

Manitoba's Land Use Planning Action Plan

A Roadmap in Response to the Recommendations of the Statutory Review of Provincial Planning Legislation

This document was written with the help of Microsoft Copilot.

November 2025



Land Treaty Acknowledgement

We recognize that Manitoba is on Treaty 1, 2, 3, 4, 5, 6 and 10 Territories and the ancestral lands of the Anishinaabe, Anishininewuk, Dakota Oyate, Denesuline and Nehethowuk nations. We acknowledge Manitoba is located on the Homeland of the Red River Métis. We acknowledge northern Manitoba includes lands that were and are the ancestral lands of the Inuit.

We respect the spirit and intent of Treaties and remain committed to working with First Nations, Inuit and Métis people as we walk the shared path in the spirit of truth and reconciliation.

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Message from the Minister



I am pleased to share this action plan in response to the recommendations from the independent Statutory Review of Provincial Planning Legislation prepared by Braid Solutions Inc.

Manitoba's Land Use Planning Action Plan (Action Plan) outlines a commitment to strengthening and improving Manitoba's land use planning framework, and it describes currently underway, upcoming and future actions.

These actions were developed in response to the recommendations in the final report, as well as the extensive consultations conducted by Braid Solutions Inc., including but not limited to local planning authorities (municipalities and planning districts), the development industry, the Association of Manitoba Municipalities, the Manitoba Municipal Board, relevant provincial departments and the Winnipeg Metropolitan Region (legally known as the Capital Planning Region).

Thank you to the many partners, stakeholders and the public for sharing your perspectives and participating in the consultation sessions. This important feedback will result in changes to Manitoba's land use planning framework to achieve our shared goals of building healthy, prosperous and sustainable communities in Manitoba.

Manitoba is committed to collaborating and working with its partners, particularly with municipalities, planning districts, and the Winnipeg Metropolitan Region, to deliver high quality land use planning and development services for the people of Manitoba.

Sincerely,

Original signed by

Glen Simard,

Minister of Municipal and Northern Relations

Introduction

About Land Use Planning in Manitoba

Municipal land use planning is the process of setting goals and policies to guide how land is used and developed in a community. It helps ensure that land is used in a way that supports physical, social, environmental, and economic objectives.

The responsibility for planning in Manitoba is shared between the province and municipalities and each partner plays a key role in ensuring the planning process is successful.

The Government of Manitoba, with The Planning Act, The City of Winnipeg Charter (Part 6) and The Provincial Planning Regulation, sets the legislative framework and provincial interest in land planning and development.

The council of a municipality is responsible for the adoption, administration and enforcement of the development plan by-law, zoning by-law and all other by-laws respecting land use and development for the municipality. Where planning districts have been established, the district takes responsibility for many of these functions on behalf of its member municipalities.

Municipalities and planning districts prepare development plans to govern future land use. A development plan by-law must be generally consistent with provincial land use policies and guide development activity. Zoning by-laws regulate activities identified in the development plan. These local by-laws guide and regulate decisions like the subdivision of land, the local provision of infrastructure or other public services.

The public also has a stake in how land is used to ensure that they live in and that future generations inherit healthy, sustainable communities. The land use planning process provides the opportunity for the public to get involved in development matters and have their voices heard.

About Manitoba's Land Use Planning Action Plan

Manitoba's Land Use Planning Action Plan builds on the strengths of Manitoba's land use planning framework and recognizes the important partnership between the province, municipalities, and the Winnipeg Metropolitan Region.

The Action Plan sets a path to respond to the recommendations from the independent *Statutory Review of Provincial Planning Legislation* (released in October 2025). Braid Solutions Inc. was hired to conduct an independent review and assess the impact and effectiveness of The Planning Amendment and City of Winnipeg Charter Amendment Act SM 2021, c. 36 (formerly Bill 37), The City of Winnipeg Charter Amendment Act SM 2022, c. 27 (formerly Bill 34) and the appeal provisions of The Planning Amendment Act (Improving Efficiency in Planning) SM 2018, c. 14 (formerly Bill 19).

Based on extensive consultations with the municipal sector, development industry, the Manitoba Municipal Board, the Winnipeg Metropolitan Region, and the public, Braid Solutions Inc. submitted its final report, *Statutory Review of Provincial Planning Legislation* to the Minister in December 2024. The report was released publicly and tabled in the Legislative Assembly in October 2025.

The Government of Manitoba is committed to innovation and continuous improvement in Manitoba's land use planning framework, especially in responding to the unique challenges that many municipalities face in managing land and resources and guiding local planning decisions.

Manitoba Municipal and Northern Relations, along with the Manitoba Municipal Board and other relevant provincial departments, will use this Action Plan to guide our work in partnership with land use planning stakeholders over the next five years. As a living document, this Action Plan will be updated as needed. The department commits to regular reporting of updates on our website and in the department's annual report. As priorities shift and change, new actions may also be added.



Path to Now

Independent Review of Planning Legislation

In March 2024, Manitoba Municipal and Northern Relations engaged Braid Solutions Inc. to examine the impact and effectiveness of key legislative changes to Manitoba's planning framework. The statutory review was organized into three phases:

Phase 1 – Discovery: the consultants engaged stakeholders to shape the scope and process of the review.

Phase 2 – Stakeholder Engagement: included in-person stakeholder consultation, regulatory performance data analysis, public engagement through the Government of Manitoba's EngageMB portal, formal requests for submissions from key stakeholder organizations and the review of background materials and participant submissions.

Phase 3 - Analysis and Recommendations: incorporated a structured analysis process to assess all findings with the intention of developing recommendations to guide future policy and legislation development.

Recommendations of the Final Report Statutory Review of Planning Legislation

Overall Structure and Performance of the Legislation

- 1. Report to Government:** Establish a working group to develop a new policy framework within one year, focusing on simplifying the development lifecycle and improving planning and decision-making processes.
- 2. Priority Changes:** Address key issues identified by stakeholders, standardize language and concepts between the Planning Act and City of Winnipeg Charter, and refine legislative and regulatory concepts.
- 3. Capacity Building Program:** Develop a formal training program for municipal leaders and administrators, provide educational materials for the public, and create standardized templates and process guides.

Common Service Standard

- 4. Municipal Accountability:** Allow municipalities to define their own service standards within an overall timeframe, establish reporting requirements, and create a compliance and performance management process.
- 5. Digital Application Systems:** Support municipalities in transitioning to digital application and permitting systems, standardize data reporting, and provide resources for smaller municipalities.

6. **Provincial Plan Review:** Strengthen application review and commenting capabilities within the government, set formal timeframe expectations, and fund targeted investments in planning and assessment studies.
7. **Funding Programs:** Develop or strengthen funding programs to support municipalities with priority infrastructure servicing and planning studies.
8. **Council Decisions:** Require councils to provide reasons for both approvals and rejections and provide guidance on the use and application of council decisions in the appeal process.
9. **Application Completeness:** Provide guidance on the completeness of applications, conduct research on best practices, and establish a phased implementation plan.
10. **Development Agreements:** Improve the process and timeline expectations for development agreements, encourage standardized agreements, and consider phased development agreements.
11. **Major Development Provisions:** Continue to refine the concept of major developments, consult with industry, and consider phased implementation.



Framework for Regional Planning

- 12. Reframe Regional Planning:** Reframe regional planning expectations based on current provincial priorities, engage municipalities in dialogue, and consider policy options and incentive structures.
- 13. Regional Planning Board Model:** Address priority areas of concern, reconsider board composition, clarify roles and responsibilities, and provide guidance on the implementation period.
- 14. Public Communication:** Develop communication and education materials for the public focused on regional planning.
- 15. Provincial Land Use Policies:** Update the Provincial Land Use Policies to reflect current government priorities and provide clear direction on the alignment of strategic priorities and community interests.

Independent Appeal Function

- 16. Refine Municipal Board Role:** Retain an independent appeal function at the provincial level, clarify the role of municipalities and The Municipal Board, and provide guidelines for decision-making.
- 17. Standardize Appeal Process:** Replace the automatic objector provisions with a standardized process of appeal, establish application processes and fees, and define public appellants.
- 18. Technical Planning Support:** Provide technical planning support to The Municipal Board.

Future Statutory Reviews

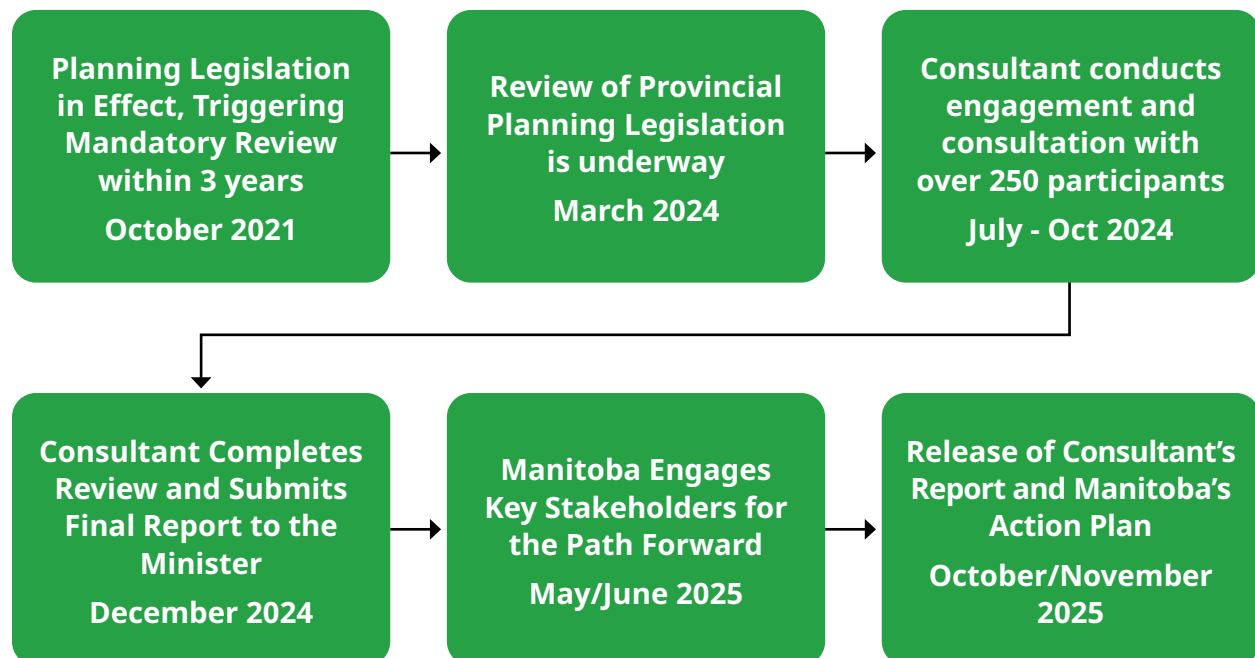
- 19. Periodic Reviews:** Continue the process of periodic statutory reviews, establish measurable objectives, and ensure transparency and stakeholder engagement.

Stakeholder Engagement Following Braid Report

During the Spring of 2025, Manitoba Municipal and Northern Relations engaged a multi-stakeholder working group called the Planning and Development Working Group to identify shared priorities for action to guide a path forward. This working group includes representation from the Association of Manitoba Municipalities, Manitoba Municipal Administrators, City of Winnipeg, City of Brandon, Winnipeg Metropolitan Region, Urban Development Institute and Manitoba Home Builders.

Feedback shared throughout the engagements affirmed there are many shared priorities that this Action Plan builds on to improve the land use planning framework in Manitoba.

Manitoba Municipal and Northern Relations is committed to ongoing communication and engagement with the working group members throughout the implementation of the Action Plan. The stakeholder working group will provide strategic guidance and advice on the implementation of the Action Plan and will support the monitoring and reporting of progress.



Moving Forward

As a government, we have accepted the spirit and intent of Braid Solutions Inc.'s report and recommendations. Our goal is to ensure an effective, streamlined and responsive land use planning system in Manitoba. This action plan is our response to the 19 recommendations, organized by the five main themes covered in the Braid report:

- ✓ **Structure and Performance of the Legislation**
- ✓ **Common Service Standard**
- ✓ **Framework for Regional Planning**
- ✓ **Independent Appeal Function**
- ✓ **Future Statutory Reviews**

Structure and Performance of the Legislation



We will strengthen Manitoba's planning system by acting on stakeholder feedback and modernizing legislation. This includes continuing to engage a working group led by the Assistant Deputy Minister of Community Planning and Development to guide priority reforms, collaborating with the City of Winnipeg on its current development process review, and implementing legislative changes to streamline zoning appeals and regional planning participation. We commit to enhancing transparency and support by updating The Planning Act Handbook, improving online resources, and designating a clear point of contact for planning inquiries.

Common Service Standard



We will work with municipalities to create a more consistent and efficient development review process across Manitoba. This includes researching flexible service standards, developing public reporting options, and supporting the transition to digital permitting systems. We will also formalize a "One Window" provincial review process, explore funding supports, and update guidance materials like the 2004 Guide to Development Agreements to reflect best practices and modern expectations.

Framework for Regional Planning



We are resetting the vision for the Capital Planning Region by re-engaging member municipalities and aligning regional planning efforts with provincial priorities. We will communicate shared goals, embed regional criteria into project evaluations, and promote public understanding of regional planning. Our commitment also includes initiating a comprehensive review of the Provincial Land Use Policies, including updating Policy Area 9 for the Capital Region.

Independent Appeal Function



We are committed to modernizing the planning appeal process by supporting the Municipal Board as an independent, quasi-judicial body. We will phase in legislative changes to standardize appeal procedures, clarify the role of public objections, and support the Board's deployment of resources and staffing to manage appeals effectively. We will also support the Board to update appeal and referral rules and explore options for digital submissions and publishing decisions online.



Conducting Future Statutory Reviews



We commit to maintaining transparency and accountability through regular reporting and continuous improvement of Manitoba's planning framework. When proposing major reforms, we will examine ways to implement a formal legislative review process and a performance measurement framework. We will also provide stakeholders and the public with regular updates on the progress of planned actions.

Over the next five years, we will focus on implementing actions across three time periods:

- ✓ **Underway:** initiated by October 2025
- ✓ **Upcoming:** initiated by October 2026
- ✓ **Future actions:** initiated by October 2027

A chart detailing 30 actions withing the five themes along with implementation timelines for the actions and the corresponding Braid Solutions Inc. recommendations is included in Appendix A.

As we implement this five-year roadmap, we will be transparent about our progress. Regular web-site updates and annual reporting on implementation will focus on the actions and on monitoring their impact towards achieving our goal and realizing our vision. The effective implementation of the Action Plan will require the collective effort of many organizations, planning authorities, and stakeholders. During the first year of this plan, we will work with key stakeholders to assess performance and track progress.

APPENDIX A: Timeline for Implementing Actions

Planned Actions in Response to the Statutory Review of Planning Legislation	Related Recommendation(s)	Underway (Initiated or completed by October 2025)	Upcoming (Initiated by October 2026)	Future Actions (Initiated by October 2027)
STRUCTURE AND PERFORMANCE OF THE LEGISLATION Improve planning and decision-making processes in Manitoba by collaborating with stakeholders and addressing their concerns				
1 – Continue to seek key stakeholders input through a working group chaired by the Assistant Deputy Minister, Community Planning and Development Division, to identify and provide guidance on priority legislative and policy changes in response to the recommendations of the statutory review	1	✓		
2 – Document legislative, regulatory or policy changes needed to support implementation of the City of Winnipeg’s “End-to-End Review of The Development Process”	1, 2	✓		
3 – Adopt legislation to change the threshold for public appeals of zoning by-law changes to speed up housing approvals <i>[Note: The Manitoba Government passed Bill 3 (The City of Winnipeg Charter Amendment and Planning Amendment Act) on June 3, 2025.]</i>	2, 17	✓		
4 – Adopt legislation to enable voluntary membership in the Capital Planning Region (CPR) and reset the process for CPR to adopt its first regional plan <i>[Note: The Manitoba Government passed Bill 4 (The Planning Amendment Act) on June 3, 2025.]</i>	2, 13	✓		

Planned Actions in Response to the Statutory Review of Planning Legislation	Related Recommendation(s)	Underway (Initiated or completed by October 2025)	Upcoming (Initiated by October 2026)	Future Actions (Initiated by October 2027)
<p>5 – Table a bill of legislative changes to address key issues identified by stakeholders, including:</p> <ul style="list-style-type: none"> Standardizing language and concepts between the Planning Act and City of Winnipeg Charter Enhancing local autonomy by removing the powers of the planning region to expropriate land, to seek court injunctions against member municipalities' by-laws and to require that the regional plan take effect immediately 	2, 13, 16	✓		
6 – Designate Provincial Planning Branch of the Community Planning and Development Division as the primary contact for inquires on planning legislation and communicate to stakeholders	2	✓		
7 – Develop any additional training/ resources required based on stakeholder input on gaps in the training the department currently offers (through the annual Manitoba Planning Conference, workshops, webinars, etc.)	3		✓	
8 – Update Planning Guides, including the Planning Act Handbook to include areas that require clarification (e.g. reasons for rejection, completeness of application, clarifying appeal and referral procedure)	3, 8, 9, 16, 17		✓	
9 – Enhance the Municipal and Northern Relations' website to improve accessibility, ease of use, and information provided on Manitoba's land use planning framework	2, 3, 14	✓		

Planned Actions in Response to the Statutory Review of Planning Legislation	Related Recommendation(s)	Underway (Initiated or completed by October 2025)	Upcoming (Initiated by October 2026)	Future Actions (Initiated by October 2027)
COMMON SERVICE STANDARD Move towards a unified standard to enhance local autonomy and simplify review of development applications across Manitoba				
10 – In consultation with stakeholders, develop options to increase flexibility to allow municipalities to define their own service standards within an overall timeframe	4			✓
11 – Develop options to establish public reporting requirements of municipal performance in consultation with municipalities for their review and feedback	4			✓
12 – Identify opportunities/options for municipalities to transition to digital application and permitting systems	5			✓
13 – Formalize a One Window approach to provincial land use planning review to improve quality of comments and timeliness for municipalities, developers, and the public, including funding targeted improvements to enhance provincial data inventory	6			✓
14 – Explore options to dedicate grant funding to support land use planning and drinking water and wastewater management plans	7			✓
15 – Develop checklists and other tools to determine completeness of planning applications based on research on best practices and work with municipalities	3, 9		✓	
16 – Update 2004 Guide to Development Agreements (best practices to standardize the process and timeline expectations for development agreements) in consultation with the Association of Manitoba Municipalities, Manitoba Municipal Administrators, and other stakeholders	3, 10	✓		

Planned Actions in Response to the Statutory Review of Planning Legislation	Related Recommendation(s)	Underway (Initiated or completed by October 2025)	Upcoming (Initiated by October 2026)	Future Actions (Initiated by October 2027)
17 – Identify and report on existing mechanisms available to municipalities to service and manage growth, as well as development agreements at the permit stage	11		✓	
FRAMEWORK FOR REGIONAL PLANNING Reset the vision for the Capital Planning Region to ensure a path forward for developing regional strategies and coordinated approaches. Note: The Capital Planning Region corporation operates as the Winnipeg Metropolitan Region				
18 – Work with Winnipeg Metropolitan Region to engage member municipalities to re-set the vision for regional planning and the timeline for regional plan adoption	12	✓		
19 – Communicate provincial priorities and value statement for regional planning so that regional partners are working towards shared goals and solutions	12, 15	✓		
20 – Continue to embed regional criteria and weighting of regional solutions to advance projects that encourage and support regional planning approaches	7, 12	✓		
21 – In partnership with the Winnipeg Metropolitan Region, communicate and enhance understanding of regional planning for the public and stakeholders	3, 14	✓		
22 – Initiate a comprehensive review of the Provincial Land Use Policies, including updating provincial interests in regional planning Policy Area 9 – Capital Region	15			✓

Planned Actions in Response to the Statutory Review of Planning Legislation	Related Recommendation(s)	Underway (Initiated or completed by October 2025)	Upcoming (Initiated by October 2026)	Future Actions (Initiated by October 2027)
INDEPENDENT APPEAL FUNCTION The Municipal Board, as a quasi-judicial administrative tribunal independent of government direction, will improve the planning appeal process				
23 – Using a phased approach, support The Municipal Board to take steps to modernize, including: <ul style="list-style-type: none"> • by dedicating project management resources • publishing decisions electronically • enabling digital submissions and electronic correspondence 	16	✓		
24 – Using a phased approach, make changes to legislation to improve planning appeals to The Municipal Board, including standardizing appeal processes and refining scope of planning appeals	16	✓		
25 – Support The Municipal Board to adopt updated Planning Appeal Rules and Planning Referral Rules including processes to conduct case management and dismiss appeals	16		✓	
26 – Support The Municipal Board to review its fee structure and clarify guidelines for the assignment of costs	17		✓	
27 – Clarify the role, scope and timing of public objections in the planning process	17		✓	
28 – Support The Municipal Board in its review of staffing requirements and resource needs to effectively manage planning appeals	18	✓		

Planned Actions in Response to the Statutory Review of Planning Legislation	Related Recommendation(s)	Underway (Initiated or completed by October 2025)	Upcoming (Initiated by October 2026)	Future Actions (Initiated by October 2027)
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FUTURE STATUTORY REVIEWS

To ensure transparency and accountability, ongoing efforts to improve Manitoba's planning framework will be reported back to stakeholders and the public

29 – When the government proposes comprehensive changes to Manitoba's planning framework, examine and report on options for regular legislative review process and a performance measurement framework	19		✓	
30 – Provide regular progress reports on the ongoing initiation and implementation of planned actions	19	✓		

TOTAL

Planned Actions		Planned Actions by Theme	
Underway	16	Structure and Performance of the Legislation	9
Upcoming	8	Common Service Standard	8
Future	6	Framework for Regional Planning	5
		Independent Appeal Function	6
		Future Statutory Reviews	2

