



Strategic Plan 2017-2019



RURAL MUNICIPALITY OF ST. ANDREWS ~ RURAL MUNICIPALITY OF ST. CLEMENTS ~ CITY OF SELKIRK ~
RURAL MUNICIPALITY OF EAST ST. PAUL ~ RURAL MUNICIPALITY OF WEST ST. PAUL ~ VILLAGE OF DUNNOTTAR

February 15, 2017

The Red River Planning District

The Red River Planning District (RRPD) comprises a partnership among the following six Municipalities:

- THE RURAL MUNICIPALITY OF EAST ST. PAUL
- THE RURAL MUNICIPALITY OF WEST ST. PAUL
- THE CITY OF SELKIRK
- THE RURAL MUNICIPALITY OF ST. CLEMENTS
- THE RURAL MUNICIPALITY OF ST. ANDREWS
- THE VILLAGE OF DUNNOTTAR

This plan expresses the RRPD's intention to move forward in several key areas over the three-year period of 2017-2019 in order to more effectively serve the planning and development needs of its customers, its member Municipalities, and the public.

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EXECUTIVE SUMMARY

Our Mission

“Guiding development. Building community.”

Our Values

Sustainability – *making decisions that protect the interests of future generations*

Engagement – *encouraging active participation from the community*

Fairness – *instilling trust through fair treatment and consistency in decisions*

Unity – *acting in the best interest of the region and speaking as one voice*

Professionalism – *demonstrating expertise, sharing knowledge, and promoting innovation*

Our Biggest Challenges

- Regarding our members: We understand that member Municipalities expect a high degree of responsiveness for support services and want us to also address concerns about equity in terms of services received in relation to fees paid while considering revenue generated from each municipality.
- Regarding our customers: We take very seriously our role as service provider and are intent on achieving a high level of customer satisfaction, focusing primarily on turnaround times for various permits, in keeping with the reasonable expectations of applicants.
- Regarding the public: We want the public generally, and one-time customers specifically, to better understand and appreciate the purpose of planning and development services and the challenge of balancing the desire to respond quickly while safeguarding the public interest.
- Regarding community leadership: We remain firmly committed to the principles of sustainability and sustainable practices and want to entrench these concepts in innovative ways into our plans but need to explore the implications in more detail.
- Regarding our office: We understand the importance of having the necessary resources to deliver on the expectations of the public, our members, and our customers and are committed to establishing a sustainable financial model to support appropriate staffing levels, technology, and training needs.

Our Vision

“Exemplary leadership in regional planning.”

Our Plan

Strategy One: demonstrate value for service

Action 1: Continue to improve and streamline application processes and reduce turnaround times.

Action 2: Continue to build web site capabilities for enhanced customer service as well as public information.

Action 3: Enhance public understanding of planning and development and associated benefits.

Action 4: Establish reasonable service expectations for members, for applicants, and for the public.

Strategy Two: strengthen governance practices

Action 5: Adopt and adhere to key governance principles.

Action 6: Strengthen existing, and develop new, regional alliances and partnerships.

Action 7: Strengthen and nurture member relations.

Action 8: Clarify expectations for Board-Staff working relationships.

Strategy Three: develop bold and innovative policy for sustainability

- Action 9: Undertake the review of the development plan with a goal of adopting leading edge policy on sustainability.
- Action 10: Review current secondary plans with the intent of identifying and strengthening policy related to climate change.
- Action 11: Explore the adoption of a watershed management approach to long-range regional planning.
- Action 12: Explore the creation and adoption of targets for carbon reduction.
- Action 13: Commit to green practices in RRPD operations.

Moving Forward

Phase One: *Setting the Stage*

- Assign leadership to the Board or a Committee of the Board.
- Set the structure with a work plan for the Board or Committee of the Board.
- Build the knowledge necessary to move forward with confidence.

Phase Two: *Integrating Into Operations*

- Commit to the plan by integrating key elements into communication devices.
- Inform the members through a 'road show' to Municipal Councils.
- Develop an implementation plan through the ED's annual work plan.
- Ensure resources through the budget process.
- Educate and re-educate.

Phase Three: *Review and Re-adoption*

- Monitor past, current, and future progress against all actions.
- Build process for review considering the need for consultation and research.
- Re-adopt seamlessly at the time the current plan expires.

1. WHO WE ARE AND WHAT WE DO

1.1 Who We Represent

The Red River Planning District (RRPD) comprises a partnership among six municipalities whereby a single office provides planning and development services for all partners. The municipalities include:

- THE RURAL MUNICIPALITY OF EAST ST. PAUL
- THE RURAL MUNICIPALITY OF WEST ST. PAUL
- THE CITY OF SELKIRK
- THE RURAL MUNICIPALITY OF ST. CLEMENTS
- THE RURAL MUNICIPALITY OF ST. ANDREWS
- THE VILLAGE OF DUNNOTTAR

The office is located in the city of Selkirk and operates with a staff of 14 working under the direction of an Executive Director. Governance is provided through a 16-member Board with 3 elected representatives from each of the RMs and the City of Selkirk with the addition of a single representative from the Village of Dunnottar.

1.2 Where We Get Our Authority

The RRPD obtains its authority through the Province of Manitoba's Planning Act (in particular Part 3 Division 2). The Provincial Handbook that accompanies the Act summarizes the role as follows.

“...the planning district board is responsible for

- *adoption, administration and enforcement of a development plan by-law for the planning district; and,*
- *administration and enforcement of the following by-laws of its member municipalities: zoning by-laws, building by-laws, by-laws respecting standards for the maintenance and occupancy of buildings and secondary plan by-laws.*

A planning district board can also adopt a district-wide zoning by-law if the councils of every municipality in the planning district request it to do so.”

Furthermore, the Planning District has authority to enter into partnerships to further its work and can undertake the preparation of regional strategies in order to address issues that are regional or inter-jurisdictional in nature. (A regional strategy can help guide the preparation of the development plan and can also help to coordinate the delivery of services and infrastructure in the district or region.)

1.3 Our Mission and Values

Our MISSION speaks to the purpose of the organization. This is captured as:

“Guiding development. Building community.”

The concept of 'guiding development' is directly related to the legislated mandate; it's what the RRPD does through the provision of planning and development services. Meanwhile, 'building community' represents what the RRPD is striving to achieve. On the one hand, the sense of community is built at the regional scale whereby all six partners see themselves as part of a larger whole. On the other hand, the sense of community is also built at the local scale whereby residents and business interests should feel an enhanced sense of belonging as a result of thoughtful planning and development.

Our VALUES speak to the manner in which the RRPD pursues its mission. These values will guide our actions:

Sustainability – *making decisions that protect the interests of future generations*

Having sustainability as a value entrenches commitment to the concept. This commitment must be evident not only in terms of sustainable policies embedded in long-term plans (the development plan and secondary plans) but also in the manner in which the RRPD governs and administers its office and manages its resources.

Engagement – *encouraging active participation from the community*

This means that public input into planning efforts is not only accommodated but encouraged. It also means that it should be ongoing. This requires judgement. At times, participation may warrant inclusion of neighbours

outside RRPD boundaries, other times it may be region-wide, municipally-focused, or very local to a small area or neighbourhood. In all cases, justification of scale and scope should be made clear.

Fairness – *instilling trust through fair treatment and consistency in decisions*

This means that processes should be as clear and uncomplicated as possible; that the RRPD must strive to balance the needs of the community with the needs of the client or customer; and that timely communication is a priority.

Unity – *acting in the best interest of the region and speaking as one voice*

This means that the interests of the region must always be a higher priority than the interests of any municipality. It also means that, regardless of differences that arise through respectful debate on issues, the decision of the Board must be 'owned' all members at the table. Furthermore, the Board and staff must be seen as two sides of the same coin and each role must be respected and supported.

Professionalism – *demonstrating expertise, sharing knowledge, and promoting innovation*

This recognizes that Municipal members, customers, and the public deserve to have service providers that fully understand their role and responsibilities and are able to deliver their services effectively, efficiently, and with an appreciable degree of quality. This implies that expectations must be clear and reasonable.

1.4 Our Services

The public services provided by the RRPD can be classified as follows:

- Long-Range Planning – preparing the development plan, secondary plans, major studies, zoning by-laws
- Development Applications – addressing applications for subdivisions, variations, conditional uses
- Building Permits – ensuring safety through compliance with building codes
- By-law Enforcement – undertaking the regulatory function necessary to ensure by-law compliance
- Public Enquiries – providing information and responding at the counter, by phone, or electronically

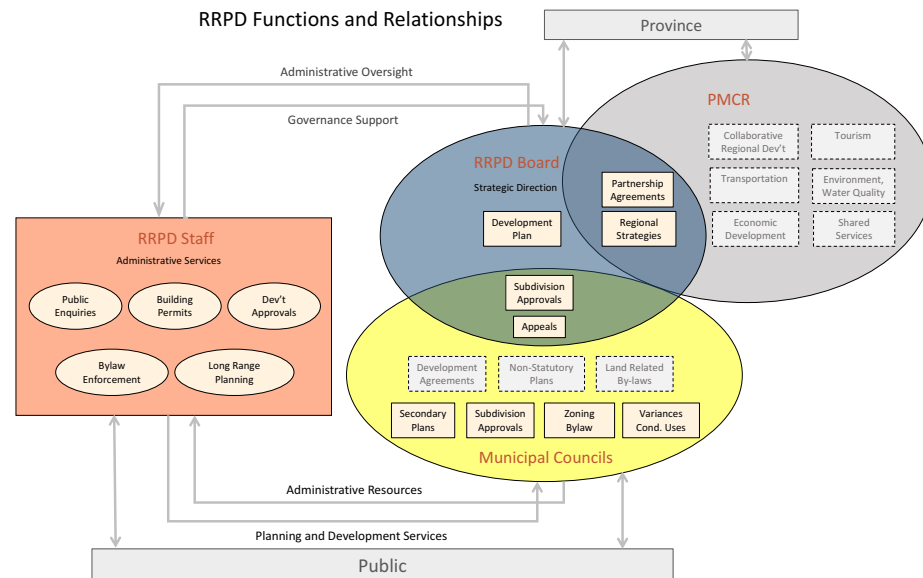
Furthermore, there are a number of associated administrative functions that support the five broad public services listed above. These include the independent management of the RRPD's finances, the management of human resources, and the technological support for internal systems, equipment, and web site. Finally, governance support is a critical function that allows the Board to effectively undertake its responsibilities.

A statistical summary of 2015 includes:

- 645 Residential Permits issued
- 43 Commercial Permits issued
- 48 Development Permits issued
- 5 Land/ Shoreline Development Permits issued
- 82 Demolition Permits issued
- 55 Pool Permits issued
- 227 Residential Plumbing Permits issued
- 17 Commercial Plumbing Permits issued
- 34 Expired Plan Reviews
- 73 Occupancy Permits issued
- 24 Sign Permits issued
- 4 Temporary Placement Permits issued
- 26 Conditional Use Applications
- 21 Conditional Use/Variation/Subdivision extensions
- 5 Development Plan Amendment Applications
- 5 Rezoning Applications
- 39 Subdivision Applications
- 185 Subdivision Lot Fees/ Extensions
- 517 Variation Applications
- 7 Zoning letters
- 75 Zoning memorandums
- 8 Work Order letters

1.5 How We Operate

The RRPD Functions and Relationships chart is intended to depict the connections between the RRPD Board, the Municipal Councils it represents, and the staff who provide services to both. It also identifies that the RRPD is part of a larger regional body, the Partnership of the Manitoba Capital Region (PMCR), and that the Province of Manitoba has an oversight responsibility for operations.



As depicted in the chart, the Board is charged with providing overall strategic direction for the RRPD and is solely responsible for the development plan, for any partnership agreements it may choose to enter into, and for any regional strategies it may choose to develop or adopt. As a Board, it is accountable to the Province through the Planning Act. The Board provides *administrative oversight* to the staff (through the Executive Director) and it receives *governance support* in return.

The Municipal Councils are responsible for their own secondary plans, subdivision approvals (first approval only), zoning by-law, and variance and conditional use approvals. The Councils provide *administrative resources* to run the office and receive *planning and development services* in return. The Board and Municipal Councils overlap in two areas: the Board provides second (final) approval for subdivisions and is the appeal body for other decisions undertaken by the Municipal Councils. It is worth noting that there are services provided by the Municipalities and the PMCR over which the RRPD has little or no involvement but which have the potential to impact the work of the RRPD. These are identified in dashed boxes in the chart.

Apart from providing the necessary support to the Board and to the Municipal Councils, staff represent the face of the organization in dealing with the public (including the development industry). Staff are challenged to balance the needs of the customer, that is, an individual or business seeking an approval, the needs of the client, that is, the Municipal Council or Board seeking a particular service, and the needs of the general public seeking reassurance that their interests will be safeguarded.

1.6 Our Work Output and Results

The following has been extracted from the RRPD 2015 Annual Report.

"The RRPD continues to be actively involved in positive and progressive planning and development. Significant commercial and residential development in the area is indicative of population growth, improved environmental services and increased economic wealth. In 2015 the RRPD saw an increase of 30% in the number of residential permits issued. This growth is guided by the District's and the East St. Paul Development Plans which were adopted in 2011 and 2014 respectively.

'In the un-audited Financial Statements of December 31, 2015, the RRPD's assets were \$3,743,638.92 as compared to \$3,822,335.35 in 2014. This is a result of amortization now being recorded on the RRPD's new

office facility. Revenues decreased by 47.1% in 2015 as compared to 2014 from \$2,835,330.69 to \$1,501,074.64 due to the issuance of the Selkirk Regional Hospital permit in 2014 and a 15% decrease in 2015 residential and commercial permit revenue.

"Total expenditures were \$1,626,893.26 which is equivalent to the expenditures in 2014. Significant variances occurred in the following areas: increased expenditures in the areas of Violation Enforcement Services with the engagement of Prairie By-Law, Contract Work with the hiring of an Interim Executive Director and Property Taxes. Decreased expenditures were seen in the areas of Staff Development, Board Expenses, Cost Sharing Projects and Development Plan."

2. WHAT INFLUENCES OUR BUSINESS

2.1 How Our Communities Are Changing

The following represents the more significant demographic trends occurring in the District based upon a review of Census information from 1996 to 2016. (The 2016 Census offers only population numbers at this time.)

- Growing at an average rate of 1.2% per year over the past 20 years, the RRPD has grown at a faster rate than Winnipeg and the Province (both at 0.7%/yr). The growth rate varies within the RRPD with higher growth in proximity to Winnipeg where suburban type development occurs. Selkirk has rebounded nicely after a decade of declining growth while St. Andrews has stalled over the last five years. Over the past 5 years, the RRPD has grown at a slower rate than the City of Winnipeg and the Province. (See Appendix A.)
- The trend toward an aging population is present in the RRPD with fewer children below the age of 15 and an increasing number of residents aged 65 and over. Further evidence is shown in a decreasing household size. Both these trends are occurring at a faster rate than the Province overall. Among other things, there are implications here for type of housing that may be required in the future.
- The Province's commitment to increased immigration over the past decade is having an impact on the Province overall but does not appear to be reflected in the RRPD. It would appear that few new immigrants are choosing to locate in the RRPD likely choosing to reside in proximity to needed support services.
- It is widely recognized that the Aboriginal community is the fastest growing segment of the population and not only is this trend evident in the RRPD, it is happening at a rate higher than the Province overall. This trend is expected to continue into the future.

2.2 How Planning Services Are Evolving

Among other possible considerations, the following trends will invariably have an impact on the RRPD as a planning Board and on the provision of its services to the public into the future.

Regarding planning practice.

Sustainability:

Adhering to sustainable building and development practices is now deemed paramount, especially as it relates to climate change. There are two thrusts: climate change mitigation including such things as carbon reduction, energy conservation, green building standards (LEED), etc.; and climate change adaption including such things as flood prevention, water management, permeable pavements, bio-swales, etc.

Intensification:

There is greater pressure to reduce greenfield development and sprawl. Land use intensification is intended to make best use of existing infrastructure while promoting the highest and best use of existing properties and reducing vehicular commute times. Intensification includes infill development, adaptive re-use of obsolete structures, and mixed-use, higher density re-development among other concepts.

Transformative Transportation:

Transportation is changing. The concept of complete streets (accommodating all users including pedestrians, cyclists, public transit, and a variety of vehicles) is fast emerging as a design determinant. Some additional considerations – electric vehicles, car-sharing, ride-sharing, driverless cars – will not only further change the nature of the street but the need and provision of parking as well.

Regarding planning governance.

Technological Innovation:

Technology has transformed the manner in which business is conducted. From the use of social media for public engagement to web sites that support complex application and payment processes, technological advances are enhancing the effectiveness and efficiency of public service while promoting social inclusion. Furthermore, technology has created high expectations for timely response in both communications and service provision.

Partnerships:

The effective use of partnerships is facilitating the attainment of public goals. Partnership opportunities are wide-ranging, including 'three P' initiatives to build large scale infrastructure, regional planning (such as the RRPD), and service-sharing agreements between jurisdictions, among others. Partnerships have the ability to maximize the use of resources and increase competitiveness. Regionalism has become a buzz-word.

Accountability:

There is a stronger focus on sound governance practices with accountability as the cornerstone. The concepts that emerge here include stakeholder engagement, transparency in operations, evidence-based decision-making, financial stewardship, reporting on performance and scorecards, value for public investment, value for service, etc.

2.3 Our Recent Initiatives

In the recent past two significant initiatives undertaken by the RRPD have helped lay the foundation for this plan.

Organizational Review:

In 2014 the RRPD undertook an Organizational Review in order to provide guidance on governance practices and improved operations. Through this review, twenty recommendations were brought forward to be addressed over the short and long term. Throughout 2015 and 2016, virtually all recommendations were implemented and it is anticipated that the few items remaining will be addressed in the near term.

Operational Review:

The RRPD also initiated an Operational Review through the Interim Executive Director in November 2015. The intent of the operational review was to focus on service level improvements and to recommended process improvements which would help to achieve the expectations of the Board and stakeholders for the RRPD. The recommendations were put in place throughout 2016 in support of continuous improvement and performance monitoring of the RRPD's services.

2.4 A Summary of Our Internal Assessment

Greatest Strengths

- Diversity of people and perspectives provides the opportunity for greater balance in assessing applications.
- Partnership results in economies of scale and access to better talent; best use of resources and ability to do more with less.
- Having the authority to make decisions that are deemed in the best interests of the district.
- The people on staff are dedicated and knowledgeable.

Biggest Challenges

- The size of the Board and getting to consensus.
- Meeting expectations for service delivery from members and applicants; faster turnaround times for permits; enhanced customer service.
- Developing an equitable cost structure for members and ensuring that each municipality receives value for service; strengthening relationships with member councils.
- Ensuring proper resources (for staffing, training) to respond to service requests in a timely way; limited resources for improvement, innovation, system enhancements, staff training.
- Enhancing the web site for information as well as service.
- Establishing a sustainable financial model.
- Enhancing communications internally (between Board, staff, and members) and externally (to customers and the public).

Desired Legacy

- Building a 'best in class' customer service; recognized for quick turnaround times; user friendly services.
- A sustainable organization with good governance and organizational planning.
- An effective board that makes apolitical decisions in the best interests of the district.
- Member satisfaction: perception of value for fees.
- Public respect; recognition of fair treatment.
- Solid long range plans in place; able to effectively accommodate growth.
- Improved communities by adhering to planning principles; enhanced livability for residents.

Perceived Expectations

- Provision of good service; good value; fair treatment; timely results.
- Friendly service; understanding; flexibility; knowledgeable staff.
- Transparency in decisions.
- Equitable service for members recognizing fees paid in relation to demands for service and revenue generated from development.
- A supportive environment for Board and staff.
- Protection of the public interest.

Selected Priorities

- Enhanced customer service; improved responsiveness; reduction in wait times.
- Equitable service structure for members.
- Strengthened organizational purpose; enhanced public understanding of role.
- Sustainable financial model.
- More attention to long range plans, secondary plans, and zoning by-laws working toward district-wide consistency.
- Better online information, support, and service.
- Better governance practices; provision of clear direction.

In summary, it can be said that the Board:

- Feels considerable pressure from the community and from member Municipalities to increase responsiveness.
- Takes very seriously its role as service provider and is intent on achieving a high level of customer satisfaction.
- Wants the public generally, and one-time customers specifically, to better understand and appreciate the purpose of planning and development services.
- Remains firmly committed to the concept of sustainability and sustainable practices but feels the need to explore the implications in more detail.
- Understands the importance of having the necessary resources to deliver on expectations and is committed to establishing a sustainable financial model to support appropriate staffing, technology, and training needs.

3. HOW WE PLAN TO MOVE FORWARD

3.1 Our Strategic Direction for Change and Improvement

There is little doubt that as the RRPD moves forward in the years ahead it will be operating in a more complex, demanding, and challenging environment. Consequently, both Board and staff will need to be resilient (able to withstand difficult conditions) and nimble (able to respond quickly).

The RRPD intends to build these qualities into its practices by undertaking a regular process of reviewing and updating this plan. Over time, strategic planning capability will grow. Staff will find themselves guiding their day to day priorities in a manner consistent with the plan. More importantly, the Board will use the plan to evaluate its effectiveness and will make decisions for improvement based upon performance.

In other words, the RRPD will attempt to build a culture of strategic planning with the result being a more resilient and nimble organization.

3.2 Our Vision and Strategies

Our VISION establishes an ambitious long-term goal. This is best expressed as the desire to demonstrate:

“Exemplary leadership in regional planning.”

This means that the RRPD sees itself in the future as a true leader in regional planning practices. These three strategies will allow the RRPD to focus its efforts:

- 1) *demonstrating value for service* to its members (the six Municipal Councils and their staff), to its customers (applicants), and to the public (both local and regional);
- 2) *adopting strong governance practices* especially in areas of accountability, communications, collaboration, and external relationships; and
- 3) *developing bold and innovative policy* through the development plan, secondary plans, and day-to-day operations especially as they address issues of sustainability and sustainable practices.

3.3 Strategy One: demonstrate value for service

Action 1: Continue to improve and streamline application processes and reduce turnaround times.

[Note: this proposed action overlaps recommendations contained in the Operational Review.]

Significant efforts have already been made in terms of process improvement but the work in this regard is never ending and is part of a commitment to continuous improvement. There are several areas where further efforts could be focused:

- Increasing the quality of information being received from an applicant to ensure that RRPD staff, the Board, Municipal Councils, and Municipal staff fully understand the nature of the proposal.
- Finding efficiencies in the various application processes and improving customer service to reduce turnaround times.
- Seeking ways to optimize the use of RRPD resources to ensure that the demands for customer service are balanced with the demands for longer range projects including policy reviews, development plans, secondary plans, zoning by-law reviews, etc.
- Placing greater accountability on the applicant, particularly repeat customers in the development industry who have familiarity with the processes, to ease the burden placed on staff and facilitate the preparation of reports.

Action 2: Continue to build web site capabilities for enhanced customer service as well as public information.

[Note: this proposed action overlaps Recommendation 10 of the Organizational Review.]

The RRPD web site has been substantially upgraded but, as with Action 1, this must be part of a commitment to continuous improvement. Areas where efforts could be directed include:

- Building capabilities to accept various permit applications online including the ability to accept accompanying documentation that may be required as part of the application process.
- Building capability to accept the payment of fees online.
- Using the web site to stimulate public debate on a variety of planning related matters and issues including the ability to undertake informal public opinion polls on specific topics and connecting the web site to social media accounts established for the RRPD.
- Providing an increase in the amount of information provided to the public including property based information, community profile information, and information related to planning matters that affect their communities.

Action 3: Enhance public understanding of planning and development and associated benefits.

The perception of value for service is not limited to processing applications, it includes the provision of all planning services including the adoption of plans and supporting by-laws. Enhancing public understanding could focus on areas such as:

- Explaining the role of long range plans in establishing a community vision and shaping a community toward desired principles of sustainability and livability.

- Outlining the importance of zoning in providing assurance to the development industry that their investment in property is protected through the assurance of complementary development.
- Explaining how planning services generally help residents and business owners shape, enhance, and protect the character of their community.
- Connecting the requirement for building permits with the diligent promotion of public safety.

Action 4: Establish reasonable service expectations for members, for applicants, and for the public

As service levels improve, expectations rise even higher as the improved service level becomes the new norm. As such, efforts to improve customer service should include efforts to establish reasonable expectations. Areas to pursue could include:

- Increasing transparency through service tracking whereby a development application or building permit can be tracked by the applicant, preferably through an online tracking system.
- Entering into service contracts with member Municipalities that not only address the services to be provided by RRPD staff but, more importantly, the level of service that will be provided, explaining the responsibilities of Municipal staff in relation to the responsibilities of RRPD staff. [Note: this suggestion overlaps with Recommendation 15 in the Organizational Review.]
- Committing to specific service levels including such things as number of days to turnaround each type of permit, scheduling times for public hearings, time limits for returning phone calls, etc. and making these commitments widely known.

3.4 Strategy Two: strengthen governance practices

Action 5: Adopt and adhere to key governance principles.

The RRPD Board has a number of responsibilities some of which are carried out without the benefit of clearly defined principles. It is good practice to articulate these principles within a Board manual. Areas to consider adding could include:

- Explaining Board structure including member representation, overall roles and responsibilities, Board and committee mandates.
- Conducting Board business including how agendas are established, quorum determined, minutes kept and distributed, meetings conducted, in-camera sessions held, public hearings conducted, decisions made, etc.
- Undertaking key responsibilities such as the hiring protocol for the Executive Director, succession planning, risk management, financial oversight, and strategic planning.
- Explaining how organizational performance will be monitored including financial performance, strategic outcomes, service performance, Executive Director evaluation, Board self-assessment, and individual Board member self-assessment.

Action 6: Strengthen existing, and develop new, regional alliances and partnerships.

One of the RRPD's key assets has been identified as strength-in-numbers meaning members benefit from enhanced clout and economies of scale. These benefits could be enhanced by strengthening and building external alliances such as:

- Taking a more active role in the Partnership of the Manitoba Capital Region (PMCR), particularly as it relates to the regional growth strategy and its implications for future plans within the RRPD.
- Working more closely with the development and construction industries to identify mutual needs and challenges and committing to a process of ongoing dialogue.
- Developing or strengthening alliances with organizations such as Lake Friendly Manitoba and the Red River Basin Commission to help focus efforts aimed at protecting waterways, given the Red River and/or the south basin of Lake Winnipeg touches all Municipal partners. (See also Action 11 below.)

Action 7: Strengthen and nurture member relations.

While the survey undertaken as part of this plan does not provide a comprehensive view of member satisfaction it does expose some areas of concern. There is merit in pursuing actions that could strengthen member relations including:

- Having the Chair, together with the local representative(s) on the RRPD Board, meet with each of the Municipal Councils as soon as possible to discuss concerns.

- Committing to having one of the Municipal representatives on the RRPD designated as the Municipal Council liaison with a responsibility to report to their Council on a monthly basis identified as a regular item on the Municipal Council agenda.
- Committing to an annual all-member forum to review the past year's initiatives and upcoming priorities, perhaps following the format of an Annual General Meeting including an educational component (bringing in a speaker or holding a specialized seminar).
- Having and open discussion with Municipal Councils explaining the Board's position on Board size because concern continues to be expressed.
- Reviewing the member fee structure with a commitment to achieving a more equitable balance between service provision and fees paid with a consideration given to development revenues generated (perhaps utilizing a split dues format that includes a base cost plus fee for service as outlined in Recommendation 19 of the Organizational Review).

Action 8: Clarify expectations for Board-Staff working relationships.

The RRPD comprises both Board and staff members as two sides of the same coin. The more harmonious the relationship between the two, the more effective the RRPD will be. Consideration could be given to:

- Committing to the single employee principle of governance whereby the Board is responsible solely for its Executive Director (hiring, setting goals, evaluating performance, terminating if necessary) while the ED assumes those same responsibilities for all other staff.
- Directing all public enquiries or complaints received by Board members to the Executive Director while resisting the urge to intervene directly with individual staff.
- Recognizing the benefits of ongoing education and training for both Board and staff by supporting continuous professional development and promoting opportunities for joint learning.
- Committing to the implementation of Recommendation 20 of the Organizational Review as this will go a long way toward building a mutually supportive and trusting relationship while unifying the role of the RRPD in the mind of the public and applicants.

3.5 Strategy Three: develop bold and innovative policy for sustainability

Action 9: Undertake the review of the development plan with a goal of adopting leading edge policy on sustainability.

The RRPD's development plan was adopted in 2011 making it due for a comprehensive review. While the current plan makes a significant commitment to sustainability principles, objectives and actions, there is an opportunity to advance these commitments in light of more recent precedents and best practices. Areas to pursue could include:

- Undertaking research on sustainable practices covering best practices in agriculture, economic development, environmental protection, livable communities, and sustainable infrastructure.
- Examining best practices in regional planning cooperation, partnerships, shared services, and management practices in order to build governance and management commitments into the plan.
- Establishing sustainability as the primary pillar for all long-range plans (development plan, secondary plans, regional strategies) and having Provincial experts included in the plan review process in order to gain from their knowledge and facilitate Provincial adoption in the end.
- Approaching the review of the development plan with the intent of strengthening sustainable policies related to projected population growth and demographic changes.

Action 10: Review current secondary plans with the intent of identifying and strengthening policy related to climate change.

While the development plan offers high level policy direction for the district, secondary plans provide a more detailed approach to policy implementation at a local scale or focus. As new secondary plans are prepared or as existing secondary plans get reviewed, efforts could be directed toward two areas in particular:

- Introducing specific initiatives that support climate change *mitigation* (that address the causes of climate change) examining the promotion of green building technology, the support for renewable energies, and the encouragement of alternative modes of transportation, among other possibilities.

- Introducing specific initiatives that support climate change *adaption* (that address the effects of climate change) considering practices related to land use development, to storm water management, to flood protection, and to the reduction of soil erosion, among other possibilities.

Action 11: Explore the adoption of a watershed management approach to long-range regional planning.

While the RRPD is defined by political boundaries, proper environmental planning requires an alternative perspective. An approach to regional planning that considers the Lake Winnipeg watershed between Winnipeg and the south basin may prove to be an effective option which could warrant the exploration of:

- Developing a watershed management strategy with Provincial support, by integrating the Province's 'Cooks-Devils Integrated Watershed Management Plan' and the 'Netley-Grassmere Integrated Watershed Management Plan' into a guiding document for the RRPD.
- Pursuing a possible alliance with Lake Friendly Manitoba recognizing that the health of Lake Winnipeg is the primary driver in a watershed management program.

Action 12: Explore the creation and adoption of targets for carbon reduction.

The federal government's commitment to a national carbon pricing program demonstrates the need for Municipalities to seriously consider how they might approach carbon reduction at the local scale. Areas to examine could include:

- Enrolling in the Federation of Canadian Municipalities' (FCM) Partners for Climate Protection (PCP) Program and securing the funding necessary to move forward with a carbon reduction plan.
- Undertaking the recommended process that guides PCP members in creating a greenhouse gas (GHG) inventory, setting realistic and achievable GHG reduction targets, developing a local action plan, and implementing the plan using specific, measurable actions to reduce emissions.

Action 13: Commit to green practices in RRPD operations.

The RRPD should lead by example when it comes to sustainable practices beginning with its own internal operations. A 'green policy' could be formulated and adopted for the office identifying areas where sustainable practices could be promoted including:

- Reducing product consumption with particular consideration given to continued efforts toward the establishment of a paperless environment.
- Adopting waste reduction practices including the reusing and recycling of materials and perhaps composting organic waste.
- Promoting energy efficiency by thoughtfully considering the use of lighting, heating, air conditioning, and the electricity for office equipment (eg. shutting down printers at night, etc).
- Encouraging the use of alternative transportation options for staff such as ride sharing, cycling, etc.
- Reviewing purchasing policy to promote a green purchases.

3.6 How Our Plan Will Be Integrated into Operations

This strategic plan outlines a three-year commitment whereby the RRPD will become more strategic in its objectives and more deliberate in its actions. The Board must take a leadership role in this regard and staff must be prepared to provide the support necessary to promote success.

Phase One: Setting the Stage

- **Assign Leadership:** The Board must take ownership of the strategic plan and must lead the charge for its implementation. While the Board as a whole can make ongoing decisions regarding the plan, the better option is to establish a Strategic Planning Committee to undertake that responsibility on the Board's behalf. [This could be a Governance Committee, with broader responsibilities including both governance and strategic planning, as outlined in Recommendation 13 of the Organizational Review.]
- **Set the Structure:** With a new committee of the Board established, a chair will need to be identified, a work plan will need to be formulated (outlining its role regarding the establishment of strategic priorities, the assignment of responsibilities, and the monitoring of progress), a meeting scheduled will need to be established (perhaps based on a quarterly review and discussion), and a dedicated staff person will need to be assigned to support the Committee's work (this should be the Executive Director or a senior staff person).

- **Build the Knowledge:** The Board will need to become fully conversant with the plan and its implications in order to be able to move forward with confidence. One step could be to hold a half or full day seminar with all Board members to fully review and discuss the plan and establish priorities. Another step could involve bringing in experts on specific topics covered in the plan (governance, sustainability, customer service) to broaden understanding of the concepts.

Phase Two: Integrating Into Operations

- **Commit to the Plan:** The main components of the plan – mission, values, vision, three key strategies – are succinct enough to be printed easily in a number of formats – on Board agendas, on promotional materials, on bulletin boards, etc – and declaring ownership of the concepts in this way will help entrench a sense of accountability to them.
- **Inform the Members:** Member Municipalities should be made aware of the plan and expected outcomes. The Board Chair and/or the Chair of the Strategic Planning Committee could develop a 'road show' and make a series of presentations to each of the member Councils. Furthermore, an annual report on progress should be provided to members.
- **Develop an Implementation Plan:** The Executive Director will be charged with the responsibility of integrating the strategies and actions of the strategic plan into the RRPD's annual operating plan. The operating plan will then cover the entire work of the RRPD over the year(s) ahead including the implementation of specific components of the strategic plan. The operating plan must identify specific actions to be taken based on Committee direction (the strategic plan identifies possible courses of action but a commitment needs to be made as to which items will pursued and when).
- **Ensure Resources:** The Board, as part of the budget process, will need to ensure the necessary resources to deliver on the items identified in the work plan.
- **Educate and Re-educate:** The plan should be included as part of a commitment to ongoing Board education. In particular, the new Board should be introduced to the plan following a Municipal election (re-elected Board members should be encouraged to attend and re-acquaint themselves) perhaps as part of a broader orientation program that reviews all relevant RRPD plans, policies, and practices.

Phase Three: Review and Re-adoption

- **Monitor Results:** The number of initiatives identified in the plan have deliberately been kept to a manageable (strategic) number. Consequently, it is a relatively simple exercise to track each of the thirteen actions on a regular basis, identifying what has been accomplished, what is intended to be done, and what remains to be done. A running chart can be created and used to regularly inform the Board of progress.(See Appendix B)
- **Build Process for Review:** It should be considered that approximately six months will be required to undertake a proper review and re-drafting of the plan. In the final year of the plan's time frame, a work program should be established by the Chair of the Strategic Planning Committee outlining the review process which could include consulting with staff, consulting with member Municipalities, undertaking targeted research (if necessary), allocating responsibilities for the review, identifying resources, etc.
- **Re-adopt Seamlessly:** The strategic plan has a three-year horizon and is intended to move into the next three-year phase in a seamless fashion. In other words, an updated plan should be adopted at the same time the current plan has run its course. Planning with this time frame in mind should be seen as a priority in order to ensure that no momentum is lost between plans.

Summary of Roles and Responsibilities

The following table offers a series of tasks that can form the basis of getting the strategic plan ingrained within the organization over time. Bear in mind that this refers to the plan overall. Each of the 13 actions within the plan will require a separate course of action.

The Board Provides Leadership:**Staff Provide Support:**

PHASE ONE

- Board adopts the Strategic Plan 2017-19.
- Board establishes a Strategic Planning or Governance Committee (3-5 members) and identifies a Chair.
- New Committee drafts a brief mandate including its purpose, its duties and responsibilities, its accountability, and its operating logistics.
- Board reviews and adopts Committee mandate.
- New Committee proposes an education program to the Board in order to build Board and Committee comfort with the strategic plan – possibly a Board workshop and/or speakers (if deemed necessary).

PHASE ONE

- ED assigns a senior staff member to support the work of the Committee.
- Staff member provides examples and suggestions for Committee mandate.
- Staff member provides suggestions for Board/Committee education and, once determined and adopted by Committee, follows up to make it happen.

PHASE TWO

- Board adopts a reformatted agenda that incorporates the main messages of the plan and includes a report on the strategic plan by the Chair of the Committee as a quarterly item.
- Committee Chair notifies each of the Municipal Councils of the desire to present the strategic plan to the Council as part of a 'road show', then follows up with the presentations as they are scheduled (may be done together with RRPD Board Chair).
- Committee reviews the plan and establishes priority items to be pursued and the timing (the courses of action proposed in the plan are suggestions only; the Committee may choose to add or subtract from the suggestions).
- Board approves ED's operating plan and budget with strategic plan items included.
- Committee meets quarterly.
- Committee Chair reports on the strategic plan as part of the Board orientation program for new and existing Board members.
- Committee Chair undertakes another series of 'road shows' to Councils following election.

PHASE TWO

- ED, following approval of the plan by the Board, incorporates the main messages into corporate documents.
- Staff member works with Committee Chair to develop a slide presentation for the 'road show' and sets up the series of presentations.
- ED works with Committee Chair to build items identified as priorities by the Committee into the ED's annual operating plan.
- Finance Manager builds items into the RRPD budget.
- Staff member provides logistical support for ongoing quarterly committee meetings including agendas and minutes.
- Staff member works with Committee Chair to develop a Board orientation presentation and support materials which may also be used for an update to member Councils.

PHASE THREE

- Committee reviews progress on a quarterly basis and makes adjustments as necessary and reports to the Board.
- Committee works through the plan's review program and presents an updated plan to the Board for adoption.

PHASE THREE

- Staff member provides briefing to the Committee on progress and maintains an ongoing chart.
- Staff member develops a plan review program no later than six months prior to the end of the plan's three year time frame and supports the review process.

Appendix A: Demographic Information

Source: Statistics Canada

Statistics Canada information for 2016 was limited at the time this research was undertaken. Population numbers for each municipality had just been released but more detailed demographic information was not yet available.

TABLE 1

| Pop. Growth 1996-2016 | 1996 | 2001 | 2006 | 2011 | 2016 | 20-yr Change 1996-2011 |
|----------------------------------|---------------|---------------|---------------|---------------|---------------|-----------------------------------|
| East St. Paul | 6,437 | 7,677 | 8,735 | 9,046 | 9,372 | + 2,935 |
| | - | + 19.3% | + 13.8% | + 3.5% | + 3.6% | + 2.3% / yr |
| West St. Paul | 3,720 | 4,085 | 4,357 | 4,932 | 5,368 | + 1,648 |
| | - | + 9.8% | + 6.7% | + 13.2% | + 8.8% | + 2.2% / yr |
| Selkirk | 9,881 | 9,752 | 9,515 | 9,834 | 10,278 | + 397 |
| | - | - 1.3% | - 2.4% | + 3.3% | + 4.5% | + 0.2% / yr |
| St. Clements | 8,516 | 9,115 | 9,706 | 10,505 | 10,876 | + 2,360 |
| | - | + 7.0% | + 6.5% | + 8.2% | + 3.5% | + 1.4% / yr |
| St. Andrews | 10,144 | 10,695 | 11,359 | 11,875 | 11,913 | + 1,769 |
| | - | + 5.4% | + 6.2% | + 4.5% | + 0.3% | + 0.9% / yr |
| Dunnottar | 390 | 487 | 692 | 696 | 763 | + 373 |
| | - | + 24.9% | + 42.1% | + 1.0% | + 9.6% | + 1.2% / yr |
| RRPD Total | 39,088 | 41,811 | 44,364 | 46,888 | 48,570 | + 9,482 |
| | - | + 7.0% | + 6.1% | + 5.7% | + 3.6% | + 1.2% / yr |
| Winnipeg | 618,477 | 619,544 | 633,451 | 663,617 | 705,244 | + 86,767 |
| | - | + 0.2% | + 2.2% | + 4.8% | + 6.3% | + 0.7% / yr |
| Manitoba | 1,113,898 | 1,119,583 | 1,148,401 | 1,208,270 | 1,278,365 | + 164,467 |
| | - | + 0.5% | + 2.6% | + 5.2% | + 5.8% | + 0.7% / yr |
| Canada | 28,846,761 | 30,007,094 | 31,612,897 | 33,476,688 | 35,151,728 | + 6,304,967 |
| | - | + 4.0% | + 5.4% | + 5.9% | + 5.0% | + 1.1% / yr |

TABLE 2

| % of Population Under 15 | 1996 | 2001 | 2006 | 2011 | 15yr Change 1996-2011 |
|-------------------------------------|-------------|-------------|-------------|-------------|----------------------------------|
| East St. Paul | 23.4% | 21.7% | 19.2% | 17.5% | - 5.9% |
| West St. Paul | n/a | 17.7% | 19.0% | 16.8% | - 0.9% |
| Selkirk | 19.5% | 20.0% | 18.0% | 16.5% | - 3.0% |
| St. Clements | 20.6% | 20.6% | 18.2% | 17.0% | - 3.6% |
| St. Andrews | 20.8% | 20.3% | 19.1% | 17.0% | - 3.8% |
| Dunnottar | n/a | 10.3% | 10.1% | 8.6% | - 1.7% |
| Manitoba | 22.0% | 20.9% | 19.6% | 19.1% | - 2.9% |

TABLE 3

| % of Population 65 and Over | 1996 | 2001 | 2006 | 2011 | 15yr Change 1996-2011 |
|--|-------------|-------------|-------------|-------------|----------------------------------|
| East St. Paul | 6.9% | 8.3% | 10.3% | 12.7% | + 5.8% |
| West St. Paul | n/a | 15.9% | 16.0% | 16.6% | + 0.7% |
| Selkirk | 18.0% | 18.7% | 19.7% | 20.3% | + 2.3% |
| St. Clements | 10.3% | 10.3% | 11.5% | 13.3% | + 3.0% |
| St. Andrews | 9.0% | 10.1% | 10.9% | 12.8% | + 3.8% |
| Dunnottar | n/a | 25.7% | 26.0% | 28.2% | + 2.5% |
| Manitoba | 13.7% | 14.0% | 14.1% | 14.3% | + 0.6% |

TABLE 4

| Average Household Size | 1996 | 2001 | 2006 | 2011 | 15yr Change 1996-2011 |
|-------------------------------|-------------|-------------|-------------|-------------|------------------------------|
| East St. Paul | 3.1 | 3.1 | 3.0 | 2.9 | - 0.2 |
| West St. Paul | n/a | 3.2 | 2.9 | 2.9 | - 0.3 |
| Selkirk | 2.5 | 2.4 | 2.3 | 2.3 | - 0.2 |
| St. Clements | 2.8 | 2.7 | 2.6 | 2.6 | - 0.2 |
| St. Andrews | 2.9 | 2.8 | 2.8 | 2.8 | - 0.1 |
| Dunnottar | n/a | 2.0 | 2.0 | 1.9 | - 0.1 |
| <i>Manitoba</i> | 2.6 | 2.5 | 2.5 | 2.6 | 0 |

TABLE 5

| % of Immigrants | 1996 | 2001 | 2006 | 2011 | 15yr Change 1996-2011 |
|------------------------|-------------|-------------|-------------|-------------|------------------------------|
| East St. Paul | 11.4% | 10.7% | 10.9% | 8.6% | - 2.8% |
| West St. Paul | n/a | 12.2% | 14.8% | 13.9% | + 1.7% |
| Selkirk | 5.8% | 5.5% | 4.7% | 3.5% | - 2.3% |
| St. Clements | 7.6% | 6.8% | 6.4% | 6.5% | - 1.1% |
| St. Andrews | 6.9% | 7.5% | 7.0% | 7.8% | + 0.9% |
| Dunnottar | n/a | 4.1% | 4.3% | 12.2% | + 8.1% |
| <i>Manitoba</i> | 12.4% | 12.1% | 13.3% | 15.3% | + 2.9% |

TABLE 6

| % of Aboriginal Identify | 1996 | 2001 | 2006 | 2011 | 15yr Change 1996-2011 |
|---------------------------------|-------------|-------------|-------------|-------------|------------------------------|
| East St. Paul | 1.3% | 2.8% | 2.6% | 3.3% | + 2.0% |
| West St. Paul | n/a | 3.2% | 3.7% | 7.4% | + 4.2% |
| Selkirk | 16.2% | 21.4% | 27.3% | 32.3% | + 16.1% |
| St. Clements | 5.9% | 8.3% | 9.4% | 10.6% | + 4.7% |
| St. Andrews | 4.7% | 6.5% | 10.9% | 11.5% | + 6.8% |
| Dunnottar | n/a | 4.1% | 1.4% | 6.5% | + 2.4% |
| <i>Manitoba</i> | 11.7% | 13.6% | 15.4% | 16.2% | + 4.5% |

Appendix B: Implementation Work Chart Example

| RRPD Strategic Plan Implementation Work Chart | | | | |
|--|------------|--|---|---|
| | Commitment | Resources | Timeframe | Progress |
| Strategy One: demonstrate value for service | | | | |
| Action 1: Continue to improve and streamline application processes and reduce turnaround times. | | | | |
| Action 2: Continue to build web site capabilities for enhanced customer service as well as public information. | | | | |
| Action 3: Enhance public understanding of planning and development and associated benefits. | | | | |
| Action 4: Establish reasonable service expectations for members, for applicants, and for the public. | | | | |
| Strategy Two: strengthen governance practices | | | | |
| Action 5: Adopt and adhere to key governance principles. | | - develop a succession plan for the ED | - \$1,000 for consultant to hold two working sessions with SP Committee | - for completion end of 2017 - none to date |
| Action 6: Strengthen existing, and develop new, regional alliances and partnerships. | | | | |
| Action 7: Strengthen and nurture member relations. | | | | |
| Action 8: Clarify expectations for Board-Staff working relationships. | | | | |
| Strategy Three: develop bold and innovative policy for sustainability | | | | |
| Action 9: Undertake the review of the development plan with a goal of adopting leading edge policy on sustainability. | | | | |
| Action 10: Review current secondary plans with the intent of identifying and strengthening policy related to climate change. | | | | |
| Action 11: Explore the adoption of a watershed management approach to long-range regional planning. | | | | |
| Action 12: Explore the creation and adoption of targets for carbon reduction. | | | | |
| Action 13: Commit to green practices in RRPD operations. | | | | |