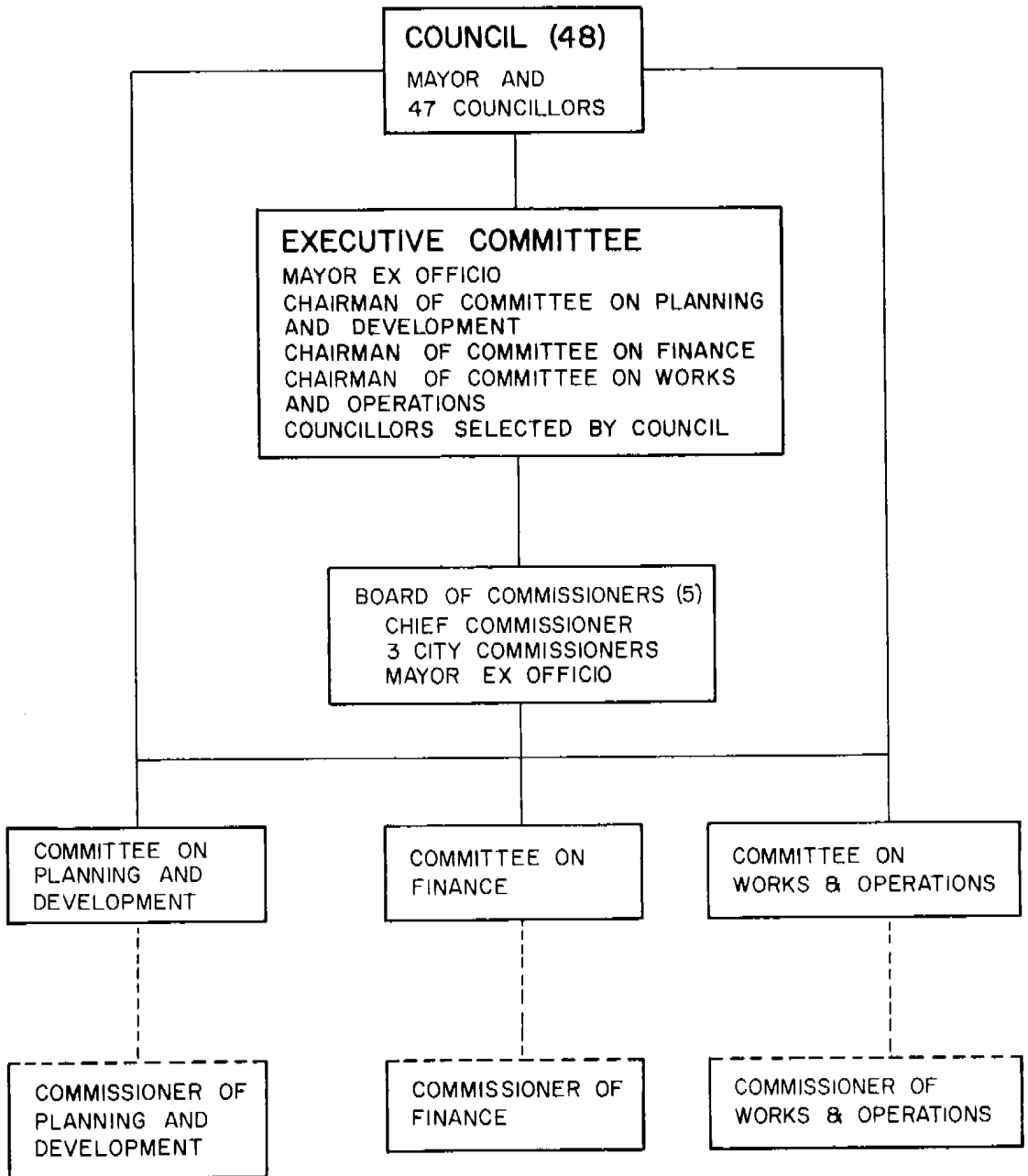
The system of Community Committees proposed here will provide, in our view, both a structure and a format with real potential for citizen involvement in the affairs of the community.

Precisely how people would respond in this situation will, of course, depend to a great extent on the existing community patterns within a given area. Where citizens have been active, either individually or through a variety of organizations, access to politicians and officials would now be much easier and qualitatively better. Where they have not been active the opportunity, under this system, would now exist. Much will depend too on how individual councillors use the opportunity to achieve a heightened relationship with their constituents. The important point, however, is that the avenues of political access will have been opened, and if openness is exhibited, citizens, in our view, will respond.

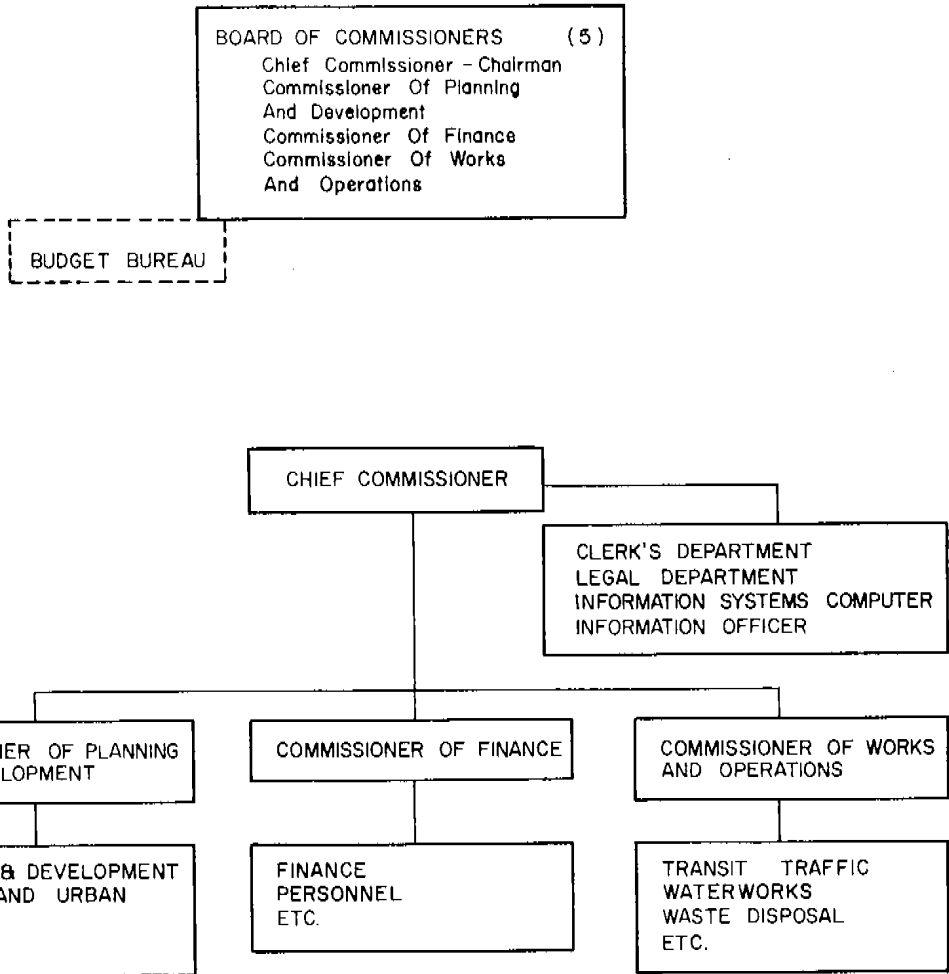
# THE ELECTED COUNCIL AND ITS COMMITTEES



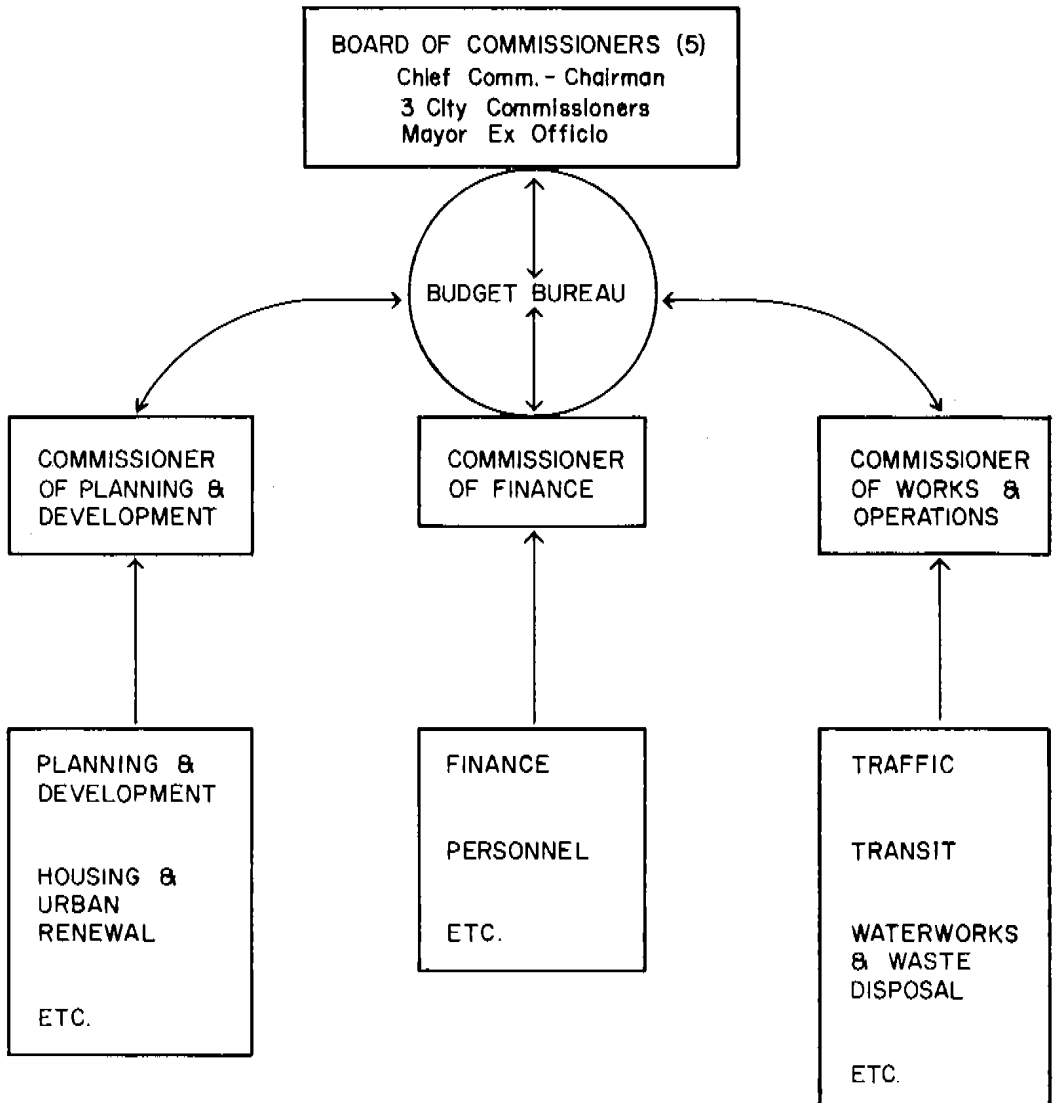
# GOVERNMENT OF GREATER WINNIPEG



# ADMINISTRATION OF GREATER WINNIPEG



# ADMINISTRATIVE OPERATION OF BUDGET PROCESS



## LOCAL PROVINCIAL RELATIONSHIPS

We have attempted, in the course of these proposals and discussions to set out a blueprint for urban reorganization that should, in future, enable the Greater Winnipeg community to deal more effectively with the multitude of problems that confront the contemporary urban community.

*the  
local  
community*

It is essential to such a reorganization to draw together all the lines of administrative responsibility and to invest the responsible governmental body with the statutory and financial powers needed to enable it to formulate policies and programs and carry them out. This we have attempted to do. We have also sought to disperse and decentralize the lines of popular control in such a way as to make the newly created local government body genuinely responsive to the will of the people within all parts of the Greater Winnipeg community.

*... and  
the Province*

Local government does not, however, exist in a vacuum. It is therefore necessary to effect a parallel and complementary reorganization at the provincial level to ensure that the autonomy and integrity of the new local government is not merely maintained but strengthened.

*defining  
authority*

It is a fact of political life that provincial departments of municipal affairs, in Manitoba and elsewhere, are, in the main, typical reflections of traditional rural local government forms. That is both natural and inevitable since that is what they were set up to be. However, with the proliferation of provincial programs which in recent years have been overlaid on the once simple municipal structure, substantial confusion over authority has crept in. On the one hand, individual program departments have withdrawn a variety of functions from local governments and, on the other, have extended an assortment of controls. The result has been in some instances to obscure local government authority through a bewildering array of special purpose local units each with its own boundaries, budgets and powers.

*defining  
jurisdictions*

In the newly integrated, more politically and administratively autonomous urban local government, the present provincial arrangements obviously cannot continue. In short, the definitions of which jurisdiction is responsible for what must be clear and uncluttered.

*a parallel  
reorganization*

The most practical way of affecting such clarity and coherence in the division of authority between the local and provincial levels of government would be, in our view, to create, at the provincial level, a single focus -- which would function at once as a scanning device and a clearing house -- to co-ordinate programs in which there are intersecting or conflicting lines of provincial and local authority. The need is to ensure coherence in the large number of provincial programs affecting the Winnipeg region.

It is through such improved mechanisms that it will become practically possible to implement and to make effective overall provincial policies and plans with regard to the urban area. There will be clearer definition of provincial policies and better implementation of programs. With the present confusions and ambiguities in the lines of authority removed, it will be possible to proceed, for example, with measures to ensure the effective use of land, with measures to control urban sprawl, and the application of such techniques as the "green belt" method of controlling haphazard fringe growth.

The Province will accept its responsibility in this regard.

The Provincial Government, therefore, has designated a minister responsible for urban affairs.

*a  
minister  
responsible  
for  
urban  
affairs*

The two basic tasks of the minister designated would be to administer the Act establishing the new local government (replacing the Department of Municipal Affairs in this role) and to co-ordinate -- and seek to improve -- the performance of the provincial government as a whole in its relationship with the Greater Winnipeg region.

Specifically, in addition to creating a definitive co-ordinating focus within the provincial administration, several avenues can be pursued in the task of meshing smoothly the urban-provincial links and inter-relationships;

*a definitive  
focus*

- (1) Careful analysis and application of the knowledge and experience gained during the inevitably difficult transition period which will follow the implementation of legislation. This initial experience should form an excellent basis for the creation of new structures and methods designed to effect better provincial-urban relationships.
- (2) Painstaking scrutiny of all provincial-Greater Winnipeg financial relationships with a view to
  - (a) eliminating present fragmentation;
  - (b) guarding against excessive (or inadequate) controls;
  - (c) assessing effects on the urban government's overall finances;
  - (d) advising Cabinet on the nature, size and conditions attached to provincial grants.
- (3) Co-ordination and integration of the provincial-urban Winnipeg administrative links with a view to strengthening the competence and autonomy of the local government.

*toward  
a  
more  
coherent  
relationship*

- (4) Co-ordination of planning and programming in all departments to ensure that provincial and local programs and policies constitute a coherent whole in relation to overall provincial development, both urban and rural.

*the  
urban  
community*

It is projected that the function of the minister and staff responsible for urban affairs, in addition to their general role regarding the Greater Winnipeg region and their overview of provincial-urban regional relations, would promote planning and facilitate co-ordination in development, fiscal and program planning between the two jurisdictions through periodic review and consultative processes.

*... in the  
province*

This deliberate process of focussing and co-ordination will accomplish the effective meshing of the unified Greater Winnipeg urban community into its wider provincial context and its province-wide functions.

### **The Local-Provincial-Federal Relationship**

*the  
urban  
community*

The lines of influence radiating from the modern city extend far beyond its own borders. In a Canadian context, the health and vitality of the major urban centre in any province is of importance and concern to the entire nation. Certainly this is the case, and has been for well over a century, with Greater Winnipeg lying, as it does, at the geographic centre of Canada's national communications and transportation routes.

*... in the  
nation*

Inevitably the federal government has become, both directly and indirectly, an increasingly powerful force in the urban community's life. The city needs federal involvement and support in a growing list of development projects that are too large in scope for local or even local-provincial competence and resources. The urban area needs federal support if it is to develop to its fullest potential.

*federal  
involvement*

With the implementation of the concepts and proposals introduced in this paper, there will be no need for an altered jurisdictional arrangement between the local, provincial and federal levels of government. We agree with, and endorse, the position stated by Honourable Robert Andras in the Throne Speech debate on October 22, 1970:

*and  
increased  
support*

*"... a co-ordination of federal roles affecting the cities... yes. Federal intrusion into areas not its own... no. Federal co-operation, consultation... maybe even some degree of joint planning if the provinces wish... yes."*

Given this assurance, and this commitment, we have no hesitation in saying that it is fundamental to the urban development process that federal support be co-ordinated in itself, and with the provincial and local governments. But

that is not the whole need. It is urgent that the level of federal support for urban development be increased substantially. Further, we assert this in the face of the recent . . . and alarming . . . tendency of the federal government toward curtailment, disengagement from, or abandonment of projects undertaken jointly with the provinces.

If federal policy proceeds in this negative direction, then our ability to support urban development will be severely circumscribed.

### Inter-Jurisdictional Relationships

*three  
jurisdictions*

If it is possible to maintain the existing jurisdictional status, and given the necessity for federal support of the urban community, the next requirement is an effective definition of what is necessarily a complex tri-jurisdictional relationship.

One basic condition - the more coherent focussing on the urban situation - can be met through the provincial readjustments proposed earlier and, if carried out, through the stated intention of the federal government to move in the same direction. These changes will make it far more possible than it has been in the past to move toward competent intergovernmental relationships.

But something more is needed. It is our view that the fundamental difficulty underlying present attempts to achieve effective local-provincial-federal relationships is simply the absence of organized and focused information. Put in the most elementary terms, what is needed is a way in which to ascertain quickly who at which level of government is doing what and how it is affecting whom in what way.

*. . . in a  
more  
competent  
relationship*

The technique we propose to develop and apply is a system of urban accounts which would record all public activities in the Greater Winnipeg region. The process of recording will systematically identify programs and provide a basis for evaluating such programs as to consistency and standards. Together with recording what is being provided, in terms of the level and quality of programs, the reports will analyse the effects of such activities on the urban environment and the people who live in the urban area. We expect that this kind of systematized information will permit a far more competent relationship between governments. It can also facilitate urban planning by the various jurisdictions since the reports will produce a basic description of what the city is, in economic and social terms.

*systematic  
urban  
reports*

What we are proposing then is consistent with a much more systematic linking of jurisdictions concerned with the Winnipeg region. This linkage can take place around a set of urban reports. These, in addition to being a basic reference point for inter-governmental relations would also become a major stimulus to public information and discussion.

Without detailed information of this sort the relationships between governments, with regard to urban affairs, can at best be no more than random in character.

## IMPLEMENTING THE PROGRAM

It should be made very clear that the proposals being made in this statement do not constitute merely another routine step in Manitoba's long history of development. True, it is an evolutionary step, but its impact - the potential it holds for the future -- will be infinitely more decisive than, say, the first move toward urban modernization represented by the organization of Metro in 1960.

*the  
modern  
urban  
community*

Greater Winnipeg is no longer a frontier town. It is no longer an agglomeration of village communities formed in the interests of convenience and basic service needs in a primarily agrarian environment. It has become an industrial complex. It has become, in almost every sense, a modern urban city in a modern, technology-oriented environment. It is therefore imperative that it now also be given the necessary governmental equipment, the necessary political and administrative structural forms, to carry it forward in a fast-paced and sophisticated world. Lacking this essential equipment, the Greater Winnipeg community cannot hope to progress in the swiftly changing contexts of the last third of the 20th century.

*the  
urban  
community's  
role in the  
province*

What the Manitoba Government hopes to achieve by the measures outlined in this paper is an "open door" on this new world. It seeks to establish a series of policies and programs that will benefit not merely the quality and rate of growth of the community's development, but, more than that, we seek to enrich the quality of life in the community, the quality of the environment in which people in the Greater Winnipeg area will live and work and play in the years ahead.

Nor, it must be emphatically stressed, will the effects of the development potential we are seeking to achieve be restricted to the metropolitan Winnipeg area. By the very nature of this province's make-up it must reach out to all the citizens of Manitoba. To a very large extent, the welfare and potential of the entire province hinges on the health and vigor of the urban core.

It is the Government's intention, in this program, to enlarge and facilitate urban Winnipeg's role as a generator of development in the province - and, indeed, its role as an urban centre within the larger Canadian context. What we propose here must therefore be considered in conjunction with, and as a part of, our development programs in the North, in the small local communities and the rural areas for which they provide an economic focus, and, of course, the various centres of regional development - the larger towns and cities of the province whose economic and social links with the central urban community are more direct.

*vital  
emphasis  
on local  
decision-making*

Together with this concern for the province's ability to realize the highest and best development that its economic resources allow, is our commitment to the goal of self-realization and self-determination by our local communities within the province. We intend, therefore, in the course of striving toward these vitally needed adaptations, to dedicate ourselves to a new and more freely co-operative relationship between the province and the local communities. Major stress, in this relationship, will be put on local decision-making.

It is in this spirit -- a spirit of active co-operation between the province and the local communities -- that the proposals made here are to be undertaken. Among the areas with which co-operative effort, intensive consultation, and joint discussions should be concerned, are:

*intensive  
consultation  
and  
joint  
discussion*

- (1) Ensuring that the effects of change in local government structures will be minimally disruptive, not merely in an administrative sense, but specifically to employees, and to citizens as a whole;
- (2) The continuous balancing of the resource needs of the re-organized urban Winnipeg regional system and the needs of other regions in the province;
- (3) Careful attention to activities in the Winnipeg region with regard to the implications for future adaptations in other parts of the province;
- (4) Ensuring a clear understanding of the implications of federal policies and programs and initiating more satisfactory local-provincial-federal relationships.

We wish to ensure that the spirit in which these proposals are made continue to pervade the entire process of unification, re-organization and the period of transition during which both governments and communities adapt to the change. It is therefore proposed that a Cabinet Committee, chaired by the Minister responsible for urban affairs, be set up. This committee could begin to work immediately.

## THE TRANSITION PROCESS

*easing  
the  
transition*

The basic task of the Minister and the Cabinet Committee would be (in addition to advising the Cabinet on urban affairs policy) to meet with members of the new regional council to execute smoothly and with the least possible disruption the various aspects of the transition process. This interim committee, supported by technical staff from both provincial and local jurisdictions, would be concerned with the following principles:

*proper  
consultation  
with  
those affected*

- (1) Ensuring that proper consultation is carried out with all organizations or employee groups involved in the transition process. Staff adjustments should, from the beginning, involve discussions with employees and their unions and associations; it should be made absolutely clear from the outset that all rights embedded in bargaining agreements be maintained in force for the life of the agreements, unless replaced by mutual consent. The following areas must be matters of concern:

*protecting  
civic  
employee  
rights*

- (a) protection of certification,
- (b) protection of the collective agreement, and
- (c) successor rights.

The interim committee should dedicate itself to the precept that dislocations should be kept to an absolute minimum.

*financial  
support*

- (2) That the Province be prepared to provide the necessary financial support for adjustment purposes; for example, assistance designed to cushion the impact of mill rate equalization.

*administrative  
support*

- (3) That the Province be prepared to provide temporary staff and organizational support where necessary.

## WORKING TOWARD EQUITY

The proposed restructuring of local government in the Greater Winnipeg area presupposes:

- (a) region-wide standards of services, to the extent feasible and desirable;
- (b) unification of local government staff in a common administrative and personnel system;
- (c) equalization of mill rates.

Naturally this cannot be achieved overnight, nor do we believe that any attempt should be made by the Provincial Government to make it happen that way. We propose that the transition process be allowed sufficient time to permit it to occur in an orderly fashion, and that the new Council itself should determine when and if it will take on additional responsibilities.

We propose that the Province lend support to the transition process, both financially and, where needed, with personnel with the required expertise.

### Equalization of Mill Rates

The government believes that the proposed restructuring of local government in the Greater Winnipeg area should be accompanied by positive steps to equalize mill rates over the entire area.

The total mill rate levied against property is, of course, made up of two main components - the general municipal mill rate, and the education mill rate. It is the government's intention to proceed with at least the equalization of the municipal mill rate, although an alternative involving an additional partial equalization of the education mill rate is also being considered.

We are fully aware that implementation of equalized mill rates, over an area in which considerable differentials exist, will be a complex and difficult process. We are equally aware that, based solely on the existing situation and without considering any costs resulting from subsequent equalization in service standards, wage and salary adjustments, and so on (these matters properly being the responsibility of the new urban council), equalization will have an impact on existing mill rates.

To attempt to estimate what that impact will be, we have constructed two alternatives, and examined the effect that each of these alternatives would have had on 1970 mill rates (those mill rates presently in effect).

Further, it must be remembered that any present calculation of the impact of equalization makes no allowance for the increased revenues which might be anticipated as a result of growth generated by a more effective administration.

---

## Alternative I - Equalization of Municipal Mill Rate Only

---

This alternative presupposes the equalization of the general municipal mill rate across the entire area, with no change in the mill rate for education.

It is then possible to determine the effect of equalizing the general municipal mill rate, *had such equalizations been in effect in 1970.*

It is important to note that the effects of Alternative I indicated here are "raw" - in the sense that they illustrate the effect equalization might have had *prior to the input special provincial assistance* to ease the transitional burden on residential ratepayers.

Therefore, using those assumptions, we find that mill rate equalization would have resulted in the following "raw" changes:

- (1) For five municipalities, a *net decrease in mill rate:*

East Kildonan  
Fort Garry  
St. Boniface  
Transcona  
City of Winnipeg

- (2) For two municipalities, *virtually no change:*

St. Vital  
West Kildonan

- (3) For five municipalities, a *net increase in mill rate:*

Charleswood  
North Kildonan  
Old Kildonan  
St. James-Assiniboia  
Tuxedo

Of these five municipalities, only three would have shown net "raw" increases of more than approximately 2.5 mills, and only one - Tuxedo - would have shown an increase of more than approximately 7.5 mills.

---

---

## Alternative II - Equalization of the Municipal Mill Rate and Partial Equalization of the Education Mill Rate

---

This alternative presupposes both the equalization of the general municipal mill rate, plus a partial equalization of the education mill rate.

As already noted, the total mill rate is made up of two components -- the municipal mill rate, and the education mill rate. The education rate is itself made up of two portions -- the provincial foundation plan levy, plus the special levies set by individual school divisions.

In this paper the Government has not proposed any major changes in school division boundaries in the Greater Winnipeg area. And it is important to note that the entire field of education costs and education tax burdens across the whole province is at present under active consideration.

Nevertheless, it can be argued that a move toward at least a partial equalization of education mill rates in Greater Winnipeg would be in order. Such a change could bring the total mill rate picture in the urban area closer to the desirable goal of equalization. At the same time, however, provision must be made for the kind of local flexibility that will still be required because school divisions are to be left essentially unchanged.

---

This second alternative, then, proposes that partial equalization of the education component of the mill rate might be brought about as follows:

- (1) The provincial foundation plan levy would remain in existence;
- (2) The present special levy would be subdivided into two portions -- a new "Greater Winnipeg education levy," standard across the whole urban area; and a residual special levy, as it is needed in each school division.

The new Greater Winnipeg education levy would be fixed at a predetermined mill rate, related to per-student costs found in the urban area's school divisions. This rate would be levied in all areas by the new urban council. The money would then be allocated to each school division on a per-student basis.

Thus, the Greater Winnipeg education levy would operate within the metropolitan area in much the same manner as the provincial foundation plan does in the province as a whole.

The cost of education would thus be spread more fairly across the entire urban area.

The new, combined municipal and education mill rate could then be described as follows:

Present	Proposed	
Variable Municipal Mill Rate	Equalized Municipal Mill Rate	Total equalization of municipal portion across urban area
+	+	
Provincial Foundation Plan Levy	Provincial Foundation Plan Levy	
+	+	
Variable Division Special Levy	New Greater Winnipeg Education Levy + Residual Variable Division Levy	Partial equalization of education mill rate; present variable special levy divided into two portions
Present Total Mill Rate	Proposed Total Mill Rate	

Equalization of the municipal mill rate will cause mill rates to rise in some areas, and fall in other areas. Partial equalization of the education mill rate will also cause increases in some areas and decreases in others. But it is vital to note that those areas which would experience increases in one component would not necessarily experience increases in the other; the same holds true for those areas that would show decreases.

In many areas, therefore, the effects of equalization of the municipal component, and the partial equalization of the education component, *cancel each other out*, resulting in little or no change in the final, total mill rate.

It is possible to determine the effect of equalizing the general municipal mill rate, and partially equalizing the education mill rate, *had such equalizations been in effect in 1970*.

It is important to note again that the effects of Alternative II indicated here are "raw" - in the sense that they illustrate the effect equalizations might have had *prior to the input of special provincial assistance to ease the transitional burden on residential ratepayers*.

Therefore, using these assumptions, we find that the proposed mill rate equalizations in this alternative would have resulted in the following "raw" changes:

- (1) For eight municipalities, a *net decrease in mill rate*:

East Kildonan  
Fort Garry  
Old Kildonan  
St. Boniface  
St. Vital  
Transcona  
West Kildonan  
City of Winnipeg

- (2) For four municipalities, a *net increase in mill rate*:

Charleswood  
North Kildonan  
St. James-Assiniboia  
Tuxedo

Of these four municipalities, only one - Tuxedo -- would have shown a net "raw" increase of more than approximately six mills.

---

Under either alternative, it is clear that mill rate equalization, *had it occurred in 1970*, would have resulted in a decrease or no change for 80 per cent of the population in the Greater Winnipeg area. And the provincial government is fully committed to providing special assistance to reduce and cushion the transitional burden where required.

Of the two alternatives presented here, Alternative II presents certain advantages, in terms of its effect on the ratepayer:

- (1) Fewer areas show increases in mill rates;
- (2) It has the effect of further modifying the changes that will occur. Thus, under this alternative, those areas which show net decreases, would show smaller decreases, and those which show increases would tend to show smaller increases;
- (3) The proposal comes closer to the goal of equity across the entire urban area.

For these reasons, the provincial government tends to look favorably on Alternative II as a method for achieving the greatest degree of mill rate equalization that is feasible.

## TRANSITIONAL ASSISTANCE FOR EQUALIZATION

The Government fully recognizes that ratepayers cannot reasonably be expected to absorb immediately the full impact of increases due to rate equalization. It is therefore prepared to take the following measures to ensure that no undue hardship is experienced by ratepayers in any area as a result of such equalization:

- (1) Confer authority immediately on the Minister responsible for urban affairs to review all local budgets for 1971 with the object of ensuring that no major new projects or programs or extraordinary costs are undertaken by individual municipalities and school divisions prior to unification, with resulting sudden increases in local levies, and that existing resources and reserves are not eroded or dissipated prior to unification -- in short, to bend every effort toward maintaining a financially stable situation.

The 1972 budget will be of critical importance. We suggest that it be based largely on the assumption that the existing municipal and Metro administrative structure remain substantially in place at least for the initial year of the new government and that the overall budget basically consist of an aggregation of existing local government budgets in the region. Clearly there will be differences but the bulk of the budget would be developed with a minimum of difficulty under these proposed circumstances. Because of the newness of the situation it may be advisable to undertake budget reviews by the province for the first year.

- (2) *In order to assist the individual taxpayer in areas where local tax rates will be subject to increase due to equalization, the provincial government will undertake to absorb a portion of the increase during the first two years of the transition phase -- to the extent of two-thirds of the increased amount in the first year, and one-half of the balance of the increase in the second year.*

## THE IMPLEMENTATION STEPS

1. Public meetings throughout the Greater Winnipeg area.
2. Presentation of legislation at the next session of the Legislature.
3. Establishment of ward boundaries and names.
4. Enumeration.
5. Nominations and elections, fall 1971.
6. The Council elected proceeds to structure itself with respect to the Mayor's Office, the Executive Policy Committee, the three Administrative Committees, such sub-committees as the Council may deem essential, and the various Community Committees. Council will also begin the work of staffing the central administrative structure.
7. Council begins an intensive planning process in conjunction with the Province prior to its assumption of office.
8. Council assumes office, January 1, 1972.

