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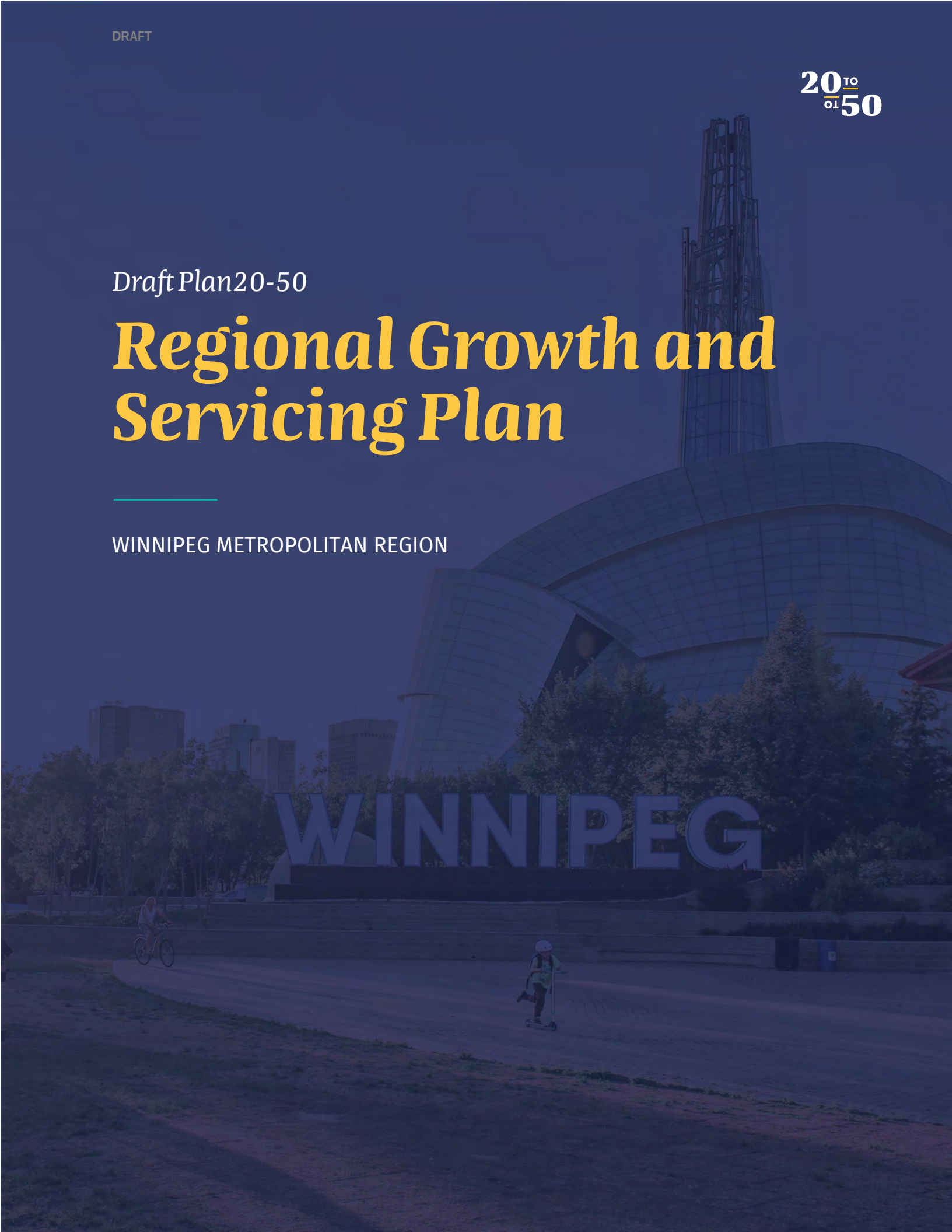
20 TO 50

Draft Plan20-50

Regional Growth and Servicing Plan

WINNIPEG METROPOLITAN REGION



Our Vision

IN 2050, THE QUALITY OF LIFE HERE IS SECOND TO NONE IN THE WORLD

Our communities will thrive because of the environment of trust, coordination, and collaboration that guides good decision-making, transforming all 18 member municipalities into a globally attractive and resilient region.

Through collaboration, innovation, and a focus on best practice, we can facilitate strategic infrastructure investment and coordinate land use planning and services while protecting our land and water.

Plan20-50 will ignite the Manitoba economy and create a high quality of life in a way that cultivates resilience to secure our future for generations to come.

In this future, we see…

A broad and diversified economy that provides good jobs to support our growing region, leveraging our competitive advantage with an eye toward a circular economy.

A vibrant collection of unique and thriving complete communities that provide a range of housing choices, amenities, and recreation to support a high quality of life for all.

Long term, strategic, and planned infrastructure and services that support our growing communities, business, and industry, and protect our environment.

Future ready and coordinated transportation routes that safely connect our communities to, from, and within the region, moving people to jobs and goods to market.

Strong collaborative relationships between all levels of government, business, and industry, Indigenous communities, NGOs, and the public.

Robust, healthy ecosystems supported by a network of natural assets, protecting our communities and enhancing resilience to the impacts of a changing climate.

Innovative, high performing waste water treatment, and high-quality, abundant water for communities, the economy, and ecosystem health.

Protection of agricultural lands to support the economy and food security.

The Honourable Derek Johnson
Minister of Municipal Relations
Room 317 - 450 Broadway Avenue
Winnipeg, Manitoba
R3C 0V8

Dear Minister Johnson,

In our official duties as Co-Chairs of the Winnipeg Metropolitan Region (WMR) Board, it has been an honour to be entrusted by the Province of Manitoba to lead the coordination and development of draft Plan20-50—the first long-term land use and servicing plan for the Winnipeg Metropolitan Region.

We know that moving to a coordinated collaborative approach is not easy, but we believe it is achievable and that Plan20-50 will change the trajectory for our great province by harnessing the strengths of our communities toward shared opportunities.

The WMR Board and the executive members have been disciplined in their work, resolute in their spirit, and confident that we were doing something that was in the best interest of us all—for the people, businesses, and government of our province.

The development of Plan20-50 called us to think and act differently. It was not about out-maneuvering others to get more for our individual municipality. Rather, it was bound together by a sense of loyalty and fairness. These two principles provided us with the confidence to ultimately develop a plan that would not only benefit the Metro Region municipalities, but all Manitobans.

We believe that Plan20-50 is rigorous, best in class, and can offer a strategic approach to realizing the full potential of our region. To deliver on our mandate to coordinate and develop the first draft of Plan20-50 and submit it to the Minister for forward to the newly established Capital Planning Region, we have consulted with many municipal officials but have asked no council or our board to formally endorse this plan. We look forward to following the progress of the plan and being part of the process going forward.

We are very proud to have had a leadership role in creating Plan20-50. We have learned through this process that we are capable of great things when we answer the call to leadership. We are proud and humbled to know that our children and their children will reap the rewards of our legacy.

On behalf of the Winnipeg Metropolitan Region Board, we are pleased to provide the Province of Manitoba with Draft Plan20-50.

Sincerely,



Scott Gillingham (Co-chair)
City of Winnipeg – Councillor



Shelley Hart (Co-chair)
RM of East St. Paul – Mayor

Message from the Executive Director

It has been an honour and a large part of my personal legacy to work with this team of leaders and experts to develop Plan20-50, a 30-year regional growth and servicing plan for the Winnipeg Metropolitan Region.

The pathway to the submission of Plan20-50 stretches back long before our official kick off in 2019, going back generations to leaders who shared and championed a vision of a strong and prosperous region for all. Today the municipal leaders have put pen to paper and formalized a path to move our region from the status quo.

One of the first leaders to challenge the status quo was former Mayor Susan Thompson. She knew that the plans that she inherited for governing and growing Winnipeg were constructed by leaders at least a decade before she came into office. As a result, she planted the seed for a 25-year plan and began gathering like-minded leaders from neighbouring communities to join her. They formalized a commitment to work together through the Mayors and Reeves of the Capital Region, a precursor to today's Winnipeg Metropolitan Region.

Plan20-50 also stretches forward, based on the vision of insightful leaders, to deliver an economy that will attract the population we need, along with the opportunities to support a strong quality of life in Manitoba for generations to come.

Plan20-50 set new benchmarks for transparency and engagement. Our expert team has consistently shared the evolution of the plan from the onset and has engaged with over 500 experts, agencies, governments, business and industry, stakeholders, and the public who offered their perspective, opinions and informed the process and the plan.

The leaders from the 18 municipalities and the Province of Manitoba trusted in the virtue of collaboration and shared vison. It is through their earnest, respectful, and honest approach to undertaking the task at hand that we now have the first regional plan in Manitoba's history. We owe a debt of gratitude to all leaders in municipal, provincial, federal, and Indigenous governments, and leaders from business, industry, NGOs, and the public who have had a hand in bringing this plan to life.

It is this group who have defied the pull of status quo and will pass the baton to future generations, as all leaders do. Plan20-50 is the road map to the opportunities for a successful future that we owe to our children and grandchildren.

Thank you letting me be a part of this historic journey.

Sincerely,



Colleen Sklar
Executive Director

Message from Jim Bear

I would like to take this opportunity to acknowledge the important work that the Winnipeg Metropolitan Region (WMR) has undertaken to work collaboratively with all of the communities and interest holders within the 18 municipalities that include and surround the city of Winnipeg. This planning work is very important, especially now as we plan together and rely on each other to build a stronger more vibrant community for all who reside in the region.

Planning is very important in Indigenous communities. Our ancestors understood the importance of planning and looking ahead to ensure that there was enough food, clothing, medicines, and lodgings for community members so that they may not only survive, but also thrive throughout the changing seasons.

The signing of the Treaties is another example where our ancestors planned for our future generations - they wanted to ensure that our peoples' future remained connected to what matters to our nations, the land, our cultures, and languages. Since their signing, numerous studies have been conducted and reports written providing a clear path forward that honours the original spirit and intent of the Treaties.

One of the first in-depth reports that highlighted a number of recommendations was the Royal Commission on Aboriginal Peoples. Recommendations within this report were based on the principles of recognition, respect, sharing and responsibility. Many important recommendations are also noted in the Truth and Reconciliation Calls to Action, including recommendations 42, 75, and 92 that the WMR Planning Process, Plan 20-50 would assist with addressing.

I commend the WMR for taking steps to be inclusive of Indigenous perspectives in this process as the United Nations Declaration on the Rights of Indigenous Peoples has recommended, by building a commitment to respectful relationships with Indigenous peoples. The ultimate goal of this regional plan with Indigenous communities is that it will assist in ensuring that we have equitable access to opportunities in all sectors within the Winnipeg Metropolitan Region, and that Indigenous communities gain long-term sustainable benefits from economic development projects.

Throughout my 3-year involvement as a member of the Collaborative Leadership Initiative, I witnessed the beneficial results of bringing leaders together to learn from each other, find common ground, and explore solutions to ongoing challenges. It gave me hope that future generations will benefit from what has been started.

Sincerely,



Jim Bear, Project Advisor Collaborative Leadership Initiative



"I witnessed the beneficial results of bringing together leaders to learn from each other, find common ground, and explore solutions to ongoing challenges.

It gave me hope that future generations will benefit from what we started."

Jim Bear, Brokenhead Ojibway Nation
Project Advisor, Collaborative Leadership Initiative

This first draft of Plan20-50 is the result of the vision and diligence of this group of committed leaders…

The Winnipeg Metropolitan Region Board, 2021



City of Winnipeg - Councillor Scott Gillingham (Co-chair)



RM of East St. Paul - Mayor Shelley Hart (Co-chair)



City of Winnipeg - Councillor John Orlikow



RM of Rosser - Reeve Frances Smee



City of Selkirk - Mayor Larry Johannson



RM of Cartier - Reeve Christa Vann Mitchell



RM of Headingley – Councillor Jim Robson



RM of Macdonald - Reeve Brad Erb



RM of Ritchot - Mayor Chris Ewen



RM of Rockwood - Reeve J. Wesley Taplin



RM of Springfield - Reeve Tiffany Fell



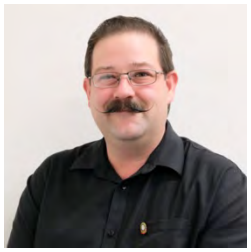
RM of St. Andrews - Mayor Joy Sul



RM of St. Clements - Mayor Debbie Fiebelkorn



RM of St. François Xavier - Reeve Rick Van Wyk



RM of Taché - Mayor Justin Denis Bohemier



RM of West St. Paul - Mayor Cheryl Christian



Town of Stonewall - Mayor Clive Hinds



Village of Dunnottar - Mayor Rick Gamble

…and the expertise of this world-class team.

Plan20-50 has been delivered through an integrated team of experts, bringing global best practice and leading market intelligence to local expertise and understanding. The Core Project Team is comprised of:

Lisa A. Prime, MES, MCIP, RPP, LEED AP, Principal at PRIME Strategy & Planning Inc., is Lead (Chief) Planner for Plan20-50. Lisa's wealth of experience in sustainable community planning policy and implementation brings 25 years' experience on projects at all scales, including regional initiatives in Canada and internationally. Lisa's understanding of governance, infrastructure planning investment and policy have guided the approach to this plan with a goal of economic success of the region and the Province of Manitoba.

Peter Thoma, MCIP, RPP, PLE, Partner at urbanMetrics Inc., is the Land Economics Expert for Plan20-50. Peter is a nationally recognized expert in planning and market analysis with 25 years of experience. Peter's work includes a broad range of clients focused on commercial, residential, industrial, institutional, and recreation assets. Metro Economics and urbanMetrics have provided the population and employment forecasting and land supply analysis for the region, a foundation for Plan20-50.

Meagan Boles, MCIP, RPP, LEED AP, Manager Planning, Landscape Architecture and Urban Design, WSP Canada Inc., is a local policy expert for Plan20-50. Meagan has over 15 years' experience in land use planning in Manitoba. She has provided vast knowledge and interpretation of local and provincial policy to support development of regional policy for this plan. Ensuring a local lens and practical application is embedded in the plan was a priority.

Natalie Lagassé, MCP, Regional Planner, Winnipeg Metropolitan Region, is a local regional planner for Plan20-50. Natalie has thorough understanding of the region's policy and best practice. Her knowledge of the region was foundational to the development of the plan.

Ryan Litovitch, MCP, Regional Planner, Winnipeg Metropolitan Region, is a local regional planner for Plan20-50. Ryan provided in-depth data, mapping, and policy support, critical components to developing the plan.

Colleen Sklar, Executive Director, Winnipeg Metropolitan Region, is strategic lead for the plan. Colleen has many years of experience working with government, business, and NGOs to help make sense of complex issues and find tangible paths forward in an increasingly globalized world. She has ensured the vision and commitments of Plan20-50 meet the expectation for a regional plan and provide benefits for all.

With support from:

Tom McCormack, MA Econ., Metro Economics
Prepared regional population and employment projections to 2050.

Cameron Dyck, P. Eng., Stantec
Nick Szoke, P. Eng., Stantec
Prepared a regional water and wastewater infrastructure capacity assessment.

Laren Bill, MNRM, Chair Person of the Implementation Monitoring Committee of Treaty Land Entitlement
Assisted with First Nation engagement and peer-reviewing regional policies to support collaborative governance and reconciliation.

Gerard Roemers, MSc., Metabolic
Chandar van des Zande, MSc., Metabolic
Andrew McCue, BA., Metabolic
Merlijn Blok, BSc., Metabolic
Peer reviewed regional policies to ensure the concept of circular communities and a circular economy are embedded.

Henry David (Hank) Venama, Ph.D, P. Eng., Strategic Community Consulting
Peer reviewed regional policies to ensure considerations for climate change risk and resilience.

Jeannette Montafur, Ph. D, P. Eng., PTOE, RSP, FITE, FCAE, FEC, MORR Transportation Consulting
Peer reviewed regional policies with a lens toward transportation and goods movement.

Greg Dandewich, MCP., GDan Solutions Ltd.
Peer reviewed regional policies with a lens toward regional economic development.

Adam Kroeker, MCP, MA, BA Hons.
HTFC Planning & Design
Prepared a regional recreation asset assessment.

Michelle Kuly, Blueprint, Inc.
Etoile Stewart, Blueprint, Inc.
Assisted with transparent engagement and accessible communications to ensure all voices were heard.

Sherril Matthes, Partner, Honest Agency
Provided strategic communications, brand development, graphic design, and web design.

Robert Raleigh, **PhD.**, PathSight Predictive Science
Provided strategic survey development and communications support.

The following Winnipeg Metropolitan Region staff and interns supported the research and development of Plan20-50:

Jennifer Freeman
Jennifer David
Gisele Sarbandi, MCP (Candidate)
Anders Turim, MCP (Candidate)
Jayden Koop, MCP (Candidate)
Daniel Iskierski, MCP

We would like to acknowledge and thank all of our partners and stakeholders from the municipalities, the planning and development community, business, industry, NGOs, and the public for their expertise and input.

Thank you

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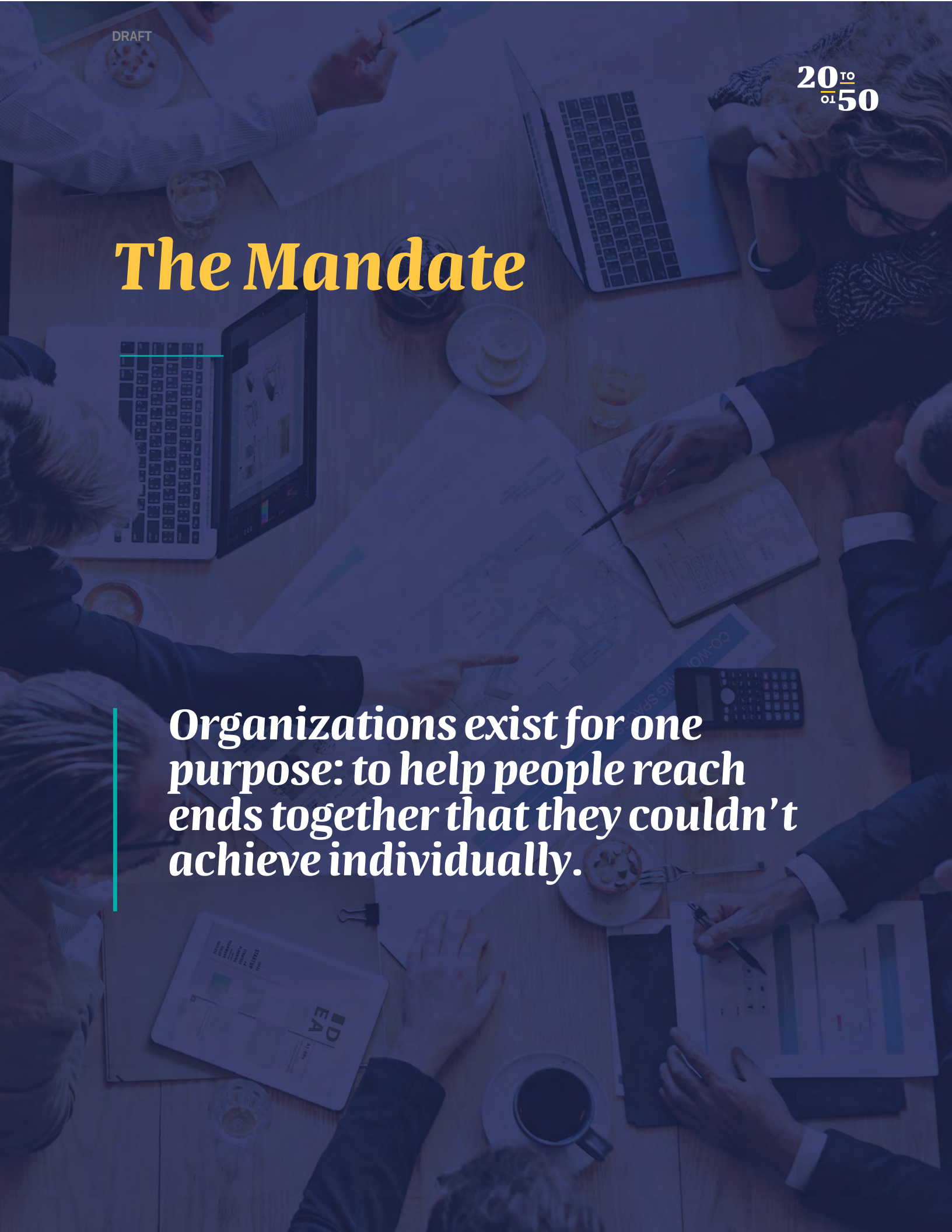
The Mandate



Organizations exist for one purpose: to help people reach ends together that they couldn't achieve individually.

Organizational Mandate

In 2019, the Province of Manitoba mandated the Winnipeg Metropolitan Region (WMR) to:

coordinate economic development, reduce red tape and duplication, and develop a strategy to co-ordinate land use and servicing in the Metro Region.

In June 2019 Dr. Robert Murray, one of North America's leading authorities on public policy with extensive experience in the Edmonton Metropolitan Region, was engaged by the WMR to develop a clear path forward to achieve the goals of a strong, prosperous, and sustainable Winnipeg Metropolitan Region for all. Economic development is supported by enhancing the region's global competitiveness, which relies on building mutually beneficial regional relationships. This is fostered by developing a collective approach to land use planning, infrastructure development, and service delivery. Regional collaboration and coordination drives innovation, capacity building, efficiencies, and allows for the leveraging of resources and economies of scale[1]. The report, *For the Benefit of All*, offered three key steps to enhance economic development and move toward regional coordination:

- Develop a culture of regional collaboration for increased competitiveness;
- Build solid foundations for ongoing economic success; and
- Develop an Investor-ready climate.

A foundational first step to achieving these goals is to develop a long-term regional growth and servicing plan.

[1] Robert W. Murray, "For the Benefit of All: Regional Competitiveness and Collaboration in the Winnipeg Metro Region" (Dentons, October 2019).

Regional Mandate

Plan20-50 has been established by legislative changes proposed under Bill 37, *The Planning Amendment and The city of Winnipeg Charter Amendment Act* (the Bill). Section 9(1) of the Bill allows the Minister, by regulation, to establish a planning region for any region of the province. In accordance with Section 9(2) of the Bill, when establishing a planning region, the Minister must have regard for the economic and social integration of the region and the need to include at least one area that has sufficient population density, infrastructure and services to serve as the centre of the region, with contiguous municipalities forming the region as per Section 9(3).

Through adoption of this plan, the mandate of a planning region, according to Section 10.1(1), is to enhance economic and social development by improving and coordinating sustainable land use and development.

The Bill provides the Winnipeg Metropolitan Region with the ability to create a plan that facilitates and promotes regional considerations in providing infrastructure and services and leading development responses to local planning issues. It identifies and promotes opportunities for cooperation between municipalities for cost-effective development of regional infrastructure and services. This will strengthen the ability of municipalities to act regionally, supporting the emergence of a strong regional economy that benefits all.

Regional Planning

A regional plan is a framework which aligns growth, servicing, and infrastructure investment to support a growing region and economic development. Plan20-50 is a 30-year regional plan that is the blueprint for a resilient, sustainable, and globally competitive Winnipeg Metropolitan Region. This plan provides the consistency and predictability required for investors to grow the economy and population of our region in a sustainable manner, supporting a high quality of life for all residents. Regional planning provides a critical lens for the decision-making and investment necessary to achieve sustainability. Regional planning ensures the infrastructure and service needs are available to attract global investment and economic competitiveness.

Plan20-50 provides the pathway for our region to grow and prosper while maintaining the autonomy and local character that makes each of the 18 municipalities of the Winnipeg Metropolitan Region distinct.



Section 1

Introduction

Our history of leadership is our future.

In Manitoba, how do we do really big things?

The task we were asked to do two years ago is a really big thing. We have been charged with developing the first long-term regional growth and servicing plan that would break with the 100-year status-quo, to grow stronger communities by spurring Manitoba's economy to attract the population we need to grow and prosper. That, by anyone's definition, is something really big.

Inspired Leadership

To take on this task, we felt it was worthwhile to look for a historical reference point to understand how we do big things in Manitoba. In the past, we have gone about the business of doing big things in the 'Inspired Leadership' model. This is when a single leader seizes the mantel of leadership, and by virtue of personality, negotiation, deal making or treading on the self-interests at hand, moves forth with a project so large it inspires resistance from across the political spectrum. It is not hard to recognize this type of project and the leader who inspired it. Manitoba's iconic example is the Red River Floodway project with Dufferin (Duff) Roblin at the lead, the Premier of Manitoba from 1958 to 1967.



Junction of St. Anne's and St. Mary's Roads, Winnipeg, Spring 1950.

The Floodway required the audacious tenacity of one person willing to put it all on the line.

The complexity of today's challenges requires more than any single leader can reasonably manage.

Today's Leadership

Sitting as a counter to the lone wolf leader, is today's leadership coalition.

The leaders who are emerging successfully today are not the individuals who advance their vision on the strength of their personality and popularity.

Leaders now recognize that the world is moving too fast and is too complex to have the answers to all the challenges we face.

The leaders of today have to find common ground and manage their priorities together to be successful.

Best practice across Canada and the globe has proven that there is strength in numbers as we search for the right answers and pathway toward building strong communities that will serve our children in 2050 and beyond.

Our leaders today in government, community, business, industry, and academia are being called to lead with purpose, to be both visionary and practical; hard-nosed and empathetic; values-based and open-minded.

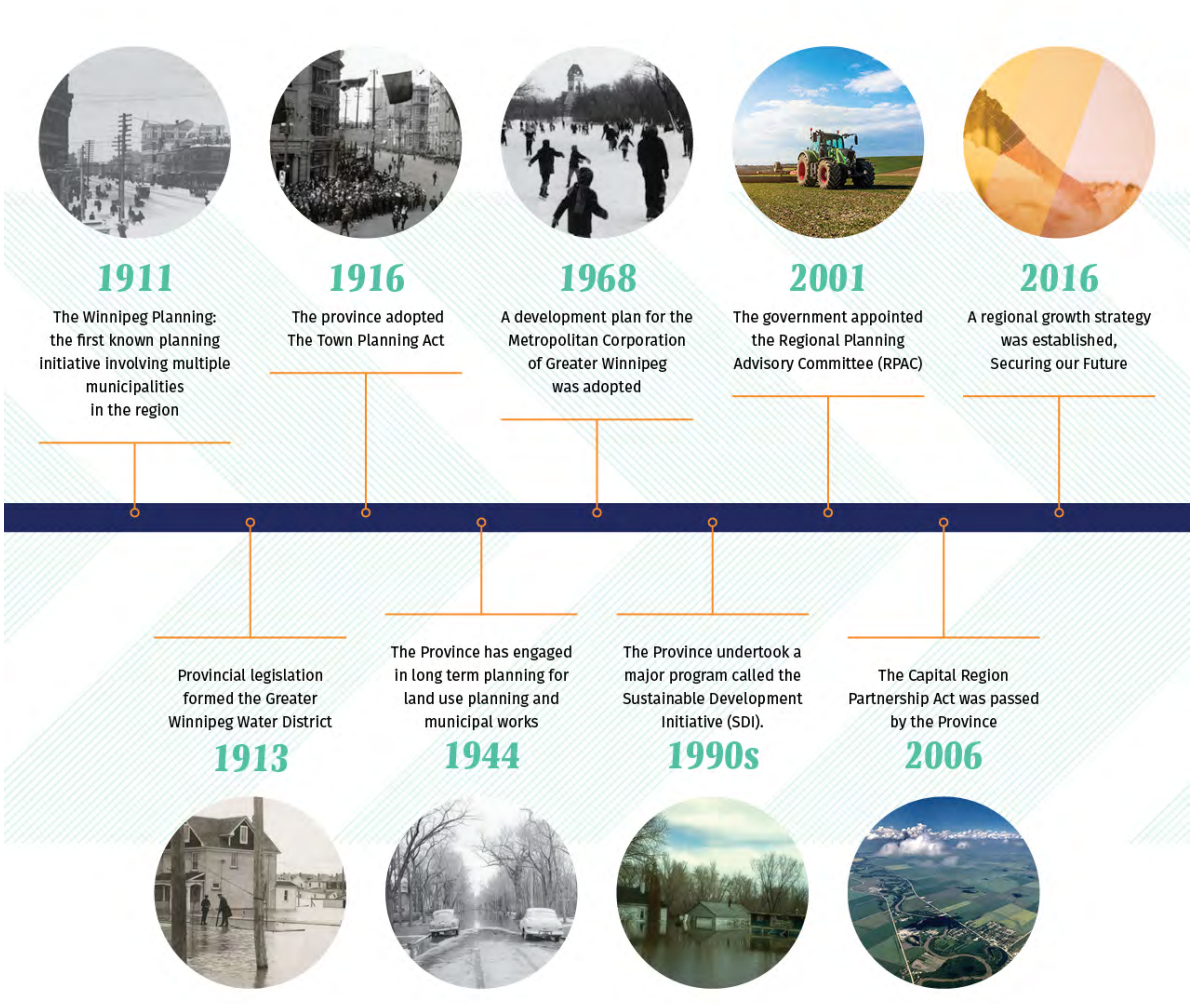
Today, we are called to do as other successful regions have done, create the foundation for economic success by developing the Winnipeg Metropolitan Region's first 30-year regional growth and servicing plan–Plan20-50.

> *These times require us to believe in a shared future that will be better and not burrow into the comfort of the status quo.*
>
> *If we don't take up this challenge, that comfort will be short-lived.*

A Rich History of Planning in the Winnipeg Metropolitan Region

The Winnipeg Metropolitan Region and the Province of Manitoba have a long rich history of planning with the establishment of the Winnipeg Planning Commission in 1911 and in 1916 with the Province of Manitoba adopting the first Planning Act in Canada.

Over the last century, there have been many great examples of multi-municipal planning to deliver services and support shared infrastructure investments for the benefit of all Manitobans.



Timeline of multi-municipal planning in the Winnipeg Metropolitan Region.

Fast forward to 1998, when then Mayor Susan Thompson ushered leaders from neighbouring communities to a collaborative table–the Mayors and Reeves of the Capital Region– formalizing the leaders' commitment to work across jurisdictions for the betterment of the region.

In 2006, taking its cues from the 1999 Capital Region Review, the *Capital Region Partnership Act* was passed by the Province of Manitoba, which established the Partnership of the Manitoba Capital Region, a precursor to the Winnipeg Metropolitan Region.

The Winnipeg Metropolitan Region continued the rich history of hard work and collaboration over the years and built a foundation of regional data, best practice, and planning, by completing a variety of reports, reviews, and studies. In 2019 Metro Region leaders, recognized for their expertise and wisdom on the intricacies of land use and municipal governance, were tasked with the unique and important responsibility of coordinating the first draft of a regional growth and servicing plan, Plan20-50.

To deliver on this mandate, the WMR engaged a team of independent experts to lead the draft plan development process with the continuous engagement of the WMR Board to ensure transparency and gain local insight.

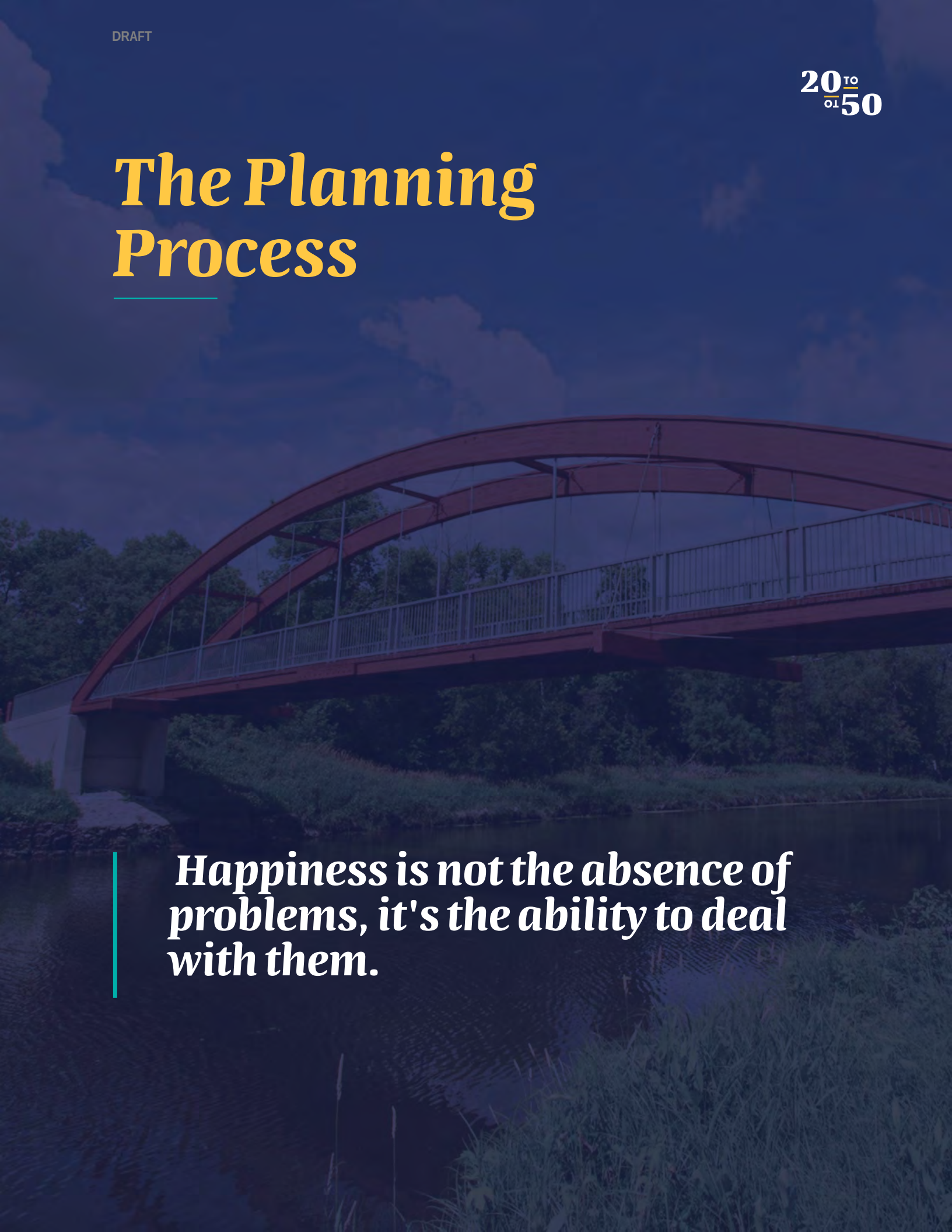
A Strong Foundation

- 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); and
- Fibre Optics: Connecting to Opportunity (2019).

> *Rather than starting from scratch, we have used this extensive body of existing work and in-depth studies as our starting point.*

20 TO 50

The Planning Process



> ***Happiness is not the absence of problems, it's the ability to deal with them.***

Plan 20-50 Guiding Principles

- 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.



To lead the development of Plan20-50, on December 6, 2019, the WMR Board re-affirmed its commitment to the guiding principles established in 2016 for Securing our Future, the regional growth strategy for the Winnipeg Metropolitan Region.

A three phased approach toward 2050

In 2019, tasked with coordinating the first draft of Plan20-50, a long term regional growth and servicing plan for the Winnipeg Metropolitan Region, the planning team undertook a three phased approach:

Phase 1 – information gathering

Phase 2 – policy development

Phase 3 – draft plan development

The three phased approach included:

- gathering current relevant data to understand our regional context;
- identifying shared goals and objectives of the regional municipalities;
- identifying issues and opportunities for our region through engagement of governments, business, industry and other stakeholders;
- commissioning studies to inform data gaps;
- developing policy direction;
- developing draft policy and;
- independent expert peer reviewing to ground truth draft Plan20-50.

Ground-truthing our Future

Strategic Community Consulting: Reviewed draft Plan20-50 policies through the lens of climate risk and resiliency and provided recommendations on how to elevate the climate story.

Metabolic: Reviewed draft Plan20-50 policies through the lens of circular economy and provided recommendations on how to embed principles of circularity and support a future focus on circular communities, economy, and environmental sustainability.

MORR Transportation Consulting: Reviewed draft Plan20-50 policies through a lens of transportation and goods movement and provided recommendations to strengthen policies to support mobility and connectivity to, from, and within the region, while protecting our regional roads and trade routes.

GDAN Solutions: Reviewed draft Plan20-50 policies through a lens of regional economic development best practice and provided recommendations to strengthen policies to support enhanced regional strategies to increase competitiveness and investment attraction.

Laren Bill: Reviewed draft Plan20-50 policies thorough a lens of reconciliation and collaboration with First Nations to strengthen opportunities.

Transparent, Broad, and Detailed Engagement

Plan20-50 included professional facilitated in-person and online engagement. Engagement began with the Winnipeg Metropolitan Region Board in 2019 and has continued through to March 2021. During this time, the WMR engaged:

- Winnipeg Metropolitan Region Board
- Municipal Councils
- CAOs and Administrations
- Governments
- First Nations
- Business and Industry
- Environmental Interests
- Economic Development Agencies and Organizations
- Community Advocates
- Social Service Agencies
- Non-Government Organizations
- Provincial Departments

To gather data and perspectives to consider in the development of Plan20-50, more than 500 participants attended workshops and webinars with exercises designed to solicit maximum input on the current and future state of the region.

They reviewed the policy areas proposed for the regional plan via facilitated roundtable sessions, large group debriefs, written comments and public online surveys.

Round table discussion with various provincial departments occurred including: Agriculture and Resource Development, Municipal Relations, Conservation and Climate, Families, and Infrastructure. Roundtable discussions were also held with various experts including local planning authorities; First Nation communities; community planning; land, water, and climate; development community, Canadian Standards Association; and transportation including transit and active transportation.

This engagement has informed of the vision, priorities, and policies of Plan20-50, and provided a forum for discussion and feedback.



Plan20-50 is the culmination of this extensive research and consultation.

The details of the engagement undertaken as part of developing Plan20-50 are available as part of two engagement reports available on the plan20-50 website. The Plan20-50 website was launched to ensure access to information and webinars and to capture feedback through surveys and comments.



Plan20-50 February 2020 in-person engagement.







Two complete engagement summary reports are available on the Plan20-50 website.

WHAT WE'VE HEARD ABOUT

Communities

People move to communities with good jobs.

People want neighbourhoods, not subdivisions.

Increasing density can help provide more service options that communities can afford.

The unique identities of our communities need to be protected.

WHAT WE'VE HEARD ABOUT

Economic Growth



WHAT WE'VE HEARD ABOUT

The Environment

Addressing climate change and building climate resiliency requires a regional approach.

Investment in water protection must be made at a regional level.

Preserve farm land.

We need to protect our natural lands and resources.

WHAT WE'VE HEARD ABOUT

Working Together



We are working on 75 little projects instead of working on 5 important well thought-out projects.

Municipal and Indigenous governments collaborating is key to building strong communities for all.





We need to find a way to share benefits, risks and rewards across the region.

The regional planning process must be de-politicized.



Climate change, resilience and the sustainability of our region

The climate in Manitoba is changing and presents a challenge for communities moving toward 2050. In the Winnipeg Metropolitan Region, projections have shown there will be changes to our temperature and precipitation. We will experience more very hot days, tropical nights, and a shorter frost-free season with more freeze-thaw cycles, and heavier precipitation with increased intensity.

Extreme weather events brought on by the changes in our climate will create hazards and pose significant risk to our economy, our environment, and our way of life. To mitigate risk and keep our communities safe, we must be able to provide services and invest in strategic infrastructure that will build a strong, resilient region and Province of Manitoba.

> *We can withstand, respond, and recover from the impacts of a changing climate, but it requires systems thinking that acknowledges that social, cultural, environmental, and economic systems are fundamentally interconnected.*

Climate resiliency is a fundamental lens for Plan20-50 policy development to ensure the Winnipeg Metropolitan Region, as part of an integrated system, builds resiliency and collective capacity to absorb shocks, adapt to long-term pressures, evolve away from unsustainable practices, and embrace innovation and diversity. Addressing climate change resiliency is essential to sustainable development.

To benchmark policy toward sustainable development, plan20-50 aligns with the objectives of the United Nations 2030 Sustainable Development Goals (SDG). SDG have been set to establish a shared blueprint for a sustainable and prosperous future for people and the planet. Included are 17 goals that urge bold and transformative actions to shift the world onto a sustainable path. They are designed to address global challenges including poverty, inequality, peace, justice, environmental degradation, and climate change.



United Nations Sustainable Development Goals. Source: https://www.un.org/sustainabledevelopment/news/communications-material

Collaborative Partnerships

Regions that thrive support strong collaborative partnerships to advance their collective capacity. Collaborative partnerships enhance our economic competitiveness by allowing us to draw from our diversity, share our knowledge, ideas, experience, and pool our resources.

> *The more we share information, the more informed our decision making can become, helping us create regional consistency around best practice.*

As we align our objectives, partnerships between municipalities, the Province of Manitoba, other levels of government, Indigenous communities, business, industry, NGOs, and civil society provide opportunities for collaboration in planning, infrastructure development, and service delivery.

Collaborative partnerships collectively share risk and create new pathways to address complex issues that will challenge us all as we move toward 2050.

> *We can find or create efficiencies and potential cost savings that maximize the value of each resident's tax dollars if we work together.*

Collaboration with Indigenous Nations of the Winnipeg Metropolitan Region

Winnipeg Metropolitan Region leaders recognize that regional progress is not only supported by inter-municipal working relationships but also by relationships with Indigenous Nations. The Winnipeg Metropolitan Region is located on Treaty No. 1 Territory and traditional territories of the Cree, Dakota, Dene, Ojibway, Oji-Cree First Nations, and is the homeland of the Métis Nation. Enacted in August 1871, seven First Nations (FN) were signatory to Treaty No. 1:

- Brokenhead Ojibway FN
- Long Plain FN
- Peguis FN
- Roseau River Anishinabe FN
- Sagkeeng FN
- Sandy Bay FN
- Swan Lake FN

There are various First Nations' land holdings across the region. Brokenhead Ojibway First Nation has reserve lands within the Winnipeg Metropolitan Region boundary. Many of the other First Nations have land holdings acquired either through Treaty Land Entitlement (TLE) or private ownership.

Since 2017, Mayors and Reeves of the Winnipeg Metropolitan Region and Chiefs of the Southern Chiefs' Organization have been gathering to establish new, mutually respectful, and cooperative working relationships through the Collaborative Leadership Initiate (CLI).

The CLI is an ongoing process and strategic approach that will allow the leadership to continue to move from talk to action on shared social issues, the creation of good jobs and a strong economy and the protection our land, water and air.



Collaborative Leadership Initiative: Forging the Partnership

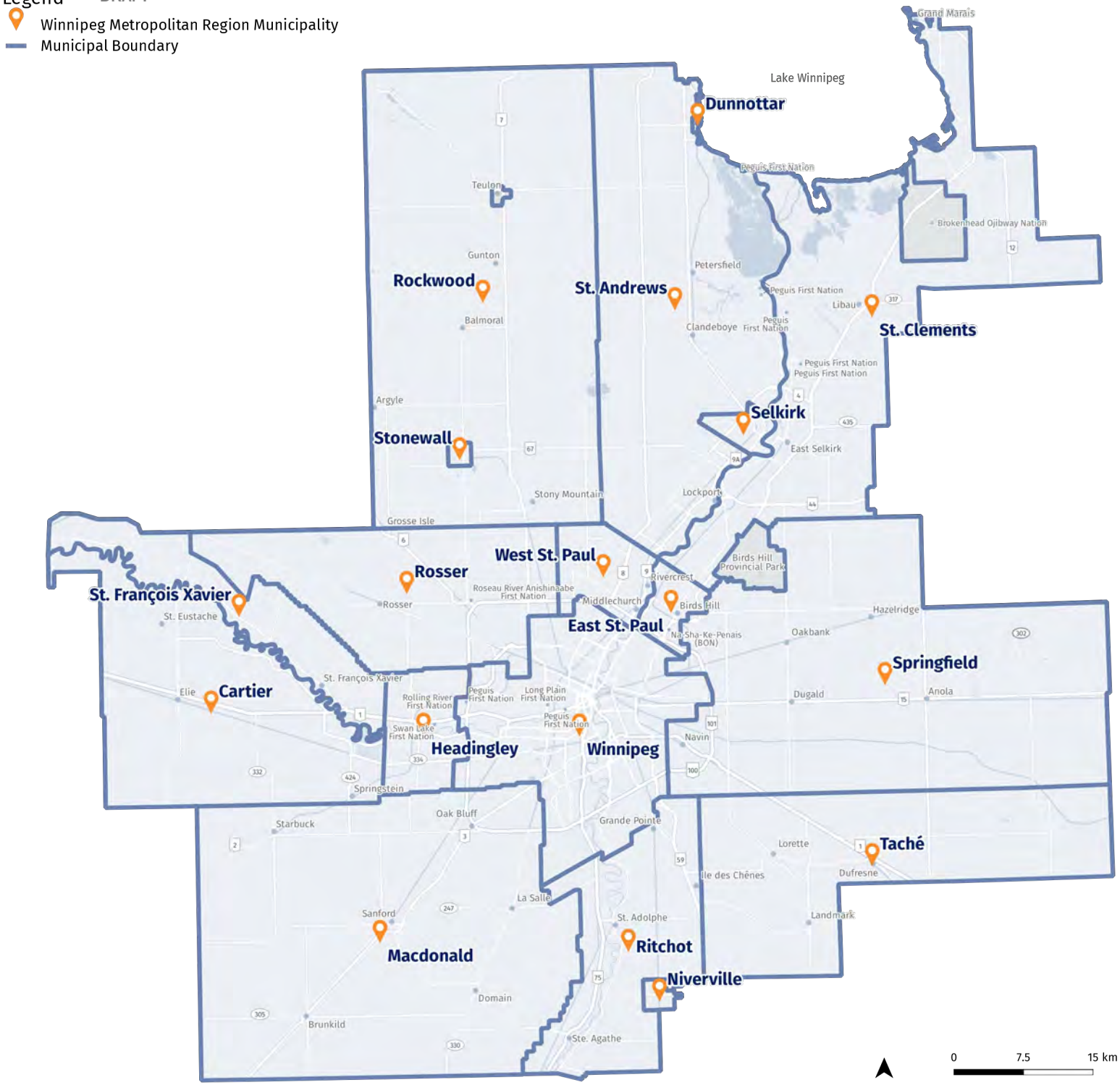
Lower Fort Garry National Historic Site

March 1, 2019



Our Growing Region

> *Leadership is less about what we know and more about what we're willing to discover.*



WINNIPEG METROPOLITAN REGION

Winnipeg Metropolitan Region municipal members.

Notes

Identified lands are located on Treaty 1 Territory.

Map Projection

NAD83 / UTM zone 14N (EPSG:26914)

Feature Layer Sources

Metro Core: City of Winnipeg, Complete Communities, 2011; Winnipeg Transit, Winnipeg Transit System Map, 2020; Winnipeg Transit, Winnipeg Transit Long Term Network Plan, 2020

Inner Metropolitan Area: Province of Manitoba, 2020, Manitoba Land Use and Development; Province of Manitoba, 2020, Manitoba Municipal Boundaries

Outer Metropolitan Area: Province of Manitoba, 2020, Manitoba Municipal Boundaries

Centres, Settlements: Manitoba Geographical Names Program, Manitoba Geographical Names Toponymic Data, 2018; Natural Resources Canada, Canadian Geographical Names, 2021

Commuter Shed: MHTIS, Traffic Flow, 2018; Province of Manitoba, 2020, Manitoba Land Use and Development

Base Layer Sources

Municipal Boundaries: Province of Manitoba, 2020, Manitoba Municipal Boundaries

First Nations Territory: Government of Canada, 2020, Aboriginal Lands of Canada Legislative Boundaries

Rail Lines: Government of Canada, 2020, National Railway Network

Roads: Government of Canada, 2020, National Road Network; Province of Manitoba, 2020, Manitoba Road Network; City of Winnipeg, Road Network, 2021

Places: Manitoba Geographical Names Program, Manitoba Geographical Names Toponymic Data, 2018; Natural Resources Canada, Canadian Geographical Names, 2021

Waterways: Government of Canada, 2020, National Hydro Network

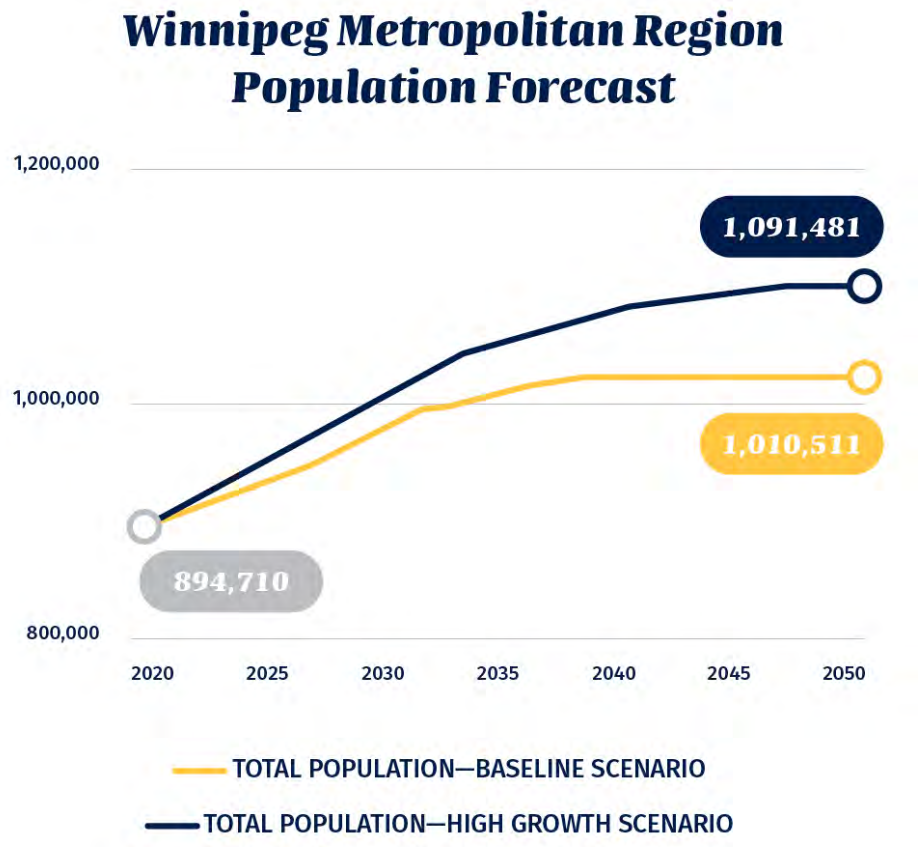
Provincial Parks: Manitoba Land Initiative, 2020, Parks and Park Reserves

20 TO 50 | Securing Our Future

Our Growing Region

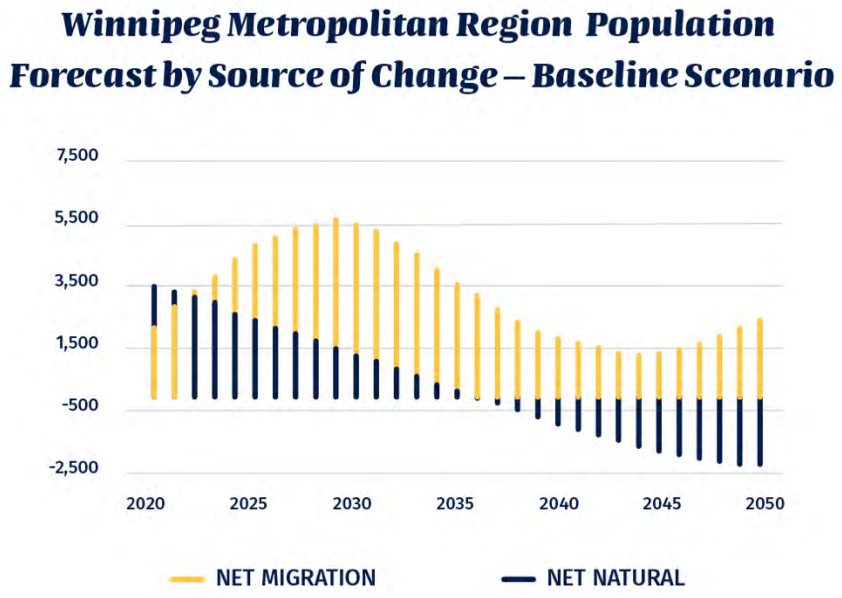
Over the past 30 years, the Winnipeg Metropolitan Region has grown from approximately 618,000 people to over 890,000 people. The city of Winnipeg forms the core of the region and is surrounded by sub-urban communities, urbanizing rural areas, and growing centres in many different forms. A significant rural landscape surrounds the region, comprised of agricultural lands, aggregate resources, natural and recreational areas, rural residential, and many smaller communities providing local amenities.

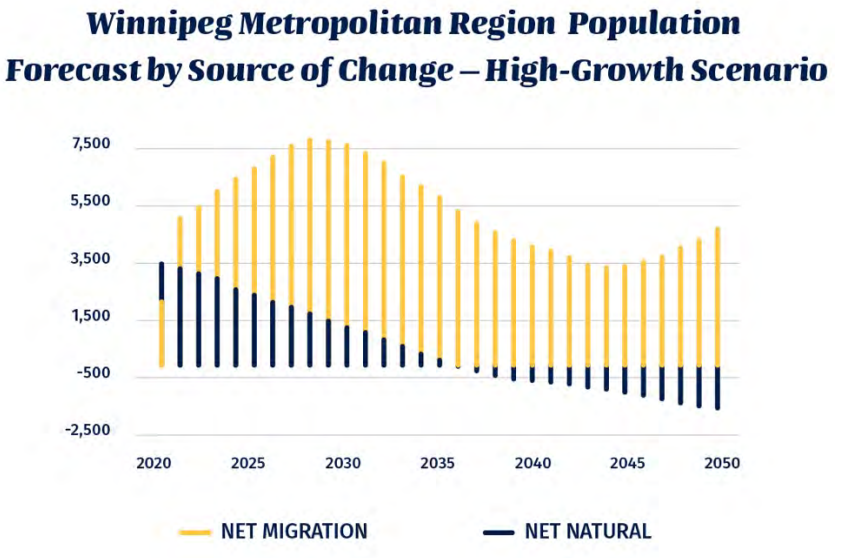
Today, the region is experiencing growth. As we move toward 2050 under a high-growth scenario, our region is expected to reach a population of approximately 1.1 million people, with the city of Winnipeg projected to have a population of between 861,000 and 930,000, representing over 80% of the region's forecasted growth. Collectively, the remaining municipalities of the region are forecast to grow to between 150,000 and 161,000 residents.



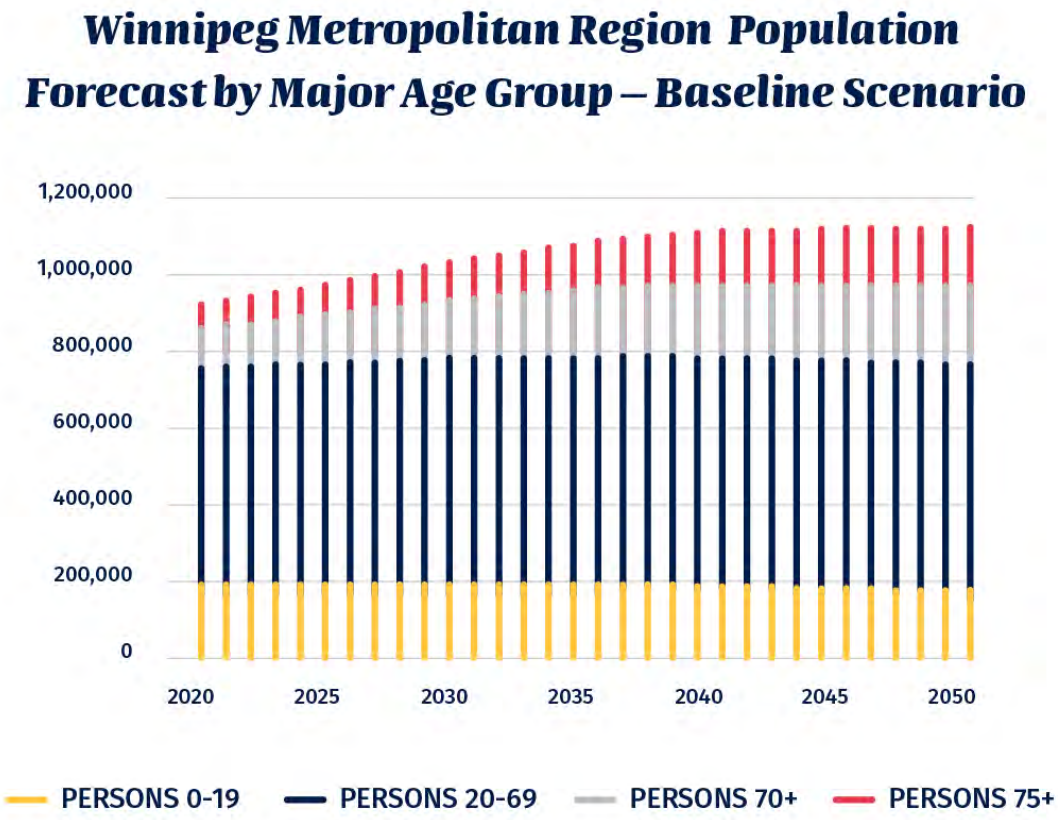
Population Forecast for the Winnipeg Metropolitan Region. Source: Metro Economics, urbanMetrics, 2020.

The region is forecasted to experience population growth that features a declining net natural growth trend (net births and deaths) where net in-migration will be the predominant factor of population growth. The forecasted growth profile also features an aging population, largely attributed to the baby boomer phenomenon being experienced across Canada. As baby boomers age and leave the labour market, local younger age cohorts and people migrating here will supplement the labour market. Our ability to attract growth in sectors where the demand for skilled individuals is high will be an important determinant of net in-migration and population growth.



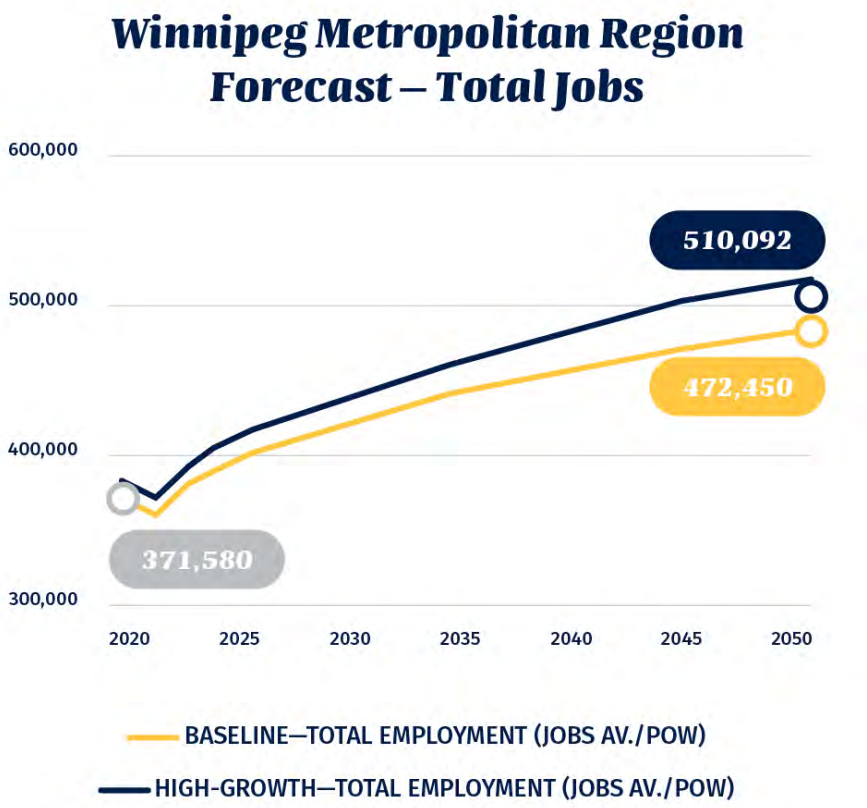


Sources of Population Change in the Winnipeg Metropolitan Region. Source: Metro Economics, urbanMetrics, 2020.



Baseline Population Forecast for the Winnipeg Metropolitan Region, by Major Age Group. Source: Metro Economics, urbanMetrics, 2020.

With two-thirds of the total population of Manitoba and approximately 70% of its Gross Domestic Product (GDP), the region represents a significant area that comprises a major economic centre linking eastern and western Canada. The region provided approximately 372,000 jobs in 2020 and is forecasted to increase to approximately 510,000 jobs, adding up to an additional 138,000 more jobs as 2050 approaches.



Total Jobs Forecast for the Winnipeg Metropolitan Region (2020-2051), Baseline and High-Growth Scenarios. Source: Metro Economics, urbanMetrics, 2020.

Creating Our Unique Competitive Advantage

The Winnipeg Metropolitan Region is growing to approximately 1.1 million people by 2050. As we accommodate this growth, we can advance complete communities, strategically plan and develop infrastructure, and capitalize on opportunities that enhance economic development. This is our opportunity to establish a new policy framework to grow a strategic, sustainable, climate-resilient region that fosters economic competitiveness and secures our future.

Supporting Global Economic Competitiveness

Regions are gaining global influence as they offer greater value propositions to potential investors. In the Winnipeg Metropolitan Region, we have a diversified economic base including agri-business, advanced manufacturing, and transportation and logistics. We are a strategic connection and strong link to various trade and transportation corridors providing access to markets across North America. Our challenge is to increase our economic competitiveness and drive economic development through competitiveness in the global marketplace.

To do this we must focus our competitive advantage, leverage our strengths, and grow our emerging economic clusters. We must capitalize and harness our unique advantage for low-carbon, circular approaches to economic development, attracting investment and jobs. A regional planning approach allows us to optimize infrastructure investment to build climate-resilient complete communities.

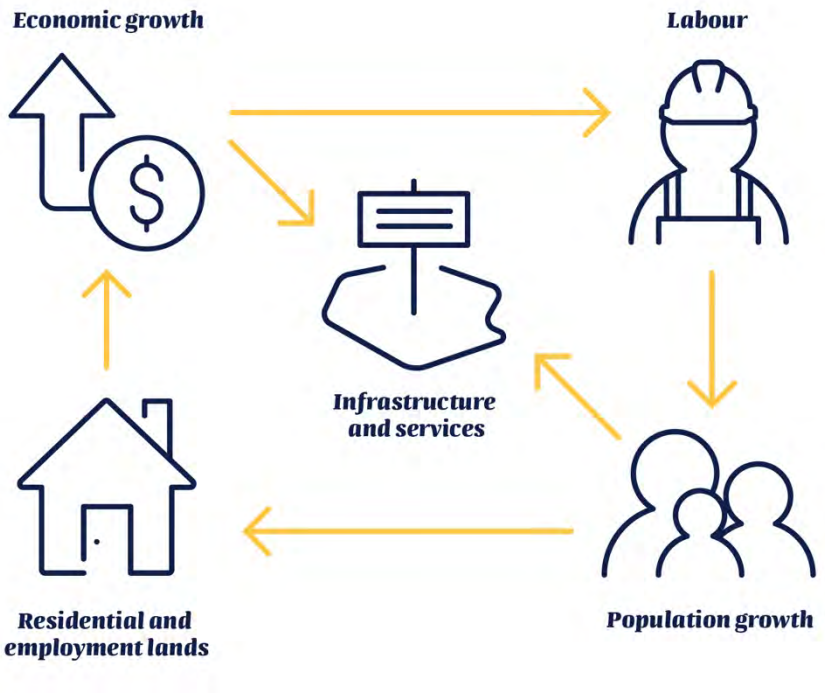
> *Net migration is expected play an important role in increasing our population.*

In an increasingly competitive and globalized world, attracting the right economic investment to grow our region is key. Identifying and understanding our economic strengths are important to guide decision making for investments in infrastructure, servicing, and land use planning.

> *The big question is 'how do we secure our growth and prosperity as we move toward 2050?'*

Jobs are Key

Economic growth drives labour requirements. Labour requirements drive population growth. Population growth drives land and housing requirements. Then, economic and population growth drive the need for residential and employment lands.



Relationship of economic performance to population growth and land requirements.

Our Economic Strengths

Employment in our region has focused on agriculture, manufacturing, transportation, and logistics. The agricultural industry is a stable source of employment, an economic anchor that also supports service, innovation, and technology-based employment. Manufacturing continues to support employment and presents opportunities to drive the economy forward.

Our region has emerged as an important centre for strategic transportation, logistics, and storage, serving as a hub for Manitoba, as well as portions of Saskatchewan, Ontario, and the northern United States. The Winnipeg Metropolitan Region's geographic position supports strategic transportation logistics and trade infrastructure such as :

- A major distribution point and link to various trade and transportation corridors;
- An extensive road and railway network including Class 1 railways;
- An international trucking hub;

- The Winnipeg James Armstrong Richardson International Airport, Canada's seventh busiest airport with 24/7 hour operations; and
- CentrePort Canada, Canada's first and largest tri-modal inland port and Foreign Trade Zone.
- Direct access to national and international rail, truck, and air cargo operations.

Our economic strength is also supported by our leading institutions such as universities, colleges, trade schools, and hospitals. These institutions draw students and patrons from across Manitoba, Canada, and the world. These crucial institutions support growth of Manitoba-based businesses and employers.

Moving toward 2050, we must strategically plan and make investments for economic development with two international trends in mind:

1) ***Technological innovation and automation*** *are driving greater productivity that will have impacts on employment growth.*

2) ***Climate change*** *is challenging traditional approaches to economic development. Clean technology that supports decarbonization and* ***climate resilience*** *is becoming a pre-requisite for attracting investment.*

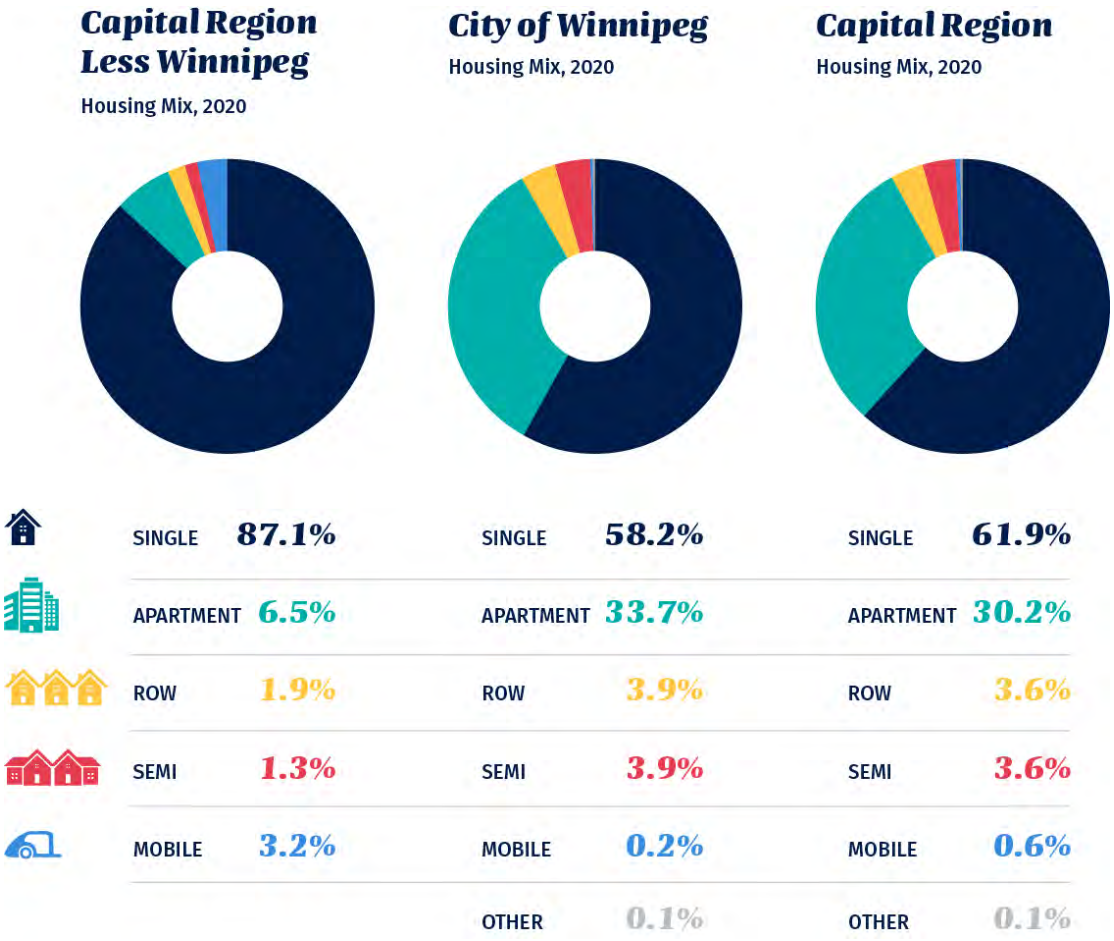
Addressing these trends impacts how we plan, invest, and service our communities.

Plan20-50's integrated regional planning process allows the region to ensure there is an adequate supply of serviced employment lands with the infrastructure required to attract investment and create complete communities with a high quality of life for residents.

Planning for services and infrastructure investments enhances the region's value, drawing more opportunities for investment that will attract new industries and emerging sectors, bringing further employment opportunities, and enhancing economic competitiveness. Together, this supports driving the Manitoba economy forward and ensuring economic prosperity and growth for the benefit of all.

Building Complete Communities

The Winnipeg Metropolitan Region is made up of diverse communities that differ in size, growth dynamics, and development patterns. As the region grows, changing household sizes and an aging population require that communities provide a variety of housing options and enhanced mobility though transit and active transportation modes. Current housing choice across the region is somewhat limited, with a large proportion of single-family housing. Outside of the City of Winnipeg, limited transportation options exist.



As climate change accelerates, how we live and move in the region will need to be addressed. Communities will need to mitigate the risk of a changing climate, planning for extreme weather, and increased flooding and drought. The challenge for the region is to accommodate growth in such a way that advances the development of complete communities in a sustainable and climate-resilient way. This requires strategic and careful planning of land use and transportation patterns to create complete communities with diverse and attractive environments that foster a shift to a low-carbon economy. Planning and developing complete communities allows the region to maintain rural character, conserve natural assets, and protect agricultural lands ensuring that the region can meet its economic and food security needs.

Infrastructure Development and Investment

Ongoing infrastructure maintenance is expensive and our existing infrastructure is in need of significant upgrades. This includes water and wastewater systems, transportation, and other infrastructure to service growing and aging communities.

We need to strategically plan for infrastructure to support our current and future needs. Transportation options for growing and aging communities will require investment into an interconnected, multi-modal transportation network that includes public transit. Limited transportation options hinder our economic competitiveness, contribute to congestion, encourage single-occupant vehicle use while increasing commuting time and our greenhouse gas emissions.

As we deliver efficient and cost-effective municipal services, we will enhance our ability to attract and retain industries and a skilled workforce.

> *A strategic and coordinated regional approach to planning and infrastructure investment that considers density improves the economics of infrastructure investment and increases the ability to deliver municipal services.*

The things we build, and the way we build them need to:

- *fit the way people want to live;*
- *welcome business and investment;*
- *make the most of taxpayer dollars; and,*
- *protect our vulnerable environment.*

The Goals of Plan20-50

Our Desired Outcomes



> **Success will not lower its standards to us. We must raise our standards to success.**

The four outcomes we are working toward:

1. Transformative, Leading Economy

It's simple: the first priority has to be the economy. Here's why:

People move to places where there is an opportunity for them to live what they see as 'a good life' for themselves and their family. The first factor: employment - one of the most common reasons that people settle down outside of their home regions.

> *Jobs do not go where people are, people go where jobs are.*

In order to invest in our communities, we need a growing number of people who are participating in the economy, by working or by hiring. These are the people who are buying homes, supporting businesses, filling community clubs, educating their children, and contributing to the tax base. We need solid opportunities that keep our young people here and attract employers and employees from elsewhere. Our economy will be built on jobs that will fuel our population.

> *Strong communities can only be sustained in the context of a strong economy.*

To compete for economic investment today, we need to plan for the region as a whole. Instead of municipalities competing against each other, we compete together in a coordinated way to make it easier and more attractive for investors to do business here, to support innovation, and to ensure global economic competitiveness.

2. Vibrant Communities

Vibrant communities provide a high quality of life and include a diversity of people who have the opportunity to participate in the economy.

> *Developments become communities around employment, but also around language, culture, families, lifestyles, amenities and local experiences.*

Vibrant communities offer a range of housing choice, promote a strong regional transportation network, invest in infrastructure priorities for employment, parks, and recreation, while protecting valuable resources, natural assets, and water. To deliver on this requires a coordinated plan of action, a formula for using our resources in the most effective way possible and a commitment to adhere to this vision from leadership.

In terms of the everyday activities of life, we want to ensure we have enough people to fuel the needs of our civic lives. Do we have enough:

- *Volunteers for community clubs;*
- *Transit services for seniors and students;*
- *Housing types to fit an aging population;*
- *Workers to fill our good jobs;*
- *Parks, recreation, social and cultural opportunities;*
- *Companies, opportunities and investments?*

As municipalities continue to see growth, we need a coordinated long-term strategy. Then, municipalities can re-invest cost efficiencies into local services and amenities.

3. Natural Abundance

It is not possible to separate economic sustainability and vibrant communities from considerations for the environment. In our region, our natural abundance - water, farmlands, forests, wildlife and mineral bases, fuel our economy as the basis for most of our goods and services, and our tourism industry.

More and more, employers and investors are opting for communities that are demonstrating strong commitments to the environment. They see it as a risk management strategy.

> *Our economy and the well being of the people in our communities can only be as strong as our commitment to the environment.*

Environmental sustainability and resiliency to climate change requires the protection of natural resources, coordinated with managed growth, investment in infrastructure, and responsible resource management.

In this decade, a 30 year plan that is not aggressively defending these assets under our care, is an abdication of our responsibility to the environment that sustains us, to our children and to the generations that follow.

> *A thriving environment, with its related technologies, infrastructure, policies, and jobs can be an economic driver, a point of pride and a legacy.*

A long-term regional plan allows for a coordinated approach in important areas like water management and protection. We can better protect and preserve agricultural land and other sensitive areas when we work together, and we reach important efficiencies and economies of scale when we share approaches to waste management and recycling.

4. Responsible, Inclusive Governance

Collaboration is central to the success of the regional plan.

Strong communities across Canada and beyond share certain characteristics. They have all adopted regional plans to develop their communities, and to strategically invest in infrastructure and services.

A regional plan that identifies and supports the unique characteristics of municipalities and considers factors such as population, jobs, infrastructure, and services to ensure the region is moving and growing together. When we all have a way to track and measure progress in real time, we have the confidence to know that our progress will be aligned with our goals.

> *The role of government and its relation to the private sector in securing our future cannot be over-stated.*

We are fortunate that our governments have had a long history of being responsive to their residents. In fact, over the past 100 years, there have been an equal number of Conservative and NDP governments empowered to lead.

> *Regardless of who leads, we expect to continue to work with governments at all levels that are balanced in their approach and respect their relationships to all stakeholders.*

This current provincial government, in mandating this draft of Plan20-50, is keeping with this history. It is encouraging regional planning and development, recognizing that it requires consistent policy language, timely access to data, and information to perform regional-scale analysis, and foundational relationships for meaningful partnerships.

Regional consistency, standards and partnerships are the goals of the current government, and as planners and administrators, we expect that we should be able to count on this continuing from all future governments. Collaborative governance has been an expectation that we have built into this plan.

Three Transformational Moves

> *It's time we re-establish the shared audacity, creativity and resourcefulness that founded this region.*

How we will work differently

Plan20-50 sets out three transformational moves that create a planning framework for growth, establish a foundation for collaboration and shape how the Winnipeg Metropolitan Region will meet the future needs:

1) a strong approach to integrated planning,
2) a framework for the management of regional data,
3) a defined regional structure.

Integrated Planning:

Plan20-50 identifies regional priorities across the 18 municipal jurisdictions and establishes the long-term roadmap to foster growth and prosperity. This is done through policies that support an integrated planning model at a regional scale. The plan establishes common growth parameters to support efficient placement of land use, infrastructure, and community growth across the region, while protecting resources, natural assets, trade routes, and economic activities that are vital to regional success.

> *Integrated planning will help us all to develop compact and contiguous complete communities that minimize our development footprint; establish regional servicing expectations; foster viable multi-modal transportation options; and facilitate a shift to a low carbon, circular region.*

Regional Data:

Transformational growth relies on accessible, real time, comprehensive regional data. Coordinating regional data has never been more important. It is a priority to provide clarity and consistency for growth and is critical to the economic competitiveness of the region. Access to current, consistent regional data enables planning, analysis, benchmarking, and performance tracking based on industry standards.

> *Once we establish common definitions, we can measure, monitor, and evaluate our success, and change course if necessary, as we adapt our communities to the needs of the future.*

Regional Structure:

The structure for Plan20-50 is a framework for planning growth and employment. Our region is large and complex with a mix of communities of varying size, scale, and character that present unique constraints and opportunities for growth. The regional structure provides a visual and operational framework that supports how development, changes to communities, and infrastructure are planned and connected across municipalities within the region.

> *This Winnipeg Metropolitan Region Structure reflects our varied landscapes and communities with three policy tiers: Metropolitan Core, Inner Metropolitan Area, and Outer Metropolitan Area.*

The policy tiers clarify how and where policies may apply, taking into account the different community characteristics and geographic features to guide policies for growth and development.

Together, these three moves allow us all to

- *plan together for efficient and resilient infrastructure,*
- *establish a clear pattern for servicing the region, and*
- *create predictability for development and investment,*
- *while supporting the wise stewardship of natural lands, water, and resources.*

Section 2:

Plan20-50

Winnipeg Metropolitan Region Municipalities

Plan Interpretation

Regional Structure

Policy Areas

Implementation

> **We owe our children the opportunity to be successful here.**

The following five sections constitute the formal content of Plan20-50. This includes the municipalities of the WMR, plan interpretation, regional structure, the policy areas, and implementation.

Winnipeg Metropolitan Region Municipalities

Today, the Winnipeg Metropolitan Region includes eighteen (18) municipalities, covering an area of approximately 7,800 square kilometers. While this translates to approximately 1.4% of Manitoba's land base, the region represents nearly two thirds of the provincial population base with over 890,000 residents. Municipalities include the City of Winnipeg, City of Selkirk, Town of Niverville, Town of Stonewall, Village of Dunnottar, and the Rural Municipalities (RM) of Rosser, Cartier, East St. Paul, Headingley, Macdonald, Ritchot, Rockwood, Springfield, St. Andrews, St. Clements, St. François Xavier, Taché, and West St. Paul. As many of the municipalities have been established since the 1800s, the region has strong social and cultural roots that have shaped communities. Moving toward 2050, communities within the region will see changing demographics, largely attributed to changing household sizes and the aging baby boomer phenomenon, resulting in varying growth.

City of Winnipeg

The City of Winnipeg is Canada's eighth largest city located at the junction of the Red and Assiniboine Rivers near the geographic center of North America. Winnipeg was incorporated as a city in 1873 and has since grown to a land area of 464 square kilometers with a population of 762,894 people. The city is the largest urbanized area within the region. Known as the "Gateway to the West", Winnipeg has historically been and continues to be a transportation hub and supports a considerable transportation sector. Winnipeg has a fairly diverse economy with substantial employment supported in the health and social services, retail trade, and manufacturing sectors. Employment is focused in the downtown but also other areas including CentrePort Canada, a tri-modal inland port, partially located in the city. The city supplies regional levels of service and has the ability to support complete communities with higher density. Three major rivers flow through the city including the Assiniboine River, Red River, and Seine River. By 2050, Winnipeg's population is forecasted to grow to 927,704.

City of Selkirk

The City of Selkirk is located along the Red River approximately 35 kilometers northeast of the city of Winnipeg. Selkirk was incorporated in 1882 and has since grown to a land area of approximately 25 square kilometers with a population of 10,824 people. It is known as the gateway to the Interlake Region of Manitoba and the last stop before cottage country. Selkirk is an Urban Centre with some regional level services. The mainstays of the local economy are tourism, steel, light manufacturing, the service sector, and government administration. The Great Trail, a regional trail that crosses the region, passes through Selkirk. By 2035, Selkirk's population is forecasted to grow to 11,126. After this time, a decreasing net natural population is forecasted to outpace the net migration growth, resulting in a population decrease to 10,855 by 2050.

Town of Niverville

The Town of Niverville is located 42 kilometres south of the city of Winnipeg. Niverville was first incorporated as a village in 1969 and later as a town in 1993. Niverville encompasses an area of 2.3 square kilometers and has a population of 5,668 people. Niverville is an Urban Centre with some regional level services. While agriculture remains the heart of Niverville's economy, there are additional employment sectors including retail, health, and social services. The Great Trail, a regional trail that crosses the region, passes through Niverville. By 2050, Niverville's population is forecasted to grow to 10,571, nearly doubling its current population. This growth is anticipated to be driven by both net natural population growth and net migration growth.

Town of Stonewall

The Town of Stonewall is located 37 kilometres north of the city of Winnipeg. Stonewall was incorporated in 1908 and has grown to encompass an area of 6 square kilometres with a population of 5,459 people. Stonewall is an Urban Centre with some regional level services. Limestone quarrying has been central to Stonewall's economy since the early 20th century, but since the 1960s Stonewall has been diversifying its economy and moving away from its dependence on limestone. Stonewall's population is forecasted to grow to 5,765 by 2050, driven primarily by net natural population growth.

Village of Dunnottar

The Village of Dunnottar is located on the shores of Lake Winnipeg, 73 kilometres north of the city of Winnipeg and has a population of 826 people. Three settlement centres, Ponemah, Whytewold, and Matlock, incorporated in 1947 as the Village of Dunnottar. Dunnottar is a Settlement surrounded by rural area and provides local level services. The municipality is well-known for its beaches and has been a vacation spot for Manitobans for many years. The economic base of Dunnottar consists mainly of retail services which support local cottages and summer tourists. Lake Winnipeg has historically provided residents with employment in commercial fisheries, though many fishermen have since relocated to more rural locations. The population of Dunnottar is forecasted to grow to 1,134 by 2050. This population growth is expected to be entirely driven by net migration growth.

Rural Municipality of Rockwood

The RM of Rockwood is located 32 kilometres northwest of the city of Winnipeg. It consists of multiple communities including Gunton, Balmoral, Stony Mountain and Argyle, and surrounds the Towns of Stonewall and Teulon. The municipality was incorporated in 1880 and encompasses an area of roughly 1,200 square kilometers and has grown to a population of 8,227. Rockwood provides local level services and is home to Oak Hammock Marsh, a regional park and protected area. Netley Creek flows through the municipality. Throughout its history, one of the main industries in the municipality has been limestone quarries, however, today agriculture is the predominant industry. The RM is forecasted to experience a decrease in population, with the population being 5,839 by 2050. This is expected to be driven by both a net natural population decrease and negative net migration.

Rural Municipality of St. Andrews

The RM of St. Andrews is located along the Red River north of Winnipeg. It consists of multiple communities including Lockport, Clandeboye, and Petersfield. The municipality was incorporated in 1880 and encompasses an area of 752 square kilometres and has grown to a population of 12,449. St. Andrews provides local level services and Netley Creek flows through the municipality. The RM can be described as an agricultural community with residential areas, seasonal cottages, neighbourhood businesses, and an industrial area surrounding the St. Andrews Airport. St. Andrews is forecasted to experience a decrease in population, with the population being 9,478 by 2050. This is expected to be driven by both a net natural population decrease and negative net migration.

Rural Municipality of West St. Paul

The RM of West St. Paul abuts the city of Winnipeg on its northern edge, directly west of the Red River. West St. Paul was incorporated in 1880 and encompasses an area of 87 kilometres and has grown to a population of 6,100 people. West St. Paul supplies regional levels of service and has the ability to support complete communities with higher density. The municipality is largely agricultural, with concentrations of residential development abutting the city of Winnipeg. West St. Paul has some business park-type development, largely within the Perimeter Highway and adjacent to the city of Winnipeg. By 2050, West St. Paul's population is forecasted to grow to 7,573, driven by both net migration and net natural growth.

Rural Municipality of East St. Paul

The RM of East St. Paul abuts the city of Winnipeg on its northern edge, directly east of the Red River. East St. Paul was incorporated in 1880 and encompasses an area of 42 square kilometers and has grown to a population of 10,106 people. East St. Paul supplies regional levels of service and has the ability to support complete communities with higher density. The municipality has significant development in its southern half, including serviced residential, industrial, and commercial areas, and further north remains agricultural in nature. East St. Paul is home to two regional trails: the Great Trail and Duff Roblin Parkway Trail. By 2050, the population in East St. Paul is forecasted to decrease to 9,309. This change is expected to be driven by a net natural population decrease.

Rural Municipality of St. Clements

The RM of St. Clements is located northeast of Winnipeg east of the Red River. It consists of multiple communities including East Selkirk and Grand Marais. St. Clements was incorporated in 1883 and encompasses an area of 730 square kilometers and has grown to a population of 11,616 people. St. Clements provides local level services and is known for its many parks and beach communities including Grand Beach Provincial Park on Lake Winnipeg – Manitoba's most popular tourist destination on the province's largest lake. Crooks Creek flows through the municipality. St. Clements is home to two regional trails: the Great Trail and Duff Roblin Parkway Trail. By 2050, the population in St. Clements is forecasted to decrease to 10,751. This change is expected to be driven by a net natural population decrease.

Rural Municipality of Springfield

The RM of Springfield abuts the city of Winnipeg on its eastern edge. Springfield was incorporated in 1873 and encompasses an area of 1,100 square kilometres and has grown to a population of 16,590 people. Springfield provides local level services. The largest communities in Springfield are the villages of Oakbank, Dugald, and Anola. The municipality contains the well-known Birds Hill Provincial Park, one of the busiest of Manitoba's Provincial Parks with about one million visitors per year and host of the annual Folk Festival that draws in 80,000 visitors annually to the region. A section of the Great Trail, a regional trail that crosses the region, goes through Springfield from Birds Hill Park to Oakbank. Crooks Creek flows through the municipality. By 2050, the population is expected to grow to 20,592. This is expected to be driven mostly by net migration, but also some net natural growth.

Rural Municipality of Taché

The RM of Taché is located 39 kilometers southeast of the city of Winnipeg and was incorporated in 1880. Today, Taché encompasses an area of roughly 580 square kilometers and has a population of 12,465. Taché provides local level services. Communities within the Taché include Landmark, Lorette, Ste. Genevieve, Dufresne, Ross, and Linden. The Trans-Canada Highway intersects the municipality and the Seine River flows through it. The municipality has a diverse resource-based industry supported by mineral aggregate and strong agricultural roots. Taché contains a large and notable Indigenous population, particularly Métis people, with 14.3% of the population identifying as Métis, resulting in Taché having the second-largest Metis population ratio for any settlement with more than 10,000 people in Canada. The RM has a historic Franco-Manitoban culture and continues to support several French speaking communities. Natural population growth and migration are forecasted to drive population growth in Taché, nearly doubling its population to 22,468 by 2050.

Rural Municipality of Ritchot

The RM of Ritchot abuts the city of Winnipeg on its southern edge and encompasses an area of 333 square kilometers. Ritchot was incorporated in 1890 and has grown to a population of 7,601 people. Ritchot provides local level services. Communities within Ritchot include St. Adolphe, Ste. Agathe, Ile des Chênes, and Grande Pointe. Highway 75 intersects the municipality and four main rivers flow through it including the Red River, Rat-Marsh River, La Salle River, and Seine River. The Great Trail, a regional trail that runs through the region, crosses Ritchot. The RM has a historic Franco-Manitoban culture and continues to support several French speaking communities. By 2050, the population of Ritchot is forecasted to grow to 15,316, more than doubling its current population. This growth is expected to be driven by both net migration and net natural growth.

Rural Municipality of Macdonald

The RM of Macdonald abuts the city of Winnipeg on its southwestern edge and encompasses an area of approximately 1,106 square kilometres. Macdonald was incorporated in 1881 and is home to 8,490 residents. It provides local level services and includes the communities of Oak Bluff, La Salle, Domain, Brunkild, Sanford, and Starbuck. The La Salle River flows through the municipality. The municipality's economy is primarily focused on agriculture, wood processing, and building supply products. Natural population growth and migration are forecasted to drive population growth in Macdonald, nearly doubling its population to 15,787 by 2050.

Rural Municipality of Headingley

The RM of Headingley abuts the city of Winnipeg on its western edge. The municipality was incorporated in 1992 and has a population of 4,222. Headingley encompasses an area of 107 square kilometres and is intersected by the Assiniboine River, the Trans-Canada Highway, and the Great Trail, a regional trail. Headingley supplies regional levels of service and has the ability to support complete communities with higher density. The municipality is largely agricultural, with residential concentrated around the Assiniboine River, and commercial development adjacent to the TransCanada Highway and along the Perimeter Highway. By 2050, the population of Headingly is forecasted to grow to 6,592, driven primarily by net migration.

Rural Municipality of St. François Xavier

The RM of St. François Xavier is located west-northwest of the city of Winnipeg along the Assiniboine River. The municipality was founded in 1824 and encompasses an area of 204 square kilometres. The population of the municipality has grown to 1,522 people and contains the communities of Pigeon Lake and St. François Xavier. St. François Xavier provides local level services. The economy is largely focused on agriculture, with farmers operating a variety of different grain, seed, and livestock operations. The RM has a historic Franco-Manitoban culture and continues to support several French speaking communities. By 2050, the population of St. François Xavier is expected to grow to 3,058, driven largely by net migration.

Rural Municipality of Cartier

The RM of Cartier is located 40 kilometers west of the city of Winnipeg and is bordered by the Assiniboine River. The municipality was incorporated in 1914, encompasses an area of 553 square kilometres and has grown to a population of 3,563. Cartier provides local level services and includes multiple communities including Dacotah, Elie, St. Eustache, Springstein, and White Plains. Cartier is home to Beaudry Provincial Park, which is connected to the Great Trail, a regional trail. The RM has a historic Franco-Manitoban culture and continues to support several French speaking communities. Net natural growth is forecasted to drive population growth in Cartier, growing to a population of 4,592 by 2050.

Rural Municipality of Rosser

The RM of Rosser abuts the city of Winnipeg on its northwestern edge. Rosser was incorporated in 1893 and has grown to a population of 1,420 people. Rosser provides local level services. It is comprised of an area of 440 square kilometres and made up of the communities of Grosse Isle, Meadows, Marquette, Gordon, and Lilyfield. While the majority of Rosser remains agricultural in nature, significant industrial development is occurring within the Rosser CentrePort lands, with approximately half of the lands designated for industrial development in CentrePort located within Rosser. Rosser is forecasted to experience a decrease in population, driven by small annual decreases in net migration and net natural population. The population is expected to be 1,211 by 2050.

Plan Interpretation

Legal Content

The Regional Structure, the Schedules, the Policy Areas, and the Implementation Section represent the legal content of Plan20-50. They shall be read and interpreted together as an integrated policy framework. The policies apply to all the lands within the *Winnipeg Metropolitan Region* with the exception of federal lands, such as airports or military bases or First Nation lands and Reserves, and lands designated as provincial park under *The Provincial Parks Act*.

The schedule maps are conceptual and instruments for illustrating long-term land use and servicing planning and development. The plan appendices are tools to provide direction to implement the plan but are not policy. The appendices may be subject to further elaboration and refinement following the approval of this plan.

The implementation of the plan will done as outlined in the implementation section and directed through the legislation and regulation that establishes this draft plan.

Policy definitions are indicated in italics and defined in the glossary located in Appendix A. The preamble for each policy area is intended to be introductory for context and background to support interpretation of the policies and is not considered policy. Policies apply to the three policy tiers, ***Outer Metropolitan Area***, ***Inner Metropolitan Area***, and ***Metropolitan Core***. All policies apply to the entire region unless a specific policy tier is indicated.

Projections

Population and employment projections are presented as a planning tool to provide direction on the amount of growth projected and its anticipated distribution across the region over the next 30 years based on current modeling and analysis. This does not constitute market demand or market performance, which continues to evolve and can be accommodated by periodic updates of the plan as outlined in the Implementation section. The projections do not constitute a limit on the amount of growth of any individual *municipality* or what type, pace, or location of development will occur. Where the population and employment projections are referenced in the policies, the projections should be used to ensure the region is planning to accommodate projected growth in a way that is consistent with the goals and policies of this plan. This should not be interpreted as a way to direct the pace and sequencing of development.

Prevailing Law

Where the plan policies contain a list of sub-policies or criteria, they shall all be required to be met, unless otherwise noted. All provincial and federal policies and regulations in effect shall apply. If the application of a target or a policy conflicts with a provincial and federal legislation, policy and/or regulation, the provincial and federal legislation, policy and/or regulation shall prevail.

Compliance

The policies contained within this plan contain various degrees of compliance, which will be interpreted as follows:

Encourage / Consider

When used in a policy, it is provided as a guideline or suggestion toward implementing the original intent of the policy.

Should

When used in policy, the intent is that the policy is to be complied with. However, the policy may be deviated from to address unique circumstances that will otherwise render compliance impractical or to introduce an acceptable alternate means to achieve the general intent of the policy.

Shall

When used in policy, the policy is considered mandatory.

20 TO 50

Regional Structure



> We are one –
> but we're not the same.

Policy Tiers

The *Winnipeg Metropolitan Region* is a large geographic area of approximately 7,800 gross square kilometres. The region consists of diverse communities with varying urban and rural contexts, creating a complex mixture of communities with unique characteristics. The regional structure, *Winnipeg Metropolitan Regional Structure to 2050,* is a core component of *Plan20-50* and provides a visual interpretation of the region (Schedule 1). The regional structure provides for a spatial representation of the alignment of where policies of the plan apply and does not represent a governance model. It relates to where and how growth and development will be accommodated in the region.

The focus of this plan is to align growth with servicing to maximize the region's *infrastructure* investment and provide *complete communities* that include a range of housing, employment, services and amenities to support strong communities. The *Winnipeg Metropolitan Regional Structure to 2050* supports communities and *employment areas*, builds on existing *infrastructure* and land use patterns, and policies of this plan are aligned with the regional structure presented.

Three Tiers

The *Winnipeg Metropolitan Regional Structure to 2050* recognizes the unique characteristics and diversity of communities across the *Winnipeg Metropolitan Region*. The regional structure introduces three policy tiers that allow policies to be applied in a way that reflects this:

- *Metropolitan Core;*
- *Inner Metropolitan Area; and,*
- *Outer Metropolitan Area*.

The regional structure fosters sustainable climate-resilient growth, supports the development of *complete communities*, and considers the servicing and *infrastructure* investments needed to meet the demands of the future at scale.

Legend DRAFT

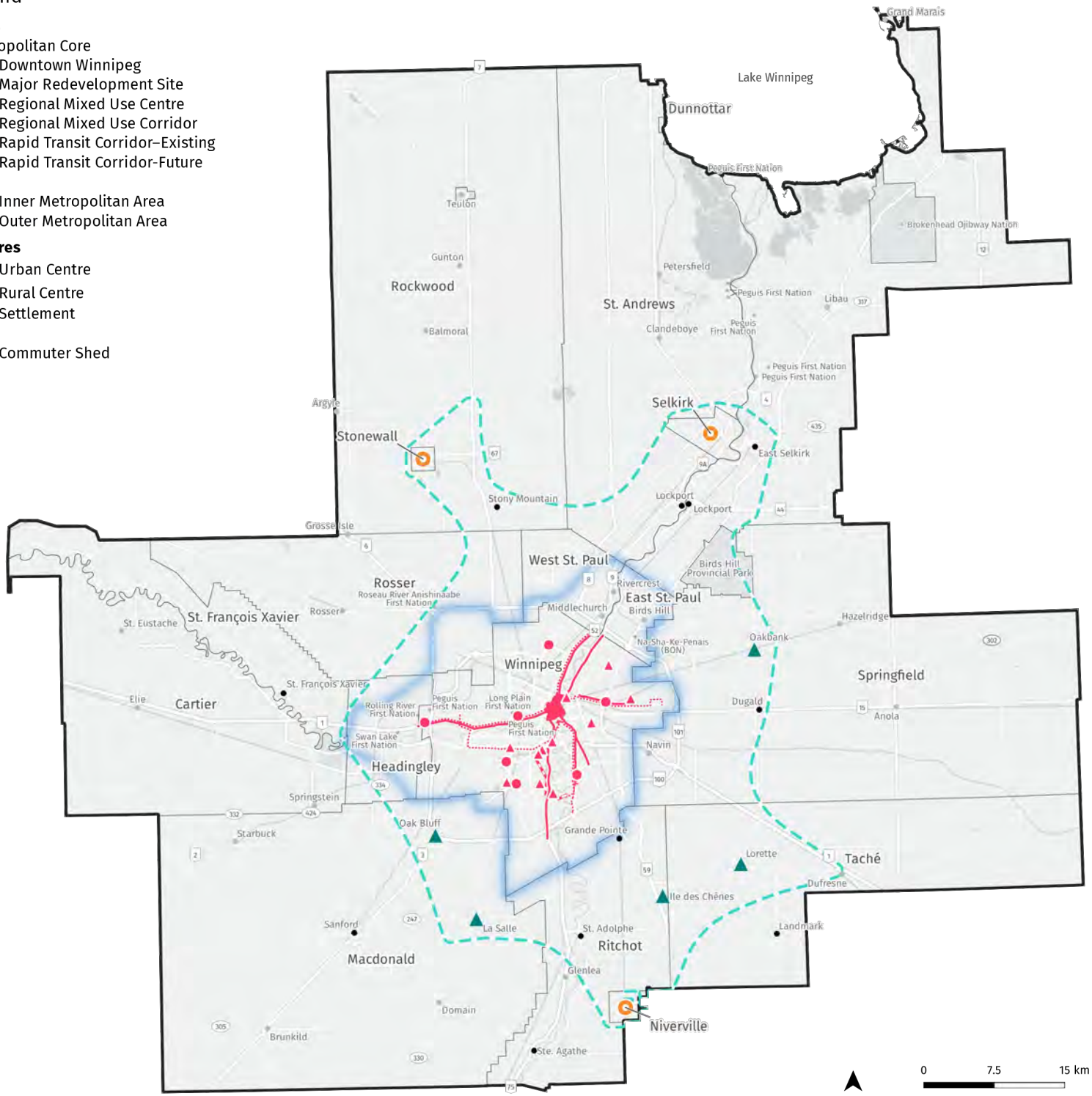
Tiers

Metropolitan Core
- Downtown Winnipeg
- Major Redevelopment Site
- Regional Mixed Use Centre
- Regional Mixed Use Corridor
- Rapid Transit Corridor–Existing
- Rapid Transit Corridor-Future

- Inner Metropolitan Area
- Outer Metropolitan Area

Centres
- Urban Centre
- Rural Centre
- Settlement

- Commuter Shed



WINNIPEG METROPOLITAN REGION

Schedule 1—Winnipeg Metropolitan Regional Structure to 2050

Notes

Identified lands are located on Treaty 1 Territory.

Map Projection

NAD83 / UTM zone 14N (EPSG:26914)

Feature Layer Sources

Metropolitan Core: City of Winnipeg, Complete Communities, 2011; Winnipeg Transit, Winnipeg Transit System Map, 2020; Winnipeg Transit, Winnipeg Transit Long Term Network Plan, 2020

Inner Metropolitan Area: Province of Manitoba, 2020, Manitoba Land Use and Development; Province of Manitoba, 2020, Manitoba Municipal Boundaries

Outer Metropolitan Area: Province of Manitoba, 2020, Manitoba Municipal Boundaries

Centres, Settlements: Manitoba Geographical Names Program, Manitoba Geographical Names Toponymic Data, 2018; Natural Resources Canada, Canadian Geographical Names, 2021

Commuter Shed: Manitoba Highway Traffic Information System, Traffic Flow, 2018; Province of Manitoba, 2020, Manitoba Land Use and Development

Base Layer Sources

Municipal Boundaries: Province of Manitoba, 2020, Manitoba Municipal Boundaries

First Nations Territory: Government of Canada, 2020, Aboriginal Lands of Canada Legislative Boundaries

Rail Lines: Government of Canada, 2020, National Railway Network

Roads: Government of Canada, 2020, National Road Network; Province of Manitoba, 2020, Manitoba Road Network; City of Winnipeg, Road Network, 2021

Places: Manitoba Geographical Names Program, Manitoba Geographical Names Toponymic Data, 2018; Natural Resources Canada, Canadian Geographical Names, 2021

Waterways: Government of Canada, 2020, National Hydro Network

Provincial Parks: Manitoba Land Initiative, 2020, Parks and Park Reserves

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Policy Tier Descriptions

 ***Metropolitan Core***: Represents Transformative Areas defined to land use from *OurWinnipeg Complete Communities* including Downtown Winnipeg; Major Redevelopment Sites; Regional Mixed Use Centres and Corridors; and Rapid Transit Corridors. The ***Metropolitan Core*** is planned and developed to the highest density within the region, served by higher order transit, and comprises of the highest concentration of regionally significant amenities and services.

 ***Inner Metropolitan Area***: Represents the area that surrounds the ***Metropolitan Core***, including parts of the city of Winnipeg and parts of the municipalities of Headingley, West St. Paul, East St. Paul, Macdonald, and Rosser. Based on a variety of factors including the identified population and employment projections, the ***Inner Metropolitan Area*** encompasses the highest regional concentration of existing and future growth and development. The ***Inner Metropolitan Area*** is not intended to be interpreted as a growth boundary.

In the communities outside of the city of Winnipeg, within the municipalities of Headingley, West St. Paul, East St. Paul, Rosser and Macdonald, development should focus the highest density where servicing is available and include mixed-use *complete communities* where most appropriate. Designated employment lands should be protected for the defined use.

 ***Outer Metropolitan Area***: Represents lands beyond the ***Inner Metropolitan Area*** within the wider *Winnipeg Metropolitan Region*. The ***Outer Metropolitan Area*** consist of agricultural areas that provide a full range of agricultural uses, natural resources, and *natural asset* areas as well as ***Urban Centers***, ***Rural Centres***, and ***Settlements*** with varying levels of services and amenities.

Structure Components

The following provides descriptions of the *Winnipeg Metropolitan Regional Structure to 2050* components. These descriptions should be read together with the policies and the implementation chapter of this plan. The *Winnipeg Metropolitan Regional Structure to 2050* is not set by municipal boundaries or on parcel based boundaries and represents a general spatial area defined by a variety of factors and regional and local policy direction.

- *Settlements*: Smaller urban areas that provide a *local level of service* to serve their community.

▲ *Rural Centres*: Urban areas within the ***Outer Metropolitan Area*** that provide a *local level of service* to serve their own community with potential to accommodate higher density mixed-use development, appropriate to the size and scale of the community.

◎ *Urban Centres*: Larger urban areas in the ***Outer Metropolitan Area*** that provide some *regional level of services* and are intended to accommodate mixed-use development at higher densities.

Downtown Winnipeg: The regional scale centre in the ***Metropolitan Core*** and the central core of the region, with a concentration of regionally significant amenities and services, the highest levels of residential and employment density, mixed-use development, higher order transit services and *active transportation* options.

▲ *Major Redevelopment Sites*: Sites located within or adjacent to existing communities within the city of Winnipeg *with potential to support higher density, mixed-use development, and optimize existing and planned infrastructure capacity to maximize investment.*

Rapid Transit Corridor: Existing and planned dedicated right of way for transit vehicles or a right of way for a multitude of modes. Existing and planned transit corridors will accommodate bus service.

Regional Mixed Use Corridors: Designated major regional arterial roads in the city of Winnipeg intended to serve as a link between *Downtown Winnipeg* and one or more *Regional Mixed Use Centre* or major activity area.

● *Regional Mixed Use Centers*: Intensely developed, regional attractions located in the city of Winnipeg. They are well-served by public transit and can contain mixed-use development, including residential and specialized employment, commercial or cultural services.

Stable Communities: Areas within the ***Inner Metropolitan Area*** that will accommodate moderate growth and change.

Transformative Communities: Areas within the ***Inner Metropolitan Area*** that represent the best opportunities for growth and change.

Metropolitan Core

Land Use Description

Represents *Transformative Areas* defined to land use from *OurWinnipeg Complete Communities* including:

- *Downtown Winnipeg*;
- *Major Redevelopment Sites*;
- *Regional Mixed Use Centres and Corridors*;
- *Rapid Transit Corridors*.

- Highest urban density;
- *Complete communities* with *contiguous*, *mixed-use development* and density as defined;
- Concentrated employment node (*Downtown Winnipeg* and identified *Major Redevelopment Sites*);
- *Rapid Transit Corridors* planned with multi-modal function to support *transit oriented development*;
- Interconnected transit with rapid transit network, with connections to the ***Inner Metropolitan Area***;
- *Multi-modal transportation* network including *Regional Roads* and *active transportation* trails with connections to the ***Inner Metropolitan Area***;
- Regional levels of service as defined;
- Concentration of arts, entertainment, cultural, leisure, and sports amenities;
- Concentration of *institutional clusters*.

Types of Centres and Community Characteristics

Metropolitan Core includes the city of Winnipeg *Transformative Areas* as defined in *OurWinnipeg Complete Communities*, excluding *New Communities*, and planned to deliver the highest level of regional servicing consisting of:

- A broad base of employment including the regionally significant area of *Downtown Winnipeg*;
- A wide mix of higher density uses including residential, commercial, office, and business parks;
- Retail including convenience, major, and specialized retail;
- Interconnected transit service including *Rapid Transit Corridors*;
- *Active transportation* network;
- Regional arts, entertainment, cultural, leisure, and sports amenities;
- Regional hospitals and specialized health facilities;
- All levels of education including primary, secondary, and post-secondary;
- All levels of government services;
- Housing for all including affordable, accessible, and sustainable housing options;
- Concentration of social and supportive services to support *affordable housing*.

Growth Directions

- All growth is planned on a *full range of municipal services* and built to an urban standard;
- Emphasis on higher-density, mixed-use growth to optimize *infrastructure* investment and support the planning and development of *complete communities*;
- Support *intensification* in *built-up areas*, including *brownfields* and vacant and underutilized sites, to capitalize on and optimize existing and planned *infrastructure* and services;
- Recognition of *Downtown Winnipeg* as the regionally preeminent transformative area that supports a high quality of life to include:
    - As a *Regional Employment Area* and area for clustered growth;
    - A mix of uses and activities;
    - Highest density residential development;
    - Highest density commercial, institutional, and office employment;
- Plan for and build *transit oriented development* with the highest-level density in the region to capitalize on the proximity of areas with existing and planned *Rapid Transit Corridors*, with future connections to the ***Inner Metropolitan Area*** protected;
- Plan for a wide range of mobility options and multi-modal connectivity including future *active transportation* network connections with the ***Inner Metropolitan Area***;
- Support regional employment growth in identified *Regional Employment Areas* including *institutional clusters*;
- Support the development of *affordable housing*, and supportive services to encourage a mix of uses at the highest density level in the region.

Inner Metropolitan Area

Land use description

Represents Stable and Transformative Communities:

- ***Stable Communities*** represent areas that will accommodate moderate growth and change;
- ***Transformative Communities*** represent the best opportunities for growth and change;

- Increasing urban density;
- *Complete communities* with *contiguous*, *mixed-use development* and density as defined;
- *Regional Employment Areas* and local *employment areas*;
- Interconnected transit with rapid transit network, with connections to the ***Metropolitan Core***;
- *Multi-modal transportation* network including Regional Roads and active transportation trails with connections to the ***Metropolitan Core***;
- Regional levels of service as defined;
- Arts, entertainment, cultural, leisure, and sports amenities;
- *Institutional clusters*.

Types of Centres and Community Characteristics

Stable Communities includes the City of Winnipeg *Mature Communities* as defined in *OurWinnipeg Complete Communities* that provide for a *regional level of service* consisting of:

- A broad base of employment;
- Transit service including ***Rapid Transit Corridors***;
- *Active transportation* network;
- Retail including convenience, major, and specialized retail;
- Arts, cultural, entertainment, leisure, and sports amenities;
- Regional hospitals and specialized health facilities;
- All levels of education including primary, secondary, and post-secondary;
- Some levels of government services;
- Housing for all including affordable, accessible, and sustainable housing options;
- Social and supportive services to support *affordable housing*.

Transformative Communities includes the remaining areas of the city of Winnipeg, and serviced and designated lands in parts of the municipalities of Headingley, West St. Paul, East St. Paul, Rosser, and Macdonald abutting the city of Winnipeg with some unique sub-urban characteristics that provide areas for growth and *regional level of service* consisting of:

- A broad base of employment;
- Transit service and potential for *commuter transit service* and rapid transit network connections;
- *Active transportation* network;
- Retail including convenience, major and specialized retail;

- Arts, cultural, entertainment, leisure, and sports amenities;
- All levels of education including primary, secondary, and post-secondary;
- Some government services;
- Hospitals and community health facilities;
- Housing for all including affordable, accessible, and sustainable housing options;
- Social and supportive services to support *affordable housing*;
- *Regional Road* access;
- Existing *agricultural lands*.

Growth Directions

Stable Communities

- All growth is planned on a *full range of municipal services* and built to an urban standard;
- Support increasing *intensification* in the built-up area that is *compact* and *contiguous*, including *brownfield* sites, with a mix of land uses including a range of housing and employment types to optimize existing and planned *infrastructure* and services;
- Encourage higher-density *intensification* near or along areas of the ***Metropolitan Core***;
- Support employment growth including *institutional clusters*;
- Plan for future connections to *Rapid Transit Corridors* and community transit service with connections to the ***Metropolitan Core***;
- Plan for a wide range of mobility options and multi-modal connectivity including future *active transportation* network connections with the ***Metropolitan Core***;
- Support the development of *affordable housing* and supportive services to encourage a mix of housing types.

Transformative Communities

- All growth is planned on a *full range of municipal services* and built to an urban standard;
- Support increasing *intensification* in the *built-up area* that is *compact* and *contiguous*, including *brownfield* sites, with a mix of land uses including a range of housing and employment types to optimize existing and planned *infrastructure* and services;
- Encourage growth in existing *built-up areas* and areas *contiguous* to *built-up areas* where it is logical to extend *infrastructure* to optimize existing and planned *infrastructure* and services;
- Plan and develop new communities and *greenfield areas* that are *compact*, *contiguous*, and compatible with existing development with a mix of land uses including a range of housing and employment types and where it is logical to extend *infrastructure* and services;
- In the communities outside of the city of Winnipeg within the municipalities of Headingley, West St. Paul, and East St. Paul, development should focus the highest density where servicing is available and include mixed-use *complete communities* where most appropriate. Designated employment lands should be protected for the defined use.

- Encourage higher-density *intensification* near or along areas of the ***Metropolitan Core***;
- Encourage development centered on a mix of land uses and higher densities in parts of the municipalities of Headingley, West St. Paul, and East St. Paul;
- Support employment growth in identified *Regional Employment Areas* including *institutional clusters*;
- Plan for future connections to *Rapid Transit Corridors* and community transit service with connections to the ***Metropolitan Core***;
- Protection of *Regional Roads* as defined;
- Plan for a wide range of mobility options and multi-modal connectivity including future *active transportation* network connections with the ***Metropolitan Core***;
- Support the development of *affordable housing* and supportive services to encourage a mix of housing types;
- Protect agricultural uses as the principal land use function of *agricultural lands* from premature conversion;
- Plan for resiliency and protect communities from flood and drought risk.

Outer Metropolitan Area

Land use description

- ***Urban Centres*** with some regional levels of service as defined;
- Agricultural areas and ***Rural Centres*** and ***Settlements***;
- Varying local *level of service*;
- Existing *rural residential* and planned *rural residential* areas beyond *commuter shed boundary*;
- ***Commuter shed boundary***;
- *Regional Road* network access;
- *Park and ride facilities*;
- Local *employment areas* and resources extraction areas;
- *Agricultural lands*, and *natural asset* corridors and systems.

Types of Centres and Community Characteristics

Agricultural areas, including prime and lower-class lands providing a full range of agricultural uses, natural resources, and *natural asset* areas.

Outer Metropolitan Area consists of:

Municipalities of Springfield, Taché, Ritchot, Cartier, St. François Xavier, Rockwood, St. Andrews, St. Clements, Village of Dunnottar, and parts of Macdonald, Rosser, Headingley, West St. Paul, and East St. Paul.

Urban Centres include the city of Selkirk, Town of Stonewall, and Town of Niverville and provide some *regional level of service* consisting of:

- Local broad base of employment;
- *Regional Road* access;
- Potential for *commuter transit service* and rapid transit network connections with the ***Inner Metropolitan Area***;
- Retail including convenience retail;
- Primary and secondary education;
- Some government services;
- Some hospitals and community health facilities;
- Housing for all including affordable, accessible, and sustainable housing options;
- Some social and supportive services to support *affordable housing*;
- Arts, cultural, entertainment, leisure, and sports amenities.

Rural Centres include the existing settlement areas of Ille des Chênes, Lorette, Oakbank, La Salle, and Oak Bluff, and provide a *local level of service* consisting of:

- Local employment;
- Network access to *Regional Roads*;
- Retail including convenience retail;
- Primary education and some secondary education;
- Limited government services;
- Some community health facilities;
- Housing for all including affordable, accessible, and sustainable housing options;
- Some arts, cultural, entertainment, leisure, and sports amenities.

Settlements include existing settlement areas in the region and provide a *local level of service* consisting of:

- Some local employment;
- Network access to *Regional Roads*;
- Some retail including convenience retail;
- Some primary education;
- Limited government services;
- Some small health facilities;
- Housing for all including affordable, accessible, and sustainable housing options;
- Some arts, cultural, entertainment, leisure, and sports amenities.

Growth Directions

- Plan and build for growth in existing *built-up areas* with a mix of land uses and higher densities to optimize existing and planned *infrastructure*;
- New development in ***Urban Centres*** built to urban standards with a *full range of municipal services*;
- New development in ***Rural Centres*** built to urban standards with a *full range of municipal services*, whenever possible with exceptions for drainage;
- Permit *infill* and build out of existing *rural residential* areas in accordance with existing zoning and land use permissions;
- New *rural residential* development is directed to outside of ***commuter shed boundary***;
- Support local employment growth;
- Promote the diversification and growth of the agricultural sector including *agri-tourism*;
- Plan for future connections to *Rapid Transit Corridors* and community transit service in ***Urban Centres***;
- Plan for increased mobility options and multi-modal connectivity including future *active transportation* network connections with the ***Inner Metropolitan Area***;
- Plan for resiliency and protect communities from flood and drought risk.

20 TO 50

Integrated Policy Areas

> **The solution often turns out more beautiful than the puzzle.**

Integrated Policy Areas

Plan20-50 includes five integrated policy areas developed to support sustainable development and enhance economic competitiveness. The policies are comprehensive in nature and must be read together and applied consistently. *Plan20-50* focuses on land use policies to guide growth, development, and change in the region to support the efficient and effective provision of *infrastructure* and services and ensure the region meets its priorities and long-term objectives.



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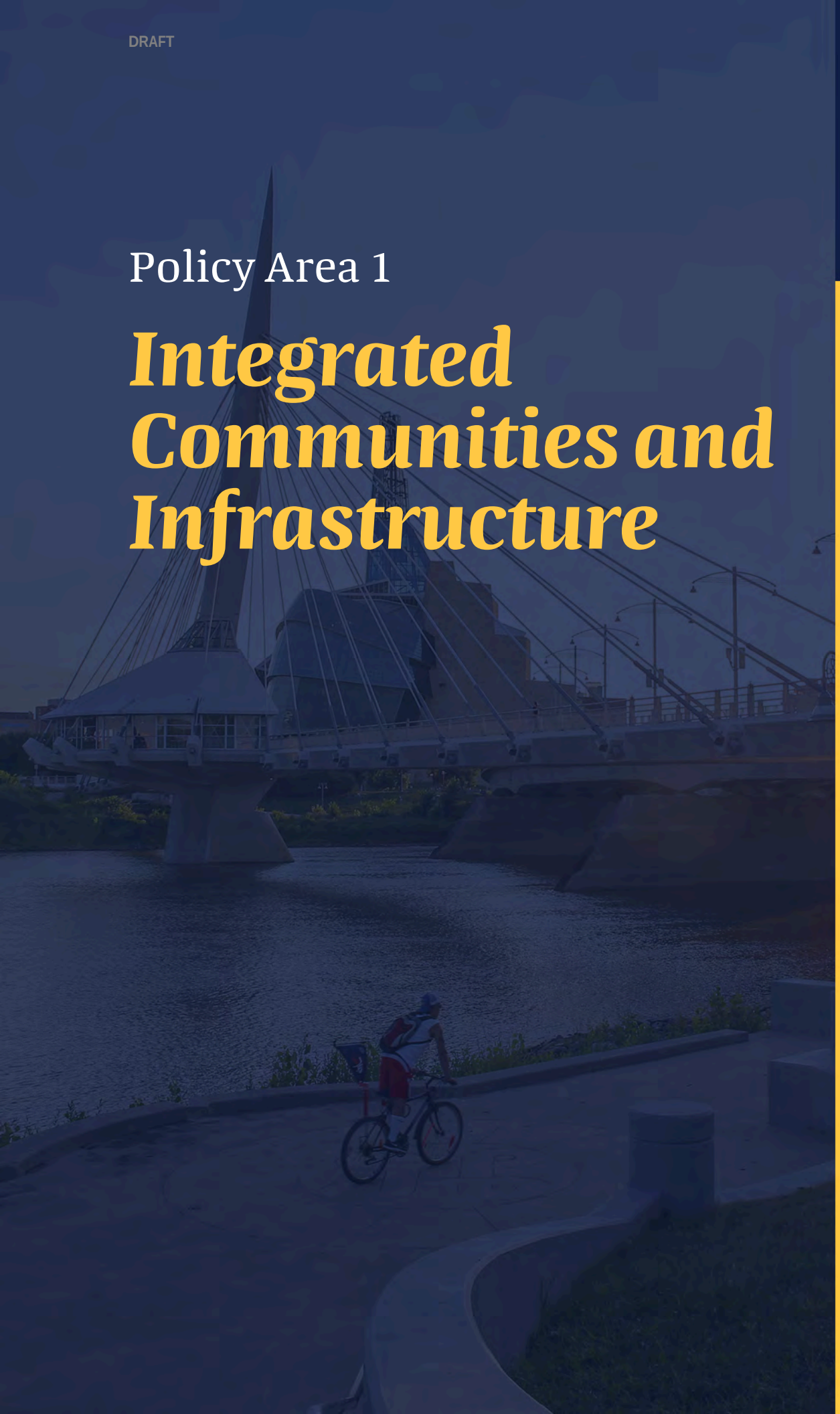


Policy Area 1

Integrated Communities and Infrastructure

Integrated Communities and Infrastructure recognizes the need to plan for responsible coordination of growth to foster economic development.

The focus is the alignment of infrastructure and services to establish strong communities through efficient and effective management of resources and investment.

Policy Area 1 - The objectives for Integrated Communities and Infrastructure include

- *To invest in coordinated growth and servicing across the region through complete communities;*
- *To manage growth to protect agriculture lands, resource areas and the natural asset network, and provide resiliency from flooding;*
- *To provide housing for all to address an aging population, affordability and accessibility;*
- *To recognize opportunities for collaboration with Indigenous Nations;*
- *To prioritize infrastructure investment for servicing and transit aligned with urban intensification supportive densities within the region; and*
- *To provide equitable access to regional services to support a high quality of life.*

Integrated Communities and Infrastructure aligns growth with servicing in order to maximize the region's *infrastructure* investment. It focuses *intensification* in areas with critical *infrastructure* for servicing and transit within the city centred region. Providing *complete communities* includes supply of a range of housing, employment, services and amenities, including access to broadband, that support a high quality of life for a growing Region.

Policy objectives for the region include an emphasis on housing partnerships for age friendly, immigration, multi-generational, Indigenous, and *affordable housing*. Housing options should be close to regional and community amenities, employment, and transportation alternatives.

A coordinated region encourages the *compact* and *contiguous* development of a mix of land uses toward existing communities to reduce consumption of agricultural lands, protect natural lands and water, and support economic development and community well-being.

An integrated region promotes a strong transportation network that guides the efficient movement of goods, provides for community connectivity to enable access to employment, services, and amenities, and promotes mode shift from a dependency on single-occupancy vehicles. This supports a greater understanding of regional *infrastructure* needs and life-cycle costs, allowing for optimization of capacity and resources and clarifying regional priorities for investment. As governments increasingly recognize the importance of *infrastructure* to driving growth, supporting sustainable development, and achieving economic competitiveness, there is a need to ensure *infrastructure* investment decisions are directly tied to these goals.

The region's global economic competitiveness relies on strong *complete communities* with regional objectives that provide access for reliable movement through transportation networks to access global markets, an available skilled and educated labour force, and access to available serviced lands for contemporary uses and activities, including opportunity to cluster activity.

The region will see the majority of growth within the city of Winnipeg, with communities around the city accommodating proportional growth through new development. Overall, an emphasis on an aging population and adding jobs in key sectors will require a range of housing types and require *complete communities* that support well designed neighbourhoods addressing walkability, diversity, green and open spaces, amenities, and access to transit. Increased density will be essential to meet the expectations for *complete communities* and investment in *infrastructure*.

Density is a ratio of residents and jobs to a land area and provides a key metric to be used to measure how municipalities and the region is planning to achieve the goals of the plan. This will ensure efficient use of existing *infrastructure*, preservation of natural areas, and protection of drinking water and *agricultural land* by including requirements for municipalities to plan for more *compact* communities. Increased housing diversity, with a focus on people, amenities and *active transportation* will support *low carbon* objectives for the region. Higher densities within the region does not mean overcrowding and congestion. *Intensification* in the region will happen in a subtle, incremental way through built form that "fits" into the existing community.

The policies of this plan support these initiatives and provide direction on *watershed*-based, integrated water, wastewater and stormwater master planning, restricting future extensions of water and wastewater, reliable transportation for all and the incorporation of best practice and industry standard for resilient urban development. This establishes the framework for growth essential to long term health and prosperity for the region and ensures fiscal sustainability in decision-making, investment, and operation.

1.1 Growing Complete Communities

Objectives of Growing Complete Communities policies

- *To invest in coordinated growth and servicing across the region through complete communities;*
- *To manage growth to protect agriculture lands, resource areas and the natural asset network, and provide resiliency from flooding;*
- *To provide housing for all to address an aging population, affordability and accessibility; and*
- *To recognize opportunities for collaboration with Indigenous Nations.*

Community Growth and Development Policies

1.1.1 To accommodate the regional projections in Schedule 2, employment and population growth shall be planned in a *contiguous* pattern in accordance with the *Winnipeg Metropolitan Regional Structure to 2050* depicted in Schedule 1.

Municipality	Population-2020	Population-2050 Baseline	Population-2050 High-growth	Employment-2020	Employment-2050 Baseline	Employment-2050 High-growth
Cartier	3,689	4,263	4,592	718	880	948
Dunnottar	836	1,053	1,134	0	0	0
East St. Paul	9,797	8,635	9,309	1,388	1,479	1,594
Headingley	4,061	6,123	6,592	2,563	4,023	4,330
Macdonald	8,301	14,668	15,787	2,734	5,070	5,456
Niverville	5,284	9,823	10,571	1,116	2,355	2,534
Ritchot	7,656	14,232	15,316	1,468	3,022	3,250
Rockwood	7,998	5,412	5,839	1,685	1,358	1,464
Rosser	1,431	1,123	1,211	2,636	2,477	2,670
Selkirk	10,822	10,069	10,855	6,616	7,455	8,033
Springfield	16,483	19,113	20,592	4,905	6,464	6,961
St. Andrews	12,132	8,787	9,478	1,754	1,607	1,733
St. Clements	11,363	9,971	10,751	955	1,010	1,088
St. François Xavier	1,632	2,842	3,058	184	359	387
Stonewall	5,199	5,349	5,765	1,989	2,443	2,632
Taché	13,003	20,871	22,468	1,905	3,184	3,427
West St. Paul	5,849	7,030	7,573	1,325	1,912	2,058
Winnipeg	769,172	860,993	927,704	324,896	425,918	458,717

Schedule 2—Population and Employment Forecast 2020 to 2050. Source: metro economics, urbanMetrics, 2020.

1.1.2 To optimize the investment in *infrastructure* and services, the majority of growth and development shall be directed to the ***Metropolitan Core*** and ***Inner Metropolitan Area*** where full servicing is available.

1.1.3 To promote orderly *compact* and *contiguous* development supporting *low carbon* objectives and climate-resiliency, the majority of growth and development shall:

a) Be connected by expansion only to existing municipal water and wastewater servicing;

b) Be focused to areas with sufficient capacity in existing centres;

c) Support connectivity between existing *built-up areas*;

d) Support density requirements as per Schedule 3;

e) Protect *Regional Road* access as per the policies of this plan; and

f) Support transit viability and *active transportation* trails, with a focus on *Regional Active Transportation Trails* as per Schedule 3.

1.1.4 To optimize existing *infrastructure* and minimize the expansion of the *built-up area*, *infill* development shall be prioritized.

a) *Infill* shall be adjacent to existing development and shall be designed to minimize the spatial use of land;

b) *Infill* shall be focused to the ***Metropolitan Core***, ***Inner Metropolitan Area***, ***Urban Centres***, ***Rural Centres*** and ***Settlements***;

c) *Infill* development shall be connected to municipal water and wastewater servicing and include existing un-serviced development in a phased approach where available;

d) *Infrastructure* investment to support *intensification* and housing diversification shall be identified and planned appropriately;

e) Where *infill* or *redevelopment* of *brownfields*, vacant, and underutilized land is at a scale that it would be considered as *greenfield area* development, it shall meet density minimums as per Schedule 3 and include a mix of uses.

1.1.5 To optimize servicing aligned with greater density, *municipalities* shall meet minimum densities for *greenfield area* residential and mixed-used developments based on the requirements of Schedule 3. Higher *density targets* have been identified.

Schedule 3 - Density Minimums and Targets

Tier	Comunity	Minimum *Residential and Mixed-use* Density—*units†/acre*	Minimum *Residential and Mixed-use* Density—units†/ha	Target *Residential and Mixed-use* Density—*units†/acre*	Target *Residential and Mixed-use* Density—units†/ha
Metropolitan Core	*Downtown Winnipeg*	50.2	124.0	149.7+	370.0+
	City of Winnipeg *Major Redevelopment Sites* and centres along rapid transit lines	40.1	99.0	100.0+	247.0+
	City of Winnipeg **Regional Mixed Use Centres** and centres along **Regional Mixed Use Corridors**	34.8	86.0	100.0+	247.0+
Inner Metropolitan Area	*Stable Communities* including parts of the City of Winnipeg	*	*	*	*
	Transformative Communities including parts of the City of Winnipeg	4.8	12.0	9.7+	24.0+
	Transformative Communities including parts of the: RM of East St. Paul RM of West St. Paul RM of Headingley	4.0	10.0	9.7+	24.0+
Outer Metropolitan Area	*Urban Centres*: City of Selkirk Town of Niverville Town of Stonewall	4.8	12.0	8.9+	22.0+
	Rural Centres: Oak Bluff La Salle Iles des Chênes Lorette Oakbank	4.8	12.0	6.9+	17.0+
	*Settlements***	2.8	7.0	2.8+	7.0+

Notes:
* Density minimums and targets for *Inner Metropolitan Area Stable Communities* will be considered through the City of Winnipeg's infill strategy.
**As identified in *Schedule 2 Winnipeg Metropolitan Regional Structure to 2050.*

†Units may include both residential and non-residential units. See Implementation 6.0

1.1.6 To support *transit-oriented development*, centres along rapid transit lines shall be identified and planned to the density requirement as per Schedule 3, and include a greater diversity of uses, and a pedestrian-oriented urban design.

1.1.7 To support the development of *complete communities*, new communities and *greenfield areas* shall be planned and developed in a *contiguous* pattern on a *full range of municipal services*, aligned with existing and planned *regional infrastructure*, and:

a) Achieve minimum densities as identified in Schedule 3;

b) Provide a mix of land uses in a *compact* form including a mix of residential and employment uses;

c) Incorporate a phased approach for larger developments, where appropriate;

d) Have long term municipal water, wastewater, and *drainage* servicing capacity to accommodate the planned development;

e) Incorporate an interconnected street network that incorporates and provides for *Regional Road* hierarchy as per policies in this plan;

f) Incorporate interconnected *active transportation* trails;

g) Incorporate transit and protects for future transit viability, where appropriate;

h) Incorporate innovative and sustainable development standards for *compact* and efficient development;

i) Provide for a mix of housing forms and options that are in areas close to existing and planned *employment areas*; and

j) Have completed an *agricultural impact assessment* to identify the potential adverse impacts of the proposed development on *agricultural lands* and existing *agricultural operations*, in accordance with the policies of this plan.

1.1.8 To support connectivity between municipalities in the ***Inner Metropolitan Area***, those areas shall be planned and developed to:

a) Support land use compatibility with the adjacent *built-up area* and provide an appropriate transition to the existing *built-up area*;

b) Support a density transition in accordance with density minimums and/or targets established in Schedule 3;

c) Provide road and *active transportation* trail connections through the design, layout, and placement of existing and planned transportation *infrastructure*; and

d) Provide *natural asset* corridor connections as identified in this plan.

1.1.9 In the ***Inner Metropolitan Area,*** and in ***Urban Centres*** and ***Rural Centres,*** highest-density areas are encouraged to provide a mix of uses.

1.1.10 To protect *agricultural lands* and to encourage *complete communities*, expansion of the ***Inner Metropolitan Area*** and an ***Urban Centre, Rural Centre,*** or ***Settlement*** shall only be permitted if the area proposed for expansion is:

a) *Contiguous* with existing development and can be serviced;

b) Supported through studies identifying potential impacts of the expansion including, but not limited to:

i. Demographic, population, and employment projections;

ii. Supply and demand or market analysis for residential and other land uses, which may include consideration for development constraints;

iii. Traffic and transportation needs;

iv. Existing and future municipal servicing *infrastructure*;

v. An *agricultural impact assessment*; and

vi. A *natural asset* assessment.

1.1.11 To protect *agricultural lands* and promote *infill* in existing *built-up areas* in the ***Outer Metropolitan Area***, municipalities shall identify ***Settlements*** as a location to focus growth and development:

a) In a *contiguous* and *compact* form through *infill* and rounding out of *built-up areas*; and

b) Where new development shall be connected to municipal water and wastewater *infrastructure,* where available.

1.1.12 To protect *agricultural lands*, prevent *fragmentation*, and encourage *complete communities*, new *rural residential* designations*,* including cottage development, shall only be permitted outside the ***Inner Metropolitan Area*** and beyond the ***commuter shed boundary*** identified in Schedule 1 if the *municipality* has met the following criteria:

a) The proposed *rural residential* lots represent a maximum of five-year land supply based on the *municipality*'s last five-year absorption rate of *rural residential* land;

b) 90% or more of the *municipality*'s existing *rural residential* land supply has been built out;

c) Can be developed in a *contiguous* form where planned open space may be considered a component of such development through *conservation design*;

d) Have completed an *agricultural impact assessment* to identify the potential adverse impacts of the proposed development on *agricultural lands* and existing *agricultural operations*, in accordance with the policies of this plan;

e) If proposed *rural residential* is located on or adjacent to *natural assets* identified in Schedule 3, environmental and technical studies completed by qualified professionals shall be submitted, identifying the impacts of development on *natural assets*, include conservation buffers, development setbacks and mitigation measures into the proposed development, following *conservation subdivision design*; and

f) Be serviced with on-site water and wastewater *infrastructure* in accordance with provincial regulations.

i. Areas located in the *Red River Corridor* as identified in provincial regulation shall require connection to municipal wastewater *infrastructure*.

Flood Protection

1.1.13 To protect communities from the risk of flooding, development shall be restricted in *flood risk areas* including Designated Flood Areas as per provincial regulation. This includes restrictions on multi-lot subdivision in areas where flood protection would require expansion. Within these *flood risk areas*:

a) *Infill* of existing communities shall be prioritized;

b) Where *infill* is not possible, expansion may be permitted within the Designated Flood Area provided development is within an area with existing municipal servicing *infrastructure*;

c) Growth shall be directed away from (low lying) *wetland* areas; and

d) Standards for flood resiliency using internationally recognized Canadian Standards Association (CSA) tools should be incorporated in local land use and *infrastructure* planning and development.

Housing

1.1.14 Providing housing for all, including affordable and *accessible housing*, shall be a priority for the region. Municipalities shall:

a) Provide a diversity of housing types, forms, tenures, and price points;

b) Promote and support housing close to jobs, community services and where the housing can be integrated as part of *mixed-use development*, advocating that a portion of new residential developments in communities be affordable for households earning at or below the community's median household income level;

c) Encourage building of affordable and seniors-oriented housing close to community services and integrated as *mixed-use developments*;

d) Encourage inclusive housing by accommodating supportive housing including group homes, assisted living, and similar special needs housing within the community; and

e) Encourage the integration of housing design standards that consider universal design, aging in place principles, and modern environment performance standards to foster *low carbon*, climate-resilient growth including accommodation for *zero emission vehicles*.

1.1.15 The greatest density and diversity of housing in terms of type, form, and affordability shall be directed to the ***Metropolitan Core***, ***Inner Metropolitan Area***, ***Urban Centres***, and ***Rural Centres*** and areas with existing or planned *regional infrastructure*, transit, amenities, at a scale appropriate to the community.

1.1.16 Market affordable and *affordable housing* shall be planned in a coordinated and collaborative way to address housing need through the following measures:

a) Preparation and implementation of Regional Housing Strategy; and

b) Advocacy to the provincial and federal governments to provide long term sustainable sources of funding to address regional housing priorities and the specific needs of communities.

Collaboration with Indigenous Nations

1.1.17 To encourage compatible land use agreements, where land has been selected as *Treaty Land Entitlement* (*TLE*) agreements or other relevant land claims within the region, municipalities shall engage in discussion with the relevant parties to work towards agreements.

1.1.18 To encourage a reciprocal relationship, where a development review is required under this plan and the proposed development is adjacent to reserve land or adjacent to land that has been selected as *Treaty Land Entitlement* or other relevant land claim, adjacent municipalities are encouraged to engage with the Indigenous Nation regarding the proposal.

1.2 Infrastructure and Services Planning, Development and Investment

Objectives of Infrastructure and Services Planning Development and Investment policies:

1. *To prioritize infrastructure investment for servicing and transit aligned with urban intensification supportive densities within the region; and*
2. *To provide equitable access to regional services to support a high quality of life.*

General

1.2.1 To capitalize on efficiencies, planning for new or expanded *infrastructure* shall occur in an integrated manner and include:

a) Evaluations of long-range scenario-based land use planning, environmental planning, and financial planning; and

b) Support by relevant studies that should involve:

i. Leveraging *infrastructure* investment to direct growth and development in accordance with the policies and schedules of this plan, including the achievement of the minimum *intensification* and *density targets* as Schedule 3;

ii. Providing sufficient *infrastructure* capacity in the ***Metropolitan Core***, ***Inner Metropolitan Area***, and ***Urban Centres***;

iii. Identifying the full life cycle costs of *infrastructure* and developing options to pay for these costs over the long-term through asset management planning; and

iv. Considering the impacts of a changing climate and opportunities for *green infrastructure*.

1.2.2 To support investment, *infrastructure* planning shall be coordinated to implement this plan. This shall be done by developing a Regional Servicing Strategy to address:

a) An agreed to terms of reference;

b) Safe, cost-efficient, and reliable services to meet current and long-term community needs;

c) Facilitation of *intensification* and higher density development;

d) A Regional Infrastructure Investment Prioritization Framework; and

e) A Regional Sludge Management Master Plan to manage wastewater sludge disposal effectively and efficiently.

Water and Wastewater

1.2.3 To ensure sufficient revenue to recover the full cost of providing and maintaining necessary services, planning for full municipal water and wastewater services shall be coordinated, where possible.

a) Municipalities shall explore opportunities for service sharing when *infrastructure* expansion and upgrades are required; and

b) Capital *infrastructure* investments shall be identified in partnership with the Manitoba Water Services Board when applicable, with a focus on the ***Metropolitan Core***, ***Inner Metropolitan Area***, and ***Urban Centres***.

1.2.4 To ensure *infrastructure* is planned, designed, constructed, or expanded in an efficient manner, municipalities shall prepare drinking water and wastewater plans. Plans shall:

a) Include detailed capacity and treatment assessments that identify upgrades required to meet demand, environmental protection, and regulatory requirements;

b) Prioritize and support opportunities for optimization and improved efficiency within existing systems with strategies for energy and water conservation and water demand management;

c) Ensure the system shall serve growth in a manner that supports the minimum *intensification* and density identified in Schedule 3;

d) Identify the full life cycle costs of the system and develop options to pay for these costs over the long-term;

e) Implement controls for hauled wastewater to facilitate monitoring and recording of hauled wastewater effluent and support the assessment of wastewater *infrastructure* performance;

f) Ensure, in the case of large subsurface sewage disposal systems, the proponent has demonstrated attenuation capacity;

g) Coordinate planning for drinking water and wastewater systems, if municipalities share a water source or receiving water body, based on *watershed* planning to ensure that the quality and quantity of water is protected, improved, or restored; and

h) Have been considered in the context of applicable inter-provincial, national, bi-national, or state-provincial agreements or provincial legislation or strategies.

1.2.5 To support growth, *infrastructure* investment shall be optimized by:

a) Requiring compliance to level of wastewater treatment as per *The Manitoba Water Quality Standards, Objectives, and Guidelines*; and

b) Requiring that where communities exceed defined growth thresholds, they shall upgrade wastewater treatment facilities to meet effluent treatment limits in accordance with provincial regulation.

1.2.6 To encourage *complete communities*, municipalities shall not be permitted to extend water or wastewater services unless:

a) The need for the extension has been demonstrated;

b) The *municipality* has completed the applicable environmental assessment process in accordance with *The Manitoba Water Rights Act* and *The Environment Act*; and

c) Where the province has declared a public health and safety issue.

1.2.7 To foster the development of a *circular economy*, municipalities shall consider the incorporation of wastewater resource recovery through water reclamation processes.

Transportation

12.8 To support connectivity, a strong economy and *low carbon* objectives, a regional transportation network shall address multi-mode access. A common regional road hierarchy shall be established with:

a) Land use control in the vicinity of *Regional Roads*;

b) Access control requirements to limit direct access to *Regional Roads* as per Schedule 4, improve safety, and maintain the integrity of the regional transportation network in accordance with provincial regulation and design standards; and

c) Common municipal road standards, with integrated *active transportation* master plan routing.

1.2.9 To coordinate the investment in regional transit priorities, integrated regional transit corridor planning and development shall be undertaken by the *WMR* and its municipalities in collaboration with other stakeholders to:

a) Develop a regional transit governance and cost-sharing model for the provision of regional public transit services;

b) Identify lands and corridors for a regional transit system, with a focus on the ***Inner Metropolitan Area***;

c) Ensure the regional public transit corridors provide connections to *Regional Employment Areas*;

d) Support modal shift and alignment with *active transportation* trails, with a focus on *Regional Active Transportation Trails* as per Schedule 4;

e) Support the co-location of *infrastructure* in these corridors, where appropriate;

f) Define and prioritize the need for and the future form, function, and final alignment of public transit corridors.

1.2.10 To maintain and enhance the movement of goods to support trade, the efficiency and safety of the transportation system shall be preserved by:

a) Ensuring *Regional Roads* provide and maintain connections to *Regional Employment Areas* and the region's links to the Mid-Continent Trade and Transportation Corridor;

b) Providing an efficient system of *Regional Roads* to ensure the effective and efficient movement of goods into and out of significant industrial, commercial, and agricultural areas;

c) Ensuring that access, intersection and interchange practices recognize and support economic activities and provide a reasonable balance between access, efficiency, and safety; and

d) Delivering viable *multi-modal transportation* choice to reduce congestion, support *low carbon* transportation options, and provide urban and rural residents transportation options to economic, educational, recreational, and cultural opportunities.

1.2.11 To support the efficient movement of people and goods across the region, municipalities shall participate in regional transportation master planning. This shall include at minimum:

a) Identifying where possible to implement regional transportation options for moving people that connect the ***Inner Metropolitan Area*** while planning land uses to effectively integrate transportation modes and support complete street networks;

b) Ensuring transportation *infrastructure* planning is aligned with land use planning to best serve and arrange origins and destinations for the movement of people and goods;

c) Developing and strengthening a regional network of *active transportation* trails, with a focus on *Regional Active Transportation Trails* identified in Schedule 3, to ensure safe crossing between municipal boundaries and enhance connectivity;

d) Supporting the establishment of regional *park and ride facilities* with multi-modal access in strategic locations of benefit to enhance and expand transportation options between rural and urban areas;

i. Potential locations of regional *park and ride facilities* may be guided by regional reports including the *West Winnipeg Park and Ride Transit Hub Feasibility Study and Plan: Development of a Regional Park and Ride Facility West Winnipeg* and *Multi-Modal Feasibility Study*;

e) Consideration of future technology and the potential for pilot projects; and

f) Encouraging member municipalities to complete a transportation master plan that is coordinated with adjacent municipalities and the regional transportation master plan.

1.2.12 To support *greenhouse gas* mitigation and advance *low carbon* transportation options, a *Zero Emission Vehicle* Strategy shall be developed by the *WMR* in association with its member municipalities and other stakeholders. The strategy shall at minimum:

a) Identify potential *zero emission vehicle* charging/refuelling corridors;

b) Identify opportunities to install and align supporting *infrastructure*, with a focus on public transit, *employment areas*, housing, and regional *park and ride facilities*;

c) Develop guidance for charging *infrastructure* procurement processes and lifecycle management; and

d) Identify methods to gather and analyze *zero emission vehicle* movement and usage data to support charging *infrastructure* assessment and investment prioritization.

Utility

1.2.13 To support equitable access to *infrastructure*, all services for development will be planned for coordinated efficient and effective delivery with a focus on:

a) Utility *infrastructure* planning for hydroelectricity; and

b) Broadband networks.

Solid Waste

1.2.14 To support a regional approach to waste resourcefulness, minimization and diversion, municipalities shall:

a) Support the cost effectiveness of waste management through rationalization by coordinating capacity and service levels, particularly as it relates to:

i. Consolidating and upgrading waste disposal grounds and waste transfer stations; and

ii. Implementing innovative approaches and technologies relating to servicing and *infrastructure*.

1.2.15 To support the *circular economy*, the *Winnipeg Metropolitan Region* shall work towards supporting and developing regional waste recovery, reduction, and reuse strategies and plans.

Recreation

1.2.16 To support the management and accessibility of high quality social, cultural, educational, and recreational opportunities to all municipalities, *regional recreational assets* are identified and protected in this plan. Regional recreation shall:

a) Focus on community and cultural interests and uses, with focus on *regional recreation assets* as per Schedule 3;

b) Include the consideration of management through shared servicing agreements; and

c) Support opportunities for passive recreation and co-location of assets in locations that foster a *natural asset network* as per policies in this plan.

1.2.17 To ensure sustainable fiscal stewardship and industry best practice in operating and maintaining recreation assets and services, municipalities shall:

a) Consider partnerships and collaboration for the inter-municipal use of recreation services, including private-public partnerships;

b) Focus on the co-location of recreation services and multi-purpose facilities with a contemporary mix of recreation options to meet long-term needs; and

c) Support the development of recreation asset management programs that fully evaluate the lifecycle of recreation assets to guide and maximize investment decisions as per the policies of this plan.

Emergency Services

1.2.18 To protect communities from risk and hazards and provide *resiliency*, municipalities shall:

a) Direct growth away from areas deemed at risk from natural hazards, including:

i. Areas included in the Designated Flood Area in accordance with provincial regulation;

ii. Areas at risk from *climate change* induced hazards;

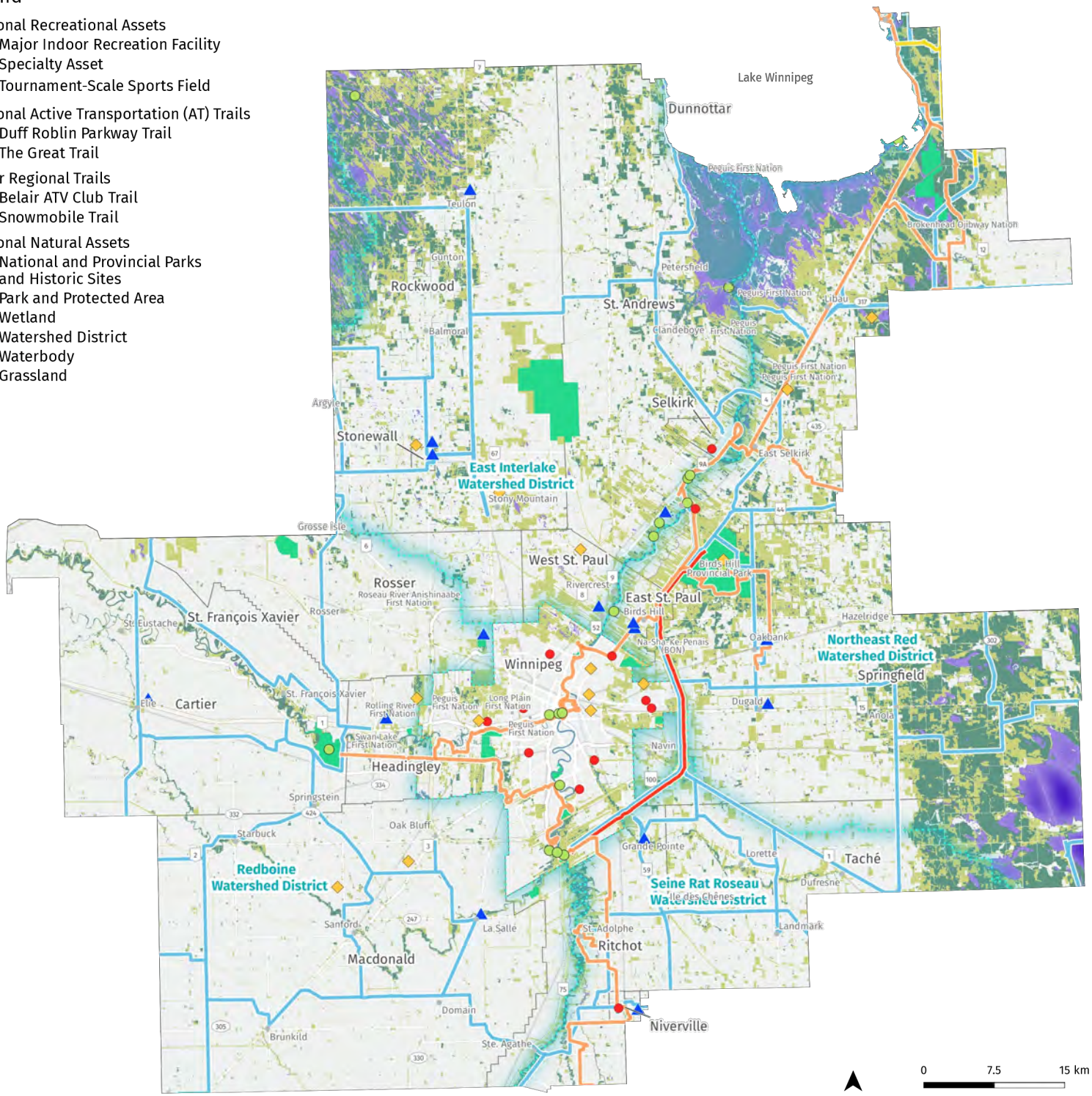
b) Review fire suppression requirements as per the Manitoba Office of the Fire Commissioner and Manitoba Water Services Board guidelines and updating firefighting protection plans accordingly;

c) Consider emergency response catchment areas; and

d) Incorporate standards for fire, emergency response and water supply, with a focus on National Fire Protection Association (NFPA) standards as a model.

WINNIPEG METROPOLITAN REGION

Schedule 3—Natural and Recreation Assets



Notes

Identified lands are located on Treaty 1 Territory.

Map Projection

NAD83 / UTM zone 14N (EPSG:26914)

Feature Layer Sources

Regional Recreational Facility: HTFC Planning and Design, 2020, Report on Regional Recreation for the Winnipeg Metropolitan Region; Google Maps, 2020

Regional Trails: HTFC Planning and Design, 2020, Report on Regional Recreation for the Winnipeg Metropolitan Region; ATVMB Trails, n.d., Interlake Pioneer Trail; ATVMB Trails, n.d., Belair ATV Club Trails; All Trails, n.d., Duff Roblin Parkway Trail; The Great Trail of Canada, n.d., The Great Trail; Snowmobile Trail: Snowman, n.d.

Regional Parks and Protected Area: HTFC Planning and Design, 2020, Report on Regional Recreation for the Winnipeg Metropolitan Region; Province of Manitoba, n.d., Manitoba Land Initiative

Wetland: Province of Manitoba, n.d., Manitoba Land Initiative

Watershed District: Province of Manitoba, n.d., Manitoba Land Initiative

Waterbody: Government of Canada, 2020, National Hydro Network

Grassland: Province of Manitoba, n.d., Manitoba Land Initiative

Forest: Province of Manitoba, n.d., Manitoba Land Initiative

Base Layer Sources

Municipal Boundaries: Province of Manitoba, 2020, Manitoba Municipal Boundaries

First Nations Territory: Government of Canada, 2020, Aboriginal Lands of Canada Legislative Boundaries

Rail Lines: Government of Canada, 2020, National Railway Network

Roads: Government of Canada, 2020, National Road Network; Province of Manitoba, 2020, Manitoba Road Network; City of Winnipeg, Road Network, 2021

Places: Manitoba Geographical Names Program, Manitoba Geographical Names Toponymic Data, 2018; Natural Resources Canada, Canadian Geographical Names, 2021

Waterways: Government of Canada, 2020, National Hydro Network

Provincial Parks: Manitoba Land Initiative, 2020, Parks and Park Reserves

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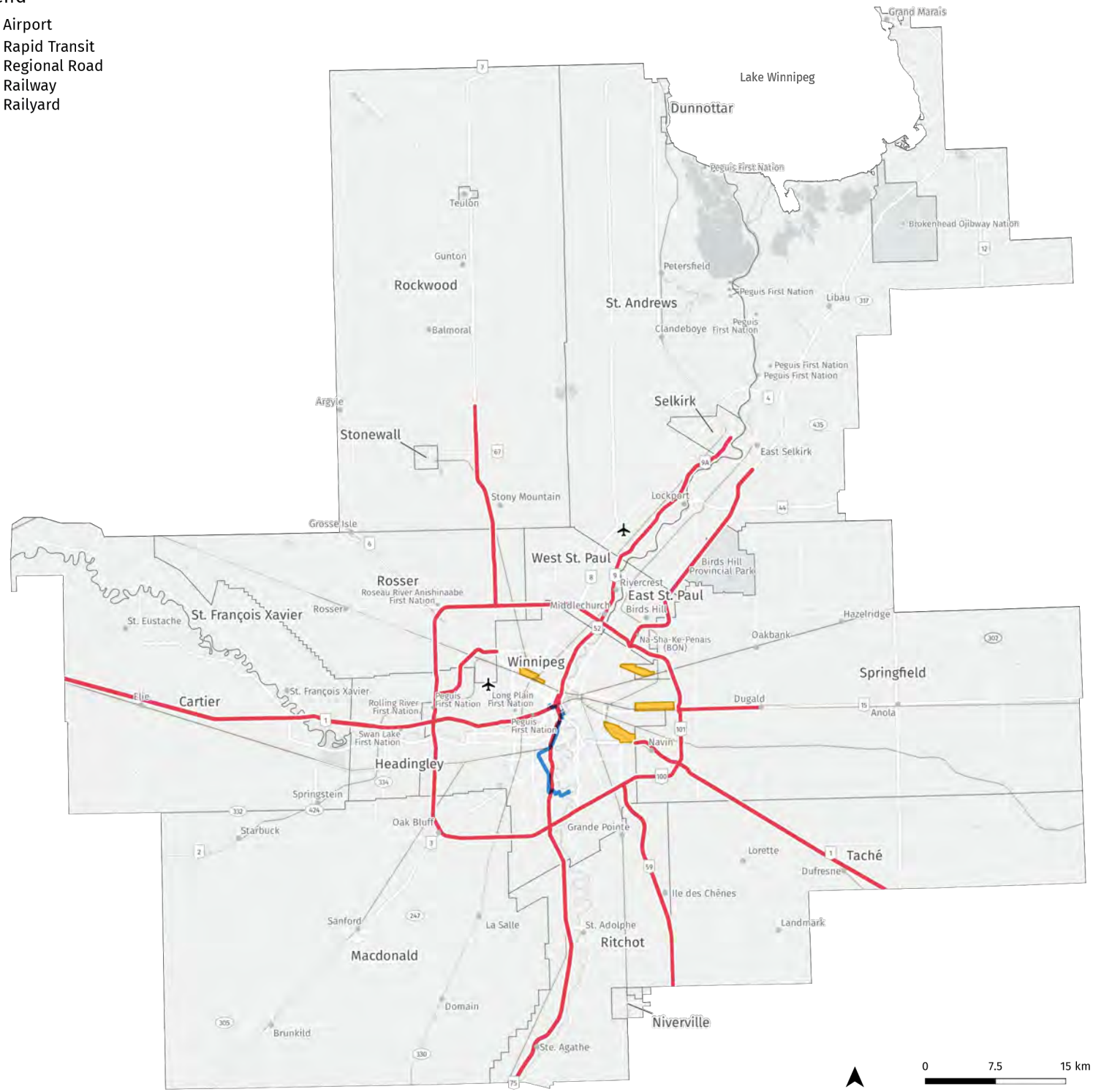

WINNIPEG METROPOLITAN REGION

Schedule 4—Regional Transportation Infrastructure Network

Notes

Identified lands are located on Treaty 1 Territory.

Map Projection

NAD83 / UTM zone 14N (EPSG:26914)

Feature Layer Sources

Rapid Transit: Winnipeg Transit, Winnipeg Transit System Map, 2020; Open Mobility Data, 2020, Winnipeg Transit GTFS

Regional Road: Government of Canada, 2020, National Road Network; Province of Manitoba, 2020, Manitoba Road Network

Railway: Government of Canada, 2020, National Railway Network

Railyard: Government of Canada, 2020, National Railway Network

Airport: Google Maps, 2020

Base Layer Sources

Municipal Boundaries: Province of Manitoba, 2020, Manitoba Municipal Boundaries

First Nations Territory: Government of Canada, 2020, Aboriginal Lands of Canada Legislative Boundaries

Rail Lines: Government of Canada, 2020, National Railway Network

Roads: Government of Canada, 2020, National Road Network; Province of Manitoba, 2020, Manitoba Road Network; City of Winnipeg, Road Network, 2021

Places: Manitoba Geographical Names Program, Manitoba Geographical Names Toponymic Data, 2018; Natural Resources Canada, Canadian Geographical Names, 2021

Waterways: Government of Canada, 2020, National Hydro Network

Provincial Parks: Manitoba Land Initiative, 2020, Parks and Park Reserves

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Policy Area 2

Investment and Employment

Investment and Employment sets the expectation of regional planning and economic development as the foundation to grow a transformative, leading regional economy.

Policy Area 2 - The objectives for Investment and Employment include

- *To promote expanded economic opportunities to diversify economic sectors;*
- *To focus regional employment development in areas with serviced land supply and good access for employees;*
- *To promote a high quality of life within the Winnipeg Metropolitan Region in support of a strong and diverse workforce;*
- *To facilitate investment and the growth and development of employment lands through protection of a safe, efficient, and environmentally friendly regional transportation network and trade* infrastructure*;*
- *To provide direction on the establishment of shared revenue agreements.*

Investment and Employment provides the base to advance a collaborative regional economy that supports investment and presents a value proposition on the region's competitiveness. Regional economic development supports servicing and site availability, attracting industries and opportunities that provide jobs and bring investment. Investment and Employment builds on the region's traditional sectors while recognizing the need to address a changing economic landscape and pressing issues like *climate change*.

Enhancing the region's participation in the global market relies on leveraging the region's full inventory of assets. The region has a stable and diverse economy that provides for a strong regional character. This helps distinguish its overall asset base and drives regional growth. Supporting effective and efficient *infrastructure* investment and fostering a skilled workforce supports business retention and expansion and contributes to continued prosperity.

Moving toward 2050, attracting new investment remains a critical element for the regional economy. New investment brings state-of-the-art technologies and innovation and can elevate job skills that enhance the existing capacity in the region. A coordinated regional approach that leverages the existing asset base supports the attraction of new investment into the region. Clearly focusing on developing core clusters supported by existing and planned regional *infrastructure* and knowledge hubs builds on current global best practices for attracting talent and investing in innovation. This can foster a transition toward a *circular economy* as it facilitates experimentation, collaboration, and industrial symbiosis within and between clusters. *Circular economy* opportunities can transform existing sectors, implement new production value chains, and create new industries, bringing new investment into the region.

The economy is also leveraged by developing c*omplete communities*. *Complete communities* maximize the value of *infrastructure* investment and offer an array of housing options. They support opportunities for employment clusters and enhance transportation options and connections between residential, employment, and institutional land uses. *Complete communities* cultivate sustainable, climate-resilient development and strategically positions the region to attract investment.

Objectives of this policy area focus on enhancing the region's global economic competitiveness and attracting investment. Policies provide the foundation to establish a collaborative regional approach to economic development grounded in coordinated land use and *infrastructure* planning. Policies support the development of *complete communities* with serviced *employment areas* and *multi-modal transportation* access for the enhanced movement of people and goods to, from, and within the region. Policies identify, protect, and plan for strategic trade enabling *infrastructure* to ensure the region is well positioned to participate in the global marketplace.

2.1 Diversified Economy

Objective of Diversified Economy policies to promote expanded economic opportunities to diversify economic sectors.

2.1.1 To coordinate and promote regional economic viability, diversity and growth, the *WMR* shall prepare a Regional Economic Development Framework for the region to:

a) Develop a coordinated regional approach to economic development with clear objectives that shall serve to identify the regional competitive advantage and pathway to guide investments. Strategies should include:

i. Focusing on the region as a hub and gateway for the growth of sectors, investment of *infrastructure*, and enhancing employment, tourism, and recreation;

ii. Promoting growth related to, but not limited to, the agri-business, advanced manufacturing, and transportation and logistics sectors to optimize existing assets;

iii. Fostering innovation that enables job creation and economic growth and supporting regional strategies for the growth of emerging sectors;

iv. Protecting *Regional Employment Areas* to provide for employment growth;

v. Supporting resource-related activities and encouraging diversification of the agricultural sector to support regional food security, productive capacity, emerging sectors, and the continued vitality of the sector;

vi. Supporting talent attraction and skills development to strengthen economic sectors that advance economic development;

vii. Identifying *regional assets*; and

viii. Coordinating planning and sustained investment in *infrastructure* for the fluid movement of goods, services, and people.

b) Support the alignment of stakeholder activities to build mutually beneficial relationships and collectively support a prosperous regional economy. Strategies should include:

i. Initiatives pursued by member municipalities and other regional stakeholders;

ii. Support for efforts to market and promote the *Winnipeg Metropolitan Region* in the national and global marketplace; and

iii. Focus on business retention and expansion and attracting investment.

c) Guide economic development to respond to the future regional economy and support a transition to a *low carbon*, *circular economy* by:

i. Supporting clean technologies and innovation, green energy and *green infrastructure*, and skills development; and

ii. Identifying opportunities to integrate *circular economy* action into regional economic development and land use planning and development.

2.1.2 To align local efforts with a Regional Economic Development Framework, municipal development plans and economic development plans and strategies shall support a goal to:

a) Promote existing and emerging sectors of economic growth to foster job creation and optimize global economic competitiveness; and

b) Support the economic development role of *Regional Employment Areas* through land use and transportation policies.

2.1.3 In support of regional tourism, the *WMR* shall:

a) Support *infrastructure* investment that fosters the development and enhancement of regional tourism and recreation assets that improve destination development and draw local, national, and international visitors;

b) Plan and develop corridors to facilitate opportunities for linkages within and beyond the *Winnipeg Metropolitan Region*; and

c) Support investment in cultural, heritage, natural, and *agri-tourism operations* destinations and events.

2.2 Employment Lands

Objective of Employment Lands policies: to focus regional employment development in areas with serviced land supply and good access for employees.

2.2.1 An adequate supply of land shall be protected by municipalities to accommodate the employment projections in Schedule 2 provide a variety of employment types and support economic diversification. Priority *employment areas (lands)* shall be defined.

2.2.2 To protect the viability of *employment areas* and support *complete communities*, the majority of employment uses shall be directed to:

a) *Regional Employment Areas* as identified in Schedule 5 and existing *employment areas*;

b) The ***Metropolitan Core***, ***Inner Metropolitan Area***, ***Urban Centres***, and ***Rural Centres*** identified in Schedule 1.

2.2.3 To protect the viability of existing designated *employment lands* and to encourage their development for economic purposes, new *employment lands* shall only be designated:

a) Where such lands:

i. Contribute to the provincial and/or national interest; or,

ii. If serviced, are *contiguous* with existing development; or;

iii. If un-serviced, *employment lands* shall be clustered;

b) Where supported through studies identifying potential impacts of the expansion including, but not limited to:

i. Regional demographic, population, and employment projections;

ii. Regional supply and demand or market analysis for employment land, which may include consideration for development constraints;

iii. Traffic and transportation needs;

iv. Existing and future municipal servicing *infrastructure*;

v. An *agricultural impact assessment*; and

vi. A *natural asset* assessment.

2.2.4 The conversion of employment uses to non-employment uses, with the exception of *Downtown Winnipeg*, shall be evaluated as part of a comprehensive review through a municipal development plan update or amendment. Conversion will only be considered if the review demonstrated that:

a) There is a need for the conversion to support employment and population growth;

b) The lands are not required over the life of this plan for employment purposes;

c) The *municipality* will maintain sufficient employment lands to accommodate projected employment growth over the life of this plan;

d) The conversion and proposed uses will not adversely impact the overall viability of *Regional Employment Areas*;

e) There is existing or planned *infrastructure* to accommodate the proposed land use; and

f) Cross-jurisdictional issues have been considered.

2.2.5 To support economic prosperity and viability of *employment lands*, the *WMR* shall work to ensure employment uses of regional significance are directed to appropriate locations with full municipal servicing.

2.2.6 To support employment growth, municipalities shall coordinate land use planning and development by:

a) Promoting *intensification*, making more efficient use of vacant and underutilized *employment areas*;

b) Planning for and promoting clusters to link economic activity, innovative technologies, human resources, and optimize servicing *infrastructure*;

c) Planning for and promoting *multi-modal transportation* options and access to existing employment densities;

d) Supporting *mixed-use development*, office use and *institutional cluster*s within the downtown, central business district, or local main street in the ***Metropolitan Core***, ***Inner Metropolitan Area***, ***Urban Centres***, ***Rural Centres***, *and* ***Settlements***; and

e) Promoting the growth of resource-related economic activities that:

i. Encourage agricultural diversification and value-added production by planning for and promoting clusters of specialized *agricultural operations*; and

ii. Support mineral and aggregate resources extraction.

2.2.7 To maximize *infrastructure* investments, *regional infrastructure* investment shall:

a) Support the development of *Regional Employment Area*s identified in Schedule 5;

b) Support economic opportunities across the region through regional coordination and incentives; and

c) Support equal access to high speed and high-quality broadband coverage to bridge the urban and rural digital divide.

2.3 Job Creation and Retention

Objective of Job Creation and Retention policies: to promote a high quality of life within the Winnipeg Metropolitan Region in support of a strong and diverse workforce.

2.3.1 To support high quality of life and *complete communities*, regional economic development and investment shall focus to:

a) Attract and retain a diverse workforce for a mix of employment; and

b) Provide services, recreation, amenities, housing, and transportation options developed in accordance with policies of this plan.

2.3.2 To foster economic competitiveness and support the future regional economy, job creation shall be supported by collaboration in skills development to:

a) Identify and establish clusters of economic activity in accordance with policies in this plan;

b) Identify regional labour force readiness to support current and future workforce needs, including workforce needs to support the transition to a *low carbon*, *circular economy*;

c) Promote programs that incentivize training and development to support regional workforce capacity needs and encourage entrepreneurial development;

d) Work with Indigenous Nations to create programming that supports the Indigenous labour force;

e) Work with economic development agencies, such as the World Trade Centre, Economic Development Winnipeg, Chambers of Commerce, Community Futures Manitoba, CDEM, and local Business Improvement Zones to foster employer investment in workforce training.

2.4 Infrastructure and Goods Movement

Objective of Infrastructure and Goods Movement policies: to facilitate investment and the growth and development of employment lands through protection of a safe, efficient, and environmentally friendly regional transportation network and trade infrastructure.

2.4.1 To support economic competitiveness, quality of life and access to goods, municipalities shall plan for the efficient movement of people, goods and services to, from and within the *Winnipeg Metropolitan Region* with a focus on:

a) Capitalizing on the Mid-Continent Trade and Transportation Corridor for road, rail, and air connectivity;

b) Collaborating with the province and other stakeholders to coordinate the planning and development of regional transportation *infrastructure* to:

i. Optimize mobility and connectivity and ensure the long-term viability of *Regional Roads* as per Schedule 4 and *employment areas*; and

ii. Optimize the reliability and seamless movement of goods through the identification of priority routing and enhanced connectivity with *Regional Roads*, rail, and air transportation *infrastructure*.

2.4.2 To protect *Regional Roads* for priority access, municipal development plans shall limit direct access to *Regional Roads* and support grade separation intersections or other appropriate intersection upgrades and public transit connections where applicable.

2.4.3 To protect for the movement of goods and economic development, land use planning and development shall be coordinated to recognize the existing rail network and enhance its integration with existing and future *Regional Roads, Regional Employment Areas*, *employment areas* and other industrial land uses, including:

a) Minimizing new at-grade rail crossings;

b) Ensuring land use compatibility by encouraging municipalities to adopt Federation Canadian Municipalities (FCM) guidelines for land use in the vicinity of rail lines; and

c) Fostering collaboration in pursuit of rail rationalization and repurposing within the region.

2.4.4 To ensure land use compatibility, the Winnipeg James Armstrong Richardson International Airport and other airport lands in the region shall:

a) Be protected from land use and development that may adversely impact their operations and potential for future expansion, as per Transport Canada regulations;

b) Include commercial and industrial lands in adjacent areas as supported through municipal development plans; and

c) Be considered in municipal servicing and transportation *infrastructure* plans to ensure future airport expansion requirements are considered in municipal development plans.

NOTE: The Winnipeg International Airport Noise Exposure Forecast Study and Planning Analysis undertaken by the Province of Manitoba shall inform the update of this policy.

2.5 Shared Benefit

Objective of Shared Benefit policies: to provide direction on the establishments of shared revenue agreements.

2.5.1 To support mutually beneficial efficiencies and innovation, the *WMR* shall investigate and establish a framework mechanism to share benefits regionally for:

a) *Regional Employment Areas*;

b) *Regional Infrastructure*; and

c) *Regional Assets.*

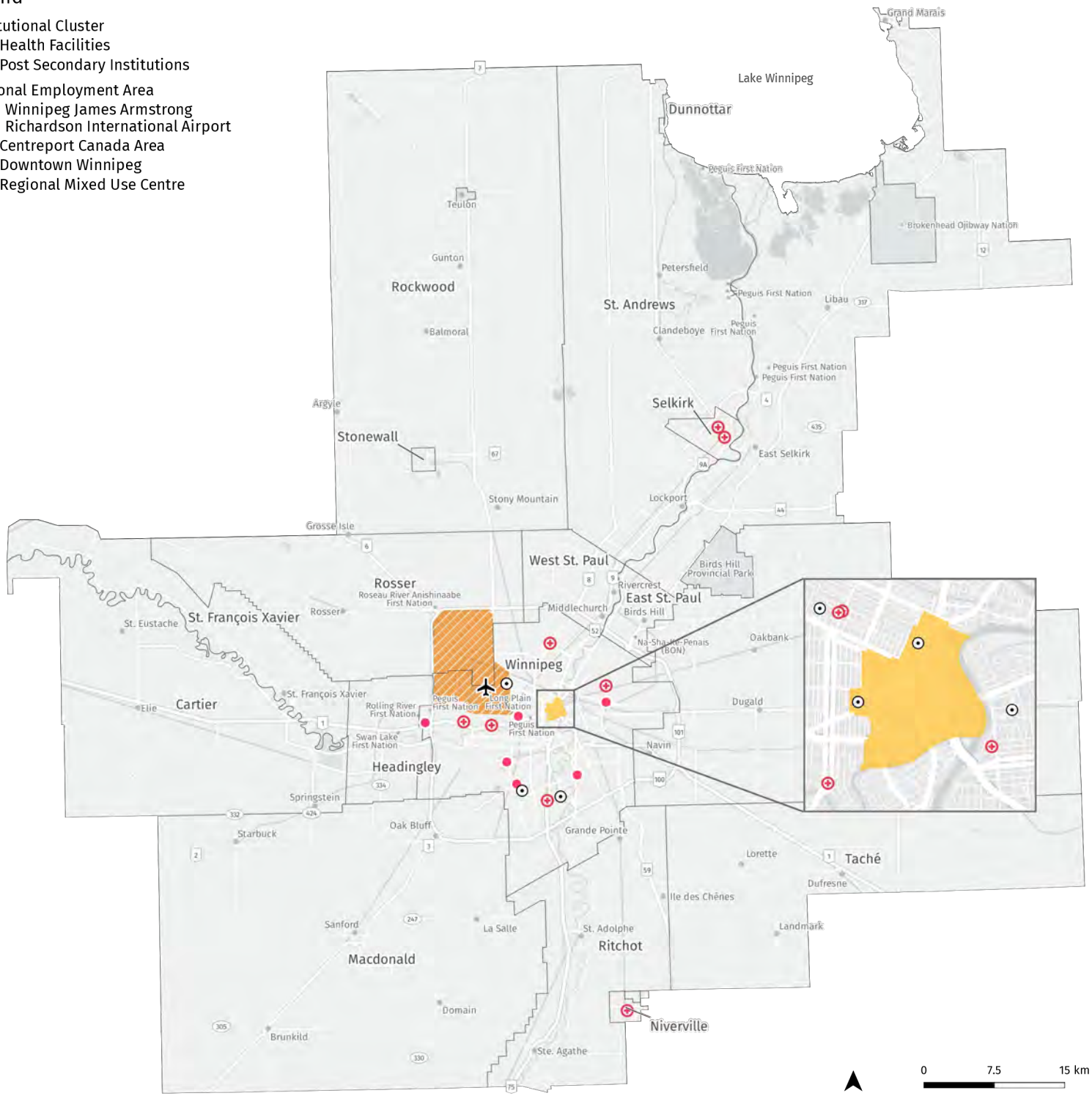
WINNIPEG METROPOLITAN REGION

Schedule 5—Regional Employment Areas

Legend DRAFT

Institutional Cluster
- Health Facilities
- Post Secondary Institutions

Regional Employment Area
- Winnipeg James Armstrong Richardson International Airport
- Centreport Canada Area
- Downtown Winnipeg
- Regional Mixed Use Centre



Notes

Identified lands are located on Treaty 1 Territory.

Map Projection

NAD83 / UTM zone 14N (EPSG:26914)

Feature Layer Sources

Health Facilities: Google Maps, 2020
Post Secondary Institutions: Google Maps, 2020
Regional Mixed Use Centres: City of Winnipeg, 2011, Complete Communities
Downtown Winnipeg: Ciy of Winnipeg, 2011, Complete Communities
CentrePort Canada Area: Province of Manitoba, 2021, The Centreport Canada Act C.C.S.M. c. C44, "Inland Port Area"
Winnipeg James Armstrong Richardson International Airport: Google Maps, 2020

Base Layer Sources

Municipal Boundaries: Province of Manitoba, 2020, Manitoba Municipal Boundaries
First Nations Territory: Government of Canada, 2020, Aboriginal Lands of Canada Legislative Boundaries
Rail Lines: Government of Canada, 2020, National Railway Network
Roads: Government of Canada, 2020, National Road Network; Province of Manitoba, 2020, Manitoba Road Network; City of Winnipeg, Road Network, 2021
Places: Manitoba Geographical Names Program, Manitoba Geographical Names Toponymic Data, 2018; Natural Resources Canada, Canadian Geographical Names, 2021
Waterways: Government of Canada, 2020, National Hydro Network
Provincial Parks: Manitoba Land Initiative, 2020, Parks and Park Reserves

20 TO 50 | Securing Our Future

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Policy Area 3

One Environment

One Environment sets a bold expectation for the Winnipeg Metropolitan Region that establishes a path toward building a sustainable, climate-resilient region positioned to meet the challenges of the future and thrive.

Policy Area 3 - The objectives for One Environment include

- To protect features, functions, and ecological health subject to watershed boundaries;
- To identify, protect and prioritize a contiguous natural assets network throughout the region for ecosystem health to support climate resiliency and passive recreation;
- To prioritize flood and drought protection, focus growth away from areas of risk and build resiliency within the region;
- To prioritize a sustainable water supply and protect water resources from potential impacts and sources of pollution; and
- To reduce greenhouse gases and improve climate resiliency through development of climate action plans, support for the use of green strategies, and preparedness for climate resiliency.

One Environment includes the interconnection of features and functions as a system. It considers circularity in the management of stressors and impacts at scale, while protecting from degradation and addressing *climate change*. A healthy environment is an imperative of ecological condition as well as a necessity to a high quality of life. To provide for healthy water quality and quantity, wildlife habitat, and to mitigate, adapt and add *resilience* to *climate change, watershed* planning is critical to support regional conditions. An interconnected *natural asset network* that supports biodiversity and ecological processes is also essential.

The *Winnipeg Metropolitan Region* is rich in *natural assets*. The region encompasses a vast landscape located in the Red River *watershed*, a subwatershed of Lake Winnipeg, the world's 11th largest freshwater lake and an iconic water body. The region is also located at the confluence of the Boreal Shield and Prairie Ecozones, supporting various *ecosystems* such as *wetlands*, grasslands, and riparian and upland forests. *Natural assets* and systems intersect the region's many communities providing significant social and economic value.

Climate change is one of the most pressing issues of the 21st century. A regional approach to withstand, respond, and recover from the impacts of a changing climate and ensure continued growth and prosperity is imperative. Extreme weather has increased the risk of flooding and drought, and already taken an incalculable emotional and social toll on communities and a significant monetary toll measured in the billions of dollars. *Climate change* is driving change on Manitoba's prairie cold-dominated water regime creating hydrologic shifts, especially between snowmelt- and rainfall-driven streams and rivers and subsequent changes in peak water flows.

Weather events are becoming more extreme, traditional animal territories and vegetative ranges are changing, and invasive species ranges are expanding. Bold action is needed to secure our future.

One Environment policies set a flexible, strategic direction grounded in *ecosystem*-based principles that emphasize the benefits of *natural assets* through *watershed* planning and protection of water resources. This contemplates the future state of the region given the acceleration of *climate change*. Policies promote collaboration between jurisdictional responsibilities to foster coordination and effective regional management to meet challenges and capitalize on opportunities. Policies emphasizes the need to reduce greenhouse gas emissions by supporting a transition to *low carbon* growth through land use and transportation direction. Policies aim to find a balance between the needs of the natural environment and the needs of communities to ensure and optimize long-term benefits for all.

3.1 Integrated Watershed Management Planning

Objective of Integrated Watershed Management Planning policies: to protect features, functions, and ecological health subject to watershed boundaries.

3.1.1 To protect regional *watershed* health, notably of Lake Winnipeg and the Red River sub*watershed*, partnering with Watershed Districts when applicable, shall ensure that *watershed* planning is undertaken to support a comprehensive, integrated, and long-term approach to the protection, enhancement, or restoration of water quality and quantity within a *watershed*.

3.1.2 To support *watershed* health, municipal development plans shall be based on *watershed* planning to inform:

a) The identification of *water resource systems* to provide for the long-term protection of key hydrologic features, key hydrologic areas, and their functions;

b) The protection, enhancement, or restoration of the quality and quantity of water;

c) The establishment of development controls that protect aquatic life and *ecosystems*;

d) Decision on directing growth; and

e) Planning for water, wastewater, stormwater and *drainage infrastructure*.

3.1.3 To prioritize *drainage infrastructure* in relation to growth and development and protect the ecological function of *watersheds*, the *WMR* shall collaborate with municipalities, Watershed Districts, and the province to:

a) Identify, classify, and map the region's *drainage* network and other water control works as deemed appropriate;

b) Assess the standard of *drainage* and the *drainage* flow capacity of waterways and drains across the region;

c) Evaluate the ability of the *drainage* network to accommodate current and future land use across the region; and

d) Identify and prioritize the need for increased *drainage* capacity and *infrastructure* as it relates to growth.

3.1.4 To support best practice, the planning, design, and construction of new development and *infrastructure* in *greenfield areas* and *built-up areas* shall:

a) Be informed by *Integrated Watershed Management Plans*;

b) Incorporate innovation and low-impact development stormwater practices; and

c) Use internationally-recognized Canadian Standards Association (CSA) tools as a model.

3.2 Natural Assets Network

Objective of Natural Assets Network policies: to identify, protect and prioritize a contiguous natural assets network throughout the region for ecosystem health, to support climate resiliency and passive recreation.

3.2.1 To identify regional *natural assets* to protect, restore, and enhance linkages, the *WMR* shall prepare a Natural Assets Network Priorities Plan. The plan shall at a minimum:

a) Identify, map, and assess the condition of *natural assets*, systems, and corridors, critical and significant habitats, and *water resource systems*;

b) Identify and map species- and *ecosystems*-at-risk;

c) Identify and evaluate *ecosystems* and habitat with significant biodiversity values;

d) Limit the *fragmentation* of habitat and support wildlife corridors through the protection, conservation, and enhancement of connectivity between natural areas, where appropriate;

e) Incorporate considerations for sustainable community design;

f) Support adaptation and *resilience* to *climate change* and climate variability;

g) Incorporate recognition of traditional Indigenous knowledge and support traditional lifestyles; and

h) Support passive recreation and *active transportation* trail connections, with a focus on *Regional Recreation Assets*, *Regional Active Transportation Trails,* and regional *natural assets* as per Schedule 3.

3.2.2 To create *resiliency* to *climate change* and climate variability, municipalities shall pursue an adaptive *ecosystem*-based approach with an emphasis on *natural assets*. Municipalities shall be required to reflect regional priorities by:

a) Ensuring a land designation is established in municipal development plans and secondary plans to preserve, restore, and enhance the connectivity of *natural assets*. This includes at minimum:

i. Native vegetative communities;

ii. Tree canopy including urban, riparian, and upland forests, woodlots, and shelterbelts;

iii. *Natural assets* with significant biodiversity value, especially where it protects habitat, supports species- and *ecosystems*-at-risk, contributes to overall ecological function and enhances *ecosystem* goods and services;

i. Diversity and connectivity of the network and the long-term ecological or hydrological functions of features.

b) Promoting programs that incentivize environmental stewardship on private and public lands meant to protect, restore, and enhance *natural assets* and *ecosystem* goods and services especially as it relates to flood and drought mitigation, source water protection, and carbon sequestration;

c) Restricting development in *wetland* and riparian zones as per provincial regulation. Where development may be considered, municipalities shall consider the acquisition of the *wetland* and/or riparian zones, as public reserve and as an investment into *green infrastructure*; and

d) Developing and maintaining a land acquisition program as a tool to protect and support *natural assets* and their ecological functions and to support *green infrastructure* investment.

3.3 Flood and Drought Resiliency

Objective of Flood Resiliency policies: to prioritize flood protection, focus growth away from areas of risk and build flood resiliency within the region.

3.3.1 To protect communities from significant flooding, protect water recharge and retention areas, reduce risk, and build regional resiliency, municipalities shall:

a) Identify lands subject to significant flooding, erosion, or bank instability not already identified as Designated Flood Area under provincial regulation;

b) Identify lands located in potential water recharge/retention areas;

c) Identify the risk posed by *climate change* induced flooding and drought to communities and water supply; and

d) Establish development restrictions for lands subject to significant flooding, erosion, bank instability, or located in potential water recharge/retention areas to encourage that they be left in a natural state or developed only for low intensity use such as passive recreation, grazing, cropping, forestry, and wildlife habitat.

3.4 Sustainable Water

Objectives of Sustainable Water policies: to prioritize a sustainable water supply and protect water resources from potential impacts and sources of pollution.

3.4.1 To protect source water from intensive and high-risk impacts, development shall be restricted in identified Source Water Protection Zones as delineated by *Integrated Watershed Management Plans*, including aggregate extraction, chemical fertilizer storage, livestock operations, disposal fields, fuel tanks, waste disposal grounds, and wastewater treatment facilities. The following considerations should be met where restriction is not possible:

a) The proponent provides adequate engineering or hydro-geological investigation that the proposed activity shall not cause pollution of the public drinking water supply; or

b) Ensure appropriate precautionary measures.

3.4.2 To ensure long-term groundwater supply across the region, the *WMR* shall collaborate with Watershed Districts to:

a) Pursue strategies and actions to identify current use, future demands, and risks to regional groundwater aquifers, including those posed by *climate change*;

b) Prioritize the decommission and sealing of unused and abandoned wells that do not meet provincial standards within a Source Water Protection Zone where growth is prioritized; and

c) Determine areas to limit development where risk to groundwater aquifers has been identified.

3.4.3 To protect surface and ground water, notably Lake Winnipeg, from sources of contamination, land uses shall minimize nutrient and sediment loading. Municipalities shall:

a) Promote the development of *Environmental Farms Plans* to agricultural producers to address risks associated with nutrient run-off and livestock access to riparian zones, in collaboration with the province;

b) Where applicable, prepare combined sewer action plans aimed at mitigating combined sewer overflows and ensure emergency discharge plans are in place to prevent the unscheduled or emergency release of wastewater due to an extreme event, unplanned capacity, or system breaches;

c) Consider innovative strategies and solutions to wastewater and/or biosolids management that minimize peak wastewater flows and reduce nutrient loading to waterbodies, including the use of *wetlands*;

d) Collaborate with other municipalities and the province to coordinate and manage a program to research, identify, and develop private sewage disposal management plans aimed at evaluating the cumulative effect of private sewage systems and identifying future requirements and controls;

e) Support stormwater management practices that enhance water infiltration and limit run-off including the incorporation and use of internationally-recognized Canadian Standards Association (CSA) tools in local land use and *infrastructure* planning and development; and

f) Support development control strategies and standards such as the internationally-recognized Canadian Standards Association (CSA) tools that control earthworks and minimize vegetation disturbance to reduce erosion and silt and sediment run-off into waterbodies.

3.5 Low Carbon, Greenhouse Gas Reduction and Climate Resiliency

Objective of Low Carbon, Greenhouse Gas Reduction and Climate Resiliency policies: to reduce greenhouse gases and improve climate resiliency through development of climate action plans, support for the use of green strategies, and preparedness for climate resiliency.

3.5.1 To build regional *resilience*, *climate change* risk and hazard prevention and management shall be pursued by municipalities by:

a) Ensuring solutions to prepare for, respond to, and recover from *climate change*, specifically updating risk and hazard vulnerabilities mapping, are incorporated into local emergency preparedness programs and plans;

b) Supporting enhanced public awareness in identifying risks and hazards;

c) Protecting, restoring, and enhancing linkages of *natural assets*, systems and corridors to maximize *ecosystem* function; and

d) Investing in and incorporating risk-based planning tools, incentives, and green technologies into the planning of land use and *infrastructure* assets.

3.5.2 To mitigate *greenhouse gas* emissions, the *WMR* shall prepare a Regional Climate Action Plan reflecting the provincial direction and reduction targets. The plan shall, at minimum:

a) Include an inventory that identifies emission sources and intensities, consolidates this information regionally, and establishes a regional emissions baseline;

b) Identify regionally common emission sources;

c) Identify regional *greenhouse gas* emissions reduction priorities; and

d) Establish regional *greenhouse gas* emissions reduction targets.

3.5.3 To support climate action, municipalities shall prepare *Local Climate Action Plans* that align with the regional Climate Action Plan. The *Local Climate Action Plans* shall at minimum:

a) Establish and adopt local *greenhouse gas* emissions reduction targets that contribute to meeting regional targets;

b) Identify how municipalities shall use their land use, transportation and *infrastructure* planning and development policies, programs, and/or development control strategies to meet their *greenhouse gas* reduction targets; and

c) Include relevant input from recommended supporting studies such as:

i. The development of Community Energy Plans;

ii. Strategies for existing building retrofits and construction of new buildings to green performance guidelines and standards;

iii. Community design and facility provisions that encourage mode shift to public transit, cycling, and walking;

iv. *Low carbon* opportunities through electrification, alternative energy systems and bioenergy;

v. Enhancing the ability of *natural assets* to mitigate climate-exacerbated effects and enhancing their capacity to serve as carbon stores; and

vi. Promoting agricultural best practices that enhance carbon sequestration.

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Policy Area 4

Resource Management

Resource Management sets the expectation for how we manage our resources regionally to sustain the economy as well as the environment's ecological integrity and health.

Policy Area 4 - Objectives for Resource Management include

- *To recognize agriculture as a major regional economic contributor and requiring the protection and preservation of agricultural land.*
- *To recognize the economic value of mineral aggregate resources through protection and extraction.*

Resource Management recognizes agriculture and mineral aggregate resources as important economic assets and priorities to the region's economic prosperity as they generate substantial income, employment, and export opportunities. Resource Management recognizes the importance of *agricultural lands* and operations in supporting the region's food production, supply, and security. Resource Management recognizes that resource protection from conversion, *fragmentation*, degradation, and in the case of mineral and aggregate resources, ensuring they can be extracted, is essential to enable continued high-quality supply and benefit as the region grows.

The *Winnipeg Metropolitan Region's* excellent soil quality and favourable growing conditions provide the base resource that has supported the development of a diversified agricultural sector. Prime agricultural soil constitutes most of the region's soil type and provides a high quality resource base that supports viable agricultural production. Lower class soils are also found in the region and, among other agricultural uses, support forage production important to livestock grazing. Mineral aggregate deposits are located in the region, supporting local economies and providing unique opportunities for communities with the rehabilitation of spent pits and quarries.

To maintain viable industries, protection of resource bases from incompatible land use as well as ensure its ongoing access is critical. Not only do resource lands support economic prosperity, but they are also vital to environmental stewardship and can be an important component to building a climate-resilient region. The added importance of meeting health and food security needs reinforces the need to protect the region's *agricultural lands* and consider best practices for soil conservation to continue to support the export market as well as foster the local food system. Thinking regionally facilitates the development of an agricultural system that provides regenerative ecological benefits as well as economic and social.

Objectives of this policy area focus on reducing land use conflict to protect resource bases for future generations and in support of economic development. Policies provide for the identification of resources and applies protections to ensure their long-term preservation. Policies emphasize the compatibility of land uses and foster the development of *complete communities* to preserve resource bases by supporting *compact, contiguous* development. Additionally, the rehabilitation of resource areas improves connectivity and encourages recreation. Policies foster food security by encouraging a diverse agricultural sector and the continued production of a regional food supply by protecting *agricultural lands*. Policies promote regional consistency in how resources are managed by setting the regional expectation.

4.1 Agriculture

Objective of Agriculture policies: to recognize agriculture as a major regional economic contributor and requiring the protection and preservation of agricultural land.

4.1.1 To protect and preserve *agricultural land* use within the ***Outer Metropolitan Area***, as identified on Schedule 6, growth shall primarily be directed to the ***Metropolitan Core***, ***Inner Metropolitan Area***, ***Urban Centres***, ***Rural Centres***, and ***Settlements***.

4.1.2 To limit *agricultural land fragmentation* and facilitate agricultural uses within the region, a minimum 80-acre agricultural parcel size shall be established.

4.1.3 To limit *agricultural land fragmentation* and facilitate agricultural uses, subdivision of land designated for agricultural uses shall be restricted as per provincial regulation. Where subdivision is permitted by the approving authority, new residential development on residual parcels shall be restricted.

4.1.4 To support the identification and assessment of potential impacts on agriculture, the *WMR* shall lead the preparation of an *agricultural impact assessment* tool, in collaboration with municipalities and other agencies. The *agricultural impact assessment* tool shall be prepared by a qualified expert and be utilized to:

a) Identify and describe types of development and contextual factors that may impact *agricultural land* and active *agricultural operations*;

b) Identify potential impacts on *agricultural land* and active *agricultural operations* in the surrounding area of such development; and

c) Recommend measures to avoid, minimize or mitigate impacts to *agricultural land* and active *agricultural operations*.

4.1.5 To ensure the protection and preservation of *agricultural lands*, the *WMR* shall prepare a *Regional Agricultural Master Plan* in collaboration with its municipalities, Indigenous Nations, and other stakeholders. The regional *Agricultural Master Plan* shall:

a) Support the monitoring of *agricultural land* status;

b) Identify and pursue strategies and actions related to regional food security, specialized agricultural opportunities, and agricultural *infrastructure* investment;

c) Encourage working with Indigenous Nations to foster and support agricultural production on Indigenous-owned lands; and

d) Define the requirements of the *agricultural impact assessment* tool.

4.1.6 To support economic agricultural diversity in ***Outer Metropolitan Areas,*** specialty crop and tourism-related agriculture operations shall:

a) Be located on lands in proximity to ***Urban Centres***, ***Rural Centres*** and ***Settlements*** that have been fragmented and are otherwise not viable for large scale agricultural activities including but not limited to locations identified as river lot areas with potential for *agri-tourism* as per Schedule 6;

b) Not be the purpose of *agricultural land* subdivision unless otherwise allowed under provincial regulation; and

c) Be defined in further requirements as part of the *Regional Agricultural Master Plan*.

4.2 Mineral Resources

Objective of Mineral Resources policies: to recognize the economic value of mineral and aggregate resources through protection and extraction.

4.2.1 To recognize mineral and aggregate potential, municipal development plans and secondary plans shall include policies to protect and preserve areas for extraction and identify lands designated for mineral and aggregate extraction including but not limited to areas identified on Schedule 7.

4.2.2 To protect lands designated for mineral and aggregated resources and existing operations, incompatible land uses shall:

a) Be minimized and directed away from mineral and aggregate lands; and

b) Incorporate mitigation measures where existing land uses present limitations, as appropriate, within the area being developed, including but not limited to buffers and setbacks to minimize land use conflict.

4.2.3 To provide for consistency and land use compatibility regarding resource activity, the *WMR*, in collaboration with municipalities, the province and other stakeholders, shall establish a regional direction to:

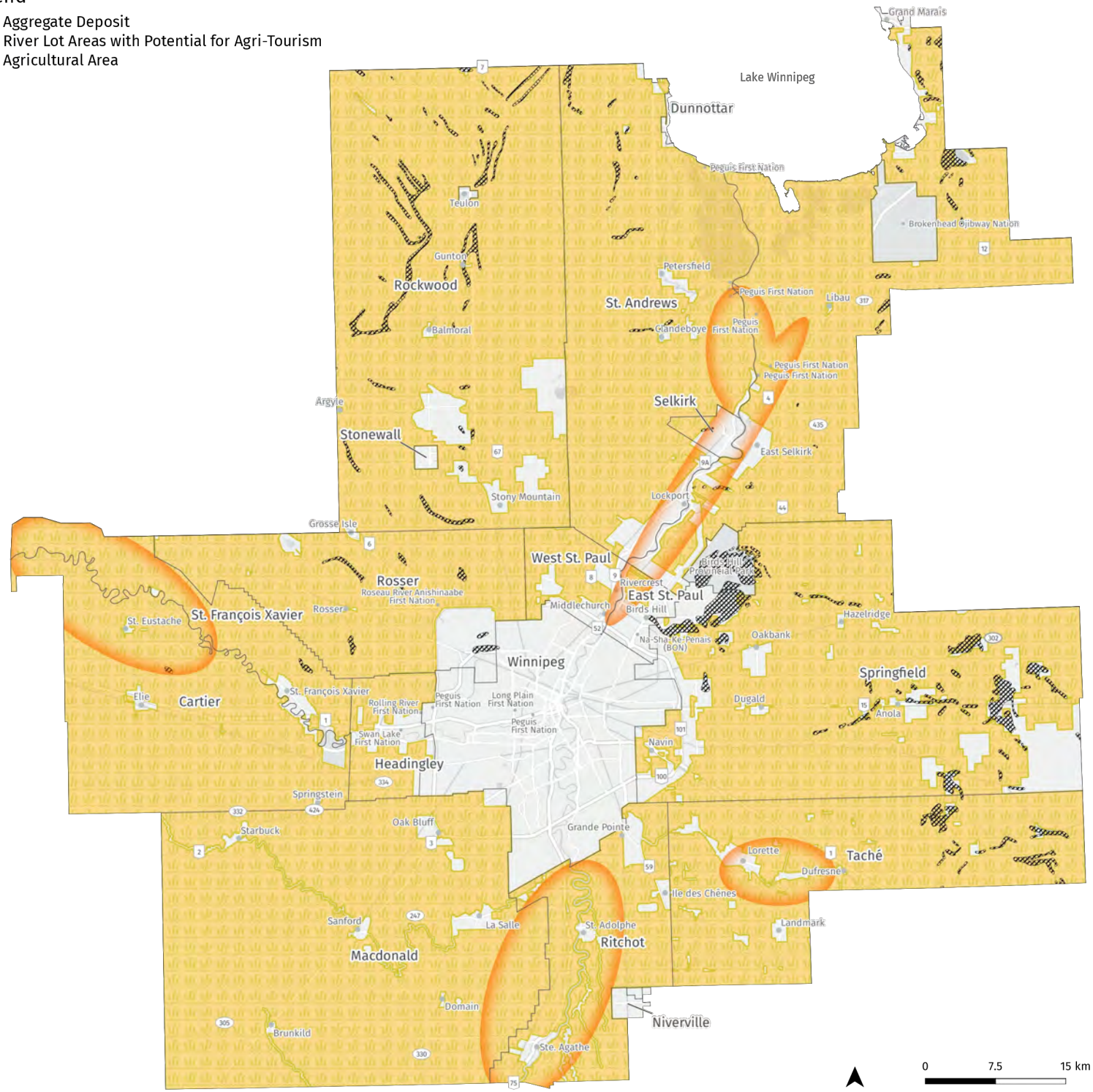
a) Set consistent mineral and aggregate resource extraction buffers and setbacks for development to minimize land use conflict and support the long-term viability of extraction operations;

b) Set consistent mineral and aggregate resource extraction licensing and permitting; and

c) Prioritize rehabilitation of depleted extraction sites to new uses with a view to support ecological integrity and opportunities for open space and recreation land uses supported by this plan.

WINNIPEG METROPOLITAN REGION

Schedule 6—Resource-Based Economic Assets



Notes

Identified lands are located on Treaty 1 Territory.

Map Projection

NAD83 / UTM zone 14N (EPSG:26914)

Feature Layer Sources

Aggregate Deposit: Province of Manitoba, 2019, Mineral Dispositions

Area with Potential for Agriculture Tourism: Province of Manitoba, 2020, Development Plan Designations

Agricultural Area: Province of Manitoba, 2020, Development Plan Designations

Base Layer Sources

Municipal Boundaries: Province of Manitoba, 2020, Manitoba Municipal Boundaries

First Nations Territory: Government of Canada, 2020, Aboriginal Lands of Canada Legislative Boundaries

Rail Lines: Government of Canada, 2020, National Railway Network

Roads: Government of Canada, 2020, National Road Network; Province of Manitoba, 2020, Manitoba Road Network; City of Winnipeg, Road Network, 2021

Places: Manitoba Geographical Names Program, Manitoba Geographical Names Toponymic Data, 2018; Natural Resources Canada, Canadian Geographical Names, 2021

Waterways: Government of Canada, 2020, National Hydro Network

Provincial Parks: Manitoba Land Initiative, 2020, Parks and Park Reserves

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Policy Area 5

Collaborative Governance

The success of the region requires strong collaboration through a governance structure that provides for consistency, standards, and partnerships to drive an inclusive, collaborative regional governance approach.

Policy Area 5 - The objectives for Collaborative Governance include

- *To improve coordination of land use planning and development across the region;*
- *To encourage and promote asset management as a planning tool to support regional priorities;*
- *To support regional coordination of data collection, storage, delivery, and analysis in support of regional priorities;*
- *To collaborate with partners where it has strategic benefit.*

Regional planning and development is supported by working relationships between all levels of government, including municipal, provincial, federal and Indigenous, as these relationships provide the foundation to incorporate the needs of communities and build a prosperous *Winnipeg Metropolitan Region*. Collaborative Governance emphasizes regional access to reliable data, an environment of trust, and collaboration across all levels of government as critical components to effective regional performance and good governance.

To improve and coordinate procedures and processes for *regional infrastructure* investment, community planning, and economic development, regional focus is required. The region's current mosaic of jurisdictional responsibilities, land use policies, methods of data collection, programs, and partners creates a complex assortment of practices. Regional land use policy consistency simplifies planning and development across the region, while adopting common data management practices, procedures, and templates enables regionally consistent data collection, storage, and delivery. This supports a richer comprehension of the region as a whole and provides predictability for investment.

Partnerships offer an opportunity to collaboratively share knowledge, skills, and expertise while efficiently using resources and capacity. Taking advantage of opportunities for inter-jurisdictional collaboration in service delivery can maximize the value of tax dollars invested in assets, while ensuring services are flexibly tailored to the socio-demographic and economic contexts of each community. Partnerships offer opportunities to advance reconciliation by supporting the building of relationships between municipalities and Indigenous Nations, enhancing access to services, *infrastructure*, and the economy to all residents of region.

Objectives of this policy area focus on establishing consistency, standards, and partnerships to support regional cohesiveness. Policies provide for coordination of land use designations, asset management practices, and data collection, storage, and delivery. Policies emphasize partnerships between all levels of government, Indigenous Nations, and the private sector in land use planning and development, *infrastructure* investment, and in the delivery of services.

5.1 Regional Coordination of Land Use Planning and Development

Objective of Regional Coordination of Land Use Planning and Development policies: to improve coordination of land use planning and development across the region.

5.1.1 To ensure effective regional coordination of land use designations, the *WMR* shall work with municipalities and the province to develop and establish a clear, consistent, and standardized land use designation framework for the *Winnipeg Metropolitan Region*.

5.1.2 To support a regional approach to planning and development approvals, consistency and clarity in municipal permitting processes shall be led by the *WMR* working collaboratively with local municipalities to establish a framework for:

a) Regional minimum standard permitting processes;

b) Common regional templates for municipalities; and

c) Common regional processes to measure, monitor and report on service performance.

5.2 Asset Management

Objective of Asset Management policies: to encourage and promote asset management as a planning tool to support regional priorities.

5.2.1 To support *infrastructure* investment and efficiencies, the *WMR* shall establish a Regional Asset Management Program which shall:

a) Include a Regional Asset Management Framework for assessing *infrastructure* risk and hazard vulnerabilities for *regional assets*; and

b) Identify and prioritize regional actions and investment.

5 2.2 To protect for *infrastructure* resiliency, using the regional Asset Management Framework, municipalities shall assess *infrastructure* risks and vulnerabilities over their full lifecycle, including those caused by the impacts of a changing climate, and identify actions and investments to address these challenges, identified as part of municipal asset management planning.

5.2.3 To enhance collaboration for supporting *infrastructure* and investment efficiencies, municipalities shall assess *infrastructure* risks and vulnerabilities as it relates to available fire protection based on guidelines identified by the Manitoba Water Services Board and the Manitoba Office of the Fire Commissioner. Municipalities shall review and update firefighting protection plans to identify actions and investments to address these challenges, identified as part of municipal asset management planning.

5 2.4 Where Indigenous Nations have fire protection service agreements in place with municipalities, these agreements shall be assessed for *infrastructure* risks and vulnerabilities in relation to fire protection guidelines identified by the Manitoba Water Services Board and the Manitoba Office of the Fire Commissioner. Municipalities and Indigenous Nations shall review and update firefighting protection plans to identify actions and investments to address potential challenges.

5.3 Data Collection and Sharing

Objective of Data Collection and Sharing policies: to support regional coordination of data collection, storage, delivery and analysis in support of regional priorities.

5.3.1 To support *infrastructure* investment and development of *complete communities*, the *WMR* shall collaboratively develop and establish a data sharing program for municipalities to encourage the availability and accessibility of information to enable more effective regional coordination and analysis. The program shall:

a) Establish standards, methods, and protocols for data collection, storage, and delivery using internationally ISO developed tools as a model;

b) Ensure interoperable, consistent, and accurate information is produced and shared across the region while respecting the requirements for data protection and privacy as per regulations; and

c) Establish a template for data sharing agreements.

5.3.2 To support efficiencies and accessibility to data, in collaboration with municipalities, the *WMR* shall pursue the development of a tool to actively disseminate data while adhering to applicable legislation including privacy, security, and confidentiality provisions.

5.4 Service Sharing, Partnership and Collaboration

Objective of Service Sharing, Partnership and Collaboration policies: to collaborate with partners where it has strategic benefit.

5.4.1 To advance regional service sharing, partnerships and collaboration between municipalities and with Indigenous Nations where it is logical and beneficial, the *WMR* shall work with municipalities and others to support:

a) Collaboration and partnership between all levels of government, the private sector, and Indigenous Nations in the planning and development of land and *infrastructure* and the delivery of services; and

b) When significant *infrastructure* investment or services are required, service sharing and partnership opportunities shall be identified and prioritized.

5.4.2 To support service sharing, the *WMR* shall establish a Service Sharing Framework to simplify and expedite agreements. The *WMR* shall:

a) Coordinate with municipalities on the framework, including the establishment of common templates for service sharing between municipalities;

b) Collaborate and engage in ongoing dialogue with Indigenous Nations to examine appropriate regional governance models to advance reconciliation and facilitate service sharing; and

c) Work with Indigenous Nations to facilitate the compatibility of the regional Growth and Servicing Plan and Indigenous Nation's planning and development initiatives.

6. *Implementation*



> ***If everyone is moving forward together, then success takes care of itself.***

Implementation of the plan is a key component to its success.

Successful implementation requires continued collaboration between *Winnipeg Metropolitan Region* municipalities, the Province of Manitoba, Indigenous Nations, and other regional stakeholders to implement the policies of the plan and realize its goals. Implementation of the plan coordinates planning and development by member municipalities and ensures consistency with provincial land use policies.

This chapter provides direction for the implementation of *Plan20-50*, and outlines how all development plans, sub-area or lower level plans (secondary plan, area structure plan) and zoning by-law will conform to this plan. It describes, at a high level, how the policies and schedules will be implemented and interpreted, lists tools for implementation, the key performance indicators used to measure success, and the future work that needs to be undertaken to further the Plan*20-50* vision.

Plan20-50 implementation will further be defined and detailed through a provincial process, legislation and regulation. The following are primary components of implementation.

6.1 Summary of Roles and Responsibilities

The Province of Manitoba, the *WMR*, the Capital Planning Region, and member municipalities have specific roles in the implementation of *Plan20-50* and additional future works included in Section 6.6 of this plan. These roles will be further defined and confirmed through provincial legislation and regulation.

The *WMR* shall assume the role and function of the Capital Planning Region. *WMR* references are made in lieu of regulatory role confirmation.

6.2 Conformity for Municipal Development Plans

6.2.1 Regional Context Statement

A Regional Context Statement shall describe how existing development plans shall be brought into conformance with *Plan20-50*. This process will include consideration of:

a) Description of how the Winnipeg Metropolitan Regional Structure to 2050 applies;

d) The intent of the Integrated Communities and Infrastructure policy area, including the expectations for density and serviced development;

e) The intent of the One Environment policy area, including of protection of natural assets and integration of local environment and recreation connections;

f) The intent of the Resource Management policy area, including the recognition of prime agricultural lands and mineral and aggregate resources;

g) The intent of the Investment and Employment policy area, including recognition of the regional transportation infrastructure and modal shift policies, support of regional and local employment areas and the depiction of *Regional Employment Areas* in municipal mapping; and

h) The intent of the Collaborative Governance policy area; including opportunity for partnerships.

6.2.2 Conformity

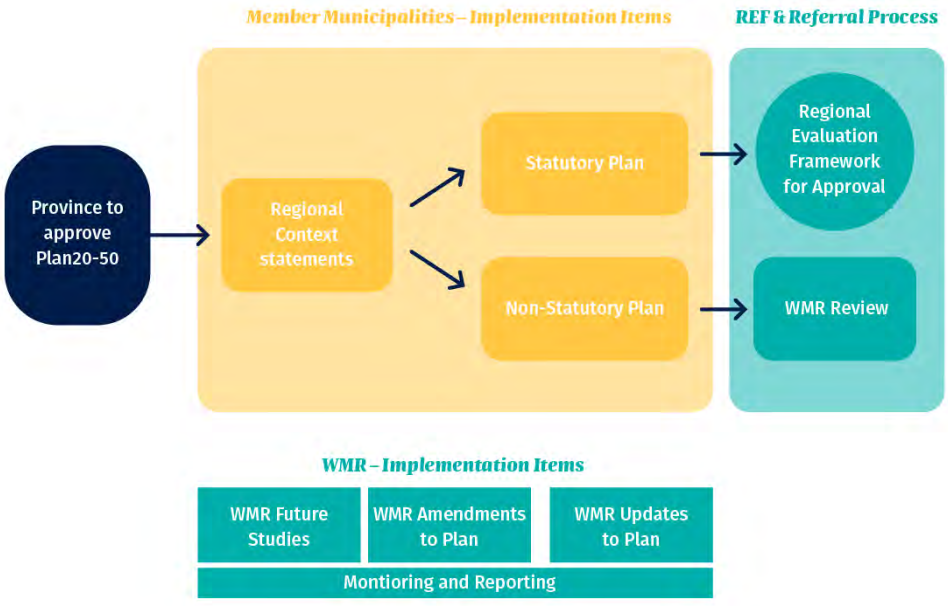
Plan20-50 introduces various transition mechanisms to implement the plan. *Bill 37* (*The Planning Amendment and City of Winnipeg Charter Amendment Act*) has provided some direction in this regard.

a) Municipalities shall update existing development plans, sub-area or lower level plans (secondary plan, area structure plan), and zoning by-law to conform to *Plan20-50* within three years of the date *Plan20-50* comes into force.

b) The *WMR* shall establish a process for completing Regional Context Statement (RCS). During the transition period between the coming into force of *Plan20-50* and the updating of municipal development plans, sub-area or lower level plans (secondary plan, area structure plan), and zoning by-law for conformance with *Plan20-50*, as a first step, RCS shall be prepared by municipalities. The RCS shall outline how an existing development plan conforms with, or diverges from *Plan20-50*, and how municipalities will bring their development plan into compliance.

c) Any application approved prior to *Plan20-50* coming into force for a conditional use, a variance, or a subdivision are to be completed in accordance with the provisions of the development plan, sub-area or lower level plan (secondary plan, area structure plan), and zoning by-law of the *municipality* or planning district, as those by-laws read immediately before the coming into force of *Plan20-50*.

d) Amendments to an existing development plan, sub-area or lower level plan (secondary plan, area structure plan), or zoning by-law shall be subject to the requirements of *Plan20-50*. The Regional Context Statement shall be used in determining if an application to amend a development plan, sub-area or lower level plan (secondary plan, area structure plan), or zoning by-law conforms with or diverges from *Plan20-50*. The final decision regarding if an amendment diverges from *Plan20-50* shall be determined by the Minister or by delegated authority.



6.3 Implementation and Interpretation of Density Minimums and Targets

6.3.1 Application of Density

Density shall be applied to *greenfield areas* that are planned for either residential or mixed-use development, recognizing that these are typically completed at a master plan scale. In these cases, minimum density will be calculated on a variety of residential housing typologies and scales such as single-unit, townhouse, and apartment, as well as on non-residential units where applicable. Densities across these sites shall vary and may be phased, however, densities shall be calculated over the entire site. A Density Guide developed by the *WMR* will provide additional guidance for density.

6.3.2 Minimum Density

Minimum density requirements have been established through the regional plan to support optimal servicing and to maximize investments in infrastructure. These minimum requirements apply to all developments approved under this plan. Development plans, sub-area or lower level plans (secondary plan, area structure plan), and zoning by-laws must apply and establish how minimum density will be met. This may include a variety of built forms as determined through local planning processes.

Minimum densities are a requirement in consideration of infrastructure investment decisions. Municipalities that meet and exceed minimum density requirements shall be given higher consideration as servicing and *infrastructure* investments are prioritized.

6.3.3 Density Target

Density targets have been established by this plan to identify higher target density expectations that municipalities may consider and apply through development plans, sub-area or lower-level plans (secondary plan, area structure plan), and zoning by-laws. These are aspirational targets that over time and through strategic locations may be accommodated. Municipalities that meet density targets shall be given higher consideration as servicing and infrastructure investments are prioritized.

6.3.4 Density Review

Densities for the region shall be reviewed on an annual basis to track the implementation of *density* requirements across municipalities in the region. Consideration of annual reviews will be factored into servicing and *infrastructure* investment decisions. Annual density reviews shall be reported to the *WMR* Board as part of overall Key Performance Indicator (KPI) reporting.

6.4 Regional Growth and Servicing Plan Amendments and Updates

Future studies and analysis identified in Section 6.6 are necessary to implement the policies of this plan. This will support amendments and updates to *Plan20-50* to include data driven insight from priority future studies and analysis. The outcomes of these studies shall be approved by the *WMR* Board (Capital Planning Region) and the Province of Manitoba and incorporated into the regional plan.

6.4.1 Amendment to the Regional Plan

The process for amending the regional growth and servicing plan will be outlined in provincial regulation.

6.4.2 Updates to the Regional Plan

The goals and the policies of the plan will be subject to periodic review and update to ensure they are current and relevant over time. To continue guiding the planning and development of growth in the *Winnipeg Metropolitan Region,* updating *Plan20-50* through interim and comprehensive reviews are anticipated. The *WMR* is committed to reviewing *Plan20-50* based on a five-year interim review and ten-year comprehensive review. The process for updating this plan will be outlined in provincial regulation.

6.5 Implementation Mechanisms

6.5.1 Regional Evaluation Framework for Statutory Plan Review

The *WMR*, in collaboration with the province, will develop as part of *Plan20-50* a Regional Evaluation Framework (REF). The REF is the mechanism that will be used to evaluate the conformance of statutory plans with the Regional Growth and Servicing Plan. Criteria for evaluation will be established to measure the intent of *Plan20-50* is met.

To support conformance by member municipalities with *Plan20-50*, the *WMR* shall work with the Province of Manitoba to ensure that the REF is updated and aligns with this plan based on criteria review. The REF will be amended and periodically updated as required.

6.5.2 Referral of Non-Statutory Plans

When the *WMR* or member municipalities undertake major non-statutory planning exercises (e.g., infrastructure master plan, concept plan), they must not be inconsistent or in conflict with *Plan20-50*. To enable conformity to *Plan20-50*, the *WMR* shall be included as a stakeholder and provide formal comment on the alignment of the non-statutory plans with guiding principles, objectives, and policies of *Plan20-50*.

6.6 Implementation Tools

The implementation tools as outlined in the plan are intended to provide consistency and efficiency of processes and to support the municipal alignment with *Plan20-50*.

6.6.1 Supporting Timing of Development

The policies of this plan provide for the completion of *infrastructure* master plans to support growth and servicing. Municipalities should anticipate and plan for needed sewage and water treatment capacity to accommodate municipal growth and development objectives through the adoption of conservation measures to extend existing capacity and/or the expansion of capacity.

Accordingly, an integral part of planning for services is determining the status of uncommitted reserve capacity at water and sewage treatment facilities and monitoring this capacity on an on-going basis. Municipalities responsible for sewage and water servicing should assume responsibility for tracking, reporting, and allocating uncommitted reserve capacity, in conjunction with water conservation measures to optimize the use of this capacity.

Development delays should be avoided through understanding of issues, sharing of data, and addressing requirements that can impact timing and scheduling through the development application process. Process requirements shall be further refined for implementation.

Required studies for supporting development applications may include:

- Water and wastewater infrastructure capacity;
- Transportation capacity and demand;
- Agricultural impact assessment;
- Land conveyance and environmental issues; and
- Transit related construction.

6.6.2 Density Evaluation of Persons and/or Jobs Per Hectare

The calculation of persons/jobs per hectare presents a more common national measure for density. To support improved positioning in the global marketplace, the *WMR* shall work with the municipalities to update data and move towards this measure of density to support broader interpretation and consistency for density interpretation.

6.6.3 Agricultural Impact Assessment (AIA)

*Agricultural impact assessment*s (AIA) are not required for existing development plans unless they require municipal development plans to be amended or to expand into new *greenfield areas* that are not designated. This also applies to any sub-area or lower level plan under existing development plans (secondary plan, area structure plan). The criteria for completing an AIA shall be established for implementation of the plan and will be scaled to meet the locations needs.

6.6.4 Use of Standards and Guidelines

To guide the implementation of policies included in this plan, standards and guidelines have been included. Standards and guidelines represent global industry best practice and are used to provide a consistent, common approach to the implementation of policy. They also provide a way to measure and evaluate performance. The following table provides a description of standards and guidelines that reflect policy direction and are referred to in the policies of this plan.

Table 1 —Standards and Guidelines for Application Implementing Plan20-50

Standard	Name of standard	Description	Policy area
Canadian Standards Association (CSA)	CSA W204 Flood Resilient Design for new Residential Communities	This standard provides compliance criteria and guidance on the design of flood- resilient new residential communities as it relates to greenfield development.	
	CSA W200 Design of Bioretention Systems	This standard provides requirements and recommendations for the design of bioretention systems intended for the management of urban stormwater runoff.	
	CSA W201 Construction of Bioretention Systems	This standard provides requirements and recommendations for construction activities specific to bioretention systems.	
	CSA W211 Management Standard for Stormwater Systems	This standard provides a consistent process or processes for decision makers responsible for the design, construction, operation, maintenance and management of stormwater systems.	
	CSA W210 Prioritizing Flood Resiliency in Existing Residential Communities	This standard provides requirements and recommendations for screening flood hazards and vulnerabilities within existing residential communities.	
	CSA W202 Erosion and Sediment Control, Inspection and Monitoring	This standard specifies minimum requirements for the inspection of erosion and sediment control measures throughout the duration of a construction project, as well as requirements and recommendations for monitoring certain water quality parameters.	
	CSA W208 Erosion and Sediment Control, Installation and Maintenance	This standard provides requirements and recommendations for the installation and maintenance of commonly applied erosion and sediment control measures.	
	CSA PLUS 4013 Technical Guide: Development, Interpretation and use of Rainfall IDF Information: Guideline for Water Resources Practitioners	A resource for understanding water system planning and design as it relates to rainfall intensity-duration-frequency (IDF).	
International Organization for Standardization (ISO)	ISO 37120 Sustainable Cities and Communities	This document provides indicators for city services and quality of life as a contribution to the sustainability of the city.	

National Fire Protection Association (NFPA)	NFPA 1201 Providing Fire and Emergency Services to the Public	This standard contains requirements on the structure and operations of fire emergency service organizations (FESOs) to help protect lives, property, critical *infrastructure*, and the environment from the effects of hazards.	
	NFPA 1300 Community Risk Assessment and Community Risk Reduction Plan Development	This standard contains requirements on the process to conduct a community risk assessment (CRA) and to develop, implement, and evaluate a community risk reduction (CRR) plan.	
	NFPA 1730 Organization and Deployment of Fire Prevention Inspection and Code Enforcement, Plan Review, Investigation, and Public Education Operations	This standard contains minimum requirements relating to the organization and deployment of code enforcement, plan review, fire investigation, and public education operations to the public.	
	NFPA 1143 Wildlife Fire Management	This standard specifies management practices and policies necessary for a fire protection organization to develop a wildland fire management program.	
	NFPA 1142 Water Supplies for Suburban and Rural Fire Fighting	This standard identifies a method of determining the minimum water supply necessary for structural fire-fighting purposes in areas where it has been determined that there is no water or inadequate water for fire fighting.	
Federation of Canadian Municipalities (FCM) and Railway Association of Canada (RAC)	Guidelines for New Development in Proximity to Railway Operations	These guidelines are intended for use when developing lands in proximity to railway operations. They are meant to assist in reviewing and determining general planning policies when developing lands in proximity to railway facilities, as well to establish a process for making site specific recommendations and decisions to reduce land-use incompatibilities and conflict.	

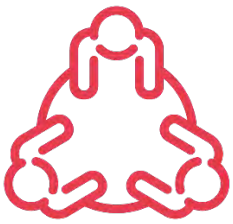
6.6.5 Monitoring and Reporting

Key Performance Indicators (KPI) are quantifiable measures that support interpretation and effective evaluation of regional policy against the intended outcomes. They also reflect and evaluate the progress of *Plan20-50* to meet global best practice including the United Nations Sustainable Development Goals.

Measuring KPIs supports updates of the Regional Growth and Servicing Plan to respond to changes observed. The *WMR* shall annually report on the implementation of *Plan20-50* and its progress towards meeting goals using the identified KPIs. Some KPIs can be measured in the short-term while others can be measured in the longer term of the Plan. KPIs presented are preliminary and will be finalized for implementation.

Table 2—Preliminary Key Performance Indicators for Implementation

Policy Area	Metric	Geography
Integrated Communities & *Infrastructure* 	*Infill* target (% of *infill* building permits issued)	Region, by policy tier, *municipality*, ***Urban Centres, Rural Centres, Settlements***
	Total population and dwellings, % change	Region, by policy tier, *municipality*, ***Urban Centres, Rural Centres, Settlements***
	Percentage of regional dwelling unit growth directed to existing centres	Region, planning tier, *municipality*, ***Urban Centres, Rural Centres, Settlements***
	Residential land supply – unabsorbed and absorbed urban and *rural residential* lands	Region, policy tier, *municipality*
	Number of kilometers of *active transportation infrastructure*, % change	Region, *municipality*
	Commuting Mode Share	Region, *municipality*
	Average commute time	Region, *municipality*
	Number of established recreation agreements/services	Region
	Area of land of public indoor and outdoor recreation space per capita	Region, by policy tier, *municipality*
	Number of buildings built to green standards (e.g., LEED)	Region, *municipality*
	% of median household income spent on average housing and transportation cost	Region, policy tier, *municipality*
	Housing mix, housing distribution per structure type, housing affordability	Region, policy tier, *municipality*
	Total water consumption per capita (litres/day)	*Municipality*
	Residential solid waste going to landfill	Region, *municipality*
	Residential solid waste going to recycling	Region, *municipality*
One Environment 	Fuel sales and *greenhouse gas* emissions, per capita OR Tonnes and percent of regional *greenhouse gas* emissions produced by buildings, on-road transportation sources, and solid waste	Region
	Area of land protected for *wetlands* by *wetland* type	Region, by policy tier, *municipality*

	Area of land designated for *natural asset* network protection and/or restoration OR % area designated for *natural asset* protection	Region, by policy tier, *municipality*
	Amount of private wastewater disposal systems	Region, by policy tier, *municipality*
Resource Management 	Total *agricultural land* consumed	Region, by policy tier, *municipality*
	Value of farm receipts	Region, by policy tier, *municipality*
	Area of land designated for mineral and aggregate use that has been rehabilitated	Region, by policy tier, *municipality*
Investment & Employment 	Unemployment rate	Region, by policy tier, *municipality*,
	Employment growth, % change	Region, by policy tier, *municipality*, *employment area*
	Employment diversity, job classification (NAICS)	Region, *municipality*, *employment area*
	Investment of regional road *infrastructure* by level of government	Region, by policy tier
	Acres of employment land, % change or total OR Percent of employment growth located in ***Regional Employment Areas***	Region, *municipality*, *employment area*
	Number of commercial permits issued in *employment areas* OR Commercial land supply – unabsorbed and absorbed	Region, by *employment area*
	Number of industrial permits issued in *employment areas*, OR Industrial land supply – unabsorbed and absorbed	Region, by *employment area*
	Assessed value of commercial and industrial properties, % of assessed value of all properties	*Municipality*
Collaborative Governance 	Number of assets that have been assessed by the regional framework	Region, *Municipality*
	Number of consistent land use designations identified and adopted	Region
	Number of datasets made consistent and compatible	Region, *Municipality*
	Number of datasets entered into data sharing agreements	Region, *Municipality*
	Number of service sharing agreements adopted	Region, *Municipality*

6.6.6 Future Winnipeg Metropolitan Region Studies and Initiatives

Best practice in regional planning provides an opportunity for ongoing research and evaluation to support long-term planning objectives and the continued development of robust KPIs.

Through the development of *Plan20-50*, including comprehensive stakeholder engagement, a number of additional studies and analysis have been identified and shall be required for incorporation into the Regional Growth and Servicing Plan at scheduled intervals as detailed in Table 3. The future work items are subject to funding approval.

Table 3—Future Work Items for Plan20-50

Policy Area	Future Works	Description	Anticipated Start
Integrated Communities and *Infrastructure* 	Regional Servicing Strategy	Develop a regional plan for providing safe, cost-efficient and reliable water, wastewater, and land drainage services to meet community needs now and into the future.	2021
	Regional Sludge Management Master	Develop a regional plan for the management of sludge from the wastewater treatment process.	2021
	Regional Infrastructure Investment Prioritization Framework	Develop a regional framework aligned with the Regional Servicing Strategy to identify and prioritize *infrastructure* investment.	2022
	Regional Transportation Master Plan Update	Update the regional transportation master plan to align with *Plan20-50* policies.	2022
	Zero Emission Vehicle (ZEV) Strategy	Develop a regional strategy to support the transition to *ZEV* and support *greenhouse gas emissions* reduction.	2024
	Regional Housing Strategy	Develop a regional strategy to address the market and *affordable housing* needs of the Region.	2024
	Natural Asset and *Green Infrastructure* Study	Identifying, inventorying, and evaluating *ecosystems* as per their contribution to conservation priorities and *climate change* resiliency.	2021
One Environment 	Regional *Resilience* Study	Regional hazard and risk assessment relating to *climate change*.	2021
	*Natural Asset*s Network Priorities Plan	Develop a holistic approach to foster a multi-functional, integrated network of open space and *natural assets*.	2022
	Regional Climate Action Plan	Align efforts regionally to reduce *greenhouse gas emission* and enhance energy efficiency.	2022
	Agricultural Impact Assessment Tool	Develop a tool to assess impacts to agriculture from proposed development.	2022
Resource Management 	Regional Agriculture Master Plan	Develop an overarching framework to support the regional food system, diversify the agriculture sector, contribute to the value-added growth of the agri-economy, and guide agricultural supportive *infrastructure* investment.	2023
	Shared Benefit Framework	Identify the framework to share benefits between municipalities.	2021
	Regional Economic Development Framework	Develop a framework to align regional strengths and plan for future investment.	2021
	Goods Movement Study	Identify priority good movement routing to support system performance and enhance freight transportation opportunities.	2021

Investment and Employment 	*Circular Economy* Materials Flow Analysis	Identify the circular pathway to turn waste into resources.	2023
	Development Permitting Framework	Create regional consistency in development permitting processes	2022
Collaborative Governance 	Shared Data Standards and Agreements Templates	Create regional consistency in data management practices, procedures, and templates.	2022
	Land Use Designation Framework	Create a shared vision to direct and accommodate growth and development across the region.	2022
	Regional Asset Management Framework	Develop the framework for assessing *infrastructure* risk and vulnerabilities for *assets*	2023
	Service Sharing Framework	Establish a framework for service sharing to support collaboration	2023
	Regional Asset Management Program	Establish an asset management program to facilitate *infrastructure* prioritization and investment.	2024

In Conclusion

Plan20-50 is a robust, disciplined and actionable plan that proposes a coordinated approach to land use, servicing and infrastructure that we are confident will lead a renaissance for our economy, a re-commitment to our culturally diverse communities, and sensible and rigorous management of our resources.

It will soon be time for us to celebrate putting this first draft of *Plan20-50* into place. As with any plan, the real work is yet to come.

> *Plan20-50 is not an end, it's not even a means to an end. It is a means to reframe our relationships to each other and to our resources – to re-assert our collective control over key aspects of our shared future.*

If you do not change direction, you may end up where you are heading.



Appendices:



Appendix A: Glossary

Active Transportation: Human powered travel, including but not limited to: walking, cycling, inline skating and travel with the use of mobility aids, including motorized wheelchairs and other power assisted devices moving at a comparable speed.

Accessible Housing: Housing that is user-friendly to people of all ages and abilities.

Affordable Housing: Rental or owned housing that is affordable and targeted for long term occupancy costing less than 30% of before tax household income. Shelter costs include the following: for renters (rent and any payments for electricity, fuel, water and other municipal services); and for owners (mortgage payments for principal and interest, property taxes, and any condominium fees, along with payments for electricity, fuel, water and other municipal services).

Agricultural Impact Assessment: An assessment to determine if a development proposal will adversely affect existing and future agricultural activities on-site and in the surrounding area. The assessment recommends ways to avoid or, if avoidance is not possible, minimize and mitigate adverse impacts. The *Agricultural Impact Assessment* tool will define the level of assessment and mitigation measures required. The regional *Agricultural Master Plan* will further clarify requirements. An *Agricultural Impact Assessment* will be completed by a qualified professional which may include an agrologist and/or land use planner.

Agricultural Lands: Land with existing *agricultural operations*, *prime agricultural land*, and viable lower class land that is suitable for different types of mixed farming enterprises, including crop production, forage production, and livestock grazing, provided that agricultural use of the land is consistent with its natural limitations and does not contribute to negative environmental impacts, such as soil degradation. Shown conceptually in Schedule 6.

Agricultural Operations: An agricultural, horticultural, or silvicultural operation that is conducted in order to produce agricultural products on a commercial basis.

Agri-tourism Operation: An establishment that provides a service to promote and educate the public about farming and agricultural activities. Typical accessory uses to the farming operation include bed and breakfast, farm produce retail outlets, corn and hay mazes, petting zoos, hay rides, sleigh rides, buggy or carriage rides, seasonal activities and events related to the farm such as tours and event facilities.

Brownfield: Undeveloped or previously developed properties that are contaminated. *Brownfield* sites are usually former industrial or commercial properties that may be underutilized, vacant, or abandoned. The expansion and *redevelopment* of *brownfield* sites may involve the remediation of hazardous or contaminated substances or pollutants. *Brownfield* could be considered *infill* or *greenfield area* depending on size and scale.

Built-up Area: A meaningful cluster of uses and buildings.

Circular Economy: A new economic model for addressing human needs and fairly distributing resources without undermining the functioning of the biosphere or crossing any planetary boundaries.

Climate Change: A long term change in the statistical distribution of weather patterns over periods of time that range from decades to millions of years. It may be a change in the average weather conditions or a change in the distribution of weather events with respect to an average, for example, greater or fewer extreme weather events.

Commuter Shed Boundary: General boundary capturing ***Urban Centres***, ***Rural Centres***, and ***Settlements*** within commuter distance to the city of Winnipeg. Shown conceptually in Schedule 1.

Commuter Transit Service: Regional transit service from larger urban communities to key destinations in the ***Metropolitan Core*** and ***Inner Metropolitan Area***.

Compact (Development or Form): A land use pattern that reflects efficient use of land, walkable neighbourhoods, mixed land uses (residential, retail, employment, and institutional), *multi-modal transportation* access, and the efficient use of *infrastructure*. *Compact* development may include detached and semi-detached houses on small lots as well as townhouses and walk-up apartments, multi-story commercial developments, and apartments or offices above retail.

Complete Communities: Places that both offer and support a variety of lifestyle choices, providing opportunities for people of all ages and abilities to live, work, shop, learn and play in close proximity to one another.

Conservation Design (Conservation Subdivision Design): An approach to rural subdivision layout that aims to maximize the amount of open space preservation while creating a similar number of lots as would be produced in a conventional layout.

Contiguous: Land abutting or adjacent to developable land where it is logical to extend *infrastructure*.

Density: Shall be calculated by establishing the "total number of units" and dividing it by the *Gross Developable Land area*.

Density Target: An aspirational target for the amount of growth to be achieved within a *built-up area* where considered appropriate.

Drainage: The natural or constructed method of moving surface and subsurface water from one area to another. *Drainage* works may be constructed to enhance agricultural production, to support urban and rural development or to protect *infrastructure* such as roads or railways.

Ecosystem: A biological environment consisting of all the organisms living in a particular area, as well as all the non-living, physical components of the environment with which the organisms interact, such as air, soil, water, and sunlight.

Employment Area (lands): Localized area with industrial, commercial and/or institutional land uses that have locally significant business and economic activities and generate a small concentration of employment for the local area; or in the ***Outer Metropolitan Area*** rural land with existing resource based economic assets resulting in dispersed employment through agricultural activities, mineral aggregate operations, etc.

Environmental Farm Plan: A voluntary, confidential, self-assessment of a producer's own farm or ranch delivered in partnership with Keystone Agricultural Producers (KAP). *Environmental Farm Plans* assists farm managers in identifying agri-environmental assets and risks in order to develop an action plan to address the identified risks.

Flood Risk Area: The land adjacent to a lake, river, or stream that is at risk of flooding, erosion, or bank instability. Within *flood risk areas*, development should be restricted or require adequate flood protection.

Fragmentation: The process of reducing the size and connectivity of an area. In the context of natural living systems, *fragmentation* of an *ecosystem* or habitat results in reduction in the total habitat area, the isolation of patches of habitat from each other, the increase in edge effects, and can affect the ability of organisms to maintain healthy populations and to survive. In the context of the ***Outer Metropolitan Area***, *fragmentation* occurs when a *contiguous* agricultural area is divided into isolated parcels separated by non-*agricultural land* uses and can impact the productivity of the land. *Fragmentation* can also occur within a given agricultural parcel of land by access roads, utility developments and/or linear *infrastructure*.

Full Range of Municipal Services: Piped water, piped wastewater, land *drainage*, and an urban standard roadway.

Greenhouse Gas (GHG): Gases (e.g., carbon dioxide, methane, nitrous oxide) that are emitted into the atmosphere from man-made and natural sources. These gasses trap heat from the sun within the atmosphere, causing a greenhouse effect.

Green Infrastructure: Natural and engineered elements that provide ecological and hydrologic functions and processes. *Green infrastructure* can include *natural assets* and features such as parklands, stormwater management systems, street trees, urban forests, natural channels, permeable surfaces, bioswales, and green roofs.

Greenfield Areas: Means larger parcels that may comprise one parcel under single ownership or a grouping of parcels forming an aggregate area of vacant land.

Gross Developable Land: Land that can be developed for urban purposes excluding: watercourses; protected, conservation, and environmentally sensitive lands; and major highways, major roadways, *infrastructure*, and utility.

Infill: Means smaller parcels of land within established neighbourhoods and can include vacant or underutilized lots within existing *built-up areas*. *Infill* does not include larger parcels within established neighbourhoods that would otherwise meet the definition of *greenfield areas*.

Infrastructure: Physical structures (facilities and corridors) that form the foundation for development. *Infrastructure* includes: wastewater and water systems, septage treatment systems, stormwater management systems, waste management systems, electricity generation facilities, electricity transmission and distribution systems, communications/telecommunications, transit and transportation corridors and facilities, oil and gas pipelines and associated facilities, and *green infrastructure*.

Institutional Cluster: A concentration of interconnected institutions that can include post-secondary, health, and government uses and surrounding lands.

Intensification: Development at a higher density than currently exists in *built-up areas* and *employment areas* through: *redevelopment*; *infill* development; or the expansion or conversion of existing buildings.

Integrated Watershed Management Plans: A cooperative effort by *watershed* residents, government and other stakeholders to create a long term plan to manage land, water and related resources on a *watershed* basis. The purpose of *Integrated Watershed Management Plans* is to identify and document current *watershed* health, create a drinking source water protection plan, and provide a management plan for other local water-related issues. All *watershed* management plans are unique and are a reflection of the landscape and concerns of the community within each *watershed*.

Local Climate Action Plan: A plan outlining how a *municipality* will achieve its *greenhouse gas* emissions reduction target through municipal operations and community-based initiatives. These plans help municipal governments detail long- and short-term goals for *greenhouse gas* emissions reduction, assign responsibility for completing actions and involve key stakeholders in mitigating *climate change*. Monitoring progress using accessible and verifiable indicators is an integral part of creating the plan. The plan defines the scope of action and provides a benchmark against which to measure progress. Many plans also tie in potential impacts and vulnerabilities that emerge from a changing climate.

Local Level of Service: A range of services that meet the daily needs of the local community and may include: local employment and convenience retail; smaller scale arts, entertainment cultural, leisure and sports amenities; some or all levels of primary and secondary education; services with potential for local or *commuter transit service*; limited government services; some community health and small medical facilities; and potential for social and supportive services.

Low Carbon: An approach to growth, development, and economy that proposes structural solutions with lower carbon emission trajectories while addressing and integrating considerations for climate change with development and economic objectives. Important components of transitioning to low carbon includes decarbonization via alternative options for infrastructure, transportation, built form, and land use.

Mixed Use Development: Development that mixes compatible residential, commercial, institutional, and recreational land uses within buildings or in close proximity in order to increase density, reduce development footprint through land use, and improve public accessibility to amenities.

Multi-modal Transportation: The availability or use of more than one form of transportation, such as automobiles, walking, cycling, transit, rail (commuter/freight), trucks, air, and those supported by the rivers such as skating.

Municipality: A city, town, village, rural *municipality*, local government district or other municipal organization formed or continued under *The Municipal Act*.

Natural Asset: The stocks of natural resources and/or *ecosystems* that contribute to the provision of one or more services required for the health, well-being and long-term sustainability of the environment, a community, and its residents. Shown conceptually in Schedule 3.

Natural Asset Network: A coherent system, or network, of natural and semi-natural landscape elements.

Park and Ride Facility: A multi-modal exchange facility where commuters enter the facility by one mode of access (e.g., by car, bicycle, bus, etc.) and leave by another. Encourages a shift from single-occupancy vehicle trips toward multi-modal trips where bus transit can make up a significant portion of each trip.

Phasing: Directs growth by staging the development and build-out of larger *greenfield areas* to align growth with existing and planned *infrastructure*.

Prime Agricultural Lands: Land having Classes 1, 2 and 3 soils as classified by the *agricultural land* capability system of the Canada Land Inventory and interpreted as such by the Manitoba Soil Survey and by the Province of Manitoba.

Redevelopment: The creation of new units, uses or lots on previously developed land in existing urban communities, including *brownfield* sites.

Red River Corridor: An area along the Red River between north of the city of Winnipeg and south of the city of Selkirk crossing the most eastern areas of the rural municipalities of West St. Paul and St. Andrews and the most western areas of the rural municipalities of East St. Paul and St. Clements, as defined by provincial regulation.

Regional Active Transportation Trails: Trails that are primarily used for *active transportation* that connect different parts of the *Winnipeg Metropolitan Region*. In general, these trails are greater than 40 kilometres in length. Existing examples include The Great Trail (includes the Crow Wing Trail, Red River North Trail, and the city of Winnipeg section), Interlake Pioneer Trail, and Duff Roblin Parkway Trail. Shown conceptually in Schedule 3.

Regional Agricultural Master Plan: An overarching framework and rationale for the region's agricultural policies to conserve and maintain a secure supply of *prime agricultural lands* with the aim to: support the regional food system, diversify the agri-food production base, contribute to the value-added growth of the agri-economy, and guide agricultural supportive *infrastructure* investment.

Regional Assets: Economic drivers and wealth generators including *Regional Employment Areas*, resource-based assets, and *infrastructure*.

Regional Employment Areas: An area with a concentration of industrial, commercial and/or institutional clusters that have regionally significant business and economic activities, high levels of employment, and strategic access to the transportation network. Currently, this includes existing larger scale commercial service and retail areas, Downtown Winnipeg, institutional clusters and surrounding lands, the Winnipeg James Armstrong Richardson International Airport and surrounding lands, and CentrePort Canada. Shown conceptually on Schedule 5.

Regional Infrastructure: *Infrastructure* developed by one or more levels of government and/or regional service commissions to provide services to citizens and businesses, and to support the function of a regional economy. This includes transportation and energy corridors.

Regional Level of Service: Services that meet the needs of a substantial portion of the *Winnipeg Metropolitan Region*. This includes, but not limited to: a broad base of employment in Downtown Winnipeg; bus and *commuter transit services*; all types of convenience, major, and specialized retail; all levels of education including primary, secondary, and post-secondary; regional hospitals and specialized health care facilities; regional arts, entertainment cultural, leisure and sports amenities; and all government services – federal, provincial, and municipal.

Regional Recreation Asset: Major recreation facilities, outdoor recreation spaces, specialty assets, and parks and protected areas that serve a wide geographic area. Major recreation facilities and outdoor recreation spaces have the ability to host regional and national competitions and exhibitions as well as meet local uses. Specialty assets include underrepresented or emergent sports facilities that, due to their limited availability in the province, can draw visitors from across the region and beyond due to their specialized nature. Shown conceptually in Schedule 3.

Regional Roads: Provincial Trunk Highways and designated major regional arterial roads in the city of Winnipeg intended to enhance the mobility and connectivity of people and goods to, from, and within the region. Shown conceptually in Schedule 4.

Resilience: The capacity of a system to withstand and bounce back intact from environmental or human disturbances.

Rural Residential: Non-farm residential development, including cottage development, located only in the ***Outer Metropolitan Area***. Typically, single-family residential development with a larger lot size and reliant on onsite water and wastewater *infrastructure* that is located outside of ***Urban Centres***, ***Rural Centres*** and ***Settlements***.

Transit Oriented Development (*TOD*): Higher density, *compact*, *mixed-use development* located near transit stations with high quality urban design, supporting a diversity of uses, and designed to support walkable communities and *active transportation* options.

Treaty Land Entitlement (*TLE*): The process to restore land that was originally intended for First Nations that signed the numbered Treaties (1, 3, 4, 5, 6 and 10) in Manitoba. It refers to the lands that the First Nations were entitled to at the date of first survey that were not set apart as reserve for the use and benefit of the First Nations. Included within these TLE agreements is the right to select Crown land or with funds to buy private land. These agreements are modern legal commitments that recognize the government's failure to comply with its treaty obligations.

Water Resource Systems: A system consisting of ground water features and areas, surface water features (including shoreline areas), and hydrologic functions, which provide the water resources necessary to sustain healthy aquatic and terrestrial *ecosystems* and human water consumption. The water resource system will comprise key hydrologic features and areas.

Watershed: An area of land, bounded by topographic features, that drains into a shared destination such as a river, stream, lake, pond or ocean. The size of a *watershed* can be small or immense and its boundaries and velocity of flow are determined by land forms such as hills, slopes and mountain ranges that direct water. Within each large *watershed*, there are many smaller *watersheds*.

Wetlands: Land saturated with water long enough to promote formation of water altered soils, growth of water tolerant vegetation, and various kinds of biological activity that are adapted to the wet environment. *Wetlands* are highly diverse, productive *ecosystems* that provide a host of ecological services and form an integral component of Manitoba's diverse landscapes.

Winnipeg Metropolitan Region (as a geography): The *Winnipeg Metropolitan Region* has been defined by the Province of Manitoba and consists of the territory within the boundaries of the following municipalities: city of Winnipeg, city of Selkirk, Town of Niverville, Town of Stonewall, Village of Dunnottar, and Rural Municipalities of Cartier, East St. Paul, Headingley, Macdonald, Ritchot, Rockwood, Rosser, Springfield, St. Andrews, St. Clements, St. François Xavier, Taché and West St. Paul.

Winnipeg Metropolitan Region (*WMR*): The organization responsible for facilitating collaboration among the 18 municipalities of the *Winnipeg Metropolitan Region* geographic area.

Zero Emission Vehicles (ZEV): Various classes of electric vehicles of which the unifying feature is the ability to provide propulsion via an electric motor for at least a portion of total distance driven. Classes of vehicles may include battery electric, plug-in hybrid electric, and hydrogen fuel cell electric vehicles. Sometimes the term low emission vehicles (LEV) is used to refer to the same group of vehicles.

Appendix B: A Rich History of Planning in the Winnipeg Metropolitan Region

The Winnipeg Metropolitan Region has a long and rich history of multi-municipal planning. The first known planning initiative involving multiple municipalities in the region was the Winnipeg Planning Commission in 1911 [2]. This planning commission was replaced in 1913 by the Greater Winnipeg Plan Commission, and upon its recommendations, the Province adopted *The Town Planning Act* in 1916, the first such planning act in Canada [3]. Also, in 1913, provincial legislation formed the Greater Winnipeg Water District to assist in distributing drinking water to municipalities in the greater Winnipeg area, resulting in the planning and construction of the Greater Winnipeg Aqueduct, which is still in use today.

Since 1944, the Province has engaged in long term planning for land use planning and municipal works, including collaborative planning. Earlier versions of the Winnipeg Metropolitan Region drafted a development plan for the Metropolitan Corporation of Greater Winnipeg, or what was known as the Metro, which was adopted in 1968. This metro plan remained as Winnipeg's development plan long after Metro was dissolved in 1972, until the 1986 adoption of the first *Plan Winnipeg*.

More recently, in 1971, the Province's planning branch undertook a major regional planning study for the Winnipeg area. The *Winnipeg Region Study (WRS)* researched baseline information across the 30-municipality area with the intent of establishing some overall guiding land use policies.

In 1976, a new *Planning Act* came into effect, which, among other things, allowed for the creation of formal inter-municipal planning districts. Planning Districts (PD) are still in operation today. PD are corporate entities, formed when two or more municipalities formally convene for planning purposes. They adopt and administer an overall development plan for the municipalities in their district and typically administer the zoning by-law and building permit systems. Currently, there are four PD in the Winnipeg Metropolitan Region that comprise of 13 of the 18 municipalities: Red River Planning District; South Interlake Planning District; Macdonald-Ritchot Planning District; and Whitehorse Plains Planning District.

In the early-mid 1990s, the Province undertook a major program called the Sustainable Development Initiative (SDI). One of the several strategies released under this program was the *Capital Region Strategy*. Developed in partnership with the public, the region's 16 municipalities (at that time), and the Manitoba Round Table on the Environment and Economy, this report identified five policy areas: Partnerships; Settlement; Economy; Environment and Resources; and Human Resources. Each area was accompanied by policy statements and actions meant to assist in guiding regional decision-making.

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[2] Alan F. J. Artibise, *Gateway City: Documents on the City of Winnipeg 1873-1913*, University of Manitoba Press, 1979, http://www.mhs.mb.ca/docs/books/mrs05.pdf.

[3] Province of Manitoba, "The Planning Act" (2016).

In 1999, the *Capital Region Review Panel* was released which identified several shortcomings in the effectiveness of the existing legislative, policy, and procedural framework guiding land use planning and development, and the provision of services among Winnipeg Metropolitan Region municipalities. It made four recommendations related to statutory consistency, provincial departmental organization and administration, service-based budgeting and full cost accounting, and municipal costs and revenues.

In 2001, the government appointed the regional Planning Advisory Committee (RPAC), whose final report to the Province in 2003, entitled *A Partnership for the Future* [4]. Recommendations included creation of a new regional body called the Mayors and Reeves of the Capital Region (MRCR) to advise government & municipalities on Winnipeg Metropolitan Region issues.

In 2006, at the same time changes to *The Planning Act* were being adopted, *The Capital Region Partnership Act* [5] was passed by the Province which established an organization to discuss and develop regional solution to common issues facing municipalities of the Winnipeg Metropolitan Region. In 2009, *A Vision Framework for Manitoba's Capital Region* was adopted by the MRCR establishing four regional priorities: collaborative regional development; transportation and shared services; environment and water quality; and economic development and tourism. In 2011, an amendment to *The Planning Act* required that drinking water and wastewater management plans be adopted as a part of the development plan process in Winnipeg Metropolitan Region communities.

In 2013, the MRCR changed their name to The Partnership of the Manitoba Capital Region (PMCR), and in 2018, again to the Winnipeg Metropolitan Region (WMR). Since then, key initiatives that the WMR has undertaken, include:

- Building Something Big (2014);
- Capital Region Transportation Master Plan (2014);
- Regional Growth Strategy (2016);
- Regional Tourism Planning (2016);
- Transportation Driving Growth (2016);
- Emergency Services Review (2016);
- Multi-Modal Feasibility Study (2016);
- 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); and
- Fibre Optics: Connecting to opportunity (2019).

[4] Regional Planning Advisory Committee, "A Partnership for the Future: Putting the Pieces Together in the Manitoba Capital Region" (Regional Planning Advisory Committee, October 23, 2003), https://www.gov.mb.ca/mr/capreg/pubs/fulldoc.pdf.

[5] Province of Manitoba, "The Capital Region Partnership Act" (2006), https://web2.gov.mb.ca/laws/statutes/ccsm/c023e.php.

Notably, a regional growth strategy was established in 2016, *Securing our Future*, which defined regional objectives and the pathway to achieve them.

In 2019, the Province of Manitoba mandated the WMR with the unique and important responsibility to coordinate the first draft of *Plan20-50*. To deliver on this mandate, the WMR engaged a team of independent experts to lead the draft plan development process with the continuous engagement of the WMR Board to ensure transparency.

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