



ment; and (5) improvement of quality of life of city-region's residents and human resource development.

The Province has embarked on a consultative process seeking to create a city-region planning regime under a new-city-regionalism model to deal with city-region problems in the Manitoba Capital Region (MCR). The MCR currently comprises sixteen municipalities as shown on Map 1. The objectives of this case-in-point study are to: (1) establish if the ongoing new-city-regionalism model that has been followed by the MCR can be viewed as a "cutting-edge" experience which can be envied by other city-regions; and (2) Evaluate/benchmark the outcomes from the Capital Region Review Panel (CRRP) and Regional Planning Advisory Council (RPAC) against recommendations made by Wes Paetkau in his unpublished thesis – "Form Versus Function: A Critic of the Manitoba's Capital Region Initiative 1989-1996". This will be done with the view to offering an assessment of their strengths and weaknesses, and some suggestions as to how they can be improved based on Allan Wallis' two-phased approach to inventing Regionalism. The research would benefit planning professionals and politicians in other city-regions to understand the process which ought to be followed in seeking to establish a regional planning regime to execute city-region planning under the new-city-regionalism model.

## 1.2 What is a City-Region, City-Regionalism and City-Region Planning?

Hodge and Robinson in their 2001 publication entitled "Planning Canadian Regions" caution that there is no single universally accepted definition of a city-region. Thus, different professional disciplines such as economists, planners, geographers and sociologists, have their own varying definitions. For example, a city-region has been defined as an urban area of at least 100 000 or more people in towns and small cities living in a symbiotic social, economic and environmental relationship focused around one or more major core city or cities within a given geographical unit with no sharply defined boundaries. As part of this definition, the sphere of influence of the core city or cities may extend from a distance of 60km to 160km.

City-regionalism also lacks a clear-cut definition as observed by Foster in her 2001 "Regionalism on Purpose" policy booklet. According to Foster, city-regionalism refers to a city-region's community spirit of thinking and acting at the city-region scale. It can also mean the shifting of some authority and functions from municipalities within a city-region, and provincial government to form a new city-region entity. The type of planning which occurs within this evolving context is then called city-region planning. Thus city-region planning can be initiated at the inter-municipal and/or provincial-municipal levels.

## 1.3 Manitoba Capital Region's Past Approach to City-Region Planning

Earl Levin in his 1993 unpublished thesis – "City History and City Planning: The Local Historical Roots of the City Planning Function in Three Cities of the Canadian Prairies" observed that the Manitoba Capital Region has undergone through three evolutionary stages in its city-region planning history. The first was the Early Planning Initiatives (Pre 1945) where the early municipalities which later made up the current City of Winnipeg were involved in some informal public sector cooperation by creating special single purpose ad-hoc agencies through inter-municipal agreements to provide city-region services. The second was the Era of Metropolitan Experiment (1950s – 1960s). This was the era of formalized government institutions which created a two-tier local government structure. It was made up of a metropolitan regional government (Metropolitan Corporation of Greater Winnipeg – MCGW) at the upper tier which comprised the thirteen constituent municipalities and the City of Winnipeg. The MCGW was a regional government and as such provided regional services. The lower tier comprised the independent municipal governments which provided local services within their areas of jurisdiction. This arrangement is often referred to as "old-city-regionalism" due to its emphasis on a new level of government. The third stage is referred to as The Unicity Period (1970s to date). This era came about as a result of the amalgamation of all the municipalities which formed the MCGW to create the current City of Winnipeg.

City-region challenges warranting a regional approach have continued to face the city-region ever since the creation of Unicity, hence a renewed attempt to institute a new regional mechanism based on “new-city-regionalism” to dealing with them. New-city-regionalism emphasizes on city-region governance as opposed to a city-region government. Peter Ache argues in his 2000 paper, “Cities in Old Industrial Regions Between Local Innovative Milieu and Urban Governance – Reflections on City Region Governance” that governance involves voluntary cooperation among municipalities, along with both the public and private actors within a city-region pooling their resources and potential for the purpose of creating a positive synergy to dealing with city-region challenges.

### 1.4 Inventing Regionalism under the New-City-Regionalism

Wallis argues that inventing regionalism involves a two-phased approach which firstly is concerned with the creation of sense of region. This is a process through which communities within a city-region’s municipalities start to perceive themselves as a community living in one common city-region which they can easily define, and articulate its problems and challenges. The community does this with the view to designing a vision which would take them into the future. The second phase involves creating some form of governance framework which would work towards the achievement of the communities’ vision. Fig. 1 (page 4) provides a summary of this process.

## 2.0 Facts of the Case

### 2.1 Manitoba Capital Region’s Profile

The MCR covers an area of about 7 532km<sup>2</sup> which represents 1.2% of the provincial land base. The population of the MCR was 711 455 people in 2001. Close to 90% of this population was concentrated in the City of Winnipeg (Table 1). Winnipeg’s share of the MCR’s total population between the 1991-2001

census periods signifies its importance as a political, financial, trade, industry, transportation, and an employment centre. This situation is also evidenced by trends in single family housing starts (Table 2) between years 2000 and 2004, which shows Winnipeg attracting a high share. Both the MCR and City of Winnipeg have been experiencing a slow growth in population of 2.1% and 0.7% respectively between the 1991 and 2001 census periods (Table 1).

Table 1: MCR and Winnipeg Population Trends

	1991	1996	2001	1991-2001 % Growth
MCR	696 564	706 005	711 455	2.1
Winnipeg	615 215	618 477	619 544	0.7
Winnipeg % of MCR	88	88	87	88

Source: RPAC 2003

Table 2: Single Family Housing Starts Trends - MCR and Winnipeg

	2000	2001	2002	2003	2004
MCR	1 324	1 323	1 702	1 780	2 071
Winnipeg	863	906	1 117	1 259	1 440
Winnipeg % of MCR	65.2	68.5	65.7	70.7	69.5

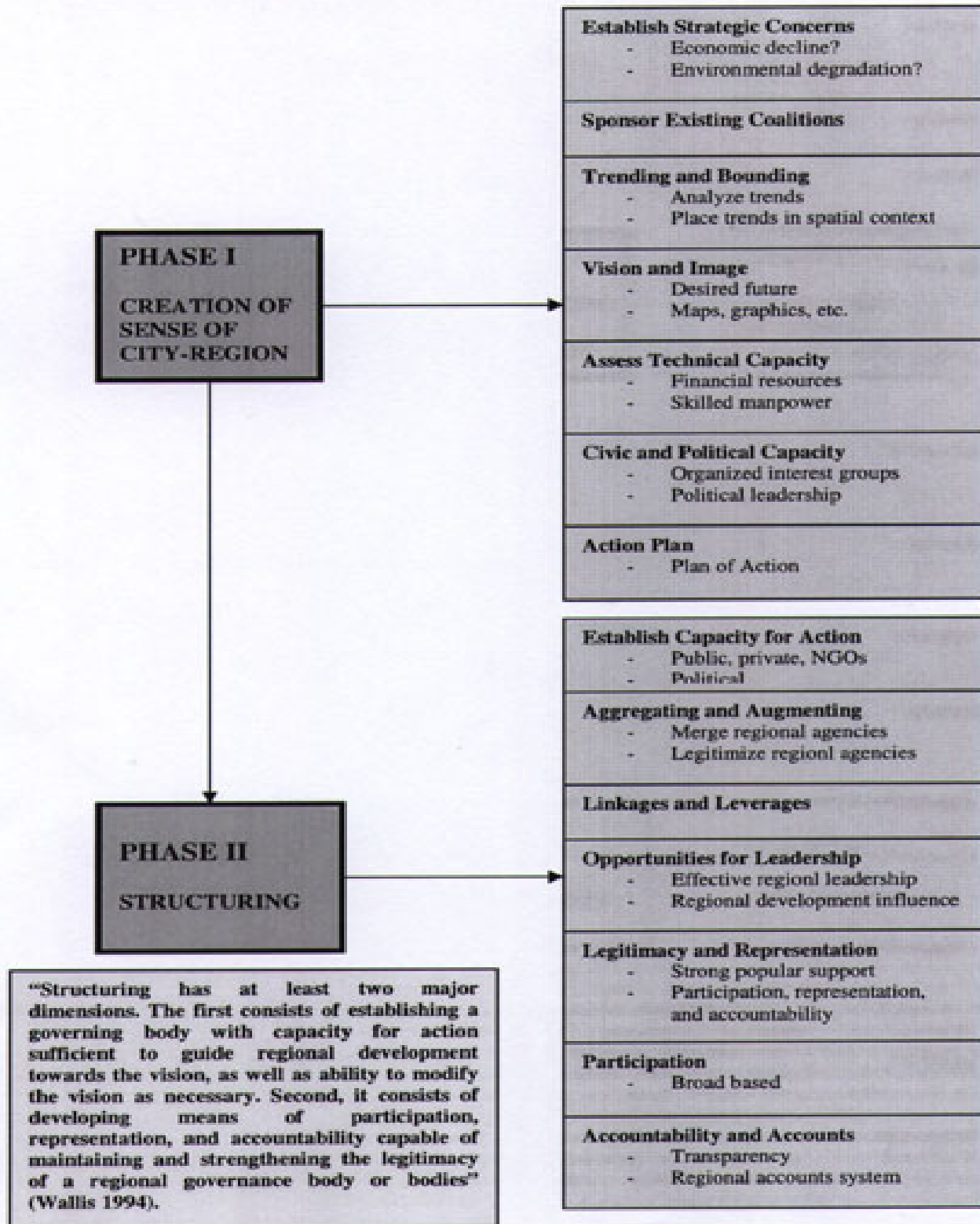
Sources: Canada Mortgage & Housing Corporation, City of Selkirk, Town of Stonewall, RM of Cartier, RM of Macdonald, RM of Rockwood, and RM of St. Andrews.

### 2.2 Work of the Capital Region Review Panel (CRRP)

The Capital Region Review Panel (CRRP) was instituted by the provincial government in June 1998 with the mandate to “...review and make recommendations to the government...respecting the effectiveness of the existing legislative, policy and procedural framework

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**Fig. 1 Inventing Regionalism under the New-City-Regionalism: A Two-Phased Approach – After Wallis 1994. (By: Jayson Sechele)**

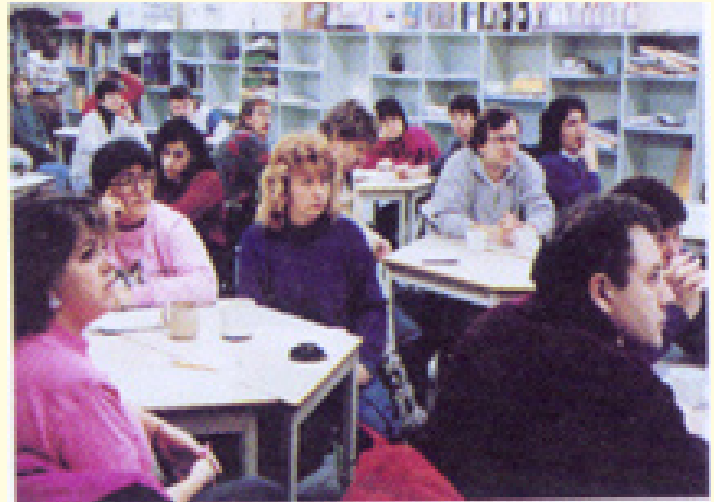


*From page 3*

guiding land use planning and development, and provision of services in the municipalities in the Capital Region". Its institution followed the adoption of the Province's "Sustainable Development Strategy for Manitoba" (SDSM) in 1996 which was prepared by the Manitoba Round Table on the Environment (MRTE). The SDSM had identified 5 policy areas, 31 policies and 200 various actions seeking to achieve sustainable development in the MCR. These policies and actions were a product of an intensive multi-staked participation of municipalities, the public, private sector, and non-governmental organizations. Though it focused on the Province as a whole, the MRTE process helped to create some sense of city-regionalism with regard to achieving sustainable development. This was evidenced at by its identification of issues of "strategic concern" and the strategy itself being a "vision" of the desired future supported with "images" which depicted the MCR. Building on this wide public support, the SDSM underscored the importance of a city-region wide approach in achieving its recommendations. It is for this reason that a better way of implementing the SDSM's recommendations was necessary, hence the institution of the CRRP to gather suggestions from municipalities, the public and stakeholder groups.

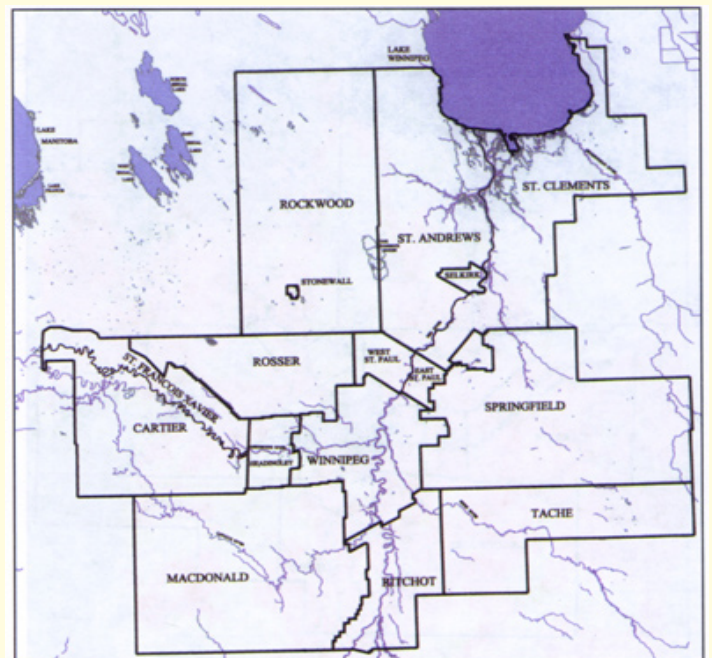
The CRRP also undertook an intensive public consultation process involving municipalities, the public (Photo 1), private sector, and non-governmental organizations within the MCR. It built its work on the softened ground already prepared by the MRTE. Prior to the conclusion of its work, Paetkau had critiqued its work and made the following summarized recommendations (Fig.2 - page 6) based on Wallis' approach.

In its attempt to undertake the first phase as indicated on Fig. 1 above, the CRRP sought to create a sense of city-regionalism by: (1) identifying issues of "strategic concern" such as common water sources (Map 2) and good agricultural land which needed to be protected, as well as important infrastructure such as landfills (Map 3 - page 7), sewer and water services which could be shared among all municipalities; (2) the use of images and other graphics to depict the MCR; and (3) trend-



Source: MRTE 1996. Community Consultation

ing (Fig. 3 - page 7) and bounding regional data (Map 4 - page 7). It is important to note that the CRRP's recommendations (1) – (3) above were not initiated through the involvement of full-time cross-sectional partners (i.e. coalitions) as per Paetkau's recommendation, but through its own gathering of public views. The CRRP also assessed technical, and civic and political capacity and recommended a Regional Agency to the Province which was going to be given the necessary financial and manpower support to execute its duties. Its functions



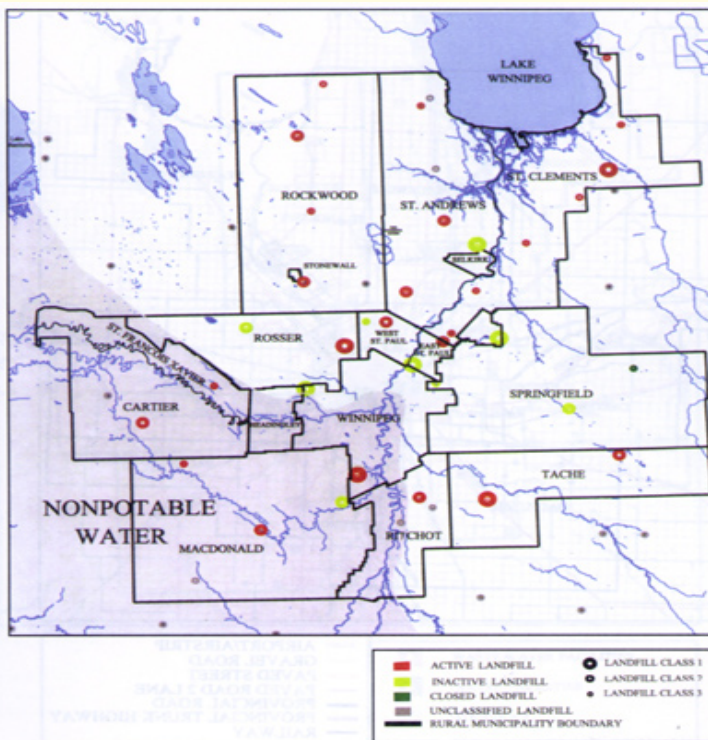
Source: CRRP 1999. Map 2. Common Water Sources

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Fig. 2 Summary of Paetkau's Thesis Recommendations

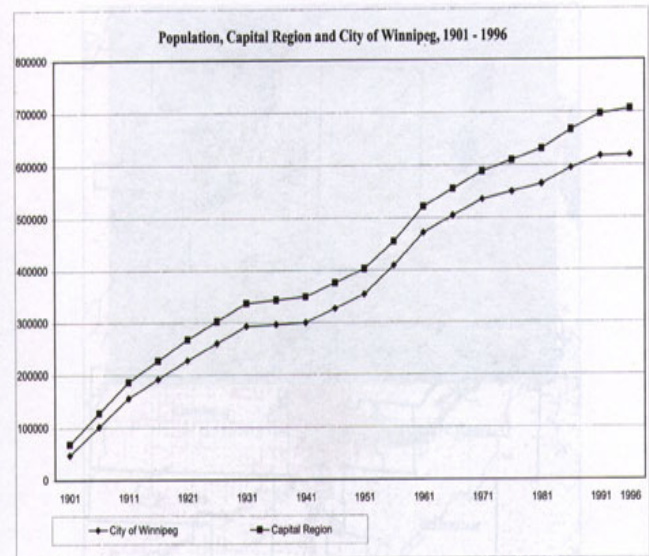
<b>Phase One: Creating a Sense of Regionalism</b>	
<b>Establish Strategic Concerns</b>	Involve Full-time Cross-sectional partners (i.e. coalitions) in the CRRP to define strategic concerns.
<b>Sponsor Existing Coalitions</b>	Establish coalitions involving Universities, community groups, private sector and research firms and businesses to define strategic concerns.
<b>Trending and Bounding</b>	Establish an Institute of Capital Region Studies (ICRS) to undertake regional research.
<b>Vision and Image</b>	Involve Coalitions in the CRRP and ICRS to conduct workshops/conferences to undertake public visioning and imaging.
<b>Assess Technical Capacity</b>	Use and sharing of research information among Planners, Universities, and Private Sector Research firms
<b>Civic and Political Capacity</b>	Financial and political support from the Provincial and municipal governments. Institutional restructuring of Provincial and municipal departments and inter-governmental policy reviews to improve collaboration.
<b>Action Plan</b>	Produce Capital Region Strategy
<b>Phase Two: Structuring</b>	
<b>Establish Capacity for Action</b>	Establish Capital Region Service District (CRSD)
<b>Aggregating and Augmenting</b>	Give the CRSD regional mandate over: regional planning, solid waste, environmental management, and housing.
<b>Linkages and Leverages</b>	Tax based-sharing. Equalization of growth and decline areas through taxation and economic development.
<b>Legitimacy and Representation</b>	Political representation (mayors & councillors) from member municipalities to CRSD Board. Seek guidance from the Greater Vancouver Regional District's representation.

From page 5

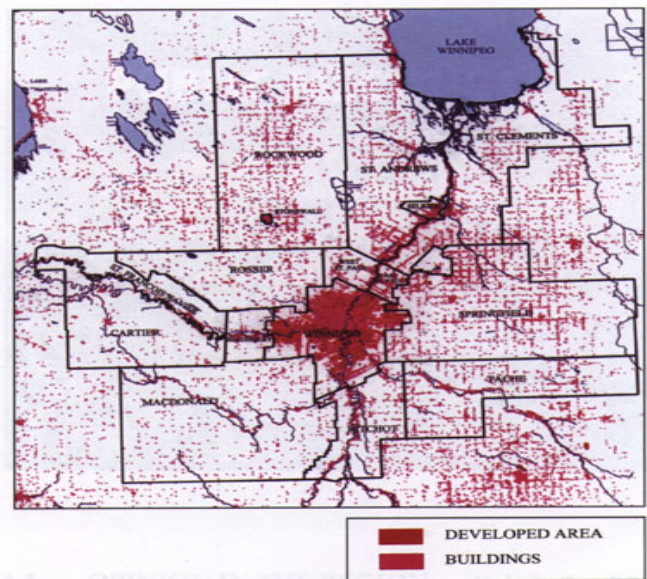


Source: CRRP 1999. Map 3. Landfills

were; among others; to undertake research, information dissemination, and strategic planning for regional impacts. This recommendation is inline with Paetkau's, though it did not favour the establishment of a separate Institute of Capital Region Studies (ICRS) to undertake regional research. The CRRP did not recommend to the Province the sponsoring of existing coalitions as a way of supporting their regional initiatives, nor did it produce or recommend an "Action Plan" in the form of a Capital Region Strategy as per Paetkau's recommendations.



Source: CRRP 1999. Fig. 3 Population Trends



Source: CRRP 1999. Map 4. Regional Growth Distribution

### Rational for Regional Agency

- Ensuring that planning has a regional focus.
- Promote healthy growth within the city-region.
- Promote transparency and regional accounting.
- Reduce cost of service delivery.
- Raise regional awareness.
- Mediate issues of growth, and cost and revenue allocation.

It appears the CRRP's mandate was only limited to the first-phase approach of creating a City-Region Planning environment under the New-City-Regionalism – creating a sense of city-regionalism. It made important recommendations relating to the second-phase which needed the Provincial government's action. The second-phase involves "structuring" or institutionalizing action designed under the first-phase. This among others involves, establishing some form

of governance framework with sufficient means for action to guide regional development towards the vision and developing means of participation, representation, and accountability capable of maintaining and strengthening the legitimacy of a regional governance entity or entities. To this end, the CRRP recommended the establishment a multi-stake Regional Agency. This was different from Paetkau's recommendation for a political representation (mayors & councillors) from the member municipalities to a CRSD Board similar to the Greater Vancouver Regional District's representation.

In response to the work of the CRRP, the Province's official response - "Planning Manitoba's Capital Region: Next Steps" did not establish a governance mechanism as required under the second-phase, nor did it consider sponsoring of existing coalitions as a way of supporting their city-region initiatives. Instead the Province undertook most of the responsibilities and set out its own vision of how best to proceed. It formed another consultative body in 2001 - the Regional Planning Advisory Committee (RPAC), to assist the Province in stimulating public discussion and to provide advice on regional planning policies.

### **2.3 Work of the Regional Planning Advisory Committee (RPAC)**

The RPAC produced its final report in 2003 - "A Partnership for the Future: Putting the Pieces Together in the Manitoba Capital Region." In this report, the RPAC however recommended the enactment of Provincial legislation which would give legal backing to a new intergovernmental organizational forum comprising all the sixteen municipalities to promote regional thinking and collaboration in the city-region. This recommendation is in tune with Paetkau's recommendation for a political representation (mayors & councillors) from member municipalities to a CRSD Board similar to the Greater Vancouver Regional District's representation. Perhaps this would lead to the formulation of a "City-Region Vision" which all stakeholders would subscribe to, and also taking the process back on track to the second phase of Wallis's two-phased process. This would

again encourage the initiation of city-region planning at the inter-municipal and/or provincial-municipal levels.

### **3.0 Lessons Learned**

The creation of a sense of city-regionalism by a community in a city-region is the cornerstone in attempting to lay the foundation for city-region planning under the new-city-regionalism. Once communities within a city-region's municipalities perceive themselves as a community living in one common city-region which they can easily define, and be able to articulate its problems, it then becomes easy and legitimate for such a community to formulate a series of shared visions about its future. It would therefore not be difficult for such a community to engage in the next step of how to actualize the shared vision it would have formulated to realize the form of the necessary governance framework to drive it. An attempt by any senior level of government to try formulating a vision on behalf of the community would fail and also lack legitimacy. The legitimacy for city-region planning is enshrined in the achieved broad sense of city-regionalism, and subscription to a shared vision and the governance framework which seeks to realize it. Thus it is very important for planners to understand and appreciate the new-city-regionalism consultative process as it finally gives legitimacy to city-region planning. Creating a sense of city-regionalism could start on any issue which could help a community to develop a wider sense of regionalism. The process to then start a consultative process to lay the foundation for city-region planning under the new-city-regionalism demands a clear cut political commitment to following city-region planning initiative to their fruition, as offered in a procedural sense through the two-phased approach described by Wallis. Starting off without that clarity or commitment would not yield the desired outcome and even not lend legitimacy to city-region planning.

### **4.0 Conclusions and Outcomes**

As globalization continues to accelerate international free flow of people and trade across international borders, the need for municipalities within city-re-

gions to collaboratively deal with complex city-region problems which are of national and international origin will increase. There is no doubt that city-regions would continue to provide the best arena for tackling common city-region problems which individual municipalities would not adequately be able to deal with on their own. Both the MRTE and CRRP public consultative processes helped to create some sense of city-regionalism as required under the first phase. This enabled the city-region community to identify issues of “strategic concern”. The use of “images” to depict the city-region was instrumental in helping the community to understand their city-region. This laid good ground work for phase two to be followed, but it still remains to be seen whether the provincial government will engage Wallis’ phase two process, either formally or informally. However, the onus lies with the MCR’s municipalities, public and private sectors; and NGOs to seize the current sense of city-regionalism and engage in voluntary cooperation with the view to embarking fully on the second phase of inventing regionalism.

### Further Reading Resources

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