

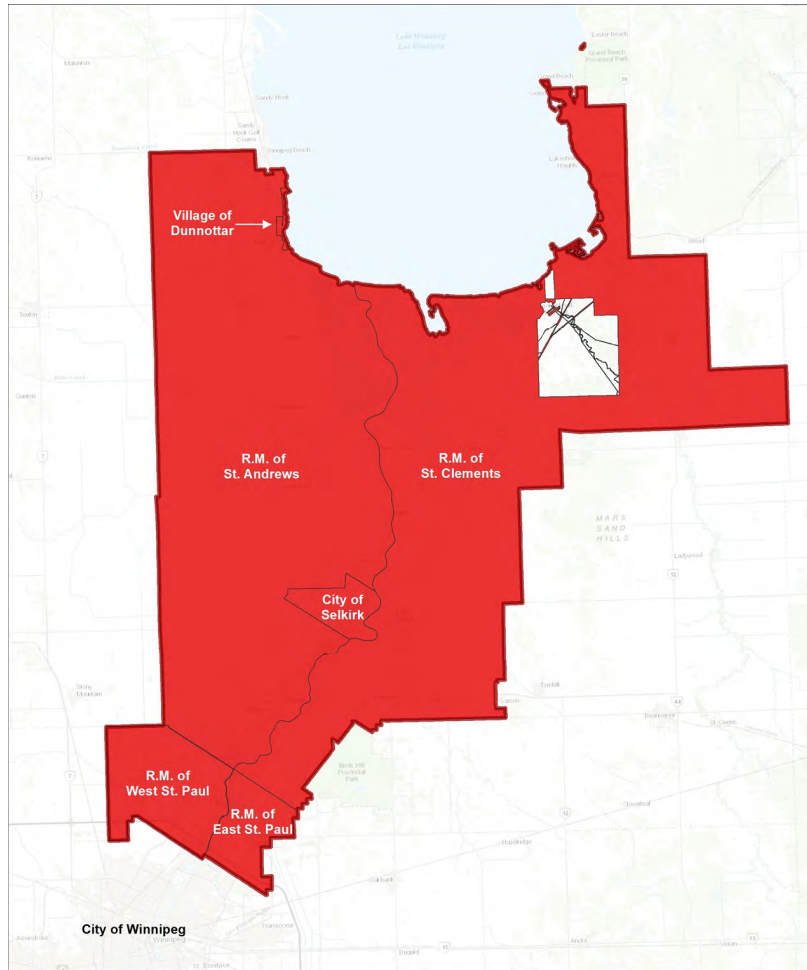


Strategic Plan 2020-2022



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

ADOPTED July 15, 2020



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 2020-2022 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

Objectivity – making decisions based on a careful and fair analysis of the facts.

Accountability – being accountable to each other and the public for decisions taken.

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

Professionalism – demonstrating knowledge and expertise and promoting innovation.

Our Biggest Challenges

- *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 our members:* We know that member Municipalities expect us to understand their unique needs and to promote greater collaboration, and want us as well to address concerns about timeliness of service delivery, funding equity, and responses to service complaints.
- *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 committed to the principles of sustainability and sustainable practices and want to entrench these concepts in innovative ways into our plans and actions 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.
- *Regarding our governance:* We understand the drive for greater transparency and accountability together with inter-municipal coordination and are committed to strengthening our practices including aligning ourselves with changes in Provincial legislation when adopted.

Our Vision

“Exemplary leadership in regional planning.”

Our Plan

Strategy One: Seek Continuous Improvement in Service Provision

- 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 and public information.
- Action 3: Enhance understanding of planning and development for applicants and the general public.
- Action 4: Address the need for expanded enforcement services.

Strategy Two: Build Positive Relations with Member Municipalities

- Action 5: Establish mutually agreed-upon service expectations with Municipalities.
- Action 6: Pursue enhanced collaboration between the RRPD and Municipalities.
- Action 7: Continue to build a solid foundation of District-wide plans and by-laws.

Strategy Three: Pursue Excellence in Governance and Management Practices

- Action 8: Address the recommendations of the Climate Assessment Report.
- Action 9: Reconfigure planning and development processes to align with provincial legislation.
- Action 10: Continue to address internal pressures related to personnel, finances, and technology.
- Action 11: Continue with incremental enhancements to governance practices.
- Action 12: Implement measures in support of sustainability.
- Action 13: Undertake a comprehensive review of operations in light of pandemic concerns.

Moving Forward

Phase One: Setting the Stage

- Assign leadership to the Executive Committee of the Board.
- Set the structure with a work plan for the ED and Executive Committee.
- 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 15 including the Executive Director. Governance is provided through an 11-member Board with 2 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 board of a planning district is responsible for:

- The adoption, administration and enforcement of the development plan for the entire district;
- The administration and enforcement of member municipal by-laws, or a district-wide zoning by-law and any secondary plans; and
- Building by-laws of member municipalities, including those dealing with minimum standards of maintenance and occupancy of buildings.

The board of a planning district also may enter into an agreement with member municipalities, the provincial government or an agency of the government, or any other person to develop and maintain transportation systems, utilities or recreational facilities for the use of member municipalities, or housing facilities in the district."

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. It is recognized that, as a public body, the RRPD automatically assumes broad values such as leadership, integrity, and honesty, among others. These are seen as self-evident. However, there are more specific values that must exemplify the manner in which the RRPD, as a planning body, will function. These values include:

Objectivity – *making decisions based on a careful and fair analysis of the facts.*

The RRPD's ultimate responsibility is to make sound decisions. It is imperative that these decisions be seen as fair, reasonable, and defensible.

Accountability – *being accountable to each other and the public for decisions taken.*

The RRPD is funded by member Municipalities and ratepayers. It must demonstrate value for service through open reporting of performance and results.

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

Guided by the best interests of the region, the RRPD must accommodate differences of opinion in a respectful manner and speak as one voice once decisions are rendered.

Professionalism – *demonstrating knowledge and expertise and promoting innovation.*

Member Municipalities, customers, and the public expect quality in service provision. This requires the support of professional practices in terms of education, training, and technology, among others.

1.4 Our Services

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

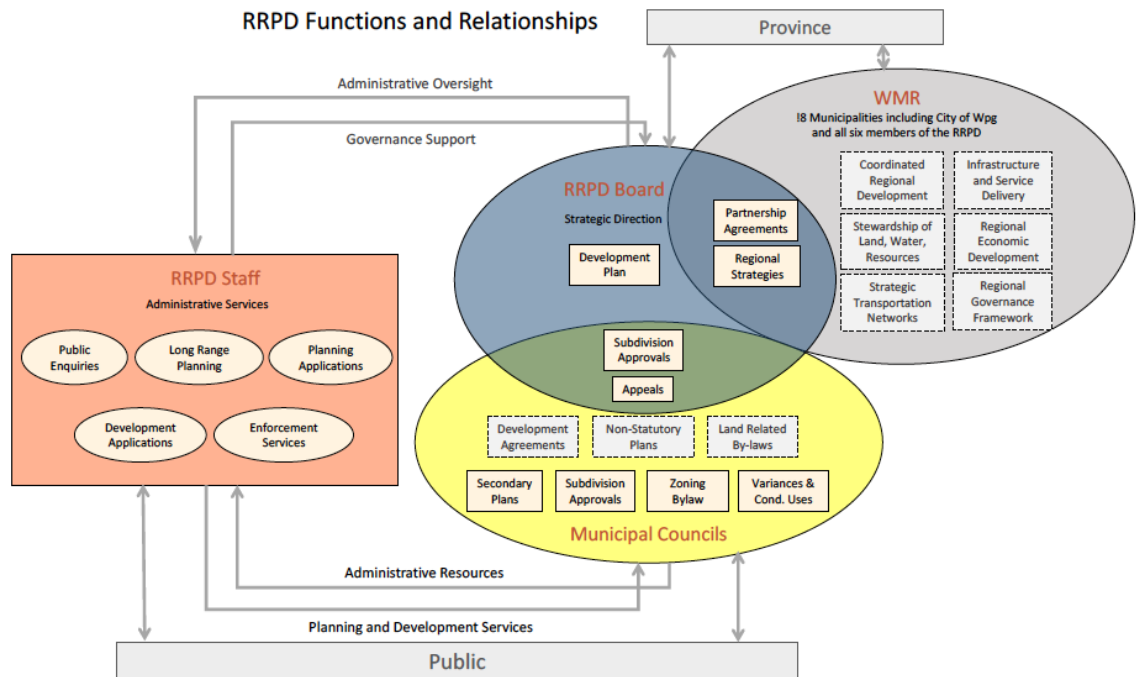
- *Long-Range Planning* – preparing the district's development plan, secondary plans, major studies, zoning by-laws
- *Planning Applications* – addressing applications for subdivisions, variations, conditional uses, re-zonings, and secondary plan amendments
- *Development Services* – issuing building permits and undertaking site inspections to ensure compliance with building codes and other regulations
- *Enforcement Services* – ensuring compliance with development plans, zoning by-laws, and building code regulations
- *Public Enquiries* – providing public and development industry information and addressing enquiries 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 issuance of compliance reports in support of Municipalities that issue business licenses, 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.

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 Winnipeg Metropolitan Region (WMR), 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 WMR 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 2019 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. Growth is guided by the Red River Planning District, Village of Dunnottar and the East St. Paul Development Plans which were adopted in 2011 and 2014 respectively.

‘In the un-audited Financial Statements of December 31, 2019, the RRPD’s assets were \$4,229,329.66 as compared to \$4,198,754.46 in 2018. This is a result of an increase in cash funds. Revenues decreased by 3.6% in 2019 as compared to 2018 from \$2,051,007.12 to \$1,976,779.24. The RRPD experienced a decrease in residential building permit revenue by 5.0% and 8.2% decrease of planning services revenue.

‘Total expenditures were \$1,931,531.66 which is an increase of 4.89% over expenditures in 2018. Significant variances occurred in the following areas: increased expenditures in the areas of Software & Computer Operations, Vehicle Maintenance, Staff Development and Board Expenses. Decreased expenditures occurred in the areas of Mapping, Contract Work, and Legal.”

The following is a summary of work volume for 2019:

Development Services

- 1159 residential permits, an increase of 7.92% over 2018
- 215 commercial and industrial permits, a decrease of 11.53% over 2018
- 3,293 inspections conducted, an increase of 8.1% over 2018

Planning Services

- 88 Council and Board meetings attended by planning staff
- 275 planning applications received, an increase of 1.85% over 2018
- 579 new lots created
- review and refresh of the District Development Plan

Enforcement Services

- 459 active files at end of 2019
- 47 files rectified in 2019

Total Transactions

- 2,022 total transactions broken down by municipality as follows:
 - 23.0% West St. Paul
 - 22.1% St. Clements
 - 19.2% East St. Paul
 - 17.0% St. Andrews
 - 15.2% Selkirk
 - 3.5% Dunnottar

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 the most recent Census information from 2016, and going back twenty years to 1996. [See Appendix A.]

- 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). However, the trend may be shifting. Over the past 5 years, the RRPD has grown at a slower rate than the City of Winnipeg and the Province. 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.
- 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 district, perhaps choosing to reside in closer 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. The aboriginal population in Selkirk has doubled over the past twenty years and now represents one third of its population.

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 policies to reduce carbon emissions, promoting energy conservation, adopting green building standards (LEED); and climate change adaption including such things as building flood defenses and raising the levels of dykes, using scarce water resources more efficiently, and adapting building codes to future climate conditions and extreme weather events.

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.

Regionalism: Planning at a regional level, with an emphasis on alignment and coordination across jurisdictions, is increasing in importance. The RRPD itself is an example of the benefits of inter-municipal collaboration. As of early 2020, the Winnipeg Metropolitan Region (of which all six RRPD municipalities are members) is gaining traction in setting broad scale regional direction through its current growth strategy and forthcoming regional growth management and servicing plan. Furthermore, the Province of Manitoba has introduced two new bills (48 and 49) which, when adopted, will establish regional mechanisms for planning and development related decisions and appeals.

Pandemic Planning: With the recent and ongoing Covid-19 pandemic, planners and elected officials are re-thinking the manner in which communities currently function and ought to function in the future. The need for safe social distancing has influenced recent actions regarding the use of public space, the provision of public services, working from home and the use of interactive technology, the provision of health care, and the accommodation of pedestrians and cyclists, among many other concerns. This is an evolving issue that will require considerable attention.

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 an economic strategy.

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, performance reporting with 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 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.

MORE RECENTLY, two additional studies were undertaken both of which have produced recommendations that will be integrated within this plan.

The Climate Assessment Report:

In 2019, a consultant was engaged to perform a climate assessment of the RRPD, to identify themes and seek recommendations for enhancing and improving its overall workplace culture. It was determined the administration (leadership and staff) of the RRPD appear to be a unified and cohesive team. However, there is a clear divide amongst the board members regarding two critical factors: how the RRPD administration should operate (priorities), and how the board operates and represents their respective communities. The report contains 8 recommendations to improve board operations.

Development Services Review:

Also in 2019, the RRPD Administration undertook an internal development services review to identify and develop efficiencies within the Development Services Department to provide services (e.g. permit review, permit issuance, inspections, etc.) with improved quality, proficiency, and timelines. Several gaps in service were identified which are currently being addressed, including further review of specific processes and enhanced communication pieces.

2.4 A Summary of Our Internal Assessment

The following summarizes the results of internal surveys conducted with the RRPD Board, the RRPD staff, and member Municipal councils and staff.

Greatest Strengths

- Diversity of people and perspectives provides the opportunity for greater balance in assessing applications and making decisions.
- Partnership results in economies of scale and access to better talent; best use of resources, and ability to do more with less.
- Having local autonomy and local knowledge helps to make decisions that are deemed in the best interests of the district.
- The people on staff are caring, dedicated, knowledgeable, and professional with a strong commitment to improvement.

Biggest Challenges

- Meeting expectations for service delivery from member Municipalities and applicants; faster turnaround times for permits; enhanced customer service.
- Ongoing financial challenges including establishing a sustainable financial model and eliminating deficit budgets.
- Developing an equitable fee structure for members and ensuring that each Municipality receives value for service.
- Balancing differing needs of Municipalities; balancing Region vs Municipality; attention to Municipal concerns; follow-up times on action items.
- Ensuring proper resources (staffing, training, technology) to respond to service requests in a timely way.
- Enhancing communications internally (between Board, staff, and members) and externally (to customers and the public); addressing negative public perceptions.
- Board knowledge; board dynamics; political interests among members; better accountability; results reporting.

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 with consistency.
- Friendly, professional service; understanding; flexibility; knowledgeable staff.
- Decisions that are fair and reasonable and fulfilled expediently and transparently.

- 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.

Selected Priorities

- Addressing Board dynamics; building a stable and cohesive group and adopting better governance practices.
- Building closer working relationships with member Municipalities and establishing an equitable fee structure for members.
- Enhanced customer service; improved responsiveness; reduction in wait times.
- Enhanced public understanding of role.
- Strong fiscal management; establishing a sustainable financial model and eliminating deficit budgets.

In Summary: Our Biggest Challenges

- *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 our members:* We know that member Municipalities expect us to understand their unique needs and to promote greater collaboration, and want us, as well, to address concerns about timeliness of service delivery, funding equity, and responses to service complaints.
- *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 committed to the principles of sustainability and sustainable practices and want to entrench these concepts in innovative ways into our plans and actions 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.
- *Regarding our governance:* We understand the drive for greater transparency and accountability together with inter-municipal coordination and are committed to strengthening our practices including aligning ourselves with changes in Provincial legislation when adopted.

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 is building these qualities into its practices by underatking a regular process of reviewing and updating this plan. Increasingly, both Board and staff are guiding their day to day priorities in accordance with this plan. More importantly, the Board is using the plan to evaluate progress and is making decisions on future actions based upon past results.

In orther words, the RRPD is becoming a more resilient and nimble organization by building a culture of ongoing strategic planning.

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 the RRPD sees itself in the future as a true leader in regional planning practices.

The following three strategies will allow the RRPD to focus its efforts:

1) seek continuous improvement in service provision

This strategy will focus primarily on applicants but will include all manner of service provision. In seeking continuous improvement, efforts will be directed toward service effectiveness, efficiency, timeliness, and quality.

2) build positive relations with member Municipalities

This strategy will focus primarily on Municipal Councils but will also include interactions with their CAOs and other staff. In seeking positive relations, efforts will be directed toward addressing the unique needs of each Municipality to demonstrate value for service.

3) pursue excellence in governance and management practices

This strategy will focus on Board practices while providing direction for management. In seeking excellence, efforts will be directed toward areas of public accountability, financial management, communications, Board-staff collaboration, and sustainable practices.

The three strategies will generate a series of actions as follows.

3.3 Strategy One: Seek Continuous Improvement in Service Provision

Recent Accomplishments in Service Provision:

- Developed a FAQs Public Hearings info sheet which is now sent with all notices
- Established a Certified Professional Program
- Created the opportunity to accommodate combined hearings
- Developed a subdivision information sheet
- Revised permit applications

- Updated the web site in 2017
- Made on-line application and payment available for fast track permits
- Ran an on-line Customer Survey in 2017 followed by direct customer surveys
- Established a dedicated page to the Development Plan on the web site
- Built an on-line property feature on the web site
- Established targets for permit turnaround times for fast track and regular permits
- Established communication turnaround policies
- Undertook a trial of a dedicated staff for application management
- Undertook a review of development services

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

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. Future efforts could be focused in the following areas.

- Continuing to streamline commercial permit applications with attention paid to the alignment with plumbing permits and occupancy permits.
- Working with a technology consultant to undertake a review of the ArcView GIS (ESRI) capabilities to automate the work done by the development services department.
- Committing to the ongoing utilization of a dedicated staff member focused on application management.
- Continuing with the systems and procedures to address outstanding permit applications and monitoring baseline average processing times based on application type.
- Committing to an annual stakeholder meeting with the development industry to keep the RRPD informed of industry expectations.
- Continuing to report on informal complaints on a monthly basis and having Board members encourage customers to come forward with complaints as well as compliments.
- Developing information sheets for Conditional Use and Variance Order applications addressing questions consistently raised by applicants.
- 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.

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

The RRPD web site has been substantially upgraded but, as with Action 1, this must be part of a commitment to continuous improvement. Future efforts could be focused in the following areas.

- Ensuring that all applications are conveniently located and easily accessible on the RRPD website.
- Increasing transparency through service tracking whereby a development application or building permit can be tracked by the applicant, preferably through an online tracking system.
- Continuing to use 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.
- Expanding the provision of online information to the public including property based information, community profile information, and information related to planning matters that affect their communities.

Action 3: Enhance understanding of planning and development for applicants and the general public.

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. Future efforts could be focused in the following areas.

- Continuing to communicate through a variety of means (e-blasts, newsletters, etc.) the role of the RRPD, the breadth of services provided and the benefits they bring to members and rate payers.
- Improving the quality of communication pieces available to the public and customers as outlined in the Development Services Review, including enhancing brochures, reviewing the process for interim occupancy permits, simplifying the drawing review letter, and reviewing standard operating procedures.
- Continuing to undertake, and report on, customer satisfaction surveys.
- Undertaking the preparation of a comprehensive communication strategy.

Action 4: Address the need for expanded enforcement services.

The RRPD is charged with the enforcement of member municipalities' Building and Zoning By-laws. Presently the bulk of this work is completed through a contract (one person at 60%). Future efforts could be focused in the following areas.

- Seeking to expand the cost-sharing arrangement between the RRPD and member municipalities in order to bump the enforcement services contract from 60% to 100%.
- Seeking ways to augment resources dedicated to enforcement including the possibility of student apprenticeships to assist with research.
- Continuing to work with member Municipalities on enforcement matters by monitoring enforcement action and working with legal counsel and administration on seeking compliance.

3.4 Strategy Two: Build Positive Relations with Member Municipalities

Recent Accomplishments in Member Relations:

- Reduced the size of the Board in response to concerns raised
- Attended municipal open houses
- Undertook a post-election orientation session with each Council
- Held bi-annual meetings between Executive Director and each municipal Council
- Had regular meetings between ED and each municipal CAO
- Undertook a Strategic Plan Roadshow
- Reviewed financial equity and created a multi-year budget
- Established a dedicated staff member for long-range planning
- Prepared a renewed district-wide Development Plan, presently under review

Action 5: Establish mutually agreed-upon service expectations with Municipalities.

As service levels improve, expectations rise even higher as the improved service becomes the new norm. While this outcome is inherent in the commitment to continuous improvement, it must be tempered with a mutual understanding of what constitutes reasonable expectations. Future efforts could be focused in the following areas.

- Providing to member Municipalities an understanding of base service level and related metrics under present funding arrangements.
- Building upon the understanding of base service levels by entering into municipal service contracts that not only address the specific 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.

Action 6: Pursue enhanced collaboration between the RRPD and Municipalities.

There is a great deal of overlap between the work done by municipal administration and the RRPD. With this, there is a tremendous opportunity to collaborate and work collectively. Future efforts could be focused in the following areas.

- Having the Executive Director commit to regular meetings with municipal administration to ensure the needs of the member Municipalities are being met.
- Creating a formalized process available to all member Municipalities and council members to assist in bringing forward recommendations for continuous improvements to service delivery.
- Seeking input on an annual basis from member Municipalities, perhaps through an Annual General Meeting with all members, to share results and seek input in the RRPD's subsequent annual work plan, and perhaps including an educational component with speakers or seminars.

Action 7: Continue to build a solid foundation of District-wide plans and by-laws.

District management is a fundamental responsibility of the RRPD on behalf of its members. This includes full responsibility for the district's Development Plan together with

the administration and enforcement of member Municipalities' secondary plans, zoning by-laws and building by-laws. Future efforts could be focused in the following areas.

- Continuing to support a dedicated long-range planning staff to ensure that the demands for customer service are balanced with the demands for longer range projects including policy reviews, development plans, secondary plans, and zoning and building by-law reviews.
- Completing the process of having the RRPD Development Plan adopted and, following the adoption, undertaking a Development Plan Roadshow with member Municipalities.
- Undertaking the review of the district's six zoning by-laws with the intent of consolidating them to the greatest degree possible.
- Reviewing the member Municipalities' building by-laws, looking for opportunities to move toward standardization and common language and ensuring consistency with the zoning by-laws.

3.5 Strategy Three: Pursue Excellence in Governance and Management Practices

Recent Accomplishments in Governance and Management Practices:

- Revamped the Organization and Procedural By-law to provide greater clarification
- Held annual orientation sessions with the Board
- Developed a performance management program for the Executive Director
- Developed a Board Evaluation program
- Established performance metrics
- Developed a Succession Plan for the ED
- Reduced the size of the Board
- Created an Executive Committee
- Undertook annual stakeholder meetings with builders and developers
- Established a Board education program
- Established and adopted a formal complaint registration process
- Adopted a Board commitment to the single employee principle
- Adopted an administrative representative position at the Board table
- Undertook ongoing staff development
- Completed a Workplace Climate Assessment

Action 8: Address the recommendations of the Climate Assessment Report.

A Workplace Climate Assessment was undertaken in 2019 resulting in a number of recommendations. This sets the table for a renewal program. Future efforts could be focused in the following areas.

- Holding an all-Council forum to better understand the roles of Board members from a legal framework and to have a presentation on the outcome of the Work Place Climate Assessment.

- Holding routine team-building sessions to build relationships amongst the board members, including offering tours of the member Municipalities and a holding staff/Board team building event.
- Holding annual orientation sessions to highlight existing processes and policies together with ongoing education sessions such as reviewing the Complaint Strategies and the Code of Conduct.

Action 9: Reconfigure planning and development processes to align with provincial legislation.

Provincial Bills 48 and 49 are expected to be enacted. The two bills will considerably impact the long-term and day-to-day operations of the RRPD. Efforts could be focused in the following areas.

- Assessing the implications for long-range planning including a possible review of current development plans to align with the WMR's forthcoming Plan 2050.
- Adjusting as necessary the role of the Board in light of a new appeals process for planning decisions through a Municipal Board.
- Adjusting as necessary the role of the Board in light of a new appeals process for building and electrical permits.

Action 10: Continue to address internal pressures related to personnel, finances, and technology.

The RRPD is committed to demonstrating value-for-service. As such, there is a need to ensure that any funding increases are justified, that resources are optimized, and that new spending is recognized as a worthwhile investment. Future efforts could be focused in the following areas.

- Having a human resource consultant on retainer to provide expeditious assistance with challenges beyond the expertise of the organization.
- Having staff work with the Executive Committee to review and update, if required, financial management policies and enter into discussions about base service levels provided to members.
- Seeking ways to augment existing human resources by utilizing summer students to assist with plan review and exploring the establishment of a for-credit internship program.
- Continuing to build the case for incremental technological investments including such things as expanding web site capabilities and buying permitting software that reduces or eliminates the need for paper files.

Action 11: Continue with incremental enhancements to governance practices.

The Organizational Review undertaken in 2014 introduced a number of changes to Board governance that have since been implemented incrementally over the intervening years.

As with many aspects of this plan, this requires a commitment to continuous improvement. Future efforts could be focused in the following areas.

- Building on the performance evaluation and work-plan process currently in place with the Executive Director is similarly applied to Board performance using the annual Board Assessment as a foundation for Board governance improvements.
- Continuing with the practice of holding a comprehensive Board orientation session following the election of a new Board, supported with a Board Member Handbook that is regularly updated. (This reflects a recommendation of the Workplace Climate Assessment regarding On-Boarding.)
- Reviewing and updating the Code of Conduct to ensure roles and responsibilities of board members are clear and address, in particular, how board members operate in relation to their role on municipal council and accountability to citizens while seated with the RRPD Board. (This reflects a recommendation of the Workplace Climate Assessment.)
- Creating a Board Charter that defines how the board will operate and interact in relation to communication and conflict while providing a means to assign and align behaviours to the Board's guiding values. (This reflects a recommendation of the Workplace Climate Assessment.)

Action 12: Implement measures in support of sustainability.

The RRPD can lead by example when considering its commitment to sustainable practices. This can be done through the policies it chooses to adopt in its plans and regulations as well as the actions it takes in day to day operations. Future efforts could be focused in the following areas.

- Undertaking the review of current secondary plans and the creation of new secondary plans with the commitment to include significant policies related to climate change mitigation and climate change adaptation.
- Committing to green practices within RRPD operations including the possibility of reducing product consumption, reducing waste, promoting energy efficiency, adopting a green purchase policy, and encouraging alternative transportation options for staff, among other possibilities.

Action 13: Undertake a comprehensive review of operations in light of pandemic-related concerns.

It is likely not an exaggeration to say the world has changed as a result of COVID-19. It is expected the business of the RRPD will be impacted, what remains unclear is how and to what degree. Future efforts could be focused in the following areas.

- Reviewing internal operations and establishing workplace policies that address such things as working from home, holding meetings face-to-face and remotely, social distancing within the office, workplace reconfiguration, among other things.

- Re-assessing the manner in which future public interactions will take place, including services provided at the counter, services provided in the field, and the holding of public hearings.
- Providing a thoughtful review of planning policies and building standards to determine what, if anything, needs to change in consideration of public health and safety.

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. Responsibility could be assigned to the Executive Committee and could become a regular item on the Executive Committee agenda.
- *Set the Structure:* With the Executive Committee in charge of the plan, 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). The Executive Director should be assigned to support the Committee's work in this regard.
- *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 (customer service, regional governance, etc.) 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 Executive Director with the Board Chair 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 work plan. The work 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 work plan should identify specific implementation measures based on the Executive Committee's direction.

- *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) as part of the annual on-boarding 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 Executive Director working with the Executive Committee. The work program should outline a process for consultation with staff and member Municipalities and requirements for 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 thirteen actions within the plan will require a separate course of action.

The Board Provides Leadership:	Staff Provide Support:
PHASE ONE	PHASE ONE
<ul style="list-style-type: none"> ▪ Board adopts the Strategic Plan 2020-22. ▪ Board assigns responsibility for the plan to the Executive Committee with mandate to assign priorities within the plan, monitor progress, provide direction as necessary to the ED, and 	<ul style="list-style-type: none"> ▪ ED commits to supporting the Executive Committee. ▪ ED provides suggestions for Board/Committee education and, once determined and adopted by Committee, follows up to make it happen.

report to the Board on a quarterly basis.

- Executive 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 TWO

- Board Chair presents a reformatted agenda to the Board that incorporates the three strategies of the plan and includes a report on the strategic plan from the Executive Committee as a quarterly item.
 - Board 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 the ED).
 - Executive 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.
 - Executive Committee meets quarterly.
 - Executive Committee Chair reports on the strategic plan as part of the Board orientation program for new and existing Board members.
 - Executive Committee Chair and ED undertake another series of 'road shows' to Councils following election.
-

PHASE THREE

- Executive Committee reviews progress on a quarterly basis and makes
-

PHASE TWO

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

PHASE THREE

- ED provides briefing to the Executive Committee on progress and maintains
-

adjustments as necessary and reports to the Board.

- Executive Committee works through the plan's review program and presents an updated plan to the Board for adoption.

an ongoing progress chart.

- ED 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.
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Appendix A: Demographic Information

Source: Statistics Canada

**Note for Tables 2-6: In the case of West. St. Paul and Dunnottar the 20-year change column represents a '15-yr Change 2001-2016'. This is because both of these Municipalities had not yet met the population threshold in 1996 to warrant its own municipal profile.*

TABLE 1: Population Growth 1996-2016

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: Percentage of Population under 15

% of Population Under 15	1996	2001	2006	2011	2016	20-yr Change 1996-2016
East St. Paul	23.4%	21.7%	19.2%	17.5%	16.0%	- 7.4%
West St. Paul	n/a	17.7%	19.0%	16.8%	17.5%	- 0.2%*
Selkirk	19.5%	20.0%	18.0%	16.5%	15.8%	- 3.7%
St. Clements	20.6%	20.6%	18.2%	17.0%	15.4%	- 5.2%
St. Andrews	20.8%	20.3%	19.1%	17.0%	15.6%	- 5.2%
Dunnottar	n/a	10.3%	10.1%	8.6%	8.6%	- 1.7%*
Manitoba	22.0%	20.9%	19.6%	19.1%	19.1%	- 2.9%

TABLE 3: Percentage of Population 65 and Over

% of Population 65 and Over	1996	2001	2006	2011	2016	20-yr Change 1996-2016
East St. Paul	6.9%	8.3%	10.3%	12.7%	16.7%	+ 9.8%
West St. Paul	n/a	15.9%	16.0%	16.6%	17.6%	+ 1.7%*
Selkirk	18.0%	18.7%	19.7%	20.3%	23.1%	+ 5.1%
St. Clements	10.3%	10.3%	11.5%	13.3%	16.4%	+ 6.1%
St. Andrews	9.0%	10.1%	10.9%	12.8%	15.5%	+ 6.5%
Dunnottar	n/a	25.7%	26.0%	28.2%	32.2%	+ 6.5%*
Manitoba	13.7%	14.0%	14.1%	14.3%	15.6%	+ 1.9%

TABLE 4: Average Household Size

Average Household Size	1996	2001	2006	2011	2016	20-yr Change 1996-2016
East St. Paul	3.1	3.1	3.0	2.9	2.9	- 0.2
West St. Paul	n/a	3.2	2.9	2.9	2.9	- 0.3*
Selkirk	2.5	2.4	2.3	2.3	2.3	- 0.2
St. Clements	2.8	2.7	2.6	2.6	2.5	- 0.3
St. Andrews	2.9	2.8	2.8	2.8	2.7	- 0.2
Dunnottar	n/a	2.0	2.0	1.9	1.9	- 0.1*
Manitoba	2.6	2.5	2.5	2.6	2.5	-0.1

TABLE 5: Percentage of Immigrants

% of Immigrants	1996	2001	2006	2011	2016	20-yr Change 1996-2016
East St. Paul	11.4%	10.7%	10.9%	8.6%	11.6%	+ 0.2%
West St. Paul	n/a	12.2%	14.8%	13.9%	16.3%	+ 4.1%*
Selkirk	5.8%	5.5%	4.7%	3.5%	4.1%	- 1.7%
St. Clements	7.6%	6.8%	6.4%	6.5%	7.8%	+ 0.2%
St. Andrews	6.9%	7.5%	7.0%	7.8%	6.7%	- 0.2%
Dunnottar	n/a	4.1%	4.3%	12.2%	10.5%	+ 6.4%*
Manitoba	12.4%	12.1%	13.3%	15.3%	18.3%	+ 5.9%

TABLE 6: Percentage of Aboriginal Identity

% of Aboriginal Identify	1996	2001	2006	2011	2016	20-yr Change 1996-2016
East St. Paul	1.3%	2.8%	2.6%	3.3%	5.0%	+ 3.7%
West St. Paul	n/a	3.2%	3.7%	7.4%	9.1%	+ 5.9%*
Selkirk	16.2%	21.4%	27.3%	32.3%	32.3%	+ 16.0%
St. Clements	5.9%	8.3%	9.4%	10.6%	15.4%	+ 9.5%
St. Andrews	4.7%	6.5%	10.9%	11.5%	15.0%	+ 10.3%
Dunnottar	n/a	4.1%	1.4%	6.5%	9.2%	+ 5.1%*
Manitoba	11.7%	13.6%	15.4%	16.2%	18.0%	+ 6.3%

Appendix B: Implementation Work Chart Example

RRPD Strategic Plan Implementation Work Chart

	Commitment	Resources	Timeline	Progress
Strategy One: Seek Continuous Improvement in Service Provision				
Action 1: Continue to improve and streamline application processes and reduce turnaround times.	Hire consultant to review the ArcView GIS (ESRI) capabilities.	To be determined based on response to RFP.	Review to be undertaken in the fall of 2020; completion by end of year.	A scope of work has been prepared. An RFP will be issued in July 2020.
Action 2: Continue to build web site capabilities for enhanced customer service and public information.				
Action 3: Enhance understanding of planning and development for applicants and the general public.				
Action 4: Address the need for expanded enforcement services.				
Strategy Two: Build Positive Relations with Member Municipalities				
Action 5: Establish mutually agreed-upon service expectations with Municipalities.				
Action 6: Pursue enhanced collaboration between the RRPD and Municipalities.				
Action 7: Continue to build a solid foundation of District-wide plans and by-laws.				
Strategy Three: Pursue Excellence in Governance and Management Practices				
Action 8: Address the recommendations of the Climate Assessment Report.				
Action 9: Reconfigure planning and development processes to align with provincial legislation.				
Action 10: Continue to address internal pressures related to personnel, finances, and technology.				
Action 11: Continue with incremental enhancements to governance practices.				
Action 12: Implement bold measures in support of sustainability.				
Action 13: Undertake a comprehensive review of operations for a post-pandemic world.				