# The Municipal Board

## Legislative Updates and Next Steps

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Vice Chair

## Presentation Outline

- Board Overview
- Planning and Land Use Pre-Bill 37 Proclamations
- The Municipal Assessment Amendment and Municipal Board Amendment Act – Bill 33
- The Planning Amendment and City of Winnipeg Charter Amendment Act – Bill 37
  - Implications
- The City of Winnipeg Charter Amendment and Planning Amendment

  Act Bill 34
- The Real Property Valuation Board and Related Amendments Act Bill 24
- Procedural Developments (Planning)

## **Board Overview**

- Established under the authority of The Municipal Board Act
- An "Independent Body" appointed by the Province by Order-In-Council
- A quasi-judicial administrative tribunal
- Chair, Vice-Chair, Secretary/CAO, 1 Administrative Officer, 4
   Administrative Secretaries, 16 Board Members
- Board Secretariat service 2 other tribunals/commissions (Land Value Appraisal Commission and Disaster Assistance Appeal Board)
- Board sits as a panel of 3 Members but quorum is 2

## **Board Overview**

Mission Statement

"To deal with matters that come before the Board in a fair, impartial and timely manner"

## **Board Overview**

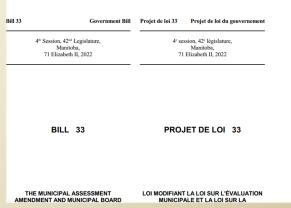
- Jurisdiction derived from 17 Acts of the Legislature including:
  - The Municipal Board Act
  - The Municipal Assessment Act
  - The Municipal Act
  - The Planning Act
  - The City of Winnipeg Charter
  - The Water Rights Act
  - The Real Property Act



# Board Overview Responsibilities

- Assessment Appeals
  - The Municipal Assessment Act
- Planning and Land Use Appeals and Referrals
  - The Planning Act and City of Winnipeg Charter
- Municipal Finance
  - The Municipal Act
- Other Matters
  - Dissolutions/Annexations/Amalgamations
  - Formation of Local Urban Districts
  - Disputes re: municipal roads, bridges and drains
  - Establish/Eliminate/Change Ward boundaries
  - Building Restriction Caveats
  - Water Rights Appeals

- Amends The Municipal Assessment Act and The Municipal Board Act
- Amendments to The Municipal Assessment Act came into force by Royal Assent: June 21, 2022
- Amendments to The Municipal Board Act came into force by Proclamation: January 1, 2023



#### The Municipal Assessment Act:

- Modernizes assessment notices
- Enables a municipality including City of Winnipeg to post assessment notices online and enables electronic availability of assessment rolls online
- Permits notices and other documents to be sent electronically and to determine when such notices and documents are deemed to be received
  - addresses non-compliance issues and application of deferral penalty



The Municipal Assessment Act (cont'd):

# Date mail sent and received 64.1(1)

When, under this Act, a notice or other document is mailed to a person

- (a) it is presumed to be mailed on the date of the notice or document; and
- (b) it is deemed to be received on the fifth day after the day the notice or document is mailed.

# Date electronic communication sent and received 64.1(2)

When, under this Act, a notice or other document is sent by electronic communication,

- (a) it is presumed to be sent on the date that the electronic communication is sent; and
- (b) it is deemed to be received on the date that the electronic communication is sent.

- Streamlining Planning
- Amendments
  - Informal resolution of issues
  - Time extensions where informal resolution is undertaken
  - Duration of extension
  - Grounds for appeal
  - Dismissal of appeal

- Informal Resolution of Issues
  - **s.24(3.1)** The board's **rules of practice** may authorize a member to assist parties to a matter before the board in resolving the matter without holding a hearing.
    - The Municipal Board is authorized to work with parties in resolving, disposing, simplifying or expediting an appeal.
    - The Municipal Board may use a case management approach (as with assessment appeals) that gives both the appellant and planning authority the opportunity to determine a mutually agreed upon solution.

- Time Extensions Where Informal Resolution is Undertaken
  - **s.24(3.2)** When the enactment under which a person files a **notice of appeal** requires the board to hold a hearing or make a decision within a specified time period, the time period is extended if the board:
  - (a) offers the parties the assistance of a member in attempting to resolve the matters at issue without holding a hearing, in accordance with the board's rules; and
  - (b) publishes on the board's website notice of the offer to resolve the matters at issue without holding a hearing.



#### The Municipal Board Act:

Duration of Extension

**s.24(3.3)** A time period is extended under subsection (3.2) by the shorter of:

- (a) the period from the day the parties are offered assistance by the board to the day the member gives written notice to the parties that there is no reasonable prospect of resolving matters without holding a hearing; and
- (b) The period that ends 60 days after the parties are offered assistance by the board.
  - Extends the 120 days timeline to complete a hearing to a maximum of 60 additional days.

#### The Municipal Board Act:

- Grounds of Appeal
  - **s.24.1** A person who files a notice of appeal under an enactment must file with it a written statement setting out the grounds for appeal in addition to any other requirement under that enactment.
    - This provision compliments the existing requirement that planning authorities give written reasons for their decisions.
    - This will improve transparency, and narrow and limit the scope and extent of appeals brought to the Municipal Board.
    - Targets planning appeals but may also apply to other appeals to the Municipal Board (eg. water rights appeals).

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- Dismissal of Appeals
- s.24.2(1) The board may dismiss an appeal or part of an appeal if
- (a) it is not within the jurisdiction of the board;
- (b) it was not filed within the applicable time limit;
- (c) in the opinion of the board, its subject matter is trivial or the application is not made in good faith;
- (d) in the opinion of the board, its subject matter is frivolous, vexatious or an abuse of process;
- (e) in the opinion of the board, there is no reasonable prospect that it will succeed;

- Dismissal of Appeals (cont'd)
  - s.24.2(1) The board may dismiss an appeal or part of an appeal if:
    - (f) its subject matter is being dealt with appropriately according to a procedure provided for under another enactment;
  - (g) the appellant has not paid any fee required to be paid under this Act or the enactment under which the notice of appeal was filed;
  - (h) in the opinion of the board, the statutory requirements for filing the notice of appeal have not been met.



#### The Municipal Board Act:

### Opportunity to be heard re: Dismissal

s.24.2(2) Before dismissing an appeal or part of the appeal, the board must give the appellant an opportunity to make a written submission or otherwise be heard as to the dismissal.

#### **Reasons for Dismissal**

s. 24.2(3) The board must give written reasons to the parties if it dismisses an appeal or part of an appeal.

#### **Timing of Dismissal**

s. 24.2(4) The board may dismiss an appeal or part of an appeal at any time before the start of the hearing.

# The Planning Amendment and City of Winnipeg Charter Amendment Act: Bill 37

- Royal Assent: May 20, 2021
- Proclamation (new planning appeal/referral): October 29, 2021
- Remaining Provisions Proclaimed: January 1, 2023

3 <sup>rd</sup> Session, 42 <sup>nd</sup> Legislature, Manitoba, 69 Elizabeth II, 2020	3° session, 42° législature, Manitoba, 69 Elizabeth II, 2020
BILL 37	PROJET DE LOI 37
THE PLANNING AMENDMENT AND CITY OF WINNIPEG CHARTER AMENDMENT ACT	LOI MODIFIANT LA LOI SUR L'AMÉNAGEMENT DU TERRITOIRE ET LA CHARTE DE LA VILLE DE WINNIPEG

# Planning and Land Use Pre-Bill 37 Proclamations

- The Planning Act
  - Zoning By-law Objections (Referrals)
  - Subdivision Appeals
  - Conditional Use Appeals
    - Aggregate Quarries
    - Large-Scale Livestock Operations
  - Ministerial Referrals
    - Development Plans or Amendments



# Planning and Land Use Pre-Bill 37 Proclamations

- The City of Winnipeg Charter
  - Ministerial Referrals re: City of Winnipeg
     Development Plans or Amendments
  - City of Winnipeg Referrals re: Secondary Plans within Airport Vicinity Protection Area (AVPA)
  - City of Winnipeg Referrals within AVPA re:
    - Zoning By-laws and
    - Subdivision Approvals and Amendments

# The Planning Amendment and City of Winnipeg Charter Amendment Act: Bill 37

### October 29, 2021 Proclamations

Amends The Planning Act and The City of Winnipeg Charter

- Local land use decisions are subject to appeal to the Municipal Board – includes the City of Winnipeg
- Provides for new referrals City of Winnipeg (zoning)
- Failure of planning authority to deal with applications in a timely manner are subject to appeal and costs

# The Planning Amendment and City of Winnipeg Charter Amendment Act: Bill 37

January 1, 2023 Proclamations

Amends The Planning Act and The City of Winnipeg Charter

- Provides for Planning Regions
  - Capital Planning Region (CPR) 18 member municipalities including City of Winnipeg
- Regional Plan By-laws
- Ministerial Referrals re: Planning Regions and Regional Plans
- Capital Planning Region Regulation 161/2022 establishes oversight and operating rules for the CPR

### Types of Appeals

#### Decision Not to Proceed (Refusal) or Reject:

- Zoning By-law Amendment s. 82.1(1)(a)
- Secondary Plan By-law or Amendment s. 82.1(1)(a) via s.64
- Subdivision
  - Province is the approving authority s. 129(1)(a) via 126(2)(a)
  - District Board or Council is the approving authority s. 129(1)(a) or s. 129(1.1)
  - Minor subdivision s. 129(1)(a) via s. 125.1(6) or s. 125.2



### Types of Appeals

Decision Not to Proceed (Refusal) or Reject (cont'd):

- Development Permit s. 149.2(1)(a)
- Development Agreement Amendment s. 151.0.3(1)(b)(i)
- Conditional Use related to Aggregate or Large Scale Livestock
   s. 118.2(1)(a)(i) and s. 118.2(b)(i)

### Types of Appeals

### Decision to Impose Conditions on Application Approval:

- Zoning By-law Amendment (incl. requirement to enter into a Development Agreement) - s. 82.1(1)(b)
- Secondary Plan By-law Amendment (incl. requirement to enter into a Development Agreement) s. 82. 1(1)(b) via s. 64
- Subdivision Conditional Approval
  - Province is the Approving Authority s.129(1)(a) via s. 126(2)(b) and s. 129(1)(b) via s. 126(4)
  - District Board or Council is the Approving Authority s. 129(1.1)
     via s 125 or s. 125.1
- Minor subdivision s. 129(1)(b) via s. 126(4)

### Types of Appeals

Decision to Impose Conditions on Application Approval (cont'd):

- Development Permit s. 149.2(1)(b)
- Development Agreement terms and conditions relating to a rezoning, variance, or conditional use (excluding aggregate and large scale livestock conditional uses) - s. 151.0.3(1)(a)
- Development Agreement terms and conditions (new or varied) related to an application to amend an existing development agreement s. 151.0.3(1)(b)(ii)
- Conditional Use related to Aggregate or Large Scale Livestock s.118.2(1)(a)(ii) and s. 118.2(1)(b)(ii)

### **Types of Appeals**

#### **Missed Timelines:**

- Zoning By-law Amendment
  - 90 days from application to hearing s. 82.1(2)(a)
  - 60 days from hearing to District Board or Council decision, or referral to Municipal Board s. 82.1(2)(b), s. 82.1(2)(c) or s. 82.1(2)(d)
- Secondary Plan Amendment
  - 90 days from application to hearing s. 82.1(2)(a)
  - 60 days from hearing to District Board or Council decision, or referral to Municipal Board s. 82.1(2)(b), s. 82.1(2)(c), or s. 82.1(2)(d)



### Types of Appeals

#### Missed Timelines (cont'd):

- Subdivision
  - 90 days from application received by Council to Council resolution – s. 125(4.1)
  - 60 days from Council resolution to Approving Authority decision – s. 126(5)
- Minor Subdivision
  - 60 days from application received by Council to Council decision – s. 129(3)(b) via s. 125.3

## **Types of Appeals**

#### Missed Timelines (cont'd):

- Development Permit
  - 60 days from application submission to determine if application conforms with the applicable by-laws s. 149.2(2) via s. 148(2)
- Development Agreement
  - 90 days from requirement of a development agreement related to a rezoning, variance, or conditional use (excluding aggregate or large scale livestock conditional uses) to agreement of terms and conditions of said development agreement – s. 151.0.1 via s. 151.0.3(1)(a)
  - 90 days from application to amend existing development agreement to Council decision – s. 151.0.3(2)

## Types of Appeals

### Missed Timelines (cont'd):

- Combined Hearing
  - A decision was not made within the longest time period applicable and the application was deemed rejected s. 174(3) as it applies to one or more of: s. 82.1(2), s. 125.3, s. 151.0.1, s. 151.0.3

## Types of Appeals

#### **Missed Timelines Impact:**

- If timeline is missed, Applicant may consider the application to have been rejected and appeal the matter to the Municipal Board.
- Costs on appeal for failing to proceed = if Board is satisfied that there was unreasonable delay by the Board District or Municipality, Municipal Board may order it to pay some or all of:
  - (a) the costs incurred by the Board in hearing the appeal; and
  - (b) the Appellant's reasonable costs related to the appeal

- s. 82.2(1), s. 131.1(1), s. 149.2(4), s. 151.0.4(1)

## Types of Referrals

### **Planning Regions:**

- Ministerial Referrals relating to a proposal to establish a planning region – s. 10(1)
- Ministerial Referrals relating to a regional planning by-law or an amendment to the by-law that the Minister has prepared s. 10.7(3)



### Types of Referrals

#### Development Plan and Planning By-law Matters:

- Referrals relating to special planning areas s. 14 Special Planning Area Regulation 49/2016
- Ministerial Referrals relating to the adoption or amendment of a development plan by-law - s. 49 or s. 61(2)
- Referrals relating to the adoption or amendment of a secondary plan or zoning by-law - s. 64 or s. 76(5)

# The City of Winnipeg Charter

### Types of Appeals

#### Decision Not to Proceed (Refusal) or Reject:

- Zoning By-law or Zoning By-law Amendment s. 282.1(1)(a)(i)
- Secondary Plan By-law Amendment s. 282.1(1)(a)(i)
- Subdivision s. 282.1(1)(a)(ii)
- Development Agreement Amendment s. 282.1(1)(b)
- Registering or Filing a Conveyance s. 282.1(1)(c)



# The City of Winnipeg Charter

### **Types of Appeals**

#### **Designated Employee Decisions:**

- Refusal to consider an application as the application does not conform with the regional planning by-law of the Capital Planning Region, the development plan or secondary plan s.275(2)(a) via s. 282.1
- Refusal to consider an application as the application is the same or substantially similar to an earlier application that was rejected within one year of the new application being made to the City - s. 275(2)(b) via s. 282.1
- Refusal to consider an application for a development permit as it does not conform to the regional planning by-law of the Capital Planning Region, development plan, applicable secondary plan, or zoning by-law s. 282.1(1)(d.1), s. 282.1(d.2)

## The City of Winnipeg Charter

### Types of Appeals

#### **Designated Employee Decisions:**

- Decision that an application for a secondary plan by-law or zoning by-law amendment, subdivision, conditional use, variance, consent, or to amend an existing development agreement is incomplete - s.282.1(1)(f) via s. 275(1)
- Decision that an application is incomplete on the basis of the objectives and actions identified in a secondary plan s.
   282.1(1)(f) via s. 234(1)(a), s. 234(1)(b), or s. 275(1.3)

#### Types of Appeals

Decision to Impose Conditions on Application Approval:

- Zoning By-law Amendment s. 282.1(1)(d)
- Secondary Plan By-law Amendment s. 282.1(1)(d)
- Subdivision s. 282.1(1)(d)

#### Types of Appeals

#### **Missed Timelines:**

- Zoning By-law Amendment
  - 150 days from completed application for amendment to Council decision - s. 282.2(1)(a)
- Secondary Plan By-law Amendment
  - 150 days from completed application for amendment to Council decision - s. 282.2(1)(a)



#### **Types of Appeals**

#### Missed Timelines (cont'd):

- Subdivision
  - 60 days from completed application to Designated Employee decision, if Council has authorized a Designated Employee to make a final decision respecting the plan of subdivision – s. 282.2(1)(b)(i)
  - 150 days from completed application to Council decision, where Council has not authorized a designated employee to make a final decision respecting the plan of subdivision – s. 282.2(1)(b)(ii)
- Development Permit
  - 20 days from received application for Designated Employee to determine if the application is complete – s. 246(1.1)(b) via s. 282.1(1)(f)

#### **Types of Appeals**

#### Missed Timelines (cont'd):

- Development Agreement
  - 90 days from City approval or Municipal Board order on amendment of zoning by-law, variance, conditional use, or plan of subdivision to execution of development agreement - s. 282.2(1)(e)
  - 90 days from completed application to amend existing development agreement to agreement of terms and conditions of said development agreement – s. 282.2(1)(c)
- Consent
  - 90 days from application to consents for registration or filing of conveyance – s. 282.2(1)(d)
- Combined Hearing
  - A decision was not made within the longest time period applicable in s. 282.2(1) via s. 282.2(2)

#### Types of Appeals

#### **Missed Timelines Impact:**

- If timeline is missed, Applicant may consider the application to have been rejected and appeal the rejection to the Municipal Board.
- Costs on appeal for failing to proceed = if Board is satisfied that there was unreasonable delay by the City, Municipal Board may order the City to pay some or all of:
  - (a) the costs incurred by the Board in hearing the appeal; and
  - (b) the Appellant's reasonable costs related to the appeal

- s. 282.2(4)

#### **Types of Referrals**

#### Development Plan and Planning By-law Matters:

- Ministerial Referral on a proposed Winnipeg development plan by-law - s. 229(2)
- City Referral relating to a zoning by-law s. 236.1(7)
- City Referral relating to the Airport Vicinity Protection Area (AVPA)
  - Secondary plan by-law amendments s. 270(1)
  - Zoning by-laws s. 272(a)
  - Approvals or amendments to a plan of subdivision s. 272(b)

#### **Bill 37**

#### **Implications**

120 days - Municipal Board must complete hearing

- 60 days Municipal Board to give Decision and Order or Report and Recommendation
- There are exceptions will depend on the matter
- Check the Legislation!

#### **Bill 37**

#### **Implications**

#### The Planning Act Appeals

- No 120 day requirement
  - Subdivisions/Minor Subdivision Appeals (30 day Order)
  - Conditional Uses Aggregate/Large Scale Livestock Appeals (30 day Order)

#### **Bill 37**

#### **Implications**

#### The Planning Act Referrals

- No 120 day requirement
  - Referrals relating to proposals to establish planning regions s. 10(1) and s. 10.7(3) (no deadline for Report and Recommendation)
  - Referrals relating to Special Planning Areas s. 14 of the Special Planning Area Regulation 49/2016 (no deadline for Report and Recommendation)
  - Referrals relating to adoption or amendment of development plan by-laws- s. 49 or s. 61(2) (30 day Report and Recommendation)

#### **Bill 37**

#### **Implications**

The City of Winnipeg Charter Referrals re: AVPA

- No 120 day requirement
  - Referrals relating to Airport Vicinity Protection Area s. 270(1) and s. 272 (30 day Report and Recommendation)

Approx. 12 to > 60 different types planning appeals/referrals (incl. missed timelines)

#### In 2022:

- No. of contested hearings of ALL TYPES: 48
- 21/48 planning matters
- Average 4 hearings per month



#### **Bill 37**

#### **Implications**

#### 120 days:

- Clock starts when appeal/referral deemed complete by Board Secretary/CAO
- Multi-day hearing set approx. 95 days out
- Hearings are off-site community hall, rec centre etc.
- Coordination of numerous participants

#### **Bill 37**

#### **Implications**

#### 120 days:

- Be ready!
  - Materials
  - Witnesses
- Hard copies of documents
- Cooperation is key avoid delays and adjournments



#### Planning Hearings: Appeals and Referrals (Citizen Objections)

- de novo
- Not town halls or public debates
- Include public interest interested persons have statutory right to raise objections, make representations and ask questions
- Registered owner initiating appeal v "sufficient" no. of objectors triggering referral
  - Zoning adoptions 25 eligible persons/ voters
  - Zoning amendments 25 eligible persons/voters or 50% of total owners within 100 m of the affected property
- Interested persons make representations through oral and/or written submissions filed in advance
- Interested persons encouraged to identify authorized representative early in process – could be multiple groups

#### Decision and Order versus Report and Recommendation:

#### **Decision and Order**

- Board is the final decision-maker
- Hard copies publicly available at Board office

#### Report and Recommendation

- Minister or Municipality is final decision-maker
- Board does not make public legislation dictates who receives the Report
- By-law must conform to Board recommendations



### The City of Winnipeg Charter Amendment and Planning Amendment Act:

- Limited Provisions Proclaimed December 31, 2022 (eg. adding Designated Official definition)
- Remaining Provisions
  - Establishes consistent timelines between the two statutes
  - Updates and clarifies terms and definitions for greater consistency between the two statutes
  - Timelines for planning appeals are clarified and may be extended with agreement of the applicant
  - Addresses secondary plan processes at the City of Winnipeg
  - Modernizes building and fire inspections in the City of Winnipeg incl. issuance of orders to remedy contraventions

### The Real Property Valuation Board and Related Amendments Act:

- First Reading: March 15, 2022
- Second Reading: September 29, 2022
- Third Reading: November 3, 2022
- Proclamation: ?

### The Real Property Valuation Board and Related Amendments Act:

- Establishes the Real Property Valuation Board
  - Applications for compensation under *The Expropriation Act* (currently Land Value Appraisal Commission)
  - Applications for compensation under *The Land Acquisition Act* (currently Land Value Appraisal Commission)
  - Applications under *The Surface Rights Act* (currently the Surface Rights Board)
  - Property tax assessment appeals under *The Municipal Assessment Act* (currently the Municipal Board)

### The Real Property Valuation Board and Related Amendments Act:

- Members of the Real Property Valuation Board appointed by Lieutenant Governor in Council
- Land Value Appraisal Commission and Surface Rights Board dissolved
- The Municipal Board retains all of its existing responsibilities except for the hearing of assessment appeals
  - Implications TBD

#### Procedural Developments - Planning

- New Planning Rules and Forms
  - Appeals
  - Referrals
- Pre-screening and Dismissals
- Case Management Conferences/Mediation
- Certification Hearings (appeals)
- Summons and Attendance Money
- Filing and Exchange of Briefs
- Costs



# Procedural Developments - Planning (cont'd)

- Fact-Sheets
  - Appellant/Planning Authority/Interested Persons re: Appeals
  - Applicant/Planning Authority/Interested Persons re: Referrals
- Video



# Stay Tuned!

**QUESTIONS** 

