



SOUTHWEST *FORWARD TOGETHER*

Southwest Planning District Development Plan

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July 2021

By-Law No. 1-2021



Southwest Forward Together Development Plan By-law No. 1-2021

A by-law of the Southwest Planning District to regulate the use and development of land within the Planning Area of the Southwest Planning District.

WHEREAS, Section 45 of The Planning Act requires a planning district to adopt a development plan by by-law that applies to the entire district.

NOW THEREFORE BE IT RESOLVED THAT the Southwest Planning District Board in meeting duly assembled, enacts a follows:

1. The Development Plan attached in Schedules A, and B is hereby adopted.
2. The By-law shall be known as the Southwest Forward Together Development Plan By-law No. 1-2021.
3. By-law No. [X] for the Southwest Planning District: as amended, are repealed.
4. This By-law shall come into force on [this date].

DONE AND PASSED by the Southwest Planning District Board duly assembled at the [Name of Location] in the Province of Manitoba, this [Date] of [Month], [Year].

Signature(s)

READ A FIRST TIME this [Date] day of [Month], [Year].

READ A SECOND TIME this [Date] day of [Month], [Year].

READ A THIRD TIME this [Date] day of [Month], [Year].

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1 Introduction

1.1 Plan Purpose

Southwest Forward Together [the Plan] provides sound policies that will foster prosperity for urban and rural communities in the *Southwest Planning District* [the District]. The objective is to create a region that offers a high quality of life and provides options for the many different ways in which people live, work, and play. Through embracing a shared vision, the partner municipalities must come together to meet the challenges of the present and future. This will be done through collaboration and embracing development opportunities while supporting the District's long standing agricultural and resource development sectors and rural heritage.

The Plan is a long-range blueprint for embracing economic growth opportunities that will diversify and evolve the communities within the District in a proactive and accountable manner. It seeks to support the quality of life needed for retaining existing residents and attracting new residents.

The Plan demonstrates to current and potential inhabitants, investors and other levels of government that the Planning District municipalities are coordinated and motivated to move on economic opportunities that will improve the district's economic circumstances and standard of living.

The Plan provides vision, principles, goals, objectives, and policies for the District intended to guide decision-making, mindful of the need for community resiliency in the face of climate change, weather extremes and associated hardships. In a broader sense, the Plan sets out parameters for land-use in the District aimed at enhancing quality of life in the region.

The Plan directs the population growth projected for the District towards existing settlement areas that are already developed and serviced in the Progressive Policies of the District. The Plan encourages the continued growth of the agricultural sector including livestock operations, agricultural enterprises, the oil sector, and self-employed entrepreneurs in areas that do not expect major change (Conservative Policies). The Plan anticipates the possibilities of expanding tourism and the resource sectors by setting out clear policy areas that address these potential changes.

Finally, the Plan has a menu of proactive implementation actions that can be selected and used strategically by the citizens, non-profit groups, potential investors, the development community, public servants, municipal councils, and other levels of government to promote thoughtful, sustainable development that improves the quality of life for everyone in the Southwest Planning District.

1.2 Plan Approach

Southwest Forward Together is designed around the concept of enhancing the quality of life for citizens through economic development. This is achieved by directing the projected population growth and new businesses to the existing settlement areas.

The Plan's focus is on fostering responsible growth while improving the well-being of citizens in each of the communities that make up the District. Although it is a big shift from the current plans, this Plan is not just about regulating land uses. It focuses on implementing a strategic framework for enhancing the quality of life for all residents, strengthening the individual communities' identities that make up the District, and setting the stage for the continued collaboration within the District in order to increase its competitiveness with other regions across the Province.

The Southwest Forward Together Development Plan is a key indicator that this community is ready and able to respond in a timely manner to new prospects through initiatives that nurture and encourage economic development at both ends of the spectrum, from the large-scale drivers of the regional economy to the local leaders of the community economies. The emphasis of this development plan is to evolve and diversify in:

- Building on the strengths of the District's economy (agricultural, tourism and oil), while creating 'readiness' capacity to respond to new economic opportunities for the District in agriculture, resource development, and value-added food processing in order to evolve the economic base of the District;
- bolstering small-scale enterprise through tools and services that encourage the innovators, the self-employed, and the small business entrepreneurs to continue establishing and growing;
- ensuring the communities that make up the District can offer a high quality-of-life including a full range of housing options, an appropriate range and quality of community services and facilities, a functional transportation network, and a strong regional identity that will help distinguish the District from its provincial counterparts;
- providing a degree of certainty for landowners, neighbours, investors, etc. of what we expect to happen with use of lands; and
- creating a culture of resiliency from an economic, social and environmental sustainability perspective, recognizing that the future success, both fiscally and socially, of the District depends on the careful stewardship of resources.

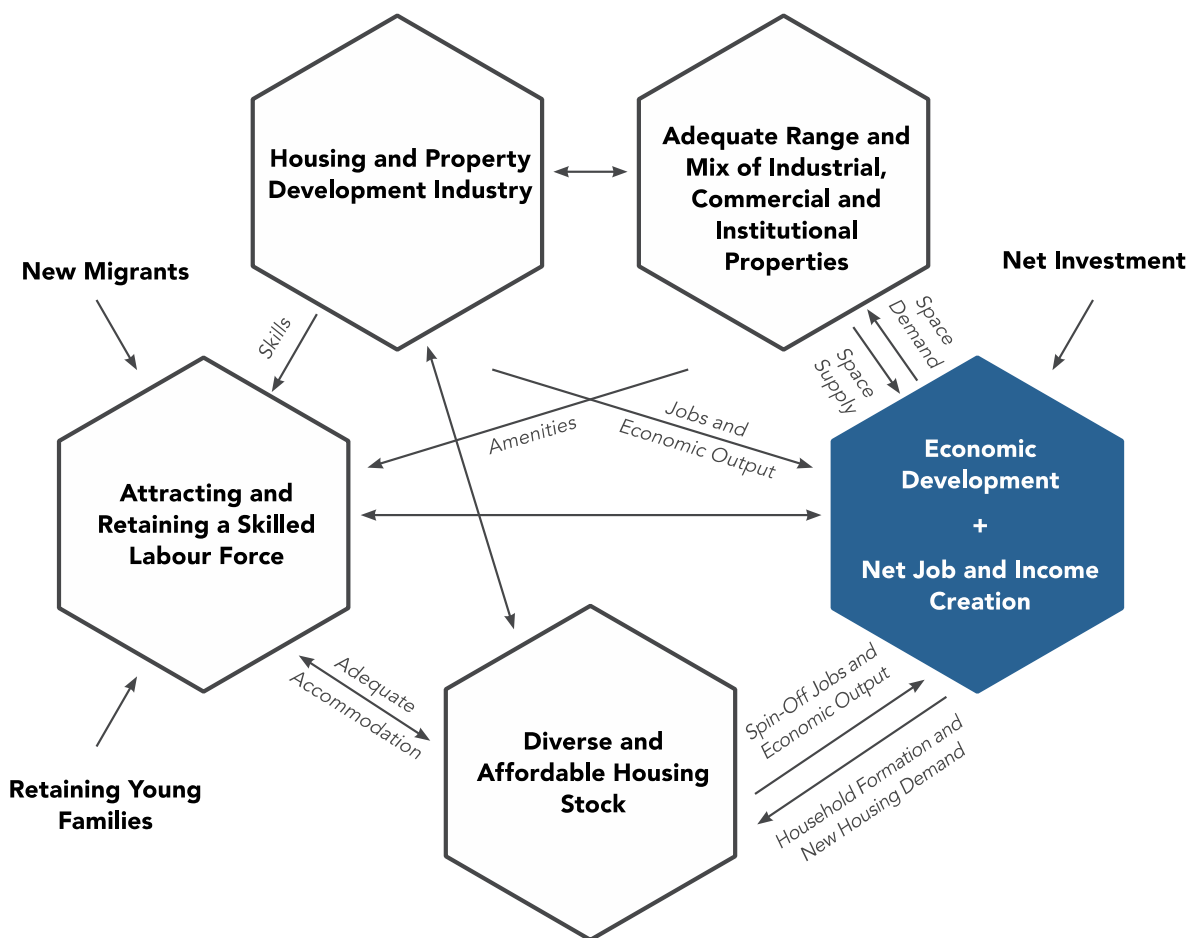
These factors are all important contributors to the capacity of the District to quickly respond to and incorporate opportunities that will strengthen and improve the long-term prospects of the communities within the Planning Area. Overall the approach of the Plan for diversifying and evolving its commerce is to ensure the survivability of the communities within the District with a viable economic framework because there is a capacity in:

- ♦ attracting private investment and new residents to the District by ensuring an adequate supply of the right types of lands, readily available for the different 'highest' and 'best' uses;
- ♦ offering a range and mix of lands that satisfy the needs of the economic sectors that drive the District's overall economic well-being, and the small scale enterprises that amplify the District's economic vigor;
- ♦ allowing a broad spectrum of housing options and residential building types in the

District's communities including multi-family, formats that support the ability of seniors to age-in-place, and affordable rental and freehold housing options for young people and families entering the housing market for the first time;

- ♦ aligning public investments in infrastructure with the appropriate levels that are the right scale and the right kind to accommodate the assorted private investments in land development; and
- ♦ working, thinking, acting as a *Region* in competition with other regions across Southern Manitoba.

The most critical deliverable of this Development Plan is the demonstration that the District has thought through and understood its responsibilities and, as a result, has created a framework within which the connected components all work together to make the District vibrant now and in the future.



Economic Development 'Virtuous Cycle' (source: Altus Consulting Ltd.)

1.3 Plan Outline

PART ONE sets out the planning approach and framework for the *Southwest Forward Together Development Plan*. Key concepts are introduced – that in order to achieve growth in the District, strategic actions must be taken in: economic pillar areas; the role of economic development in the Development Plan; and where growth will be physically directed within the District.

PART TWO sets out the vision, guiding principles, and goals the Plan is striving to achieve. These are the outcomes from the Plan engagement process. It will consider ways to advance general goals that: maintain a progressive, sustainable economy; attract and retain residents; connect the District; create a sustainable, integrated Watershed and create social, economic, and environmental resiliency in the District.

PART THREE sets out the location and defines the boundaries of the Planning Area that is under the jurisdiction of the Southwest Planning District where the policies of this Plan apply.

PART FOUR advances the concepts on how to accommodate the anticipated growth that can create jobs and income in the District, attract people seeking housing who expect a broad spectrum of commercial amenities along with a high quality of life. This section addresses how growth and change in the Planning Area will be accommodated through Progressive Policies (policies for growth and change) and Conservative Policies (policies for minimal growth).

PART FIVE sets out the servicing policies related to infrastructure – roads, drinking water systems, wastewater networks, solid waste management, and green and open spaces – that play a vital role for accommodating growth and sustaining environmentally sound, economically sufficient, and socially strong communities.

PART SIX tells the story of the District. It provides an overview of the context and background for the District at the point in time the Plan was written. This section sets out the foundation for the plan, providing the Growth Scenarios [using population projections], for ‘Low Growth’, ‘Modest Growth’, and ‘High Growth’ that are to be accommodated in the Policy Areas.

PART SEVEN focuses on Plan Implementation and outlines the practical, proactive strategies for implementing the Plan, which follow under the sections of ‘Leadership, Partnership and Sponsorship’; ‘Capital Infrastructure Program’; ‘Incentive Tools’; ‘Awareness Tools (Marketing)’; and ‘Planning and Planning Tools’. Each strategy has a set of actions that can be undertaken and outlines all the necessary planning components for implementing the *Southwest Forward Together Development Plan*.

2 Planning Intent

2.1 Vision

The Southwest Planning District is focused on creating a region that offers a high quality of life and different ways to live, work, and play. Communities will come together to meet the challenges of tomorrow by creating efficiencies through collaboration and embracing development opportunities, while supporting agricultural and rural heritage.

2.2 Guiding Principles

Guiding Principles were developed early in the process to guide the Development Plan and confirmed through community and stakeholder dialogue. They identify both intention and expectation in guiding the vision, goals, objectives, policies and implementation of the Plan. The principles are:

Principle 1: Plan for People

The Plan will be used to create complete communities where people can spend their entire lives. Quality-of-life matters and the plan demonstrates this by creating opportunities for housing regardless of age or economic circumstance; by retaining a full range of community services and facilities within in each municipality; and by attracting new businesses and places of work. The Plan will be used to create active and connected communities. It will plan for community needs in the areas of recreation, wellness, education and, most importantly, health care.

Principle 2: Plan for a Connected District

The Plan will be major step in demonstrating that the Southwest Planning District ‘thinks and acts’ like a region. It will set the stage for district collaboration on current and future projects related to infrastructure (transportation, water and waste, digital infrastructure, airports, etc.) and ensure that each municipality feels like a crucial part of the District moving forward. The Plan will also demonstrate clearly how the District can quickly and efficiently accommodate growth and change on a regional scale, yet maintain and celebrate the unique identities of each municipality.

Principle 3: Plan for Economic Resilience

The Agriculture and oil industries remain primary economic drivers in the region. Therefore, the Plan will address the natural environment and threats to it from extreme weather events that impact agriculture, transportation and community development. It will be responsive and adaptive to changes by encouraging industry diversity. The major tourism and recreational areas will also be a focus, to ensure they are protected and expanded where appropriate. The Plan will also consider social issues, environmental concerns, socio-economic development opportunities such as aging in place, fiscal responsibility, and servicing/transportation issues.

2.3 District-wide Goals and Objectives

The Southwest Planning District commits to advancing the following Goals and Objectives, which are the foundation to the plan policies and implementation strategy. They evolved from the community engagement program for the Plan. Each Goal and Objective is advanced through the framework described in this Plan.

Goal 1: Advance and Sustain a Progressive, Sustainable District Economy

- Demonstrate ‘readiness’ for new agricultural enterprises, oil and tourism opportunities through proactive planning (including secondary planning), land use regulation, mapping, and tools.
- Prepare for major industry opportunity, such as resource-related uses, by identifying transformative areas.
- Create strategies and actions to ‘think and act like a region’ and work aggressively to capture growth at the District level.
- Create an Information & Communications Technologies strategy to attract investment.
- Ensure an adequate supply of employment lands (commercial, industrial, institutional) and aligning infrastructure and regulatory tools as a way of attracting new investment in the District.
- Use the District’s natural and community-based assets to draw visitors into the District.

Goal 2: Attract New Residents and Retain Existing Residents

- Direct growth to urban communities that are able to offer a broad range of services, amenities, and supports while making efficient use of existing infrastructure.
- Create opportunities in each urban community to accommodate a broad range of housing options in the District’s urban communities with a focus on housing to support seniors, young people and young families through flexible zoning and land use policies.
- Promote aging-in-place, including long-term care facilities.
- Identify quality-of-life amenities that are needed for retaining and attracting residents.
- Encourage multi-use programming in existing community facilities like schools and churches.
- Expand efforts to attract immigrants and refugees, recognizing that re-settlement supports will be necessary.
- Advocate for a full range of community and support services supplied by both the public and private sectors (i.e. daycare, recreation, seniors and wellness services and amenities).
- Celebrate the region’s pre- and post-settlement heritage features and resources.
- Ensure that the communities offer a variety of parks, open spaces, natural areas, and indoor and outdoor sport and recreational facilities.

Goal 3: Connect the District

- Provide for a safe and efficient regional transportation network that works for businesses, industries, tourists and residents.
- Capitalize on District’s multi-modal transportation connections and logistical capabilities.

- Expand fibre optic internet services across the District, acknowledging the importance of digital connection for the future prosperity of the region.

Goal 4: Create a Sustainable, Integrated Watershed (Live, Work, Play, and Protect)

- Celebrate and promote the Souris River watershed as a District asset.
- Support the development of a new management plan for Turtle Mountain Provincial Park taking into consideration those that live, work, and play in and around the park.
- Support sustainable cottage area development based on demonstrated demand and land suitability.
- Promote collaboration between Municipal and Provincial Government bodies in protecting the natural environment and the region's natural resources.

Goal 5: Create Social, Economic and Environmental Resiliency in the District

- Direct development, as much as possible, to settlement areas that can best service development with existing municipal services – piped water, piped wastewater and land drainage.
- Respect the unique environment and natural features of the District through protection of designated natural areas and resources.
- Plan for major drainage improvements where necessary.
- Advance local efforts to conserve through greenhouse gas reduction, energy efficient construction and, where feasible, the use of alternative energy sources.
- Encourage recycling and composting.
- Identify needed improvements aimed at infrastructure resiliency in the face of climate change and extreme weather events.

Sustainability Lens

While not explicitly set out in each Development Plan policy, sustainable practice should be considered and applied on a case-by-case basis. Criteria for assessment should be developed and should consider:

- Impacts on GHG emissions and ways to mitigate – reduced car travel, compact form, and recycling.
- Saving energy through practical application of green building technology and alternative energy sources.
- Acknowledgment of climate change and working together to address this impact on a District level.

3 Planning Area

The Southwest Planning District is comprised of four municipalities:

- Town of Melita;
- Municipality of Two Borders;
- Municipality of Brenda-Waskada; and
- Municipality of Deloraine-Winchester.

The District was originally formed January, 2015 to include Melita, Two-Borders, and Brenda-Waskada. The following year, Deloraine-Winchester was brought in. The current municipalities were created from the following amalgamations:

- Municipality of Two Borders – an amalgamation of the R.M. of Albert, Arthur, and Edward.
- Municipality of Brenda-Waskada – an amalgamation of the R.M. of Brenda and the Village of Waskada.
- Municipality of Deloraine-Winchester – an amalgamation of R.M. of Winchester and the Town of Deloraine.

3.1 Boundaries of the Planning Area

The Southwest Planning District Planning Area [the Planning Area] is bounded on the west by the Provincial Boundary with the Province of Saskatchewan, and on the south by the International Boundary with the State of North Dakota. The 'L' shaped Planning Area includes most of the lands between Townships 1-6 and Ranges 22-29 West Prime Meridian, excluding TWP 5-6, Range 22-25.

Settlement areas within the Planning Area include: Tilston, Pierson, Lyleton, Elva, Melita, Coulter, Napinka, Waskada, Medora, Dand, Deloraine, Goodlands, Regent, and Mountainside. Seasonal recreational areas include Partridge Lake, Sharpe Lake, Dromore Lake, Lake Hasselfield and Lake Metigoshe.

3.2 Surrounding the Planning Area

The Planning Area is surrounded by four municipalities: Pipestone and Sifton to the north; Grasslands to the northeast (Dennis County Planning District); and Boissevain-Morton to the east.

Provincial Trunk Highway No. 3, Provincial Trunk Highway No. 83, and Provincial Trunk Highway No. 21 are the major roads. There are 3 International Border Crossings: Antler/Lyleton on Provincial Road 256; Westhope/Coulter on Provincial Trunk Highway No. 83; and Carbury/Goodlands on Provincial Trunk Highway No. 21. The nearest 24 hour border crossing is the International Peace Gardens on Provincial Trunk Highway No. 10 to the east of Turtle Mountain Provincial Park in the Municipality of Boissevain-Morton.

Southwest Forward Together

The Southwest Planning District is within the Western District of the Association of Manitoba Municipalities, the Western Region of Tourism Manitoba, Community Futures Westman, Turtle Mountain Electoral District Manitoba, and the Brandon-Souris Electoral District Canada. Southwest Horizon School Division covers the southern $\frac{3}{4}$ of the District with Fort La Bosse School Division covering the northwest $\frac{1}{4}$.

The District is part of Treaty 2 land, and has evidence of early First Nations habitation dating back to 800 A.D. The closest First Nations Reserve is the Canukawakpa Dakota First Nation surrounded by the R.M. of Pipestone, North of the District.

The Planning District falls entirely within the larger area of the 'Souris River Watershed'. The Souris River originates in the Province of Saskatchewan, passes through the State of North Dakota, and then crosses into the Province of Manitoba before joining the Assiniboine River. Several tributaries of the Souris River flow within the Planning District, namely: Antler Creek, Gainsborough Creek, Jackson Creek, and Medora Creek. A number of binational organizations have been established over the years to address Souris River transboundary water issues. These include the International Joint Commission's International Souris River Board of Control and International Souris-Red Rivers Engineering Board, and the U.S. and Canadian governments' Souris River Bilateral Water Quality Monitoring Group.

On January 1, 2020, Manitoba transitioned Conservation Districts to Watershed Districts under *The Watershed Districts Act*. Under Watershed Districts Regulation 141/2019, 18 conservation districts became 14 new watershed districts with boundaries based on watersheds including the Turtle Mountain Conservation District and the West Souris River Conservation District becoming the *Souris River Watershed District*.

4 Planning Policies

4.1 Progressive Policies

Progressive Policies target areas for growth and land development. These are the areas where all the action is likely to take place because there exists an underlying sturdy foundation of communities and infrastructure that is best suited for raising the Planning Area upwards with new commercial, residential and employment land-uses.

Intent

Progressive Policies are associated with the ‘built’ parts of the Planning Area such as the urban centres (past and present), the employment hubs, and the concentration of commercial/industrial land-uses where growth can best be accommodated via intensification: infill housing, mixing compatible land-uses, expanding or converting existing buildings, reusing brownfield sites, developing under-utilized properties, and new residential/commercial/industrial developments on lands already serviced or easily serviced within the capacity of the existing public service systems.

This will optimize public investments in infrastructure such as drinking water systems and promote the efficient use of land by directing development away from agricultural operations and towards a concentration of similar uses.

New commercial, especially the smaller boutique blocks amplifying the economy, is best suited on traditional main streets and downtown central business districts in urban centres. Commercial requiring large plots of land are better suited along transportation corridors as logical extensions of existing land developments.

Employment land-uses of a smaller scale is best matched with serviced or easily serviced lands on the periphery of settlement areas; and in mixed uses with commercial along transportation corridors that enable the movement of goods. Employment lands requiring large sites, or hazardous operations, need to be located away from residential uses and better suited in ‘rural’ locations of the *Conservative Policy* lands.

Seasonal rural residential cottage uses, and human made tourist drawing attractions such as the Lake Metigoshe area are outside of urban centres and best suited in tourist designated areas.

Objectives

All major growth should be directed toward the intensification of existing urban centres to concentrate development around existing infrastructure, and to limit low density scattered development that may negatively impact agricultural lands and agricultural producers. Growth of settlement areas, such as cottage areas, is also anticipated with increasing demands for watershed activities that can strengthen the tourism industry.

General Policies

(a) Progressive Policies shall only be applied to Urban Policy Areas, Tourism Policy Areas,

Rural Residential Policy Areas and all uses within these Areas, as identified on Map 4.

- (b) Growth and development should occur in a planned and contiguous manner that emphasizes compact form and optimizing municipal public services.
- (c) New development projects should provide for a variety of housing types, residential building forms densities and affordability levels to accommodate a range of income levels, the ability to age in place and align to market demands.
- (d) New development projects should encourage a mixture of land-uses and an appropriate inventory of employment uses (commercial, retail, and industrial), amenities, community and cultural assets, transportation choices, and strong place identities to better compete with other regions in attracting and maintaining residents.
- (e) Intensification of, and reinvestment in, the existing built areas should be considered and encouraged before expansion onto underdeveloped lands.
- (f) High quality open spaces should be considered a priority when planning for new development projects, guided by Section 5.2.5.
- (g) Expansion of designated Urban Policy Areas shall require an amendment to the Development Plan and a complimentary zoning amendment.

4.1.1 Urban Policy Areas

Urban Policy Areas are shown in Map 4, specifically within Pierson, Melita, Waskada, and Deloraine. It is important to note that each area is unique and should embrace a character that reflects the respective community.

Strong urban centres are important to Manitoba's long-term prosperity, social and environmental well-being, and economic competitiveness. They provide employment, a diversity of housing types, and affordable recreation and social services in an environment, which can be universally accessible and facilitate aging in place.

Concentrating development in urban centres also optimizes existing infrastructure and positions communities to generate the economic activities necessary to sustain themselves into the future.

Because of the significant investment already put into existing urban centres and because of their social and historical significance, it is important that urban centres are strengthened, optimized and planned so as to be sustainable.

Intent

Existing settlement areas are identified as the primary locations for accepting new development associated with modest growth. Focusing future growth and intensification towards existing urban centres will maximize the public investments already made in public services to accommodate future development. There is also a real opportunity to revitalize older places with a past history as a village or town settlement area but have significantly declined in population. These physical locations have a framework of transportation connections and small lots that can accept an influx of new residents. All major growth opportunities should also be directed towards *Urban Policy Areas* and future lands that are contiguous to these areas.

Objectives

- To direct a large proportion of the projected growth towards the existing built areas of

the Urban Policy Areas, especially the main streets, downtown, or central business districts of existing and historical urban centres.

- To ensure the development of non-resource-related uses is efficient and orderly and occurs in the most strategic locations to maximize investments, without negatively impacting on resource-related uses.
- To encourage compact and clustered settlement patterns and foster a culture of sustainable growth management and financial accountability and maximize investments in infrastructure.
- To promote healthy, vibrant, and well-balanced communities.

Policies

- (a) Urban Policy Areas apply to current urban centres, including: Pierson, Melita, Waskada, and Deloraine identified on respective Community maps, attached to this Development Plan.
- (b) Urban Policy Areas shall not apply to Tourism Policy Areas and designated rural residential areas.
- (c) Urban Policy Areas may also apply to a concentration of employment uses located along transportation (roads, rails, airport).
- (d) Urban Policy Areas may have residential, commercial, employment (industrial) land-uses, and public services including recreational, cultural, and institutional uses such as educational and medical.
- (e) Current land-uses (e.g. agricultural uses) shall continue, as they may exist today, for as long as the landowner wishes, until such time as discontinuance conditions are met based on *The Planning Act*.
- (f) Urban Policy Areas will include an adequate inventory of serviced lands, or lands easily serviced, to accommodate the projected population growth for the Planning District.
- (g) The location and intensity of use shall be guided by the Planning Authority through the Zoning By-law and/or Secondary Plans.
- (h) Growth and new residential developments should first be directed towards lands with piped wastewater and/or water services.
- (i) The reuse of brownfield sites means abandoned, vacant, derelict or under-utilized commercial or industrial sites that may be contaminated is encouraged in Urban Policy Areas provided that potential contamination has been assessed and remediated as directed by Provincial legislation and regulations.
- (j) Where the expansion of an existing designated Urban Policy Area is required to accommodate new urban-type land uses, it will require a development plan amendment and complimentary zoning by-law amendment

Residential

- (k) Urban Policy Areas will include an adequate inventory of residential lands to accommodate a range of dwelling types, forms, and ownership tenor ship to meet local needs and provide housing opportunities and personal services, while minimizing the need for travel beyond the community.

- (l) Infill in areas designated Urban Policy Areas shall be encouraged before expanding or re-designating more lands for expanding Urban Policy Areas.
- (m) Provision should be made for a variety of housing types, including single-detached dwellings, duplexes, triplexes, fourplexes, and apartment buildings.
- (n) The Local Planning Authority may cause to prepare and endorse development design guidelines for Urban Policy Areas that address building designs and site planning for different land-uses or different geographical areas.
- (o) Accessory Dwelling Units may be accommodated within the Urban Policy Areas, subject to compliance with the standards set forth in the Zoning By-law, provided they are compatible with the adjacent residential uses, and the residential character of the property is maintained.
- (p) Home Enterprises may be accommodated within the Urban Policy Areas, subject to compliance with the standards set forth in the Zoning By-law, provided they are compatible with the adjacent residential uses, and the residential character of the property is maintained.
- (q) Proposed residential uses of more than 3 units is considered 'significant developments', and as such should require concept plans and must be serviced with municipal public services of drinking water and wastewater, and have high quality landscaping and aesthetically pleasing site design.

Commercial

- (r) Urban Policy Areas will include an adequate inventory of commercial lands to accommodate a range of commercial services to meet local and regional needs and provide convenient local retail opportunities and personal services, while minimizing the need for travel beyond the community.
- (s) Regional scale public service facilities attended by the public should be located and directed within designated Urban Policy Areas that are along the appropriately sized transportation corridor.
- (t) Large format commercial uses will be directed to the appropriately zoned areas along transportation corridors.
- (u) Proposed large format commercial/retail uses are considered 'significant developments', and as such should require concept plans, be serviced with municipal public services of drinking water and wastewater, and have high quality landscaping and aesthetically pleasing site design.
- (v) Large format commercial will be encouraged to co-locate with light/medium industrial (i.e. flex tech space, small scale manufacturing), institutional uses and in some cases, residential uses.

Industrial

- (w) Ensure industrial and commercial development are located to not negatively affect existing development or designated land uses.
- (x) Where possible, encourage the mixing of industrial uses that are compatible with commercial uses.

- (y) Ensure there is an adequate inventory of industrial sites of various lot sizes and districts to meet the needs of business and industry in urban centres.
- (z) Small scale industrial should be encouraged to locate in Urban Policy Areas with the municipal public services of drinking water systems and wastewater infrastructure.

4.1.1.1 Main Streets

Intent

Each urban centre in the District has its own distinct Main Street with its own design character but similar functions: they are all the traditional business development spines of the communities that mix uses in a walkable built environment. The intent of the 'Main Street' policy is to build on the existing 'bones' of the traditional business districts in each community and direct new residential, the personal services, and the smaller, boutique businesses to establish in the historical centres of the community.

Objectives

- Use Main Streets as a tool for community economic development by encouraging specific types of development, people-centric amenities and gathering spaces that promote positive and lively human interaction.
- Encourage commercial/residential/recreational/cultural uses to re-energize Main Streets that will attract entrepreneurs and residents.

Policies

- (a) Downtown Main Streets and central business districts of urban centres are identified on Map 5, 6, 7, and 8 attached to this Development Plan.
- (b) The boundaries of downtown Main Streets and central business districts shown on the maps and figures contained herein are intended to be approximate only and should be considered as such.
- (c) Public facilities, public offices, institutional facilities, and large scale indoor recreational facilities that serve the whole community should be located on downtown Main Streets or the central business districts of urban centres.
- (d) Promoting the rehabilitation and re-use of existing buildings on the downtown Main Streets or the central business district, and encouraging the multiple use of buildings and mixing different housing options with other compatible uses.
- (e) Commercial retail developments and personal services requiring smaller land sizes will be encouraged to locate along the traditional Main Streets and central business districts of urban areas.
- (f) Encourage Main Streets as social and cultural gathering areas. Amenities should include public art, public spaces (i.e. open air stages), benches, chairs and tables, or other community identity building features, to create lively and meaningful interactions to support Main Streets as unique destinations for both residents and visitors.
- (g) Concentrate the development of major healthcare and seniors' facilities services in proximity to the traditional Main Street.
- (h) Encourage a horizontal mixing of uses along Main Streets including retail/commercial on the ground floor, and residential and office on upper floors.

- (i) Encourage mid density (i.e. 3-4 stories) along Main Streets.
- (j) Support the revitalization of older neighborhoods contiguous to the downtown Main Streets or central business districts with the encouragement of infill housing.

4.1.2 Tourism Policy Areas

Tourism in Manitoba is a \$1.47 billion industry, representing 2.5% of the province's GDP, and some 10.5 million visitors to Manitoba (2015).

Visitation in the Westman Region accounts for 16% of Manitoba's visitors – or **1,811,000 visitors** who travel to and through the region. They spend **\$211 million**, or 14% of all tourism spending in Manitoba. Tourism transactions in the Westman region are linked to the people in the industry who interact with visitors. These interactions result in the creation of **1,644 direct tourism jobs**, including entry-level jobs for those entering the workforce, management level and self-employment opportunities across many sectors, including hospitality, arts and culture, and parks and recreation.

Tourism economic sector in Manitoba is growing and the District is positioned to increase its tourism sector by the biggest spenders in the Westman region, visitors from the U.S. The area's abundance of rich natural assets has resulted in tourism emerging as a solid economic sector in the District. The District's location in proximity to including Lake Metigoshe, and Turtle Mountain Provincial Park along with well advanced tourism offerings such as festivals, attractions, campgrounds and cottage area development has resulted in a successful economic sector.

Intent

Advancing tourism and tourist related developments.

Objectives

- Increasing outdoor recreation, retail and accommodation opportunities.
- Support the continued development of existing cottage areas; and set out mechanisms to encourage development of a mix of uses and to introduce efforts to create opportunities for the cottage areas to evolve into more complete communities with support services and a diversity of building forms and tenure.

Policies

- (a) Tourism Policy Areas are identified in Map 4, 9 and 18 attached to this Development Plan.
- (b) Tourism Policy Areas should be directed to locations where agriculture is not dominant; and away from prime agricultural land and existing agricultural operations whenever possible.
- (c) Tourism Policy Areas should be located in a manner that ensures adequate separation from urban centres so as to not impede the centre's orderly expansion.
- (d) The following uses should be encouraged in the Tourism Policy Area:
 - a. Fitness and Recreational Sports Centres;
 - b. Golf Courses and Country Clubs;
 - c. Cultural Centres / Galleries / Museums;
 - d. Cottages;

- e. Guest Cabins;
 - f. Motels / Hotels / Hostels;
 - g. Recreational and Vacation Camps
 - h. Recreational Vehicle Parks and Campgrounds;
 - i. Resorts;
 - j. Lodges;
 - k. Hunting and Fishing Camps;
 - l. Eating and Drinking Establishments;
 - m. Retail Sales;
 - n. Gasoline Stations; and
 - o. Commercial Marina.
- (e) The exact location of land-uses within the Tourism Policy Area shall be determined through the Zoning By-law, and/or Secondary Plans.
- (f) Infill in areas designated Tourism Policy Areas shall be encouraged before expanding or re-designating more lands as Tourism Policy Areas to enable more cottage developments.
- (g) New areas considered for designation as Tourism Policy Areas shall be directed towards lands contiguous of existing Tourism Policy Areas.
- (h) Internal road systems should be integrated with the existing municipal road system so that where practical there shall be two (2) points of access at all times.
- (i) Wastewater management shall be in accordance with Provincial regulations. The use of septic fields along Lake Metigoshe, Sharpe Lake, Dromore Lake, and Lake Hasselfield is strongly discouraged.
- (j) It is the responsibility of the proponent to demonstrate that the land proposed for development is suited for the purpose for which the development is intended. The following criteria may be used in evaluating the suitability of specific sites for new Tourism Policy Areas being considered for additional cottage uses; or intensification of lands with new cottage uses within the Tourism Policy Areas:
- a. Geo-technical or geophysical suitability of the site for development;
 - b. Intensity and/or density of the use;
 - c. Accessibility to the shoreland and the abutting water body;
 - d. Impact on the natural environment;
 - e. Provisions of open spaces or natural areas;
 - f. Public access to shorelands through municipal public reserves, public right-of-ways, easements, and/or provincial crown reserves, where appropriate;
 - g. Geo-technical, engineering or environmental assessment to determine flood, erosion and bank instability hazards;
 - h. Conservation of natural environment;
 - i. Provision and capacity of essential infrastructure relating to wastewater, potable water

- supply, drainage, access and supporting utilities;
- j. Provision of pathways and trails as part of the local and regional active transportation network;
- k. Presence of archaeological and/or historical sites;
- l. Market demand needs; and
- m. Compatibility with adjacent land-uses.

4.1.2.1 Cottage Uses

Intent

The intention is to provide well-planned cottage developments in suitable locations that do not detract from the natural and rural character of the area.

Objectives

- To ensure that cottage developments are well planned and do not lead to a pattern of development that creates unreasonable costs for the municipality; are situated on lands not prone to flooding, erosion or bank instability; does not compromise the environmental character of the designated area; and meets a need for increasing land-use demands and development pressures for this type of development.
- To anticipate the growing trend of cottage developments constructed as or converting to year-round, permanent residences, and ensure that year-round, permanent residences are treated as such.

Policies

- (a) Cottage developments shall only be encouraged in areas designated as Tourism Policy Areas as outlined on Maps 4, 9 and 18 attached to this Development Plan.
- (b) Infill in areas designated cottages will be encouraged before expanding or re-designating more lands for development in the Tourism Policy Area. As described in Section 4.1.2 (j), proponents must demonstrate suitability and need. The Local Planning Authority may require the preparation and submission of technical studies.
- (c) Home Enterprises may be accommodated within cottages, subject to compliance with the standards set forth in the Zoning By-law, provided they are compatible with the adjacent cottage uses, and the residential character of the property is maintained.
- (d) Cottage developments shall protect natural features such as creeks, tributaries, riparian areas, and retain exiting tree cover wherever possible.
- (e) Cottages lot sizes will vary as determined by the intended character of the use. Parcel sizes and resultant development densities may vary depending upon:
 - a. pre-existing development densities established in the general areas;
 - b. site planning considerations;
 - c. geophysical and environmental characteristic of the area; and
 - d. servicing opportunities and constraints of the subject lands.
- (f) Cottage developments forms may include back lot development and cluster developments.

- (g) All cottages shall have or make suitable arrangements for an adequate water supply.
- (h) The local planning authority may require the preparation and submission of development designs for new cottage areas as part of any new development that addresses building designs and site planning.

4.1.3 Rural Residential Policy Areas

Rural living is an attractive alternative for people who choose to live near urban centres but not necessary within urban centres. Well planned rural residential land-uses provide an additional choice for housing though their development can potential cause short-term issues for municipal servicing and long-term conflicts with both agricultural operations and expanding urban centres. The focus in this Planning Area is to direct growth towards the existing urban centres and allowing limited expansion of current rural residential areas.

Intent

The intention is to allow for limited intensification of existing rural residential developments at locations where it currently exists within the Planning Area, and to provide housing choices in well planned areas as an alternative to living in urban centres.

Objectives

- Providing an adequate supply of rural residential lands, preferable serviced, while ensuring the agricultural character of the Planning Area is protected and agricultural operations are not infringed upon and the development will not evolve into a new urban centre.

Policies

- (a) Designated Rural Residential Policy Areas are identified on Map 4 and respective Community maps attached to this Development Plan.
- (b) A designated rural residential policy area is a concentration of three or more non-farm, single-family dwellings located away from existing urban centres and identified on Policy Maps as a designated Rural Residential Policy Area intended to accommodate multi-lot rural residential development. To provide opportunities for different densities of development member municipalities may adopt one or more rural residential zoning district in their respective zoning by-laws that reflect different lifestyle choices.
- (c) New or expanding multi-lot rural residential developments with single-family dwellings shall be directed towards areas designated as Rural Residential Policy Areas.
- (d) Infill in areas designated Rural Residential Policy Areas shall be encouraged before expanding or re-designating more lands for more rural residential development.
- (e) New areas considered for designation as Rural Residential Policy Area should meet the following criteria:
 - a. Should be directed to areas where, due to a combination of a diversity of landscape features, the predominance of lower class land, a high degree of land fragmentation and the existence of a mixture of land uses, agriculture is not dominant; and away from prime agricultural land, viable lower class land and existing agricultural operations whenever possible.
 - b. Should not be wasteful to agricultural land.

- c. Should have legal access to an all weather municipal road. Direct access to a provincial highway is discouraged.
 - d. The location and siting of development associated with a rural residential subdivision when located adjacent to a provincial highway, shall be restricted to the same side of a provincial highway facility where existing development has already occurred. Whenever possible; internal access roads; internal road systems; or municipal road system will be utilized to limit direct access to the Provincial Highway System.
 - e. The proposed development is capable of accommodating on-site wastewater management system and has an adequate supply of potable water.
 - f. Preference should be given to developments that may be serviced, in time, with an extension of existing municipal or district drinking water system and/or wastewater system.
 - g. Municipal services such as drainage, school bussing, fire protection shall be available to the subdivision site or can be provided without undue cost to the municipality.
 - h. Preference should be given to sites contiguous of existing rural residential policy areas.
- (f) It is the responsibility of the proponent to demonstrate that the development of land in Rural Residential is suited for the purpose for which the development is intended. The following criteria should be used in evaluating the suitability of specific sites for new Rural Residential Policy Areas, and intensification of existing lands within Rural Residential Policy Area that will yield three (3) or more lots:
- a. Geo-technical or geophysical suitability of the site for development;
 - b. Intensity and/or density of the use;
 - c. Impact on the natural environment;
 - d. Impact on agricultural operations;
 - e. Provisions of open spaces or natural areas;
 - f. Conservation of natural environment;
 - g. Provision and capacity of essential infrastructure relating to wastewater, potable water supply, drainage, access and supporting utilities;
 - h. Cost of municipal public services;
 - i. Transportation impacts;
 - j. Provision of pathways and trails as part of the local and regional active transportation network;
 - k. Presence of archaeological and/or historical sites;
 - l. Market demand needs;
 - m. Concept Plan;
 - n. Phasing; and
 - o. Compatibility with adjacent land-uses.
- (g) The Local Planning Authority may require the preparation and submission of concept

plans and/or development designs for new rural residential areas as part of any new development that address building designs and site planning.

- (h) Rural residential development shall provide a parcel size larger than found in urban areas that will preserve the rural character.
- (i) The Local Planning Authority may require the preparation and submission of designs for the development of park and open space areas as part of any new development as set out in Section 5.2.5 of this Development Plan.
- (j) Home Enterprises may be accommodated within the Rural Residential Policy Areas, subject to compliance with the standards set forth in the Zoning By-law, provided they are compatible with the adjacent rural residential uses, and the residential character of the property is maintained.
- (k) Accessory Dwelling Units may be accommodated within the Rural Residential Policy Areas, subject to compliance with the standards set forth in the Zoning By-law, provided they are compatible with the adjacent rural residential uses, and the residential character of the property is maintained.

4.2 Conservative Policies

Conservative Policies are associated with little to no population growth being able to be accommodated due to characteristics of the lands hindering land development such as flooding; historical significance; presence of critical and significant wildlife habitats; Provincial natural lands; and protected areas. These lands are mainly used for agricultural and are being protected from the conversion to non-farm uses and taken out of production. Conservative Policies may also be used in the buffer zones established around transportation facilities and public service works.

Intent

Conservative Policies are associated with 'rural' parts of the Planning Area but are not static as its anticipated there may be opportunities to capture a limited amount of growth associated with land-uses best accommodated outside of settlement areas such as the livestock operations, harvesting activities and the agriculture enterprise sectors of the economy.

Objectives

- To preserve the natural and rural character of rural Manitoba and reduce the amount of land consumed, fragmented and made unproductive for resource-related uses.
- To direct the expansion of urban centres away from prime agricultural land, agricultural operations and other valuable resources or resource-related uses so that land is not prematurely taken out of production or its use prematurely inhibited.
- To protect existing Provincial natural lands, critical and significant wildlife habitats, and heritage resources.
- To protect public investments in transportation by ensuring land use planning and decisions preserve the efficiency and safety of the transportation system.
- To protect development of lands subject to flooding.
- To protect agricultural lands for present and future food production and agricultural diversification opportunities.

General Policies

- (a) Conservative Policies shall only be applied to Agricultural Policy Areas, Natural Lands Policy Areas, Water Body Policy Areas and all uses within these Areas, as identified on Policy Maps 4-18.
- (b) Local Planning Authorities shall only allow the redesignation of land to Urban Policy Areas, Rural Residential Policy Areas, or Tourism Policy Areas when there is a demonstrated need for additional lands to satisfy an immediate demand, and where any associated needs for municipal infrastructure can be provided in an environmentally-sound, economically, and timely manner.
- (c) The timing of when these lands will be redesignated in the Development Plan to allow new developments shall be dependent on the economic conditions within the District and Manitoba, and market conditions with regards to the supply of, and demand for, accommodating growing land-uses; as well as the completion of infrastructure improvements to support and enable specific land-use developments.
- (d) Current land-uses may continue, as they may exist today, for as long as the landowner wishes in accordance with the *The Planning Act*.

- (e) The issuance of a building or development permit for permitted land-uses on right-fully zoned lands that existed prior to the adoption of this Plan shall be allowed.
- (f) Development may be prohibited in areas that have received designation or protection under the *Manitoba Endangered Species and Ecosystem Protection Act* (2015); or the *Species at Risk Act* (2002). If development is permitted, it shall be in accordance with the terms and conditions established by the applicable Provincial authority.
- (g) The removal of topsoil, or other organic surface material on lands designated for agricultural use shall not be permitted unless approval has been granted by the local planning authority. This is not intended to restrict excavation for the purposes of drainage ditches, dikes, road construction, building sites or similar work, or gaining access to aggregate and other quarry minerals.
- (h) Local Planning Authorities shall support the protection of soil from wind and water erosion by encouraging the retention of existing woodlots and shelterbelts, and the development of new shelterbelts and other conservation measures.

4.2.1 Agricultural Policy Areas

The agricultural industry is a key driver of productivity and prosperity in Manitoba. The diversity of agriculture in the province plays an important role in maintaining economic strength and generating socio-economic stability.

Agriculture contributes to Manitoba's Gross Domestic Product (GDP) through net profits and incomes including wages, depreciation and investment income. Improvements in GDP can be attributed to improved crop prices and production. Historically, agriculture's direct and indirect contribution to GDP ranges between 4.4% and 4.8%.

Agriculture-connected industries, including food and beverage processing, supply inputs to agriculture, as well as wholesale, retail and other service sector components which supply services to farmers and other agriculture-related workers. When agri-food's indirect contribution to the GDP is added to its direct contribution, an estimated 5.5% of Manitoba's GDP is attributed to agriculture in 2019.

In Manitoba, the value-added food processing industry is the largest manufacturing sector in Manitoba, representing 24% of Manitoba total manufacturing revenue (\$4.4 billion in 2017). The sector represents about \$2.7 billion in Manitoba exports and is expected to continue its growth. Manitoba's contribution to Canada's food and beverage sales is approximately 4.2% and it has been growing faster than the Canadian average over the past 10 years.

Intent

Agricultural land is a valuable and limited natural resource. It is the foundation of all agricultural activities in Manitoba that puts millions of dollars annually into the local and Provincial economy, provides a safe and high quality supply of affordable food and agricultural products, and is a way of life for thousands of Manitoban families.

The preservation of prime agricultural land, or lower class land on which agriculture activities are dominant, and the nurturing of the food processing industries and encouraging livestock operations are given a high priority in the Planning Area.

Except as provided elsewhere in this Development Plan, agricultural lands will be retained in

large parcels to maintain a viable base for agricultural operations while providing flexibility for allowing agricultural related businesses and industries, and livestock operations to become established.

Objectives

- To support the farming community by preventing the fragmentation of the agricultural land base and protect the viability of agricultural operations.
- To protect agricultural lands with the appropriate designations and by directing growth of urban and non-farm rural residential uses to non-agriculturally designated lands.
- To encourage livestock operations within the Planning Area, and ensure new operations or expansions to existing operations are planned to limit land use conflicts.
- To provide certainty to agricultural producers, landowners and stakeholders that long-term investments and commitments in agricultural operations should be considered.
- To protect agricultural land for present and future food production and agricultural diversification opportunities.
- To encourage agricultural enterprise land-uses that provide services or products to agricultural producers and operations; or that process products from agricultural producers and operations.

Policies

- (a) Agricultural Policy Areas are identified on Map 4 and respective Community maps attached to this Development Plan.
- (b) All lands designated with the Agricultural Policy Area shall be preserved or utilized for agricultural operations, which means an agricultural, horticultural or silvicultural operation that is conducted in order to produce agricultural products on a commercial basis, and includes:
 - a. the production of crops, including grains, oil seeds, hay and forages, and horticultural crops, including vegetables, fruit, mushrooms, sod, trees, shrubs and greenhouse crops;
 - b. the use of land for livestock operations and grazing;
 - c. the production of eggs, milk and honey;
 - d. the raising of game animals, fur-bearing animals, game birds, bees and fish;
 - e. the processing necessary to prepare an agricultural product for distribution from the farm gate;
 - f. the operation of agricultural machinery and equipment, including the tillage of land and the application of fertilizers, manure, soil amendments and pesticides, whether by ground or aerial application; and
 - g. the storage, use or disposal of organic wastes for agricultural purposes.
- (c) Non-resource-related uses should be discouraged on lands designated for agricultural operations unless otherwise noted.
- (d) To minimize fragmentation or further fragmentation of lands designated for agricultural operations, such land shall be maintained in a minimum parcel size of at least 80 acres (32 hectares) (generally).

- (e) Land designated Agricultural Policy Areas may be subdivided into smaller parcels less than 80 acres for the following circumstances:
 - a. a specialized agricultural operation in which high value, lower volume, intensively managed agricultural products are produced, such as an apiary, a nursery or a greenhouse, requires a smaller land holding;
 - b. livestock operations sited in accordance with the policies of Livestock Operation Use;
 - c. a non-resource-related use such as:
 - i) a hazardous use sited in accordance with the policies of Hazardous Uses;
 - ii) a heritage or historically designated site in accordance with Heritage Resources Uses;
 - iii) lands designated and sited in accordance with Natural Lands Policy Areas;
 - iv) a cemetery as defined under the *Cemeteries Act*;
 - v) a crematorium sited and operated in accordance with the *Cemeteries Act*;
 - vi) public services as defined under *Provincial Planning Regulation*;
 - vii) waste disposal grounds or transfer facility regulated under the *Waste Management Facilities Regulation (MR 37/2016)* and under *The Environment Act (C.C.S.M. c. E 125)*;
 - viii) Radiocommunication and Broadcasting Antenna Systems regulated under *The Radiocommunication Act (R.S.C., 1985, c. R-2)*;
 - d. an Agricultural Enterprise that primarily engages in providing goods and services to agriculture operations; producing food for human or animal consumption on a large scale in a manufacturing process using agricultural products provided by an agricultural operation; and industries producing chemicals for agricultural operations.
 - e. a single lot subdivision is proposed for a commercial or industrial use that is intended to:
 - i) provide services, machinery, equipment, products or goods specifically required by agricultural operations;
 - ii) store or process products grown or raised by an agricultural operation, but only if it is demonstrated that due to the nature or activity of the use it is essential that it be located in an agricultural area;
 - iii) store or processes products for animal feeds from raw agricultural products;
 - iv) store or processes products for seed planting used by agricultural operations; or
 - v) agri-business, agri-industrial, agri-manufacturing.
- (f) Land designated Agricultural Policy Areas may be subdivided into smaller parcels less than 80 acres for residential purposes but only two subdivisions per quarter section of land shall be permitted in the following circumstances:
 - a. in respect of an existing farmstead site,
 - i) the site is no longer required as part of an agricultural operation because the associated farmland has been acquired by another agricultural operation; or

- ii) subdivision of the farmstead site is necessary to allow the agricultural producer to continue to reside in the existing farm residence upon retirement.
 - iii) a single lot subdivision for residential purposes is required for an individual who significantly participates in the agricultural operation on an ongoing basis and derives an income from it;
 - iv) a single lot subdivision is proposed for rural residential purposes, but only if the proposal is in a planning area that has experienced continuous population decline over the previous fifteen years;
 - v) a single lot subdivision is proposed for a parcel of land that has been physically isolated by such things as a transportation route, utility corridor, rail line, or a water course, but only if the parcel is of a size, shape or nature that makes agricultural operations physically impractical.
 - b. In respect of any re-subdivision of an existing subdivided residential parcel is subject to the following:
 - i) the proposed residential parcel is contained wholly within the existing residential parcel boundaries;
 - ii) that both the retained and newly created residential parcels are two acres in size with 200 feet of frontage;
 - iii) access to both parcels must be directly onto the adjacent public road;
 - iv) that the requirements for onsite wastewater management and the required setback between property boundaries can be maintained; and
 - v) that the dwellings be subject to the minimum mutual separation distances for newly siting or expanding livestock operations as set forth the applicable zoning by-law.
 - c. When calculating the number of single lot residential subdivisions in a quarter section, to determine eligibility to subdivide for residential purposes, existing approved and registered subdivisions shall be counted in determining what subdivision opportunities remain.
- (g) Subdivisions of lands into smaller parcels less than 80 acres are subject to the following criteria:
- a. Should not be on lands used for agricultural cultivation;
 - b. Should be directed away from prime agricultural land and existing livestock operations;
 - c. Should be confined to the existing shelterbelt that forms part of a farmstead site or former farmstead site; or directed to areas with mature trees.
 - d. Should have legal access to a public road via an all-weather municipal road where service improvements and/or extensions and/or new rail crossings are minimized. Direct access to a provincial highway shall be discouraged.
 - e. When located bordering a provincial highway, the location and siting of the proposed development associated with a subdivision shall be restricted to the same side of a provincial highway facility where existing development has already occurred.

Whenever possible, internal access roads; internal road systems; or municipal road system shall be utilized to limit direct access to the Provincial Highway System.

- f. The location and siting of the proposed development associated with a subdivision shall not be permitted in areas identified for highway widening or expansion unless accommodations are made for future highway widening or expansion as acceptable to the Provincial Government.
 - g. Should be capable of accommodating an on-site wastewater management system and have an adequate supply of potable water.
 - h. Municipal services such as drainage, school busing, fire protection shall be currently available to the subdivision site or can be provided without undue cost to the municipality.
 - i. Should comply with the mutual separation distances between livestock operations and dwellings.
 - j. Should not fragment lands designated as critical and significant wildlife habitat.
- (h) The consolidation of agricultural lands that effectively reduces the number of land titles, shall be encouraged even when the yield is a new parcel size smaller than 80 acres.
 - (i) Home Enterprises may be accommodated within the Agricultural Policy Areas, subject to compliance with the standards set forth in the Zoning By-law, provided they are compatible with the adjacent rural residential uses, and the residential character of the property is maintained.
 - (j) Accessory Dwelling Units may be accommodated within the Agricultural Policy Areas, subject to compliance with the standards set forth in the Zoning By-law, provided they are compatible with the adjacent agricultural uses, and the residential character of the property is maintained.

4.2.1.1 Livestock Operation Policies

Intent

The intention is to encourage new livestock operations on lands within the Agricultural Policy Areas established in the Zoning By-law for designated areas.

Objectives

- To support the sustainability of the livestock sector by planning for livestock operations in order to minimize potential land use conflicts and protect the viability of settlement areas, rural residential dwellings, Provincial natural lands, and municipal public services.
- To provide clarity to agricultural producers, residents and governments on siting considerations.

Policies

- (a) For the purposes of this Development Plan, a livestock operation means a permanent or semi-permanent facility or non-grazing area where at least ten (10) animal units of livestock, determined as cumulative across all species, are kept or raised either indoors or outdoors, and includes all associated manure collection facilities.

- (b) New or expanding livestock operations shall be allowed only within the Agricultural Policy Area.
- (c) New or expanding livestock operations shall be sited so as to minimize conflict with existing or planned designated Urban Policy Areas, Rural Residential Policy Areas and Tourism Policy Areas and active surface mining developments. All proposed new or expanding livestock operations involving 300 or more animal units must be processed as a conditional use and must be reviewed by the applicable Provincial authority, or Technical Review Committee.

New and Expanding Livestock Operations – Application

- (d) An application for approval of the establishment or expansion of a livestock operation shall be made to the local planning authority, by the owner of the operation or by a person authorized by the owner, in a form and accompanied by any material and any fee established by the Local Planning Authority.
- (e) Applications for new or expanding livestock operations of 299 animal units or less may be treated as a permitted use and processed in accordance with the following:
 - a. An application for the establishment or expansion of a livestock operation of less than 300 animal units shall be made to the local planning authority or the designated employee or officer;
 - b. Local planning authority shall not require a conditional use hearing respecting an application proposing the establishment or expansion of a livestock operation of 299 animal units or less;
 - c. An application will be approved if the proposed livestock operation:
 - i) will be compatible with the general nature of the surrounding area;
 - ii) will not be detrimental to the general health and welfare of the people living and working in the area or negatively affect other property or potential development in the area;
 - iii) generally conforms to the applicable provisions of the Development Plan and Zoning By-laws;
 - d. Local planning authority or the designated employee or officer may impose the following requirements on an approved application:
 - i) measures to ensure conformity to the applicable provisions of the Development Plan and Zoning By-laws;
 - ii) one or both of the following measures intended to reduce odours from the livestock operation:
 - (1) requiring cover on manure storage facilities; and/or
 - (2) requiring shelter belts to be established.
 - e. Require the applicant to enter into a development agreement regarding one or more of matters:
 - i) the timing of construction;
 - ii) the control of traffic;

- iii) the construction and maintenance of roads, fencing, landscaping, shelter belts or drainage works; and/or
- iv) the payment of a sum of money to Council to be used to construct any of the items mentioned in clause iii above.
- f. All newly siting or expanding livestock operations should not be located on soils determined to have an Agricultural Capability of Class 6, 7 or unimproved organic soils. If detailed soil survey information is not available, the applicant may be required to provide a detailed soil survey of the site at a scale of 1:50,000 or better, to demonstrate the soils are not Class 6, 7 or unimproved organic soils and may be able to support a livestock operation.
- (f) Applications for new or expanding livestock operations of 300 animal units or more shall be treated as a conditional use processed in accordance with the following:
 - a. An application for the establishment or expansion of a livestock operation of 300 animal units or more shall be made to the local planning authority. Upon receipt of an application, a copy shall be sent to the applicable Provincial authority and forwarded to the Technical Review Committee for review as per *The Planning Act*;
 - b. The Technical Review Committee report shall be made available for review and a formal public hearing will be held in accordance with *The Planning Act*;
 - c. After holding the hearing, the local planning authority shall make an order:
 - i) rejecting the application; or
 - ii) approving the application, with or without conditions, if the proposed livestock operation:
 - (1) receives a report from the Technical Review Committee which determines, based on available information, that the proposed operation will not create a risk to health, safety or the environment, or that any risk can be minimized through the use of appropriate practices, measures and safeguards;
 - (2) will be compatible with the general nature of the surrounding area;
 - (3) will not be detrimental to the health and general welfare of people in the surrounding area or negatively affect other properties or potential development in the surrounding area; and
 - (4) conforms to the applicable provisions of this Development Plan and Zoning By-laws.
 - d. Local Planning Authority may impose the following conditions on an application:
 - i) measures to ensure conformity to the applicable provisions of this Development Plan and Zoning By-laws;
 - ii) measures to implement recommendations made by the Technical Review Committee; if a technical review is requested;
 - iii) one or both of the following measures intended to reduce odours from the livestock operation:
 - (1) requiring cover on manure storage facilities; and/or
 - (2) requiring shelter belts to be established.

- e. Require the applicant to enter into a development agreement regarding one or more of matters:
 - i) the timing of construction;
 - ii) the control of traffic;
 - iii) the construction and maintenance of roads, fencing, landscaping, shelter belts or drainage works; and/or
 - iv) the payment of a sum of money to the municipality to be used to construct any of the items mentioned in clause iii above.

4.2.1.2 Livestock Buffer Areas

Intent

The intention is to identify the designated areas that will have the buffer zones established in the Zoning By-law for siting new or expanded livestock operations.

Objectives

- To provide mitigation with buffer area setbacks in order to minimize potential land use conflicts between livestock operations and settlement areas, rural residential dwellings, Provincial natural lands, and municipal public services.
- To provide clarity to agricultural producers, residents and governments on siting considerations and the identification of the designated areas subject to the buffers.

Policies

Separation and Setbacks – Siting and Expansion

- (a) The mutual separation distances shall be established in the Zoning By-law between livestock operations and a residence, and designated areas; and shall be the same as the minimum separation distances provided for siting livestock in Part 5 of the Provincial Planning Regulation. The Local Planning Authority, may, pursuant to *The Planning Act*, vary the separation distance provided in the zoning by-law.
- (b) In the Zoning By-law, the minimum standards respecting setbacks for a new or expanded livestock operation shall not be inconsistent with the minimum setback requirements from property lines and water features prescribed in the *Livestock Manure and Mortalities Management Regulation, Manitoba Regulation 42/98*.
- (c) New or expanding livestock operations shall not be allowed on soils determined by detailed soil survey, in consultation with the Province, to be Agricultural Capability Class 6, 7, or unimproved organic soils as defined under the *Canada Land Inventory*.
- (d) No person shall develop or expand a livestock operation unless the Local Planning Authority or the designated employee or officer has approved the establishment or expansion.
- (e) The following are considered the areas identified on Map 4 and respective Community maps attached to this Development Plan for buffers to which minimum separation distances for siting livestock operations apply:
 - a. Urban Policy Areas
 - i) Pierson

- ii) Melita
 - iii) Waskada
 - iv) Deloraine
- b. Tourism Policy Areas
 - i) Tourism Policy Areas are identified in Maps 4 and 9 attached to this Development Plan.
- c. Rural Policy Areas
 - i) Rural Residential Policy Areas are identified on Map 4 and respective Community maps attached to this Development Plan.
- d. Provincial Natural Lands
 - i) Turtle Mountain Provincial Park
- (f) To protect public drinking water systems, newly sited or expanding livestock operations shall maintain the following minimum separation distances and best management practices in accordance with source water protection best management practices:
 - a. Groundwater wells (public drink water systems) 1500 metres;
 - b. Surface water sources (public drinking water systems) 400 metres from the ordinary high-water mark of the surface water body that supplies the water treatment plant, up to 40 km upstream of the intake.
 - c. Separation distances for all other waterbodies (groundwater wells, surface water) are regulated through the Livestock Manure and Mortalities Management Regulation 42/98. Souris River Watershed District offers support and technical expertise for livestock producers to implement best management practices to enhance protection groundwater and surface water.
- (g) Additional buffering is considered appropriate for the Deloraine Reservoir subwatershed tributaries as the reservoir is a potable water source for the Community of Deloraine. A minimum separation distance of approximately 2000 feet (609 m) shall be maintained between the ordinary high-water mark of Deloraine Reservoir subwatershed tributaries and any proposed new livestock operation. Where the 2000 foot point is located above the river valley slope, the land above the slope may be treated without this restriction for new livestock operations with conditional use applying for 300 animal unit operations or greater size.
- (h) Existing livestock operation facilities that are located within these distances defined above in (g) may be expanded subject to compliance with Manitoba Conservation Regulations with the exception that all expansions must be located a minimum of 330 feet from the high-water mark of the rivers or greater distance.

4.2.1.3 Hazardous Uses

Intent

The intention is to locate uses that have potentially adverse impacts on human health away from people's homes, lands subject to flooding, drinking water systems, and critical and significant wildlife habitat. Such hazardous uses may be located in either Agricultural Policy Areas or in

Urban Policy Areas without a development plan amendment as long as siting guidelines are met.

Objectives

- To mitigate the risk of hazardous uses upon settlement areas and critical public services.

Policies

- (a) New or expanding hazardous uses will not be allowed within Tourism Policy Areas, Rural Residential Policy Areas, Green and Open Spaces, Natural Lands Policy Area, and Water Body Policy Areas.
- (b) Hazardous uses refer to facilities or developments, exclusive of railways and highways, which manufacture, handle, store or distribute dangerous goods.
- (c) Dangerous goods means a product, substance or organism that is:
 - a. prescribed, designated or classified as a dangerous good or hazardous waste in Provincial regulations;
 - b. by its nature conforms to the classification criteria for one or more classes of dangerous goods or hazardous wastes set out in Provincial regulations; or
 - c. a High Hazard, Group F, Division 1 (F1) Industrial occupancy containing sufficient quantities of highly combustible and flammable or explosive materials to constitute a special fire hazard because of their inherent characteristics as per the *Manitoba Building Code*.
- (d) Mutual separation distances should be established in the Zoning By-law between hazardous uses and areas such as drinking water systems, habitable spaces, buildings with evacuation-sensitive occupancy, the edge of Provincial Trunk Highways, Provincial Road right-of-way as well as all Provincial Access Road right-of-ways; and designated areas identified in this Plan.
- (e) Hazardous uses should be separated from incompatible uses such as lands or buildings used primarily for human occupation; municipal public services for drinking water systems; away from lands prone to flooding, and directed to appropriately designated area.
- (f) The proposed expansion of an existing facility shall require Planning District Board or Municipal Council approval, as provided in the applicable Zoning By-law.
- (g) A site-specific groundwater pollution hazard appraisal may be required prior to the approval of a proposed new development or expanded facility for a hazardous use.
- (h) Where development of a potentially hazardous use is proposed, further analysis may be required relating to the adverse impacts of the use such as the nature of any potential discharges, the nature of outside storage, the compatibility of surrounding land uses, and plans for buffering such activities from adjacent uses and human activities. Any required environmental or engineering studies may be the responsibility of the applicant.
- (i) Development or activities that could cause pollution under normal operating conditions may not be permitted in an identified groundwater pollution sensitivity area unless:
 - a. It can be proven by adequate engineering or hydro-geological investigation that the proposed activity will not cause pollution of the groundwater supply; or

- b. Appropriate remedial measures have been or will be taken to sufficiently mitigate the risk of endangering the potability of the groundwater supply.
- (j) Anhydrous ammonia facilities are hazardous uses and shall not locate:
 - a. In close proximity to habitable structures than is permitted or recommended by Provincial regulations and guidelines;
 - b. In close proximity to provincial highways than is permitted or recommended by Provincial regulations and guidelines;
 - c. In close proximity to the risk of endangering the potability of the groundwater supply; and
 - d. In areas designated Urban Policy Areas.

4.2.1.4 Future Growth

New supplies of lands for residential, commercial and employment land-uses will likely be needed for development in a timely manner should a major job producing anchor start up in the District.

Intent

Setting up the framework for future development with commercial, residential and industrial uses to capture the influx of investments and employees while protecting existing Agricultural Land.

Objectives

- Future growth opportunities shall be directed to existing settlement areas and transportation corridors, unless otherwise required to fulfill the need of the opportunity, to serve as the residential, employment, and commercial land supplies. Urban Policy Areas, Tourism Policy Areas, and Rural Residential Areas will 'grow' when needed and when servicing capacity allows for bringing these lands on-line and will otherwise remain relatively 'as is'.

Policies

- (a) Future Growth Uses shall be located adjacent to compatible and existing developments with the proposed new growth areas being contiguous to existing urban areas and development abutting transportation corridors.
- (b) The location and intensity of land uses will be guided by the Planning Authority through an amendment to the Development Plan, a Secondary Plan or a Concept Plan, and an amendment to the Zoning By-law.
- (c) Future Growth Uses shall be located adjacent to existing road networks to minimize new road construction, and should be located with existing underground piped services for water to optimize public investments in infrastructure.
- (d) Current land-uses may continue, as they may exist today, for as long as the landowner wishes in accordance with *The Planning Act*.
- (e) The issuance of a building or development permit for permitted land-uses on rightfully zoned lands that existed prior to the adoption of this Plan shall be allowed.
- (f) Future Growth Areas must be planned for, including provision of all technical studies deemed appropriate by the Planning Authority and Concept Plans.

4.2.2 Natural Lands Policies

Natural Lands should be identified and protected to optimize ecological, heritage, cultural, health and economic benefits to the communities. Economic benefits are accrued from recreational uses, as natural lands, and provincial and national parks attract visitors into the area who may purchase a range of goods and services such as guiding, accommodation, food and beverages, souvenirs, transportation needs and other recreational activities.

Natural Lands also provide local citizens with employment opportunities in the tourism sectors. Local planning authorities may also designate some areas within the Planning Area for retention as passive, publicly or privately owned spaces that retain existing features and topography valued by the local community.

Intent

Although lands under the Crown [Provincial or Federal] fall outside of the jurisdiction of local municipal authorities, they should be identified in Development Plans to ensure the importance of these areas' natural significance and impacts in the tourism economy. Lands owned by the municipality, conservation groups and private landowners may also be designated for their natural significance and importance to the community.

Objectives

- To protect national parks, provincial parks, and ecological reserves, and to conserve provincial forests. This may include land designated under *Provincial Acts* as a refuge, special conservation area and wildlife management area; land, freshwater and marine areas designated under an enactment as a protected area; municipally owned lands that will stay 'as is'; and private lands owned by conservation agencies that are recognized as protected areas under an agreement from incompatible or potentially incompatible land use activity/developments.

Policies

- (a) Natural Lands Policy Areas are identified on Maps 3 and 4 attached to this Development Plan.
- (b) Natural Lands shall be protected from incompatible or potentially conflicting land use developments where:
 - a. Lands that have received provincial designation and protection under the *Wildlife Act*; *Manitoba Endangered Species and Ecosystem Protection Act* (2015); or the *Species at Risk Act* (2002);
 - b. Lands have been designated as 'Permanent Protected' under the Province of Manitoba's
 - c. Protected Areas Initiative;
 - d. Lands have been identified as Provincial Parks;
 - e. Lands have been identified as National Parks;
 - f. Sensitive wildlife or aquatic habitat has been identified by a senior level of government;
 - g. Municipally owned lands identified by local planning authorities for preserving existing

features and topography; and

- h. Private lands that have been voluntarily protected by landowners under *The Conservation Agreements Act*.
- (c) Proposed developments located near water bodies that have the potential to alter, disrupt or destroy aquatic habitat, including the riparian area, will be referred to the Province of Manitoba for review.
- (d) Buffer Areas should be established around designated provincial parks and protected areas, and developments and the use of land within the buffer areas should be referred to the Province of Manitoba for review/comment to ensure that future development or changes in land use will not adversely affect the sustainability of the Natural Lands.
- (e) Remaining wooded lands may be developed in a manner consistent with their wildlife potential, particularly in the areas adjacent to wildlife management areas, provincial parks, ecological reserves or any other sensitive /important ecological areas.
- (f) Local Planning Authorities may designate municipally owned lands as 'Natural Lands' in order to maintain the passive character of these lands and retain these publicly owned lands in their current state.

4.2.3 Water Body Policies

Intent

Protecting water bodies and aquatic ecosystems within the Planning Area is important for ensuring clean drinking water, supporting tourism, encouraging recreation, protecting culture and heritage resources, and reducing the risk of damages to property due to flooding.

Objectives

- To protect water bodies and their associated riparian areas within the Planning Area.

Policies

The following policies shall guide development with respect to water bodies and riparian zones within the Planning District:

- (a) Water Body Policies shall apply to lands abutting a body of flowing or standing water, whether naturally or artificially created and whether the flow or presence of water is continuous, intermittent or occurs only during a flood, and includes lakes, rivers, creeks, streams, sloughs, marshes, swamps and wetlands and the frozen surface of any of them.
- (b) Development shall adhere to the regulations under *The Water Protection Act* and the *Provincial Planning Regulation*, and will be encouraged to develop in a manner that ensures that water bodies and the limited groundwater resources are sustained.
- (c) Land subject to flooding, erosion or bank instability shall be left in its natural state or only developed for low intensity uses such as open space recreation, grazing, cropping, forestry and wildlife habitat.
- (d) Intensive and high-pollution risk developments (including chemical and fertilizer storage facilities, septic fields and tanks, fuel tanks, waste disposal grounds and sewage treatment facilities) should be restricted in source water protection areas for all public drinking water sources. Where restriction is not possible, development must be limited and may be subject to:

- a. Demonstration by the proponent that no significant negative effect on water is likely to occur;
 - b. Implementation of mitigation measures and alternative approaches that protect, improve or restore these areas; and
 - c. Preparation of a strategy for mitigation in the event that negative impacts do occur. This may include:
 - i) Ensuring an emergency response plan is developed for each public drinking water system to address spills, accidents, and other emergencies that may affect public drinking water sources; and
 - ii) Sealing all known abandoned wells in public water system source water protection areas.
- (e) Lands subject to flooding means land that:
- a. is inundated by floods up to and including the 200 year flood, or the flood of record, whichever is greater;
 - b. has a known history of flooding; or
 - c. experiences flooding during a flood event of a magnitude specified by the Province in areas protected by flood control works.
- (f) Lands subject to erosion refers to all lands which would, within a 50 year period, be eroded or become unstable due to the action of water contained in an adjacent water body.
- (g) Lands subject to bank instability refer to those lands where actual effects of such hazards have occurred, are occurring, or have been predicted by engineers to occur.
- (h) In areas where the specific flood, erosion and bank instability hazards have not been determined, new buildings shall be set back from all water bodies at a distance an engineering investigation shows that these limits should be established, and at the discretion of the Local Planning Authority, and/or the applicable Provincial authority.
- (i) The setbacks limiting development adjacent to water bodies established in a Zoning By-law or Secondary Plan may be reduced subject to geotechnical, engineering or environmental assessment by a professional engineer, and at the discretion of the Local Planning Authority, and/or the applicable Provincial authority.
- (j) Where possible, and at the discretion of the Local Planning Authority, an area adjacent a water body may be registered as a public reserve on title for public purposes as part of a subdivision process.
- (k) To ensure the protection, retention and, where required, rehabilitation of riparian areas, building setbacks should either be 100 feet or established through a proper geotechnical, engineering or environmental assessment by a professional engineer, and at the discretion of the local planning authority, and/or the applicable provincial authority:
- a. The natural vegetative cover must be retained or rehabilitated within the setbacks to water bodies; and
 - b. Developments that create minor disturbances to the natural vegetative cover in riparian areas, such as docks, pathways and boathouses, may be permitted in those

areas, provided that not more than 25% of the length of the lot's shoreline is affected.

- (l) Where lands containing shoreland are to be subdivided, the following may be required:
- a. Public shoreland reserve suitable to accommodate erosion hazards or to include the provision of acceptable shoreline protection as determined through an appropriate and professional geotechnical and/or environmental assessment.
 - b. Provision for access to the shoreline at suitable locations in the proposed development.
 - c. The establishment and maintenance of a public reserve with undisturbed native vegetation adjacent to water bodies. A purpose of the public reserve is to establish a functioning riparian area of undisturbed native vegetation which:
 - i) Helps stabilize the banks;
 - ii) Provides aquatic and wildlife habitat; and
 - iii) Protects water quality.
 - d. In areas where the specific flood, erosion and bank instability hazards have not been determined, buildings shall be set back from all water bodies at a distance an engineering investigation shows that these limits should be established, and at the discretion of the Local Planning Authority, and/or the applicable Provincial authority.

4.2.4 Heritage Resource Uses

Intent

Heritage Resources should be identified and protected to optimize ecological, heritage, cultural, health and economic benefits to communities and Manitobans. If adverse impacts are unavoidable, the impacts must be minimized and mitigated by using appropriate measures to preserve, create or restore the value of the heritage resources. Designating these important uses allows for growing the economic benefits of the tourism industry, creating authenticity of a place, and reflecting on the past history of the area.

Objectives

- Preserving heritage sites and objects, and any work or assembly of works of nature or human endeavour that is of value for its archaeological, paleontological, prehistoric, historic, cultural, natural, scientific or aesthetic features, and may be in a form of sites or objects or combination of them.

Policies

- (a) The Local Planning Authority shall encourage and facilitate the identification of heritage resources in the Planning Area; and sites with heritage potential shall be considered for designation as a municipal heritage site under Part 3 of *The Heritage Resources Act*.
- (b) Heritage resources that have been degraded or damaged should also be identified and prioritized for rehabilitation, if rehabilitation is practicable.
- (c) The Local Planning Authority shall encourage the preservation of heritage resources and significant structures that are in the downtown or central business district of urban centres.
- (d) No development shall be permitted that will endanger heritage resources with historic, architectural, or archaeological significance as designated by applicable Municipal or

Provincial authority.

- (e) Opportunities for the compatible, environmentally sound, sustainable development of heritage resources and lands and habitat identified should be facilitated, including using
 - a. historic structures and sites for residential and commercial uses, if appropriate;
 - b. heritage resources for appropriate education and tourism opportunities; and
 - c. lands and habitat to support eco-tourism, such as wildlife viewing and wilderness canoeing.
- (f) The Local Planning Authority shall endeavour to preserve and protect municipal heritage resources through tools such as the Zoning By-laws, Secondary Plans, subdivision procedures, development permits, design by-laws and demolition by-laws.

4.2.5 Aggregate Resource Uses

Intent

In 2015, over 23 million tonnes of aggregate minerals were mined in Manitoba. Producing aggregate (crushed stone, sand, and gravel) for roads, construction fill, and concrete is a significant industry in any populated region. Aggregate supplies are often a critical part of large construction projects. Virtually everything we build requires aggregate minerals – in very large quantities. Without it, we cannot build or maintain our infrastructure. Transportation costs of aggregates generally outweigh all other considerations, thus, quarry location is a major determinant of commodity prices which in-turn effects the construction costs – the closer the aggregate deposit to the construction project, the lower the costs. Aggregate is a non-renewable resource that is directly dependent on the land with specific location.

Aggregate resource deposits in the Planning Area and the extraction of the minerals provide minimal opportunity for investment. However, future aggregate extraction may be available in areas located in this Development Plan. These areas should be protected for that purpose.

Objectives

- The District will facilitate the exploration and extraction of aggregate consistent with the principles of sustainable development within the Planning Area; and will endeavor to identify and protect from conflicting surface land uses especially non-resource-related uses that could interfere with access to the below surface resources.

Policies

- (a) Aggregate Resource Uses, which have been identified on Map 3 as having significant potential for future aggregate resource extraction, may be protected for that purpose. Development may be permitted contingent upon approval from the applicable Provincial Authority.
- (b) Existing surface land uses, such as livestock uses, may continue when not interfering with exploration and extraction.
- (c) Resource related uses that are compatible with exploration, extraction and development of the mineral resources should be accommodated on lands identified for Aggregate Resources.

4.2.5.1 Oil and Gas Extraction Uses

Intent

Manitoba's existing oil extraction and production is located primary in southwest Manitoba including the Southwest Planning District, home to 381 of the 3693 producing wells in Manitoba, and accounting for more than 10% of Manitoba's production.

Objectives

- The District will facilitate the exploration and extraction of oil consistent with the principles of sustainable development within the Planning Area; and will endeavor to identify and protect from conflicting surface land uses that could interfere with access to the below surface resources.

Policies

- (a) Existing oil wells and associated uses should be protected for their intended purpose with mutual separation distances established in the Zoning By-law between oil well operations and proposed new incompatible encroachments such as surface improvements, water covered areas, and road allowances;
- (b) The mutual separation distances established in the Zoning By-law between oil extraction activities and incompatible encroachments shall be the minimum separation distances provided for in Schedule C of the *Drilling and Production Regulation 111/94*. The Local Planning Authority, may, pursuant to *The Planning Act*, vary the separation distance provided in the zoning by-law.
- (c) Existing surface land uses within the mutual separation distances established in the Zoning By-law, may continue when not interfering with exploration and extraction of oil.
- (d) Advanced exploration projects may be encouraged.
- (e) Temporary camps for the individuals working on local oil wells may be encouraged.
- (f) Existing access rights associated with valid oil and gas rights or lease as well as other existing land and development rights shall be honoured.
- (g) Future Oil and Gas uses may be subdivided into smaller parcels less than 80 acres but shall only be permitted in the following circumstances:
 - a. hazardous uses sited in accordance with a Hazardous Use Policy Area;
 - b. advanced exploration projects as defined in the *Mines and Minerals Act*;
 - c. oil and gas facility as defined in the *Oil and Gas Act*; and
 - d. transportation infrastructure improvements related to roads or railways.
- (h) Future Oil and Gas uses may be subdivided through a consolidation that reduces the number of land titles but may still yield a parcel smaller than 80 acres.
- (i) Local Planning Authorities and Municipal Councils shall collaborate with other levels of government and strategic partners such as oil companies to draft standard agreements regarding the use and maintenance of municipal infrastructure including roads when used or needed by the oil industry.
- (j) Local Planning Authorities and Municipal Councils shall collaborate with other levels of government and strategic partners to address environmental concerns and commitments to sustainable resource development strategy in leading up to petroleum extraction.
- (k) Local Planning Authorities shall set out in a timely manner a coherent growth plan to

accommodate accelerated growth associated with oil and gas resource extraction to ensure lands are ready for residential, commercial and employment land-uses in order to capture the influx of workers, and associated businesses and services connected to petroleum extraction activities.

5 Planning Infrastructure

5.1 Transportation Policies

5.1.1 Roads

Intent

The linkages of Southwest Planning District to the places beyond its borders are critical to the commerce of the community for sustaining and growing the local economy as the ability to bring in tourists, procure supplies, and distribute products rely on a sturdy transportation system. The transportation linkages are also essential to the citizens and their quality of life as vital connections for amenities, employment, and emergency services.

The Southwest Planning District has a dependable transportation network of roads, rails, trails, and air connections to enable the citizens of the municipalities to grow and enjoy their local communities.

The essential elements of this transportation system are the provincial highway networks that are maintained and implemented by interests outside of Southwest Planning District, thus improvements and changes will be dependent on external parties. However, direction by local decision makers on land-use developments can influence and impact this transportation network.

A comprehensive road network that is able to move people, goods and services safely and efficiently relies on the effective integration of transportation and land use planning. Existing and proposed land uses influence the nature and extent of the road system. In turn, a convenient road system encourages economic development. Access to the road system should be in a manner compatible with the function of these roads. Therefore, land uses and development should be located so as to utilize the municipal road system so that access to the provincial highway system is minimized. The operation of the provincial highway system must be protected from incompatible land uses that would jeopardize its' function to move people and goods safely and efficiently.

Objectives

- To provide and maintain safe and efficient vehicular transportation routes in the Planning Area.
- To establish a road hierarchy within the Planning Area that determines the functions and significance of those roads and their place within the regional and provincial transportation system.
- To protect public investments in transportation by ensuring land use planning and decisions to preserve the efficiency and safety of the transportation system.

General Policies

- (a) The Transportation system is identified on Map 2 attached to this Development Plan.
- (b) Consideration should be given to the establishment of guidelines for the placement of facilities for hazardous uses.
- (c) Consideration should be given to the preparation of overall concept plans, or secondary plans if more appropriate, for areas where 'significant development' is proposed.
- (d) Preference should be given to internal road systems (as opposed to frontage roads) in the preparation of overall plans. All new frontage roads serving developments will be the responsibility of the local jurisdiction.

Road Hierarchy

The Planning Area road system includes municipal roads, and provincial roads and highways. These roads are illustrated in attached maps and policies specific to provincial roads are contained below. The following road classifications have been assigned:

- PTH 83 – Primary Arterial
- PTH 21 – Secondary Arterial
- PTH 3 – Secondary Arterial
- PRs – Collectors

Rural Arterial: These are generally two-lane or, in some cases, multi-lane highways that carry large traffic volumes at high speed. In conjunction with Expressways, they connect major economic regions and centres of the province such as cities and towns, industrial centres, agricultural areas and major recreation facilities. To maintain the flow and safety of through traffic, direct access to abutting land may be restricted or eliminated. This applies particularly in undeveloped areas where lack of another road service may encourage strip development. There are two classes of Rural Arterial highways:

- Primary Arterials provide intra/inter-provincial and international connections and direct service to important and larger population centres.
- Secondary Arterials connect other population centres.

Rural Collectors: Rural Collector routes provide a traffic link between Arterial highways and local roads. They also provide direct service for developments such as tourist attractions, recreational areas, mines, small towns and villages. Collector routes equally serve the function of movement and land access.

Municipal Roads: Major municipal roads accommodate local traffic and are meant to service traffic generated by new development. Some of these roads will then connect to the system of provincial roads (i.e. collectors and arterials) at strategic locations to ensure safe operations on these higher volume routes.

5.1.2 Policies and Statutory Controls

Limited Access Highways

Under Provincial Legislation, a permit issued by Manitoba Infrastructure is required for development including accesses, structures, signage and trails adjacent to provincial highways (provincial trunk highways, provincial roads, and provincial access roads). All provincial highways have a designated right-of-way to ensure safe operations of provincial traffic, which includes the

roadway as well as the ditches, drainage facilities and highway related signage. Limited Access Highways include a 'highway controlled area' extending from the edge the right-of-way for the protection of future highway expansions and improvements, and future operations. Controlled areas are also adjacent to non-limited access highways.

All Provincial Trunk Highways and Provincial Roads are under the jurisdiction of the Province. Highway controlled areas are made up of control lines and control circles.

Control lines are areas adjacent and parallel to the highway right-of-way (on each side). With respect to the Southwest Planning District, a control line width of 38.1 metres (125 ft.) is applied to all Provincial Trunk Highways and Provincial Roads.

Highway control circles are applied to major Limited Access Highway intersections. These intersections are as follows:

152.4 metres (500 ft.) control circle

- PTH 3/PTH 21, two intersections
- PTH 83/PTH 3, two intersections

Permits are required from Manitoba Infrastructure for any of the following purposes:

- Development occurring within the controlled area of a provincial highway (i.e. any structure above, below or on the ground);
- Intensification or change of use of an existing structure within a controlled area or to modify, relocate, or intensify the use of an existing access to a provincial highway;
- Municipal roads and/or trails accessing a provincial highway;
- Private accesses on provincial highways;
- Trails or utilities within controlled areas; and
- Signs within controlled areas.
- plant or place any tree, shrub, or hedge within 15.2 m (50 ft.) of all highways (declared provincial trunk highway and provincial roads).

Provincial Highway System

In order to preserve the integrity of the provincial highway system:

- (a) Areas of potential or future highway upgrading/widening, system enhancement and intersection improvements should be kept free of development;
- (b) Expansion of existing areas of development should be kept to one side of the highway to reduce safety hazards as a result of cross traffic and increased turning movements on and off the highway;
- (c) Developments shall be planned to restrict direct access to a provincial highway facility and whenever possible, internal access roads; internal road systems; municipal road system; or Frontage Roads will be utilized to limit direct access to the Provincial Highway System.
- (d) Development that would have a detrimental impact to the function of the highway or where the highway (or any future system expansion) may have a detrimental impact on the development, should not be allowed to locate near a provincial highway; and
- (e) Development that contributes to the evolution of a row of lots (strip development) each

relying on direct access should not be permitted adjacent to a provincial highway.

- (f) Developments that generate vehicle movements with heavier than normal loads that exceed weight restrictions on provincial highway and local roads shall not be permitted unless provisions are made to ensure that appropriate load improvements for the road networks are incorporated into any plans for development.
- (g) Developments that generate excessive noise or dust; or are hazardous in nature that are incompatible with the safe use, operation and maintenance of nearby transportation facilities must not be allowed, unless mitigative measures can be met by the developer to the satisfaction of the Provincial Authority.

Highway Developments

- (h) Compatible land uses, such as agricultural enterprises and highway commercial land uses, may be permitted adjacent to a provincial highway under certain circumstances. Highway commercial uses are land uses with a dependency on vehicle traffic, large parking areas, a dominance of vehicle use, and need large land areas for development especially to accommodate commercial vehicles.
- (i) Areas proposed to be designated for highway commercial land uses should be areas that will ensure that the efficiency and safety of the adjoining highway are not jeopardized and the area is designed to minimize direct access to the highway system.
- (j) Areas proposed to be designated for developments abutting highways shall be restricted to the same side of a provincial highway facility where existing development has already occurred. Whenever possible, internal access roads; internal road systems; municipal road system or Frontage Roads will be utilized to limit direct access to the Provincial Highway System.

Road Drainage

- (k) Permission is required from Manitoba Infrastructure to drain any water into the highway drainage system. The Department prefers to see no increase in storm flows in the highway ditch system. However, if this is unavoidable, the cost of any revisions required to the existing highway drainage system, which are directly associated with the development, will be the responsibility of the developer.

Limit Direct Access

- (l) Internal access roads; internal road systems; or municipal road system shall be utilized to limit direct access to the Provincial Highway System from all land developments.
- (m) It is however, recognized that there are some developments in the highway commercial category for which a frontage road could be beneficial, some exceptions could be made in these instances. Frontage roads should access the highway system via the local road system. Frontage roads that may be required to serve development will be a municipal responsibility.

Municipal Roads

- (n) New development shall have access to an existing all-weather road of sufficient standard and capacity, unless the proponent makes an agreement with the municipality to upgrade an existing road or develop new road access to a standard agreed upon by the

Municipality. The proponent may be responsible for part or all of the costs of this roadway construction and maintenance.

- (o) A setback distance for all buildings, structures, hedges, or similar obstructions adjacent to roads, shall be specified in the zoning by-laws for the purpose of protecting the safety and efficiency of the road system. This setback shall apply to all municipal roads in the Planning Area except provincial highways where the province establishes setback requirements. Setbacks for buildings and structures and access to Provincial Trunk Highways and Provincial Roads shall be in accordance with the appropriate Provincial legislation and regulations.
- (p) Where there are existing or anticipated high volumes of truck traffic, the Municipality may designate certain municipal roads as truck routes, in order to limit deterioration of the municipal road system and to minimize safety problems and nuisance factors within urban and rural residential areas. The designated truck routes will be identified as truck routes on a map and adopted as a transportation by-law for the Municipality. These truck routes are intended to complement the provincial highway system as major traffic carriers and as such will be subject to the following considerations:
 - a. Truck routes shall receive priority consideration for maintenance and snow removal; and
 - b. Truck routes shall be designed to carry heavy farm traffic although restrictions may be placed on these roads at certain times of the year.

5.1.3 Active Transportation

Intent

Providing greater access and options for walking, cycling and transit will lead to improved health, increased personal mobility, more livable and socially active communities, and reduced impacts on the environment and our climate. Expanding the range of travel options that are available to residents, workers and visitors, helps to ensure people are not dependent on one mode of travel. And providing active transportation (AT) can provide safe, affordable, and efficient mode of transportation that can maximize the use of new and existing infrastructure.

Objectives

- To implement and expand the active transportation network, and connect the current settlement areas via active transportation routes.
- To provide residents with active recreational opportunities and transportation choices to reduce reliance on private automobiles.

Policies

- (a) Active Transportation (AT) Trails should be identified and protected from developments that may potentially interrupt, interfere or limit AT activities occurring on the AT Trails.
- (b) The development of AT Trails linking settlement areas, and linking Natural Lands with settlement areas, should be encouraged.

- (c) Abandoned railway lines should be protected from redevelopments with land uses that may negatively impact their conversion to AT Trails.
- (d) Utility corridors and underground pipes may provide opportunities to co-locate AT trails.
- (e) Should any transportation or utility corridor become redundant, consideration shall be given to converting such lands to public uses that may include or support an extension of AT Trails.
- (f) New developments in the Planning Area shall be encouraged to make provisions for active transportation options such as physical connections to existing or anticipated AT trails.
- (g) The development of land in and around Active Transportation Trails may require a concept plan to determine whether it complies with the overall intent of this Development Plan to connect new developments to AT Trails.
- (h) Employment intensive land-uses located outside of urban centres should be connected to new AT trail network.
- (i) Employment intensive land-uses located within urban centres should be connected to new AT trail network.
- (j) Consideration should be given to the provision of AT facilities that are physically separated from a provincial highway. Operation and maintenance of these facilities would be the responsibility of the Municipality.

5.1.4 Airports

Intent

Deloraine Airport [TC LID: CJJ4] is publicly owned and operated by the Deloraine Flying Club. The Airport is located 5.6 km / 3.5 miles south of Deloraine, south of the Provincial Trunk Highway No. 3 with two runways: Runway 08/26 is 3,981 feet and is asphalt; and Runway 17/35 is 2,281 feet and is turf/gravel.

Melita Airport [TC LID: CJT5] is publicly owned. The Airport is located southwest of Melita, west of the Provincial Trunk Highway No. 83 with two runways: Runway 08/26 is 2,000 feet and is turf; and Runway 17/35 is 2,250 feet and is turf.

The Airports should be protected from incompatible land uses that may adversely impact their operation, endanger public safety or create a potential safety hazard: airports are part of the transportation network across Manitoba that accommodates tourism, and goods movements for strengthening the economy.

Objectives

- To protect the airport from incompatible land-uses that may negatively impact operations.

Policies

- (a) *Transport Canada - Land Use in the Vicinity of Aerodromes* indicates that potentially high

incompatible land-uses are waste disposal grounds, food waste hog farms, fish processing / packing plants, Horse racetracks, Wildlife refuges, and Waterfowl feeding stations.

- (b) *Land Use in the Vicinity of Aerodromes* recognizes that industrial/manufacturing/power generation processes may generate smoke, dust or steam in sufficient volume to potentially affect visibility at or near aerodromes under certain wind conditions and temperature inversions. Examples of industries that may be prominent in this regard are pulp mills, steel mills, quarries, municipal or other incinerators, cement plants, sawmills (slash and sawdust burners), power generating plants and refineries.
- (c) *Province of Manitoba Standards For Landfills In Manitoba* (2016) indicates the setback requirements for waste disposal grounds to airports should be 15 km.
- (d) Development on lands adjacent to existing airports or airfields of potentially high incompatible land-uses that could impede or negatively impact the airports or airfields use and operation should be discouraged under the Zoning By-law.
- (e) Development on lands adjacent to existing airports or airfields of potentially compatible land-uses that could enhance the services of the airports or airfields use and operation should be encouraged under the Zoning By-law.

5.1.5 Rail Lines

Intent

Railways make a vital contribution to the Canadian economy and to the success of Canadian communities, and function best with the efficient movement of goods. Railways and rail activities crisscross through a number of Canadian municipalities where rail/municipal proximity issues can occur, typically, in three principle situations: land development near rail operations; new or expanded rail facilities; and road/rail crossings. The nature and integrity of rail lines and yards need to be respected and protected. In addition to noise and vibration, safety, trespass, drainage, and/or blocked crossings are other inherent issues generated when both communities and railways grow in proximity to one another.

Objectives

- The intention of the Rail Line policies are to ensure the continued operations of the railways without impediments while providing adequate safety measures for any new nearby residents. The policies achieve this by providing a clear outline on the method and process for determining what is considered as the appropriate edge treatment for new habitable dwellings being located in close proximity to rail lines. Rail Line policies are based in the work by the Federation of Canadian Municipalities and the Railway Association of Canada in this area.

Policies

The detailed design of the edge treatment including the setback between rail lines and habitable dwellings shall be determined through the Development Application process, and should be implemented through the use of a variety of methods including design standards, plan approval, development agreement, and the Zoning By-law. The *Guidelines for New Development in Proximity to Railway Operations*, 2013 (NDPRO) by the Federation of Canadian Municipalities and the Railway Association of Canada suggests an expert on railways be consulted. The Rail

Line policy considerations are as follows:

- (a) New residential dwellings being proposed within 300 metres of a Principle Main Line and 75 metres of a Secondary / Spur Line should be developed consistently with the recommendations of a qualified engineer following 'best practices' as provided in the NDPRO; and in consultation with the railway for their rail lines.
- (b) This Plan shall not be interpreted so as to direct, or in any way limit, railway operations occurring on railway lands. Rather, it is intended to ensure residential land-uses shall be appropriately buffered from railway operations.
- (c) Rail Line Setbacks may be established in the Zoning By-law to prevent new or intensification of habitable areas within an established proximity to a rail line.
- (d) Residential land-uses in the context of an established Rail Line Setback should not preclude allowing non-habitable areas of dwellings, motor vehicle parking, bicycle parking, landscaping, accessory structures (except those with a secondary suite), porches, carports, aviaries, swimming pools, hot tubs, open decks, landings, staircases, gazebos, outdoor dining/drinking areas, seating areas, canopies, balconies, porticos, sunrooms, garbage enclosures, and temporary construction trailers or non-residential buildings from being allowed within any setback established for a rail line.
- (e) New at-grade road crossings should be discouraged, and existing at-grade road/rail crossings should have protected sightlines with the intention of ensuring adequate views for vehicle crossing safety.

5.2 Public Service Policies

5.2.1 Water and Wastewater

Intent

The drinking water and wastewater distribution systems of a community are critical components for sustaining residents. Community drinking water systems comprised of water treatment plants with underground pipe networks exist in urban settlement areas as does waste water treatment facilities with lagoons that accept trucked in deliveries from septic tanks for treatment prior to release back into the watershed. These systems and networks for potable water and wastewater distribution are maintained by local decision makers but are constructed with funds from senior levels of government who set the regulations for the operations and treatment of water and wastewater. Overcapacity, under capacity, or interference of the network systems and works may cause human health concerns for residents and financial hardships for local decision makers.

Objectives

- To ensure the protection of existing drinking water systems and wastewater treatment works in the Planning Area with non-compatible land-uses.
- To optimize the public investment in water treatment works, wastewater treatment works by optimizing new developments with the necessary densities that use this public infrastructure.

Policies

- (a) No new or expanded development shall be permitted in areas where essential services such as potable water supply, wastewater collection and disposal, storm water and drainage systems, public roadway access and communications cannot be provided or extended in a sustainable manner.
- (b) Where municipally operated water or wastewater services are provided within any developed area, new developments shall be required to connect to these services.
- (c) Where piped water or piped sewer services are not available in the Planning District, development should be planned to be able to accommodate efficient and economical piped municipal services in the future.
- (d) The extension of piped water and piped wastewater services to new developments should be implemented in environmentally-sound, economically, and timely manner
- (e) New developments should be approved in a manner that supports district and regional services for water and wastewater.
- (f) New developments that will optimize the provision of existing municipal water and wastewater infrastructure shall be encouraged.
- (g) Drinking water systems and wastewater management systems, where provided, shall be developed and operated in accordance with applicable provincial standards, including: *The Environment Act*, and *The Public Health Act* and *The Drinking Water Safety Act*.

5.2.2 Solid Waste

Intent

The Province of Manitoba regulates, through the Environment Act License (EAL) and waste management regulations, landfills that are owned and operated by municipalities. The basic siting, design, operation, monitoring, planning, closure and post closure activities for new and existing landfills are all aspects of solid waste management that are implemented by municipalities and regulated by the Province of Manitoba. Waste Management Facilities Regulation 37/2016 also establishes setbacks for various land-uses and public infrastructures from active and abandoned waste disposal grounds.

Objectives

- To ensure non-compatible land-uses with waste disposal grounds in the Planning Area are sufficiently separated.

Policies

- (a) Waste disposal grounds [active and abandoned] in the Planning Area shall be protected from encroachments of non-compatible uses in the Zoning By-law with buffer zone setbacks as provided by the Provincial Government.
- (b) Future residential, industrial, commercial, livestock operations and agricultural enterprises shall not be allowed within established setback buffer zones for waste disposal grounds and transfer stations.
- (c) Before approving a new land use designation via a Development Plan Amendment, confirmation may be required that local or inter-municipal solid waste facilities has sufficient capacity to accommodate any additional waste that may be generated.

5.2.3 Land Drainage

Intent

An integrated network and system across a wide geographical area comprising both natural and human made elements are essential to making sure water drainage is managed to safeguard human security.

Open ditches, culverts, dams and other engineered water control works are used to manage surface waters into the Souris River Watershed. There are a number of Provincial and Federal agencies that establish and have input into drainage standards and requirements as a result of their individual mandates and control over natural and engineered drainage structures.

Objectives

- To ensure local drainage issues are addressed in a coordinated manner with government departments and agencies, and adjacent municipalities.

Policies

- (a) Local Planning Authorities should adhere to provincial drainage guidelines and work cooperatively with the applicable Provincial authorities and adjacent municipalities to address any regional drainage issues.
- (b) Overall storm drainage plans for undeveloped areas may be required prior to development. Where development may increase storm flows into the provincial highway system, permission from the applicable provincial authority will be needed, and the cost of any improvements required to the existing highway drainage system directly associated with the development will be the responsibility of the developer.
- (c) Authorization is required from Manitoba Infrastructure to undertake any activity or construction on a provincial waterway as designated under the *Water Resource Administration Act*. The cost of any revisions required to the existing provincial waterway system, which are directly associated with the development, will be the responsibility of the developer.

5.2.4 Utilities

Intent

Future growth will be based on the ability to provide a full complement of utilities, including digital infrastructure.

Objectives

- To ensure utilities are planned for in a coordinated manner.

Policies

- (a) Coordinate the provision of a number of shallow utilities, including electrical power, telephone, cable, and/or digital infrastructure, to enhance existing utility services, and plan for new development.

5.2.5 Green and Open Spaces

Intent

The Green and Open Spaces provide lively public areas in a safe context that complement urban living: play areas for children, off-leash dog runs for pet owners, sitting areas for seniors, walking networks for neighbourhood connectivity, temporary events to celebrate the seasons, and outdoor recreational sports such as baseball. Vibrant Green and Open Spaces are places where people want to be, be seen, and/or meet others.

Objectives

- They can include well landscaped parks, playing fields, urban plazas, public squares, or similar built up areas that are gathering places for people, which can become the centre of community life. Green and Opens Spaces can also have pop up events and temporary infrastructure, food kiosks, cafés and restaurant land-uses, especially outdoor dining areas, to animate public spaces with transportation connections that strongly integrate these ‘outdoor rooms’ into the surrounding community.

Policies

- (a) Green and Open Spaces should be centrally located to ensure inclusivity and optimize use for local residents.
- (b) Green and Open Spaces should be located within, adjacent or abutting residential land-uses to enable residents a comfortable walk to and through their community.
- (c) Collaboration with School Divisions to co-locate municipally owned Green and Open Spaces next to schools to allow for joint-use opportunities should be considered.
- (d) Green and Open Spaces in urban areas should be a unifying public realm, part of the open space, and street network that creates one overall community for the residential area.
- (e) Green and Open Spaces should have strong sight lines to encourage ‘eyes on the street’, critical to community safety.
- (f) Green and Open Spaces should be constructed in accordance with Crime Prevention Through Environmental Design (CPTED) and Universal Design principles.
- (g) There should be a diversity of Green and Open Spaces in the Planning Area with different functions and facilities to accommodate an assortment of activities from passive to active.
- (h) Each Green and Open Space should have a clear function, character and shape with well-defined boundaries through the positioning of adjacent buildings, walls, fences, trees and plantings.
- (i) Green and Open Spaces should have lighting, directional signage and focal points, and connect to the cycling and pedestrian networks of the Planning Area.
- (j) Green and Open Spaces may have a variety of vegetation plantings such as flowers, trees and/ or shrubs along with boxes and plots for community gardening.
- (k) Green and Open Spaces should provide seating areas that allow people to rest and observe surrounding activities.
- (l) Amenities such as water features, clock towers, public art and/or architectural features may be considered as landmarks in Green and Open Spaces that provide identity to the

neighbourhood.

- (m) Café, restaurants, food trucks, food kiosks, eating and drinking land-uses and outdoor dining and drinking areas should be land-uses encouraged to set up temporarily or permanently to attract people.
- (n) Children play areas, playgrounds, community gardening, pop up activities, off-leash dog runs, organized recreational games, leisure events, outdoor art and music events, seasonal and temporary events should be land-uses encouraged to set up temporarily or permanently to attract people.
- (o) Accessory motor vehicle surface parking and bicycle parking [short and long term] may be enabled as an acceptable land-use within Green and Open Spaces Policy Areas.
- (p) Collaboration with Manitoba Hydro to identify opportunities to accommodate passive leisure and recreational uses in the Hydro Corridors as appropriate should be encouraged.
- (q) Collaboration with the private sector to identify opportunities to accommodate in Green and Open Spaces, cafés, restaurants, food trucks, food kiosks, eating and drinking land-uses, and outdoor dining and drinking areas should be encouraged.
- (r) Green and Open Spaces shall be connected to existing pathways or sidewalks to facilitate easy pedestrian and cycling movements.
- (s) Regional pathways may connect to and through Green and Open Spaces.
- (t) Green and Open Spaces should provide at least one universally accessible path that connects to one or more existing adjacent path or sidewalks.
- (u) The Local Planning Authority may require a Public Land Dedication from subdivision applications for up to 10% of the proposed land (or up to 8% of the land value), designated for Green and Open Spaces.
- (v) When new Green and Open Spaces are being proposed by a land developer as part of land dedication, the local planning authority may request a traffic impact study, active transportation network plan, building design information, or any other information deemed necessary to ensure a high-quality development.
- (w) The Local Planning Authority may require the preparation and submission of designs for the development of park and open space areas as part of any new development. Pursuant to *The Planning Act*, a public open space reserve dedication may be required as a condition of approval of any subdivision in order to:
 - a. Preserve the natural environment and protect wildlife and high quality fisheries habitat;
 - b. Provide space for recreational opportunities such as playgrounds, tennis courts, sports fields, etc.;
 - c. Support a network of open spaces, trails, and natural corridors that enhance the environmental character and well-being of the district;
 - d. Provide suitable buffer zones between intensive recreational development and neighbouring land-uses, roadways, etc; and
 - e. Maintains and support public access to the shores of the adjacent water body.

6 Planning Area Background

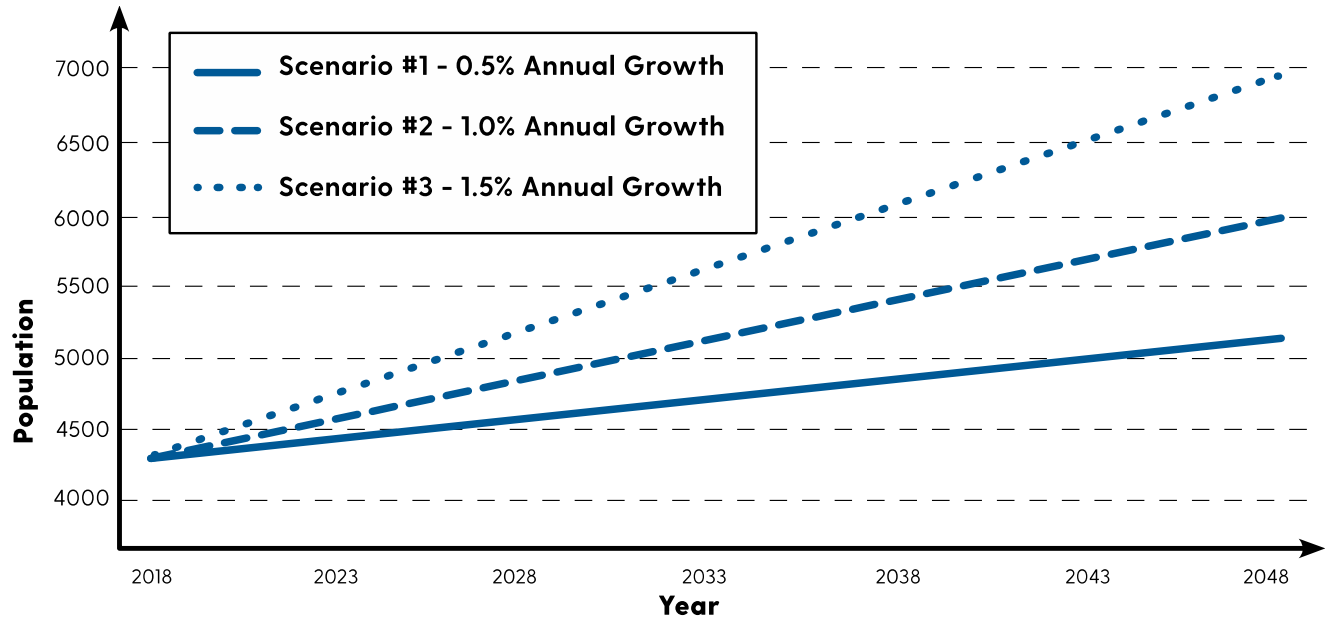
6.1 Southwest Background Study

The companion document completed with the Development Plan, the *Southwest Planning District Forward Together Background Study* [the Study] contains a comprehensive compilation of both qualitative and quantitative data analysis for the Planning Area in the following areas: Citizens; Community; Environment; and Commerce.

The Study also takes a thorough look at the current ability of the District to accommodate growth and change, including residential, commercial, and industrial. The Study looks at the current supply of designated land and future demand, using population projections for three (3) different scenarios explored in the Citizens Section of the Study.

6.2 Growth Scenarios

- **Scenario 1 - Slow Growth:** The low rate of 0.5% predicts a modest population increase of 706 between 2018 and 2048, which is a gain equivalent to the 2018 population of Brenda-Waskada of 675 (MB Health).
- **Scenario 2 - Modest Growth:** The moderate growth scenario of +1.0% predicts an increase of 1,504 people, which is roughly the 2018 population of Deloraine-Winchester, and amounts to a 35% increase over the 2018 District population. The moderate growth rate also matches the low growth rate predicted by the Manitoba Bureau of Statistics for the Province as a whole between 2013 and 2048, and is close to the growth rate predicted for the entire SW part of Manitoba over the coming years of +1.1% annually.
- **Scenario 3 - High Growth:** the high growth rate of +1.5% is midway between the Manitoba Bureau of Statistics' medium and high growth rate estimates for the Province of +1.3% and +1.6%, respectively. The high growth rate would add an estimated 2,403 people by 2048, which represents a 56% increase over the 2018 District population.



Residential Area Demand Projections

6.3 Growth Scenario Implications

The average annual growth in Manitoba (Scenario 2) demonstrates a manageable increase in residents for the District. Planning for this growth would require meeting the housing demands of an aging population and providing employment opportunities to attract skilled workers and young families. The economic sustainability of the Planning Area would rely on preparing for and acting upon smaller development opportunities as they arise.

Growth Scenario	Population Increase	Single-Family Housing (0.8%)		Multi-Family Housing (0.2%)		Total		Yearly Average over 30 years	
		Units	Acres	Units	Acres	Units	Acres	Units	Acres
Low Growth (0.5%)	706	251	72	63	4	314	76	10	3
Medium Growth (1.0%)	1504	535	153	134	9	669	162	22	5
High Growth (1.5%)	2403	854	244	214	14	1068	258	36	9

Residential Area Demand Projections Table

A key component of the housing effort is ensuring that there is an adequate supply of serviced lots and parcels for new builds. Fortunately, the District communities and hamlets contain a large number of vacant lots located on improved streets, many with access to sewer and water lines. The District municipalities are fortunate in that there is little demand for new rural residential development, which can be wasteful of farmland. For the Municipality of Deloraine-Winchester, the Metigoshe recreational properties are important to the tax base and the local economy. Any future demand for new cabin lots should be addressed through careful planning and environmentally sensitive subdivision and development. Since there are a significant amount of available vacant lots zoned for residential and commercial development throughout the District, any potential new development can be brought to market in a timely and economic manner. Locating development in compatible locations appropriate to the use within existing towns and

settlements is cost-efficient in terms of municipal services and infrastructure.

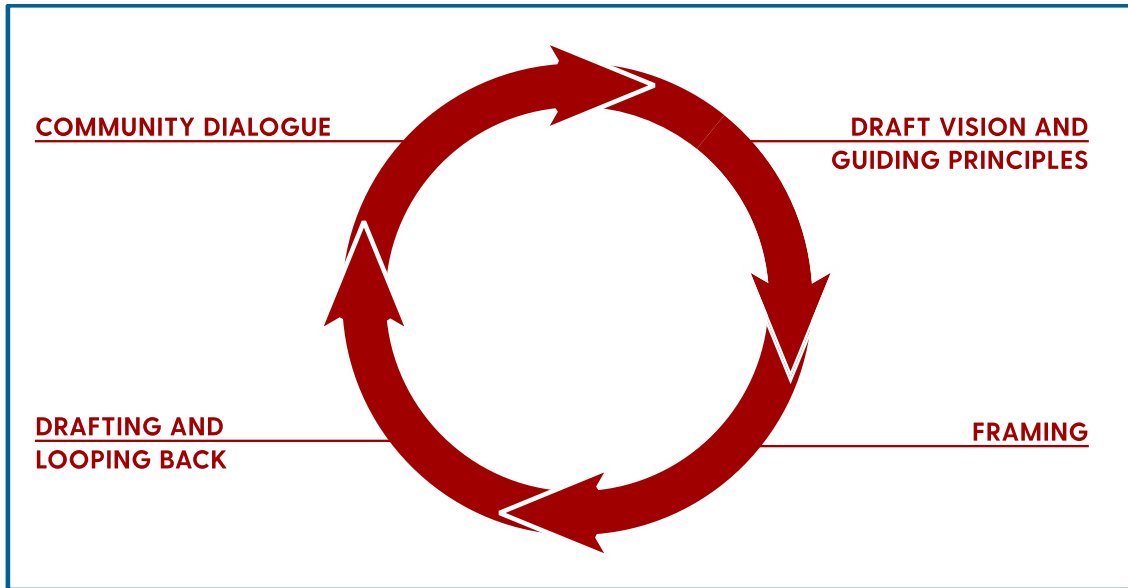
The Development Plan is structured in a manner [the vision, the principles and the tools] to provide the foundation and framework to allow the Planning District to respond to all three (3) growth scenarios by ensuring there is an adequate supply of land designated to accommodate the projected growth.

6.4 Planning Process

Early in the planning process, an iterative approach was employed based on the decision to be as transparent and accessible as possible. Community dialogue is an important factor to achieving these goals, and is therefore the focus of this methodology.

This development plan review takes a different approach. It is not linear. Rather it is 'iterative', meaning that it approaches the plan process as follows:

- **Community Dialogue** – an iterative planning process approach starts with community dialogue. This dialogue is left purposely open ended (as opposed to a linear approach that presents 'facts' for community verification). At the same time, and often behind the scenes, important data is being collected.
- **Draft Vision and Guiding Principles** – a unique aspect of the planning process was the drafting of a Vision and Guiding Principles at the start of the process. The Vision and Guiding Principles were drafted in response to the community dialogue and used as the basis of all community dialogue. Citizens, stakeholders, organizations and elected officials were invited to provide input on the draft vision and guiding principles.
- **Framing** – Quantitative (hard facts, stats and data) and Qualitative (community dialogue: what you told us) are assessed together - an iterative process assumes both 'streams' of information are equal and valuable. During this stage, the 'hard facts' are weighed against the community dialogue. Do community ideas, issues and opportunities 'fit' with the hard data? This background study is the outcome of the 'framing' component.
- **Drafting and Looping Back** – The next step in the process is to draft the plan and loop back with the community to present the outcomes of the process. The looping back is an opportunity to set out the refined vision and guiding principles and associated plan policies.



Iterative Approach Diagram

6.5 Project Governance

A comprehensive governance structure was developed to ensure complete oversight throughout the process including a community input committee.

Southwest Planning District

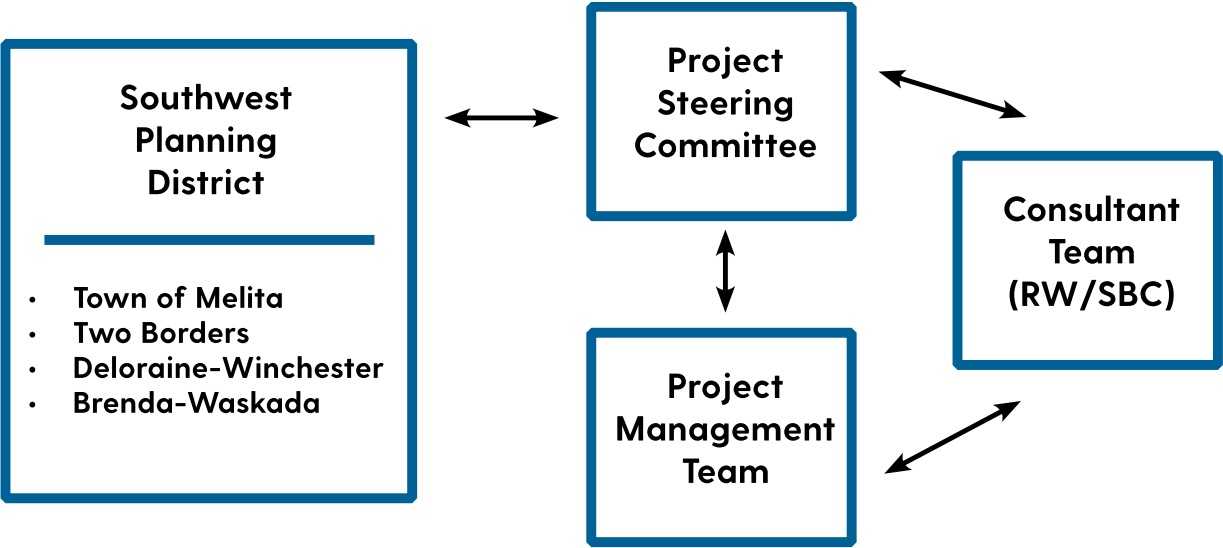
The Southwest Planning District includes all public officials in each member municipality. It is the task of the Project Steering Committee to update this group when key milestones are achieved.

Project Steering Committee

The Project Steering Committee consists of the Southwest Planning District Board. This Committee will be the main governing body to determine if the process deliverables are fulfilled. They will ensure each deliverable is sufficiently reviewed and aligned to the vision of the process.

Project Management Team

Bob Walker has chosen to act as the Project Manager. He is responsible for communicating with the Consultant Team and Project Steering Committee about the Development Plan process on an as-needed basis. As the point of contact, he will help ensure necessary information is provided to the Consultant Team and will organize meetings between governance parties.



Project Governance Diagram

7 Implementation

Southwest Forward Together provides direction on the long-term development of the communities that comprise the *Southwest Planning District*.

The Plan does this by outlining a clear vision with planning principals & goals that can realize the inherent opportunities presented in the Planning Area as well as mitigate constraints by following a series of objectives & policies. This will evolve the communities within the District in a proactive manner that improves the quality of life for the residents through economic development: by strengthening, nurturing, and encouraging economic activities that diversify and drive the Districts' economy.

The Plan has policies to guide decision makers, the community, and landowners towards the vision for the District. The policies are rooted in the comprehensive analysis of both qualitative and quantitative data analysis for the Southwest Planning District's Planning Area to provide the foundation and framework on how best to respond to three (3) possible growth scenarios.

The vision, goals, principles, and policies have all been formulated in an iterative planning process to provide certainty amongst the stakeholders and the public at-large who have been engaged in the planning process, that the over-arching future direction of the District reflects their needs and requirements.

The Plan is a blueprint with specific actions that can be undertaken for proactively implementing the vision & goals of the Development Plan, as well as outlining the possible planning tools available for responding nimbly when changing market & engineering conditions may afford the District with new economic opportunities. The following are the actions for implementing the Plan.

7.1 Implementation Strategies

In accordance with the Planning Act, all future intensifications of lands with new development applications, development permits, and municipal decisions and actions within the planning area, must be consistent with the policies of this Plan.

This provides one mechanism for implementing the Plan but is a passive reaction completely dependent on waiting for development to occur, and only allows the private developer and the planning authorities to implement the Plan. The Act does not necessary outline all the proactive strategies and actions for guiding various stakeholders to implement the Plan by attracting economic development and enhancing the quality of life for residents.

And there are a number of practical, proactive strategies for implementing of the Plan, which follow under the sections of 'Leadership, Partnership and Sponsorship'; 'Capital Infrastructure Programme'; 'Incentive Tools'; 'Awareness Tools (Marketing)'; and 'Planning and Planning Tools'. Each strategy has a number of actions that can be considered for undertaking to implement the Plan, including: planning strategies, funding strategies, incentives/innovative

techniques, leadership, partnership and sponsorship steps. These actions include low risk frugal activities, and actions that associations, groups, and Non-Governmental Organizations outside of the District Board can also implement to drive growth and change in the District.

We are recommending that the first steps for implementing the plan be the low-cost actions such as fostering relationships, promoting temporary events/infrastructure, and changing the zoning by-law land-use regulations to align with the Development Plan. Once these changes take root, the community can explore the necessary steps to firmly establish the vision with an intensification of spending and/or proactive actions.

7.2 Leadership, Partnership, and Sponsorship

Leadership/Partnership refers to the need for leadership and collaboration within the Planning District as well as within other levels of government, citizens, and other stakeholders to bring about the vision for the Planning Area.

Actions:

- Working and Thinking Like a Region:
 - ♦ Identify and implement innovative approaches to municipal service delivery options to provide quality services at an affordable cost.
 - ♦ Manage municipal facilities to achieve strategic fit, flexibility, and affordability in support of the consolidation of the management of services.
 - ♦ Evaluate the needs of citizens in the delivery of services and monitor performance against those needs including comparisons with other municipalities and the private sector.
 - ♦ Encourage a more collaborative use of resources on a District level to ensure that existing facilities such as schools can be maintained.
- Identify and collaborate with potential partners from Non-Government Organizations (NGOs) in sport, recreation, cultural, business and education from within and external to the community for establishing temporary events and pop-up activities in the communities within the Planning Area.
- Monitor and respond to demographic, social, economic and environmental trends both locally and globally.
- Work cooperatively with other levels of government and Non-Government Organizations whose services are desired and required by residents and are delivered in a coordinated manner to maximize convenience to the public and minimize duplication.
- Develop strong partnerships with existing businesses within the District to encourage new business and outside investors to set up within the planning area.
- Encourage the implementation of a support system that acknowledges the special needs of new & existing, small businesses to help them grow and expand.
- Support retention and recruitment programs including the creation of entrepreneur incubators, locations that provide resources and assistance to new businesses in their early developmental stages.
- Assist business in meeting government requirements associated with new development and expansion, including streamlining procedures and regulations within

the municipal administration.

- Support the expansion of information technology infrastructure:
 - ♦ Consider appropriate locations for high technology facilities, information corridors and areas of technological concentration.
 - ♦ Identify and collaborate with other groups to advocate with other level of governments and service providers to expand information technology infrastructure in the planning area.
- Foster closer relationships with local school divisions, community colleges, and the not-for-profit sector to identify the work force training needed to support the needs of the local business community.
- Identify the personal services and commercial amenities needed in community areas for attracting and retaining new and existing residents.

7.3 Capital Infrastructure Programme

Government resources can be key investments to leverage growth that need to be consistent with specific plan objectives: scarce government dollars can act as an incentive for private investors spurring economic growth of the community. By establishing priority areas for growth sends positive signals and greater certainty about the value of private and government investment decisions over the long-term.

Actions:

- Long Term expenditures on infrastructure for the planning area, and the vision for the planning area, need to be intertwined to ensure both are successful by focusing on placemaking improvements to the public realm for people, and amenities needed to support an expansion of land-uses.
- Consider strategizing to generate an infrastructure programme with a schedule for the multi-year investment being targeted for enhancing the planning area with infrastructure that matches the demands of land-uses and land-users.
- Consider generating and endorsing a Conceptual Plan that illustrates the design possibilities for the creation and/or improvements to public spaces and public infrastructures such as links (sidewalks, pathways), and landmarks (focal points & main streets) to strengthen the place making design of the planning area and reinforces the identity of the communities that make up the District.
 - ♦ Consider implementing an active walking trail that mirror the Boundary Trail to connect the municipalities together, and with their past.
 - ♦ Consider implementing new directional signage and gateway feature signage at entry points into each of the communities to strengthen identity and direct tourists.
- Consider implementing a program of assessment and timely replacement of infrastructure in order to maintain the capacity of existing water supply system, and wastewater collection and treatment system.
- Minimizing deferred maintenance and taking into account the impact on the infrastructure life expectancy and life cycle when making deferred maintenance decisions.
- Explore innovative ways to develop new District public amenities such as Private

Public Partnerships or Social Action Bonds.

7.4 Incentive Tools

Innovative incentive tools will be explored on an ongoing basis to facilitate projects that contribute significantly to development objectives. The incentive toolbox includes primarily non-fiscal related incentives, such as a streamlined approval process, but may also include limited fiscal related incentives, such as tax increment financing.

Actions:

- Consider developing a by-law to establish tax increment financing programs in designated areas of the municipality for the purpose of encouraging investment or development in those areas through a designated fund.
- Consider streamlining the approval process by revising the existing Zoning By-law to eliminate the regulations preventing the mix of land-uses envisioned for the area.
- Waive licensing and permitting fees for pop-up (temporary) shops and events to encourage and support small-scale entrepreneurs.
- Consider investing in spaces to be provided to small-scale entrepreneurs, enabling them to set up temporary pop-up shops.

7.5 Awareness Tools

These tools would be used for promoting the objectives of the Plan, creating interest from the broader community, and encouraging other parties to implement the plan.

Actions:

- Seasonal/One Off Events – consider having a kick start/launching event such as music event or wine tasting event within communities of the planning area to raise awareness of the vision outlined in the plan.
- Consider meeting with potential partners from Non-Government Organizations (NGOs) to inform them of the vision and goals of the Development Plan.
- Consider engaging the community through social media, community groups, neighbourhood forms, etc. to collect their ideals on possible pop-up events to occur in the communities within the planning area.
- Consider actively promoting the communities within the District and outside the District as venues for establishing new and expanding businesses, and places for living.
- Coordinate the marketing of the District with a focus on capitalizing on the assets of the area including its agricultural capacity.
- Expand efforts to attract newcomers including new Canadians, recognizing that there will need to be efforts to help people settle.
- Support community-based initiatives to draw visitors into all the District's communities through continued urban design, community theming and place making (creating community places that people want to be in) along the appropriate transportation routes.
- Consider meeting with livestock producers and associations for increasing livestock operations in the District.
- Create communication material to inform livestock producers on the pertinent regulatory

information including: where operations may be allowed; size of operations; where operations will not be permitted; separation distances which would be applied in various areas of the Planning District.

7.6 Planning Tools

The successful implementation of this Plan largely depends on whether its policies can effectively guide the actions of the community towards the vision for the area. 'Planning' can provide a diversity of important tools for implementing the vision of the Development Plan. However, using only one tool 'planning for more planning' for addressing all issues and scenarios, or the incorrect planning tool on an issue can cause more problems than resolve. This is largely avoided by outlining a selection of planning tools along with directives for aligning the appropriate planning tool with the right issue.

Actions:

- Consider using Development Plan Amendments for converting lands surrounding existing settlement areas to a *Progressive Policy* (Urban Policy Area, Tourism Policy Area, Rural Residential Policy Area) designation when needed and when infrastructure servicing capacity allows bringing these lands on-line for development with the intended use.
- Consider using Development Plan Amendments and Secondary Plans with specific policies, strategies and goals precisely tailored for implementing land redesignation, which the general policies of the Development Plan cannot address, for:
 - ♦ Emerging and new big drivers of the economy such as mineral extraction and agricultural enterprises that require large sites outside of urban centres.
 - ♦ Lake Metigoshe and the area west of Turtle Mountain Provincial Park where renewable resources, heritage, recreation, provincial natural lands, water bodies, riparian areas, flood areas and settlement areas all converge, and are a driver of the local economy via tourism.
- Consider changing the current Land-Use Zoning By-law Regulations to align zoning districts to the Development Plan to address small-scale land-use issues.
- Consider the changes to the current Land-Use Zoning By-law Regulations with the following possibilities:
 - ♦ Allow for mixed uses, both horizontally on one property and vertically within one building.
 - ♦ Make temporary uses such as 'outdoor markets', 'farmer markets', and 'Fair and Exhibition Grounds' 'P' (with a number of performance standards regulating size, intensity, and hours of operation) to draw in people to communities.
 - ♦ Make residential uses 'P' along commercial main streets when not on the ground floor to encourage people to live in settlement areas on existing municipal services.
 - ♦ Allow 'soft densification' of secondary suites, small lot subdivisions, infill multiple housing projects within existing residential sectors of settlement areas.
 - ♦ Allow multiple family housing and different residential building types.
 - ♦ Allow intensive life stock operations.
 - ♦ Parking – consider eliminating or significantly reducing the parking stall

requirements for all land uses to discourage the consumption of land for parking areas, and encourage the establishment of an intense diversity of land-uses along commercial main streets of settlement areas.

- ♦ Plan for a Regional Service and Healthcare Hub within the District.
- Streamline any permitting process for seasonal events and activities in the planning area.
- Consider establishing and using Development Design Guidelines for new developments to clearly articulate in a transparent manner the expectations new residential, commercial, and industrial developments are to meet for their exterior building and site plans designs in order to fit contextually with the surrounding area.
- Recommend that the planning for commercial growth be adjacent to existing development and served by an internal road system and not along provincial highways.

Development Plan Amendments

The Planning Act allows a board or council, and a landowner to initiate an amendment to change the Development Plan policies effecting specific lands to respond to a specific development proposal. Development Plan amendments should be judiciously used to avoid planning through ongoing incremental development plan amendments. Regular development plan reviews and updating planning policies and land use designations should capture changing circumstances in the planning area. However, the *High Growth Scenario* that is a possibility for the planning area, positively impacting the local and Provincial economies, may trigger the need to amend the Plan to bring on the additional *Progressive Policy* land related directly to facilitating an intense jobs growth industry, and in-directly with expanding residential and services to support the needs of new employees.

The Development Plan Amendment provides the vehicle for the local planning authority to collaborate with proponents of new developments to ensure local interests are considered, and ensures the Provincial interests are also considered. The Development Plan Amendment also provides the opportunity for the planning authority to confirm that there is sufficient capacity in the relevant services to accommodate the new development. The vision, principles, and goals of the Development Plan should guide the Development Plan Amendments.

7.6.1 Secondary Plans

The Planning Act allows a board or council to adopt, by by-law, a secondary plan to deal with objectives and issues in a part of the planning district or municipality. The issues a secondary plan might address include:

- (a) any matter dealt with in the development plan by-law;
- (b) subdivision, design, road patterns, building standards or other land use and development matters; or
- (c) economic development or the enhancement or special protection of heritage resources or sensitive lands.

A secondary plan might be useful in setting out the overall pattern of future development in an area, or to set out more detailed policies respecting development issues in a specific part of the municipality or planning district. A secondary plan by-law must be consistent with the

development plan by-law. A secondary plan by-law is subject to the same hearing and approval process required to adopt a zoning by-law under Part 5 of the Act. The possible uses of a Secondary Plan in this Planning Area may be related to planning and implementing an intense jobs growth industry such as oil and gas; and planning and implementing a diversity of land-uses near Turtle Mountain Provincial Park.

7.6.2 Zoning By-laws

The purpose of a Zoning By-law enables a board or council to adopt specific regulations for the use and development of land across the entire Planning District. Where the development plan is a statement of the board or council's intent respecting future development, the zoning by-law provides an essential mechanism for implementing the policies set out in the development plan.

The Act requires that every municipal council must adopt a zoning by-law unless the municipality is part of a planning district that has a district-wide zoning by-law [subsection 68].

This planning tool can be used to address quantities or numerical dimensions and standards that are to be established as regulations for lots, land-uses, buildings, yards, parking, densities, and setbacks from transportation infrastructure and water courses.

This planning tool can be used to address issues related to conflicting land-uses.

Action:

- This planning tool can be implemented once the Development Plan has been given all three (3) readings in order to align the new zoning by-law with the approved policies of the Development Plan.

7.6.3 Variances

A zoning by-law is a by-law of general application to the entire municipality or planning district. As a general by-law it may not be able to adequately deal with the unusual or unique conditions of specific properties. Strict application of the by-law could result in hardship in specific instances. The variance process allows a board or council to vary the application of the zoning by-law as it affects the person's property in order to mitigate the adverse effects of the Zoning by-law.

In making a variance order a board, council or planning commission may impose any conditions on the applicant or the owner of the affected property that it considers necessary to meet the requirements of subsection 97(1)(b). For example, in order to ensure the variance will not negatively affect other properties or potential development in the surrounding area, a board, council or planning commission might impose conditions to limit the intensity of the use, the hours of operation, or external signage or storage of materials.

The owner of the affected property can also be required to enter into a Development Agreement with the municipality or planning district.

Action:

- Variances shall be considered against the policies of the Development Plan, and any variances granted shall generally be consistent with the applicable provisions of the development plan by-law.
- Variances shall not be used to 'vary' the policy intentions of the Development Plan.

7.6.4 Conditional Uses

A “conditional use” is a use of land or buildings that may be allowed under a zoning by-law. Conditional uses will be those specific uses, which may or may not be acceptable in a zone depending on the particular circumstances of the proposed development. A board or council may consider it appropriate to impose conditions on the proposed use in order to ensure that it will be acceptable at the proposed location in the zone.

Action:

- Conditional Use shall be considered against the policies of the Development Plan, and any conditional use granted shall generally be consistent with the applicable provisions of the development plan by-law.

7.6.5 Subdivision Control

Control over the subdivision of land is a key tool for regulating the development of land. A “subdivision” is defined in the Act as “the division of land by an instrument, including:

- (a) a plan of subdivision, conveyance, deed, mortgage or grant; or
 - (b) an agreement granting or extending a use of or right in land, directly or indirectly or by an entitlement to renewal, for a period of 21 years or more;
- but not including a lease respecting only floor space in a building.

A district registrar may not accept for registration any instrument that has the effect, or may have the effect, of subdividing a parcel of land unless the subdivision has been approved by the approving authority [Subsection 121(1)].

The “approving authority” for subdivision is the minister or a board authorized by the minister under Subsection 120. Staff of Manitoba Intergovernmental Affairs has been delegated authority to approve subdivisions. The regional managers of the Community Planning Services Branch have been delegated approving authority for subdivisions in most parts of Manitoba including Planning District.

Subsection 123 of the Act requires that a subdivision of land must not be approved unless:

- (a) the land that is proposed to be subdivided is suitable for the purpose for which the subdivision is intended; and
- (b) the proposed subdivision conforms with
 - a. the development plan by-law and zoning by-law,
 - b. any secondary plan by-law, and
 - c. the regulations under section 146 (the Subdivision Regulation).

The Subdivision Regulation 137/2006 registered June 29, 2006 places specific restrictions on the approval of a subdivision and allows the approving authority to place conditions on the approval of the subdivision application.

Action:

- Ensure the ‘approving authority’ for subdivisions in the District is aware of the policies of the Development Plan.

7.6.6 Development Agreements

Subsection 150 of the Act allows a board or council to require the owner of an affected property

to enter into a development agreement, as a condition of amending the zoning by-law, making a variance order or approving a conditional use.

This authority to allow a development agreement a requirement in connection with a local approval helps ensure that the costs associated with a specific development proposal do not fall disproportionately on the municipality and other ratepayers.

Action:

- Development Agreements shall be considered against the policies of the Development Plan, and any conditions required shall generally be consistent with the applicable provisions of the development plan by-law.

7.6.7 Development Designs

The intention of development designs guidelines and standards are to realize the vision for the Planning Area with animated main streets, attractive settlement areas, appealing highway commercial areas, and safe public spaces.

Part of creating attractive and walkable communities within settlement areas is linked to street and building designs that encourages pedestrian activities, ensures multi modal transportation choices, and integrates main street/village centres with the surrounding neighbourhood areas.

Actions:

- The specific detailed designs of new site and buildings shall be determined through the Development Application and Development Permit process and should be implemented through the use of a variety of methods including design standards as conditions of development agreements, and development permits.
- The specific detailed design standards of sites and building plans in settlement areas may be guided by Development Urban Design Guidelines which shall consider the following:
 - ♦ Guidelines should be unifying the public realm and the street network that creates one overall community for the settlement area.
 - ♦ Guidelines for main streets and village centres should encourage building exteriors and site designs that facilitate pedestrian movements and sustain multi modal transportation choices.
 - ♦ Guidelines should include the principles of CPTED and Universal Design.
 - ♦ Guidelines should be 'general' that avoid detailed design specifics to ensure building professionals have flexibility in designing each building and site, and avoid repetitious building designs.
 - ♦ Guidelines shall only address the exterior of buildings and above grade site plans, and the public realm areas of rights-of-ways and public spaces.
- Support community groups that bring forward Development and Design Guidelines for Main Street revitalization projects.

7.6.8 Development Permits

Part 9 of the Act prohibits development unless a development permit has been issued and the development complies with the permit. A board or council will normally establish procedures for issuing development permits in the zoning by-law. A zoning by-law may also establish types of

development that do not require a permit.

The requirement to obtain a development permit prior to undertaking a development is in effect as of January 1, 2006. The requirement for a development permit applies even if the municipality or planning district does not yet have a development plan or zoning by-law in effect. An application for a development permit must be made to the board of the planning district in which the proposed development is located [subsection 147 (2)].

Actions:

- The board or council may issue the development permit if it is satisfied that the proposed development generally conforms with the applicable provisions of the development plan by-law, the zoning by-law and any secondary plan by-law [Subsection 148(1)].
- Until such time as the Zoning By-law regulations are changed in a Development Application, nothing in this Plan shall preclude current uses in the Planning Area from continuing as they existed prior to the Plan, with all the zoning land-use rights inherent in the lands, and for as long as the landowner wishes.
- Should a landowner wish to change (i.e. intensify) their land-use rights via a rezoning, a subdivision, or a conditional use development application, the intensification shall require the appropriate Development Application, and shall follow the Plan policies to direct the changes towards the vision outlined for the Planning Area.
- Site Plans and/or Plans of Subdivision that refine and determine exact detailed designs & locations of land-uses, building lots, buildings, parking, densities, railway setbacks, transportation routes & networks including public right-of-ways, and underground services shall be submitted as part of Development Application processes when and where appropriate as determined by the municipality.
- Developers of land shall enter into agreements with the municipalities as conditions of development applications, when and where appropriate as determined by municipal councils, which shall direct the Developer to intensify uses on the land in the Planning Area in a manner that is consistent with the policies of the Plan.

7.6.9 Placemaking - Lighter, Quicker, Cheaper*

Capital-intensive initiatives are not the only, or even the most effective, ways to bring energy and life into a community's public space. "Lighter, Quicker, Cheaper" (LQC) describes the simple, short-term, and low-cost solutions that can energize the places we live in. These LQC actions are incremental but when compounded together, can bring about the changes envision for the Planning Area of making it 'people orientated'. Using LQC as a first step towards long-term change is a great strategy for communities that recognize the need for improvements but lack immediate resources, and/or for those who wish to take direct, incremental steps towards executing a long-term community vision.

Actions:

- Signage – consider using public art, landmarks, and signage to create a sense of place of each community within the Planning District to establish a strong identity for the areas for the residents and visitors.
- Seasonal/One Off Events – temporary transform public spaces in communities within the Planning Area by having a series of one night events during spring/summer/fall

such as block party, outdoor movie events, musical acts, poetry slams, beer gardens, wine tasting, art shows, food trucks, farmers markets, artisan markets, star gazing, etc.

- POP-UP Infrastructure – provide temporary infrastructure in public spaces within the communities of the planning area for people to use such as lawn chairs/picnic tables, converted shipping containers decorated by local artists for temporary shops/food kiosks/ sitting areas;/bicycle repair station.
- POP-UP activities – provide temporary activities lasting an afternoon or weekend in public spaces within the communities of the planning area such as ping pong tables, yoga, mini-library, art installations, art classes, chess boards, board game night, musical acts, and retail. The specific activity may not be the same though having a pop-up activity occurring routinely should be a goal.
- POP-UP Food – encourage food and drink suppliers to set up temporarily for either a short duration (one weekend morning) or for the entire summer to attract people to the communities within the Planning Area. A demonstration of this may be to have a well-known food truck set up for a weekend and/or a kitchen barge to be used by a variety of restaurants to offer different dishes throughout the summer.
- Allow for community gardens to be established in public spaces within the communities of the planning area with boxes or plots for gardening, and provide the soil and water supply along with sitting/shade areas to encourage gardeners to congregate.
- Establish an off-leashed, fenced in Dog Park with infrastructure such as a running obstacle course and drinking water for dogs to encourage dog owners to meet each other over coffee and use public open spaces.

7.6.10 Placemaking - The Power of 10*

The idea behind this concept is that places thrive when users have a range of reasons (10+ reasons) to be there. These might include a place to sit, playgrounds to enjoy, art to touch, music to hear, food to eat, history to experience, and people to meet. Ideally, some of these activities will be unique to that particular place, reflecting the culture and history of the surrounding community. Local residents who use this space most regularly will be the best source of ideas for which uses will work best. The idea is to layer these uses into the area to ensure a diversity of attractions (drawing in a variety of people) and that no single user/use dominates the space.

Action:

- Implement ten (10) LCQ things in public spaces and along mains streets within the communities of the planning area that will draw in local residents during each of the seasons for a short duration or lasting the entire season.

7.7 Plan and Policy Interpretation

Individual policies of the Development Plan should be interpreted within the overall spirit and intent of all other objectives and policies of the Development Plan. The land use designation boundaries shown on the Development Plan Policy Maps and any lot size, distance and area requirements mentioned are meant to serve as guidelines only. Situations may arise that will necessitate a degree of flexibility in the application of these standards, provided the intent of the Development Plan is not compromised. These standards provide general guidelines for

the preparation of the more specific performance standards and requirements of the applicable zoning by-laws.

Maps

Map 1 – Planning Area

Map 2 – Transportation

Map 3 – Natural Features

Map 4 – Policy Areas

Map 5 – Pierson

Map 6 – Melita

Map 7 – Waskada

Map 8 – Deloraine

Map 9 – Lake Metigoshe

Map 10 – Goodlands

Map 11 – Lyleton

Map 12 – Medora

Map 13 – Napinka

Map 14 – Tilston

Map 15 – Elva

Map 16 – Broomhill

Map 17 – Coulter

Map 18 – Turtle Mountain Seasonal Area

Background Study Maps

Map 1 – Agricultural Capabilities

Map 2 – Land Cover

Map 3 – Watershed

Map 4 – Drainage

Map 5 – Water Wells

Map 6 – Conservation

Map 7 – Minerals

Map 8 – Active Wells

Map 9 – Abandoned Wells

Map 10 – Other Wells