

# PELICAN-ROCK LAKE PLANNING DISTRICT DEVELOPMENT PLAN



BY-LAW NO. 28





# PELICAN-ROCK LAKE PLANNING DISTRICT

## BY-LAW NO. 28

WHEREAS Section 40(1) of *The Planning Act*, being C.C.S.M. c. P80 of the Statutes of Manitoba, directs a Planning District to prepare a Development Plan for the entire District;

AND WHEREAS Section 45 of *The Planning Act* requires a Board to adopt a Development Plan;

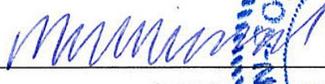
AND WHEREAS pursuant to the provisions of Section 51 of *The Planning Act*, the Minister of Municipal Relations approved the Pelican-Rock Lake Planning District Development Plan (By-law No. 28) on the 7 day of January, 2022;

NOW, THEREFORE, the Board of the Pelican-Rock Lake Planning District, in meeting duly assembled, enacts as follows:

1. The Development Plan, attached hereto and forming part of this By-law as Schedule A, is hereby adopted and known as the Pelican-Rock Lake Planning District Development Plan By-law No. 28.
2. This Development Plan shall take force and effect on the date of third reading of this By-law.
3. The 23 West Planning District Development Plan By-law No. 5 and all amendments thereto are hereby rescinded.
4. The Roblin-Cartwright Planning District Development Plan By-law No. 23/2002 and all amendments thereto are hereby rescinded.

DONE AND PASSED by the Pelican-Rock Lake Planning District Board this 14 day of January, 2022.

  
\_\_\_\_\_  
Joedy Desrochers  
Chairman

  
\_\_\_\_\_  
Michelle Pfeiffer  
Secretary-Treasurer



READ A FIRST TIME this 09 day of July, 2021.

READ A SECOND TIME this 05 day of November, 2021.

READ A THIRD TIME this 14 day of January, 2022.

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# PART ONE: INTRODUCTION

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PART ONE provides an introduction to the Pelican-Rock Lake Planning District and the District Development Plan. It includes an overview of the Planning District's current members, the planning history of the region, and the common roles and responsibilities of the Planning District Board. Further, it describes the purpose and intent of the Development Plan, along with the process for creating it and the provincial legislation enabling it. Finally, PART ONE outlines the organization of the Development Plan, while also offering a general guide for its effective use and interpretation.

## 1.0 DEVELOPMENT PLAN OVERVIEW

### 1.1 PURPOSE AND INTENT

The Pelican-Rock Lake Planning District (the District) encompasses the RM of Prairie Lakes, the RM of Argyle, and Cartwright-Roblin Municipality. Recognizing the District has undergone a series of recent changes to arrive at this current membership, as detailed further in Section 1.3 below, it is important for the Development Plan to reflect these conditions and adequately represent its members.

This Development Plan is a statutory policy document that defines a long-term vision for the District, as well as establishes the goals, objectives, and policies required to achieve it. It reduces uncertainty for developers and the public with respect to the types of development that may be approved and where. It serves as a roadmap for the District Board and municipal Councils, guiding their decisions on matters relating to land use, environmental conservation, infrastructure investment, heritage preservation, and community development. In turn, this Development Plan is intended to provide the District with clear direction for managing growth and development in an orderly and sustainable manner, while respecting the unique history and context found within its member municipalities.

### 1.2 ENABLING LEGISLATION

Community planning has a long history in Manitoba, with the first provincial land use planning legislation adopted in 1916. Today, Development Plans are mandated by *The Planning Act (The Act)*, guided by Provincial Land Use Policies (PLUPs), and approved by the Minister. In accordance with *The Act*, a Development Plan must:

- a) set out the plans and policies of the planning district or municipality respecting its purposes and its physical, social, environmental and economic objectives;
- b) through maps and statements of objectives, direct sustainable land use and development in the planning district or municipality;
- c) set out measures for implementing the plan; and,
- d) include such other matters as the Minister or the Board or local Council considers advisable.

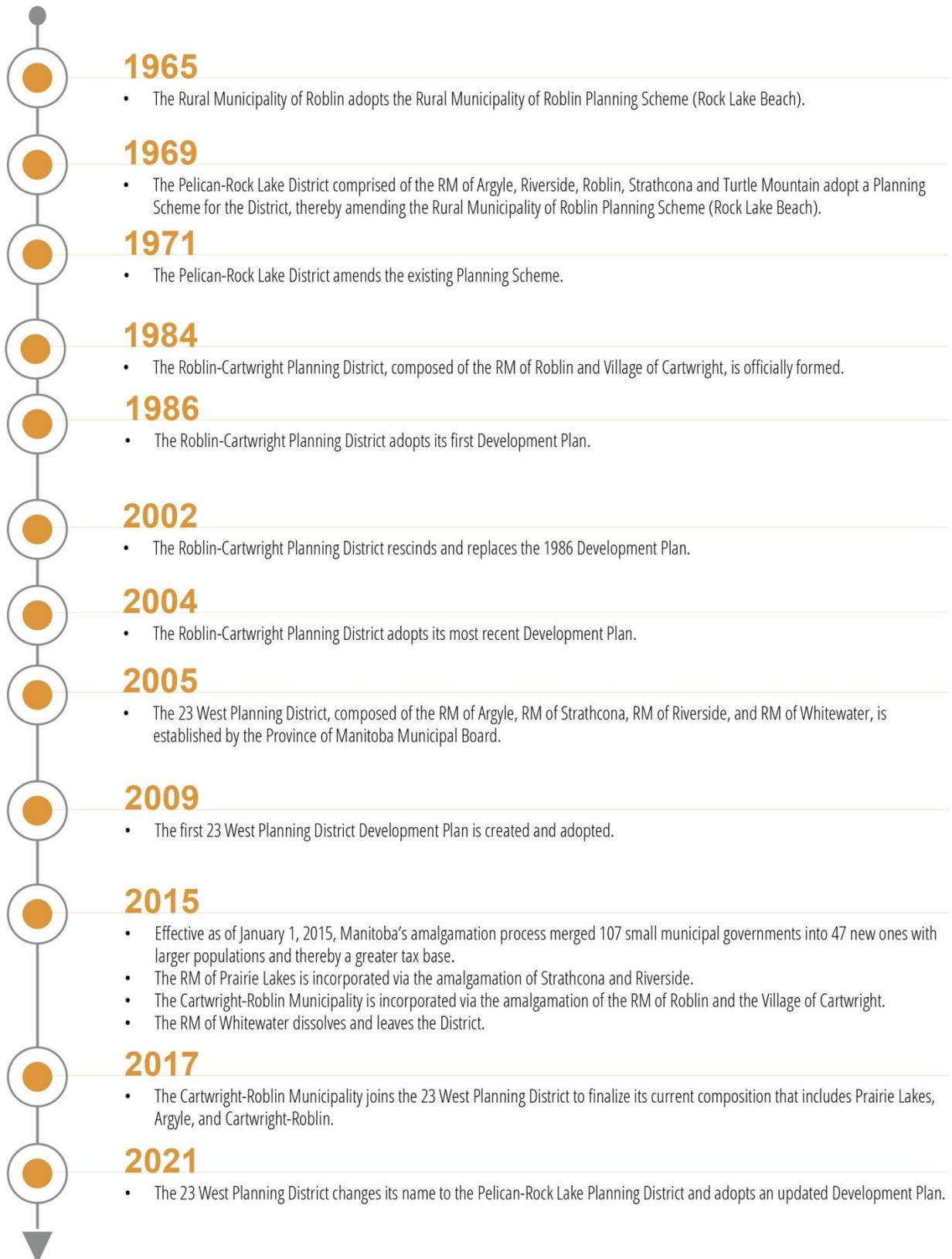
In effect, *The Act* articulates and protects provincial interests in regard to resource use, economic development, and sustainable growth. The PLUPs, adopted by Regulation under *The Act*, specifically describe and outline expectations for nine areas of provincial interest: (1) General Development; (2) Settlement Areas; (3) Agriculture; (4) Renewable Resources, Heritage and Recreation; (5) Water and Shoreland; (6) Infrastructure; (7) Transportation; (8) Mineral Resources; and, (9) Capital Region.

Development Plans are required to be consistent with the PLUPs and must meet certain general requirements contained in subsection 42(1) of *The Act*. Otherwise, the contents and structure of a Development Plan are generally determined by the authority responsible for preparing the Plan.

### 1.3 PLANNING CONTEXT

The District has undergone many important changes since it was first established in 2005 and arrived at its current composition in 2017. Notably, the planning history of the current member municipalities demonstrates an even longer tradition of collaboration around planning in the region, which has ultimately set the stage for the District today. **Figure 1** below outlines a chronological history of the evolving District members and their respective major planning initiatives.

**Figure 1: District Planning History**



### 1.4 PLANNING DISTRICT OVERVIEW

In Manitoba, two or more adjoining municipalities can partner to form a Planning District by regulation under *The Act*. Municipalities can gain significant benefits from joining a Planning District by working together to coordinate their policies and programs relating to land use, development, service delivery, and the provision of public facilities. Planning Districts are governed by a Board of Directors made up of councillors appointed by member municipalities. Among other responsibilities determined by the Board’s procedural and organizational by-laws, the Board is responsible for the adoption, administration, and enforcement of a district-wide Development Plan By-law.

**Pelican-Rock Lake Planning District Responsibilities:**

- Prepare, adopt, administer, and enforce the District Development Plan.
- Receive, evaluate, and approve or refuse the following applications for:
  - Development Plan Amendments
  - Zoning By-law Amendments
  - Development Permits
  - Conditional Uses
  - Variation Orders
  - Minor Variances
- Building Permits and Inspections

### 1.5 SUMMARY OF PLANNING PROCESS

As summarized in **Figure 2** below, the creation of the Plan was divided into four phases involving substantial research, analysis, public and stakeholder consultation, and testing of various policy options. It is important to note that the creation and adoption of the Development Plan is but the first step towards achieving the District’s vision and goals for the future. Implementation of the Plan will require ongoing commitment by the Board, municipal Councils, administration, stakeholders and the community, as detailed further in **Part 6** of this Plan.

**Figure 2:** Planning Process Summary



## 1.6 ORGANIZATION OF THE DEVELOPMENT PLAN

The Development Plan is divided into seven (7) main parts:

**Part One** provides a general introduction to the District and this Development Plan.

**Part Two** outlines important background information about the District and its member municipalities to provide context for the policies and objectives of this Development Plan.

**Part Three** establishes the long-term vision and planning goals for District that are foundational to this Development Plan and its overall spirit and intent.

**Part Four** contains general development policies that apply to the entire District for utilities and municipal services, transportation and mobility, cultural and heritage resources, mineral resources, water resources, natural areas and environmental conservation, hazardous areas and uses, and building healthy, resilient, and sustainable communities.

**Part Five** contains land use policies that apply to specific areas of the District, including general agriculture areas, restricted agriculture areas, urban settlement centres, rural settlement centres, rural residential clusters, and seasonal recreation areas.

**Part Six** outlines the procedures and tools for implementing this Development Plan, including day-to-day administration and monitoring longer term goals and objectives.

**Part Seven** contains policy maps establishing land use designations throughout the District.

## 1.7 USING AND INTERPRETING THE DEVELOPMENT PLAN

For the Development Plan to be effective, it must be easy to comprehend and navigate. The following offers a general guide intended to assist the reader in using this Development Plan in relation to a proposed project, amendment, or other development issue:

**Step 1:** Review the applicable land use maps in Part Seven and the attached reference maps to determine the land use designation and characteristics of the subject land.

**Step 2:** Review the objectives and policies found in Part Four and Part Five that apply to the subject land.

**Step 3:** Evaluate whether the proposed project conforms to the intent of the Development Plan Vision, Principles, Objectives and Policies, or whether an amendment would be necessary in accordance with Part Six.

Words and expressions used in this Development Plan have the meanings ascribed to them in the PLUPs and *The Act*. In instances where a clear definition of a word is not provided for, the definitions contained in the applicable Zoning By-law shall apply to this Development Plan. As well, policy statements vary in the degree to which they are meant to be adhered to. That is, whereas some policies are mandatory, others are suggestions. They are to be distinguished and interpreted as:

“Shall” is used to refer to a policy that is mandatory and is to be interpreted as “is required to”;

“Should” is used to refer to a policy that is encouraged but not mandatory and is to be interpreted as “is encouraged to”; and,

“May” is used to refer to a policy that is permissive and is to be interpreted as “is permitted to”.

The boundaries of the designated areas shown on the land use maps in PART SEVEN are intended to demonstrate the general arrangement of future development and land use in the District. Where a boundary coincides with a physical feature on the map, such as a roadway or waterway, the boundary shall be deemed to be that feature. However, where a boundary does not coincide with a physical feature on the map, it is intended that the Board have some latitude in determining the precise location of the boundary, with more precise boundaries provided in the Zoning By-law(s).

## PART TWO: BACKGROUND

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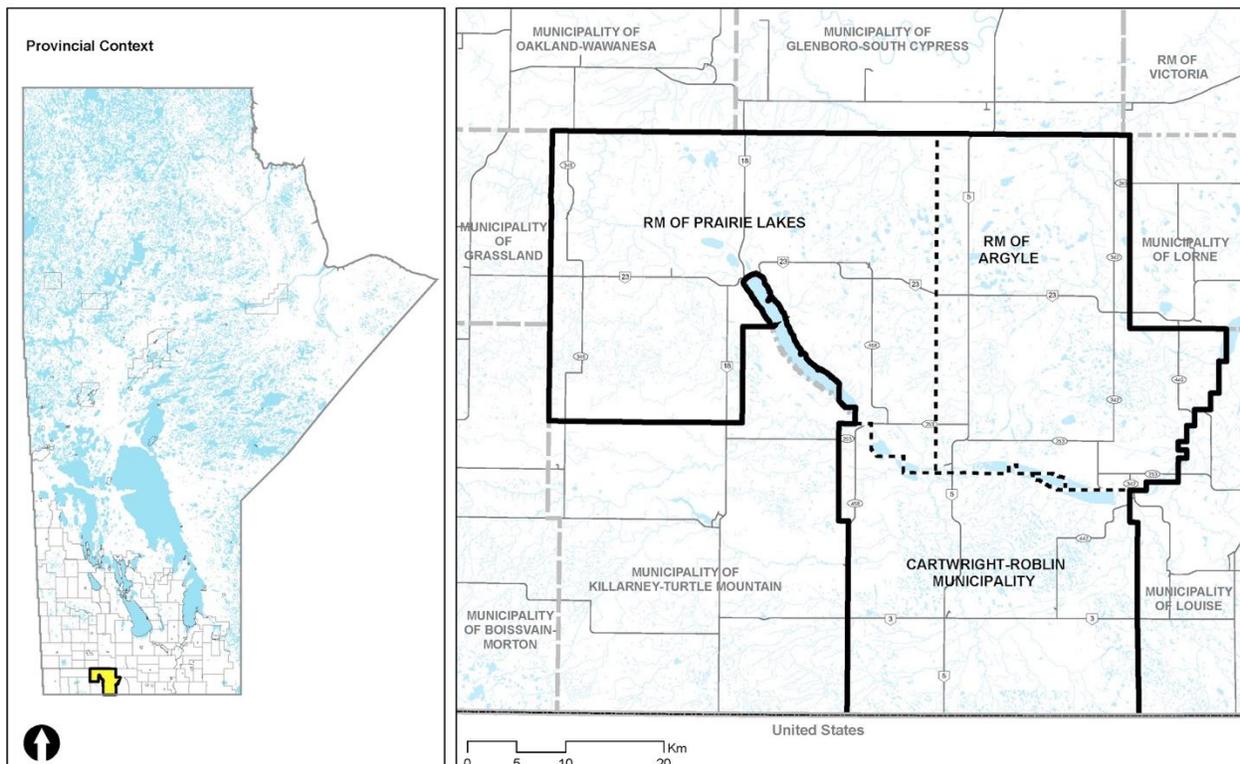
PART TWO outlines important background information on the Planning District and its member municipalities, which provides context for the vision, principles, objectives, and policies contained herein. The information was gathered through a comprehensive background study process, followed by a community and stakeholder engagement initiative. For additional information, a copy of the **Background Report** can be obtained from the Pelican-Rock Lake Planning District office.

## 2.0 DISTRICT CONTEXT

### 2.1 DEVELOPMENT PLAN AREA

The District encompasses approximately 2,549 square kilometres of land composed of expansive rural tracts and various settlements, as well as scenic prairie landscapes and lakes within the Pembina Valley and Westman Regions. The RM of Prairie Lakes is situated in the northwest portion of the District, the RM of Argyle in the northeast portion, and Cartwright-Roblin Municipality in the southern portion (see **Figure 3**). The District is generally located in the southwestern portion of the Province, bordered by the municipalities of Oakland-Wawanesa and Glenboro-South Cypress to the north, Lorne and Louise to the east, the United States to the south, and Grassland, Boissvain-Morton, and Killarney-Turtle Mountain to the west. The District is divided across the center by Pelican Lake, Lorne Lake, Louise Lake, and Rock Lake, establishing distinct landmarks and separating the RMs of Prairie Lakes and Argyle to the north from Cartwright-Roblin Municipality to the south.

**Figure 3: District Location and Context**



### 2.2 DISTRICT HISTORY

Each of the member municipalities represent a unique, yet oftentimes related history, which have continued to evolve into recent periods. The RM of Prairie Lakes, for instance, was only established in 2015 following the amalgamation of the RM of Strathcona and RM of Riverside. The RM of Riverside was first incorporated in 1897 and, after splitting from the RM of Argyle, the RM of Strathcona was initially formed in 1906. The RM of Argyle itself was incorporated in 1882.

Cartwright-Roblin Municipality was also a result of the 2015 amalgamation process, which joined together the RM of Roblin and Village of Cartwright, which were originally incorporated in 1902 and 1947 respectively. Notably, the Planning District is located in Treaty One territory, with its lands representing a long history of Indigenous peoples prior to the defining of any municipal boundaries.

An abundance of heritage resources remains across the District. These resources not only help to commemorate these earlier periods, but also, they contribute to the unique character of the District today. While the Frelsis (Liberty) Lutheran Church in Argyle is the only designated Provincial Heritage Site, each municipality boasts a variety of Municipal Heritage Sites, including the Knox Bellfield Presbyterian Church in Prairie Lakes, the Marringhurst Heritage House in Argyle, and the Blacksmith Museum in Cartwright-Roblin. Further to these, there are many historic sites throughout the District that are not officially designated, but represent a great deal of value to local community members.

## **2.3 CURRENT TRENDS AND CONDITIONS**

Developing an understanding of current trends and conditions in the District is necessary to effectively plan for the future. In doing so, it is important to not only consider how the community has changed over time, but what the most pressing challenges and opportunities may be moving forward. Accordingly, the following subsections outline current trends and conditions relevant to land use and development in the District, which have informed the content of this Plan.

### **2.3.1 Land Use**

The majority of lands in the District are used for agricultural purposes. According to municipal profiles produced by the Land Resource Unit of the Brandon Research Centre between 1996 and 1997, nearly 60% of the District is comprised of annual crop land, followed by grasslands at nearly 14% and treed areas at just over 12%. The remainder of the District is generally made up of developed areas, wetlands, waterways and waterbodies. As expected with the majority of lands devoted to agriculture, land ownership is generally held in large parcel sizes of approximately 160 acres or one quarter section, notwithstanding built-up lands located in the more urban settlement areas. There are also a number of wildlife management areas found in the District, including the Holmfield, Pembina Valley, Souris River Bend, and Tiger Hills Wildlife Management Areas.

### **2.3.2 Communities**

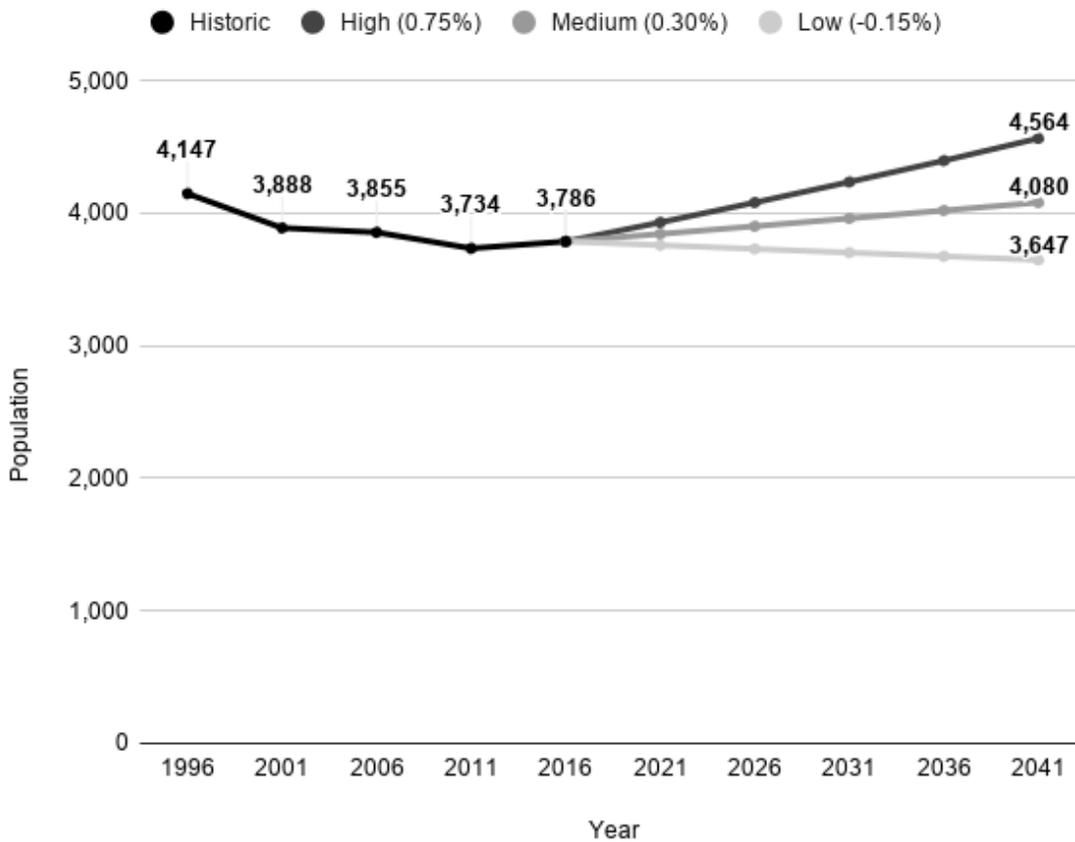
The Local Urban Districts (LUDs) and smaller rural settlements in the District are primarily located along or near to major transportation highways including Provincial Trunk Highway (PTH) 23 in the north (from west to east: Dunrea, LUD of Ninette, Belmont, and LUD of Baldur) and PTH 3 in the south (from west to east: Cartwright and the LUD of Mather). Further, the District is also home to a number of colonies, including Willow Creek Colony, Can-Am Colony, Holmfield Colony Farms, Trileaf Colony Farms, and Wellwood Colony Farms. In addition to the settlements and colonies, extensive seasonal recreation and residential developments can be found on the shores of the District's major lakes, including Lorne Lake, Louise Lake, Rock Lake, Nobles Lake, and – in particular – Pelican Lake.

### **2.3.3 Demographics**

Changes in population have been relatively uneven in the District over recent periods. Between 2011 and 2016, Prairie Lakes and Cartwright-Roblin grew by 30 people (2.1%) and 68 (5.5%) people respectively, while Argyle's population decreased by 46 people (-4.3%). Overall, this resulted in a

total increase of 52 people across the District, translating into a modest 1.4% growth rate over the 5-year period or approximately 0.3% annually. Taking a longer-term view, as shown below in **Figure 4**, the total population of the District's current member municipalities has decreased by 8.7% between 1996 and 2016, falling from 4,147 people to 3,786. Notably, the steepest population declines occurred in Prairie Lakes and Argyle between 1996 and 2001, which stabilized in the following years.

**Figure 4: District Population Trends and Projections**



A range of potential population change projections are also shown above in **Figure 4**, including a high, medium, and low growth scenario. The ranges are based on recorded rates of population change in the last several census-takings. The medium growth scenario depicts an average annual growth rate of 0.30%, which would result in a population of 4,080 people in the District by 2041. Under the low growth scenario, the overall population declines gradually by an estimated 0.15% per year, resulting in a population of 3,647 by 2041. Finally, the high growth scenario applies a more ambitious annual growth rate of 0.75%, which would result in a total population of 4,564 by 2041.

Another important characteristic of the District's population is the proportion of older adults. As of 2016, The median age of the population in each of the member municipalities was 52.5 in Prairie Lakes, 48.9 in Argyle, and 36.8 in Cartwright-Roblin, compared to the provincial average of 38.3.

### **2.3.4 Housing**

The vast majority of the District's housing supply is comprised of single-unit detached dwellings. According to the 2016 census, single-unit detached dwellings represented nearly 95% of all private households, followed by movable dwellings at around 3%, and row housing and apartment units at around 1% each. However, there has been a recent trend towards low-rise multi-family residential and housing for seniors, which may continue in order to meet the needs of the aging population.

In accordance with the medium growth scenario outlined in subsection 2.3.3, to accommodate around 294 new residents by the year 2041, the District would see an addition of approximately 128 new dwelling units. If recent development trends continue, this would likely translate into around 33 new un-serviced rural residential units, and 95 serviced units in existing settlement areas. Notably, with more than 60 vacant serviced lots currently in the District's settlement areas, much of this future development can and should be focused on infill to efficiently use existing infrastructure.

### **2.3.5 Infrastructure**

Most of the District's larger settlements and LUDs are serviced by both municipal water and wastewater systems, notwithstanding the LUD of Ninette, where there is currently no municipal water system. Due to limited population growth in the District, the capacity of existing servicing infrastructure is recognized to be sufficient to meet projected needs for years to come, assuming current trends continue. However, phased renewals are recommended for some aging systems. Smaller settlements and seasonal residential areas primarily rely on private wells and holding tanks.

### **2.3.6 Economy**

The primary driver of the District's economy is, and shall continue to be, the agricultural sector. Outdoor recreation is another major contributor, attracting many visitors and seasonal residents to the District each year. As of 2016, these sectors were by far the largest employers in the District, with approximately 32.4% of the labour force working in the agriculture, forestry, fishing, and hunting industry. Other industries employing a significant portion of the District's labour force included health care and social services (15.3%), construction (8.1%), and education services (6.6%).

Notably, the District has been subject to the trend of farm consolidation over recent decades. However, the District did see slight growth in its number of farms between 2011 and 2016, which increased from 425 to 445. Still, looking back further, since 1976 the number of farms in the District has decreased by 41.5%. Moreover, between 2011 and 2016 the proportion of farms under 10 acres in area decreased by nearly 43%, while those greater than 1,600 acres increased by around 15%.

### **2.3.7 Environment**

The District is characterised by some of the most interesting terrain found anywhere in the Province. Primarily situated within the Pembina Valley region, the District features elevation changes that are not common to the prairie landscape, with slopes exceeding 30% in some areas of Prairie Lakes near the Souris River. The lakes, rivers, wetlands, forests, expansive rural tracts, and other natural features of the District all contribute further to its attractive rural aesthetic and the local way-of-life.

Recognizing the District depends on these natural resources to support the local economy, as well as to sustain the health of its communities and ecosystems, preparing for the impacts of climate change will be critical moving forward. In particular, these changes are likely to have the greatest

impact on farmers in the District, who have been confronted with increasingly unpredictable seasonal temperatures and fluctuating precipitation patterns over recent periods.

In order to help municipalities protect their natural resources and respond to challenges related to climate change, the Province of Manitoba introduced the Watershed Districts Program, which established fourteen (14) Watershed Districts across the province. Notably, the Planning District is situated within two Watershed Districts, including the Central Assiniboine Watershed District (Prairie Lakes and Argyle) and Pembina Valley Watershed District (Prairie Lakes, Argyle, and Cartwright-Roblin). Watershed Districts, under *The Water Protection Act*, also play an integral role in developing and implementing integrated watershed management plans (IWMPs). Currently, the Assiniboine and Lower Souris River Integrated Watershed Management Plan and the Pembina River Integrated Watershed Management Plan are both applicable to specific areas of the Planning District.

## **2.4 KEY ISSUES AND CONSIDERATIONS**

The background research and community engagement undertaken during phases one and two identified a number of important issues and considerations for creating the Plan. In planning for the future of the District, these issues and consideration included, but were not limited to the following:

- Building resiliency to climate change;
- Creating consistent and clear development policies;
- Population attraction and retention;
- Business retention and economic development;
- Closing of municipal facilities;
- Flooding within low lying areas and erosion on steep slopes;
- Public access to lakes and water quality;
- Continued growth of seasonal recreation areas;
- Conservation of highly productive agricultural lands and wildlife areas;
- Increasing levels of public engagement;
- Strengthening regional pride and local identity; and,
- Growth and size of livestock operations.

## **PART THREE: VISION + PRINCIPLES**

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PART THREE outlines the overarching vision and principles that act as the foundation for the Plan's objectives and policies that follow. Notably, the vision and principles were developed in collaboration with Board members, administrative staff, and residents from across the District.

## 3.0 PLAN FRAMEWORK

### 3.1 VISION

“The Pelican-Rock Lake Planning District stretches over a region of southwestern Manitoba that is rich in natural beauty and character, with stunning prairie lakes, agricultural landscapes, and a diverse collection of welcoming communities. As the District continues to manage change, it shall remain committed to protecting these defining features, while also embracing opportunities to grow and adapt to new challenges. The District will capitalize on the strengths and benefits of planning collaboratively with its members. It will balance its interests in new development with the need to sustain its natural resources and provide a high quality of life for its residents. In turn, the District will continue to define itself as an attractive place to live, visit, and pursue opportunities.”

### 3.2 PRINCIPLES

#### 1 Establish Fair and Flexible Rules

Provide residents, landowners, and developers with clear, consistent, and flexible policies and processes for guiding development across the District that adhere to local planning objectives.

#### 2 Preserve and Enhance Agriculture

Prioritize the success of the agriculture sector, and in particular family farms, by protecting productive lands from incompatible development and by supporting agri-value initiatives, as well as the adoption of renewable energy systems and other forms of diversification.

#### 3 Promote Opportunities for Economic Development

Encourage compatible commercial and industrial development in appropriate locations, including home and farm-based businesses within the region, which will enhance services and amenities, provide local employment opportunities, and contribute to municipal tax revenues.

#### 4 Protect the Integrity of Natural Resources

The District’s greatest resource is the natural environment. From its agricultural lands, outdoor recreational areas, and mineral resources to its watershed, wetlands, and undisturbed wildlife habitats – protecting the quality and sustainability of these resources must be prioritized.

#### 5 Build Healthy, Safe, and Age-Friendly Communities

Continue to build complete communities by providing access to essential services, public amenities, and options for mobility, as well as by encouraging compact development patterns that contribute to physical, mental, social, economic, and environmental health and well-being.

## **6 Provide a Range of Suitable Housing Options**

Support a range of housing types that vary in size, tenure, rate of affordability, and locational setting within the District, from established population centres and rural settlements to suitable farmsteads and seasonal residential developments, as to accommodate people of all life stages.

## **7 Maintain Public Access to Outdoor Amenities**

The District's high quality outdoor recreational resources are foundational to the local economy and way of life. Access to these resources, including waterbodies, shorelines, natural spaces, and recreational trails, should be protected for the enjoyment of residents and visitors alike.

## **8 Manage the Quality of Services and Utilities**

The delivery of high-quality and reliable municipal services and utilities is crucial for supporting all types of development throughout the District. At the same time, the cost of constructing and maintaining the associated infrastructure must be considered, as to ensure long-term viability.

## **9 Cultivate Partnerships and Embrace Collaboration**

Grow partnerships between communities within the District, as well as with neighbouring municipalities, higher levels of government, and other organizations on infrastructure investments, service delivery, and opportunities for economic, social, and cultural development.

## **10 Strengthen Community Participation and Involvement**

Foster community pride and encourage widespread participation in planning and development processes so community members can have their say in making important decisions for the future of the District.

## **PART FOUR: GENERAL OBJECTIVES + POLICIES**

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PART FOUR outlines general objectives and policies applying to all land use and development within the District. In support of the policies included in PART FIVE, which apply to specific land use policy areas, the policies contained herein address broader concepts that apply across all policy areas.

The following general development policies are described:

- 4.0 Healthy, Resilient and Sustainable Communities**
- 5.0 Hazardous Areas and Uses**
- 6.0 Natural Areas and Environmental Conservation**
- 7.0 Water Resources**
- 8.0 Mineral Resources**
- 9.0 Culture and Heritage Resources**
- 10.0 Transportation and Mobility**
- 11.0 Utilities and Municipal Services**

## 4.0 HEALTHY, RESILIENT AND SUSTAINABLE COMMUNITIES

The communities encompassed within the District vary substantially in size – both in terms of geography and population – and in their distinct history. They are also not all experiencing the same challenges and opportunities. While some communities in the District have seen recent population growth, others have seen a consistent decline, causing concern among some residents they may lose the services they depend on. At the same time, there are also many common threads between the communities and those who call them home. For instance, residents throughout Argyle, Cartwright-Roblin, and Prairie Lakes all expressed their pride in being able to accomplish a lot with a little. Further, residents consistently expressed their commitment to the long-term success of their communities and fellow community members. Accordingly, the intent of this section is to outline considerations for community health, resiliency, and sustainability throughout the District, ensuring policies are in place to help prepare for, and respond to, future challenges and opportunities.

### 4.1 OBJECTIVES

- (1) To protect and promote the health, safety, and well-being of community members.
- (2) To increase local resiliency to potential risks and disruptions caused by climate change.
- (3) To support public and private development that is free of barriers for residents and visitors of all ages and abilities.
- (4) To encourage local initiatives that focus on communities thriving as opposed to just growing.
- (5) To ensure the use and development of land is consistent with the community's vision for the future, with special consideration for current and planned economic development initiatives.

### 4.2 POLICIES

#### 4.2.1 Sustainable Land Use and Development

- (1) As to ensure the District continues to develop in an orderly and economically viable manner, all new development shall be consistent with the policies, objectives, and intent of this Development Plan. Land uses shall be generally consistent with land use **Maps 1-5**, with further provisions for permitted and conditional uses established in the Zoning By-law(s).
- (2) In approving new developments for residential, commercial, or industrial purposes, consideration shall be given to the current and projected demand for that particular type of use, as to avoid unnecessary infrastructure investments, market instability, and/or premature land fragmentation.
- (3) Within established settlement areas, currently serviced lands or lands contiguous to existing built-up areas shall have the highest priority for accommodating new development.
- (4) The District shall use the tools outlined in **Section 19.0** to ensure municipalities are not solely responsible for the costs associated with providing utility and municipal infrastructure for new development, as well as to enforce standards and specifications for its design and installation.

- (5) To protect the health of people and the environment, proposed developments which may have a detrimental effect on air or water quality shall be directed to locations where the threat to humans and ecologically sensitive lands is minimized, while also incorporating adequate measures to mitigate the potential negative impacts and/or enhance the capability of the lands.
- (6) With consideration for such factors as scale, location, and proposed types of land uses, existing communities and new developments may be encouraged to incorporate the following measures:
  - a. Compact and integrated development patterns in more urban areas that promote active modes of transportation and minimize costs associated with constructing and maintaining infrastructure, as well as providing municipal services;
  - b. Renewable energy sources such as solar, wind, and geothermal to reduce greenhouse gas emissions; and,
  - c. Naturalized stormwater retention facilities to strategically store water during wet events, create wildlife habitat, and reduce pressure on existing municipal wastewater systems.

#### **4.2.2 Accessible and Age-Friendly Development**

- (1) Public spaces, pathways, and sidewalks should feature adequate trees and/or structures to provide users with shaded areas, as well as benches at various intervals for users to take rest.
- (2) Community services and amenities should be located centrally within settlement areas and connected to neighbourhoods by pathways and sidewalks to reduce reliance on private vehicles.
- (3) Settlement areas should include wayfinding systems, including signage and landmarks, along major roads, sidewalks, and pathways to make navigation easier for all residents and visitors.
- (4) The District Board shall encourage universal design standards to be considered and included in the development of all public and private spaces, the requirements for which may be based on the "Design of Public Spaces Accessibility Standard" being produced by the Province.

#### **4.2.3 Community Identity and Change Management**

- (1) In order to build community capacity, leverage social capital, and ultimately improve chances for long-term success, the District should continue to involve stakeholders and residents in local planning initiatives, including community organizations, service clubs, and/or volunteer groups.
- (2) Municipalities should help existing communities to thrive by focusing on maintaining local assets that improve quality of life, such as main streets, public parks, heritage resources, and other places residents value, while also supporting initiatives that help strengthen community identity.
- (3) The District should develop a more complete understanding of factors that attract and retain residents, as well as those that may cause residents to leave, in order to create effective growth strategies and direct associated initiatives.

- (4) Municipalities should look for opportunities to reduce the long-term costs associated with providing and maintaining infrastructure, particularly in communities with declining populations.
- (5) District members should coordinate capital improvement plans and investment strategies to align long-term growth objectives, as well as work together in promoting the District's strengths and unique identity to attract new residents and economic development opportunities.

#### **4.2.4 Climate Change Adaption**

- (1) In order to improve resilience to the changing climate, including its impact on critical community infrastructure and the health of residents, the District should seek partnership opportunities with other levels of government, relevant organizations, and neighbouring municipalities to develop a thorough understanding of the related issues and create coordinated strategies.
- (2) In response to less predictable weather patterns, municipalities should ensure plans and strategies are in place to coordinate responses to emergency events and mitigate the associated impacts, which may be taken into consideration during the District's development reviews.
- (3) Agricultural producers, in accordance with Manitoba's Drought Management Strategy, should be encouraged to increase on-farm water storage capacity for future redistribution in order to build local resilience to potential drought scenarios and mitigate the associated economic impacts.
- (4) The planting of native and non-invasive tree species and vegetation that are resilient to climate change shall be encouraged in public parks and throughout the District's settlement areas.
- (5) Further to **Section 11.2.2**, in assessing the required capacity of wastewater systems for future upgrades, municipalities shall consider the potential for increased levels of annual precipitation.
- (6) Periodic reviews should be undertaken regarding development policies for "hazard areas" to ensure standards are adequate to meet changing precipitation patterns and flood risk levels.

## **5.0 HAZARDOUS AREAS AND USES**

The natural terrain of the District can create hazardous conditions for development in certain areas. With a significant amount of elevation change, relative to the Manitoba context, the District has some low-lying areas that are particularly vulnerable to erosion, such as in the northwest corner around the Souris River. Further, other areas in the District have been subject to localized flooding in past years, including lands adjacent to Rock Lake and Pelican Lake. At the same time, specific land use activities can potentially worsen these hazardous conditions, or create new hazards altogether. The intent of this section is to establish directions for identifying, preventing, and mitigating risks associated with hazardous areas and land uses, as to prevent undue harm to people and property.

### **5.1 OBJECTIVES**

- (1) To minimize risks to people and property that are associated with hazardous areas and uses.
- (2) To limit public expenditures related to preventable flood relief and rehabilitation activities.

- (3) To restrict development in hazardous areas unless adequate measures are taken to mitigate negative impacts or increase the capability of the land to support the proposed development.
- (4) To work with other levels of government to enhance flood protection measures while ensuring the benefits of any existing flood control works are not negated by future development.

## **5.2 POLICIES**

### **5.2.1 Flood Hazard Areas**

- (1) Development should not be permitted within areas where a specific flood hazard has been determined, including all lands which would be flooded by the 1:200-year flood or the flood of record, whichever is greater, as well as lands that are subject to periodic local flooding or a flood specified by the applicable provincial authority in areas of protected flood control works.
- (2) Notwithstanding the above, where it is not practical or desirable to restrict development in known flood hazard areas, at the discretion of the District Board, the development must be planned and designed to avoid and mitigate potential risks in accordance with the following:
  - a. There should be no added risk to life, health, or safety;
  - b. The proponent shall be required to provide a hydro-geological investigation or study, or a geotechnical report, completed by a professional engineer licensed to practice in Manitoba;
  - c. All permanent structures must be located on sites which have been raised with fill to an elevation at least 0.6 metres (2 feet) above the 200-year flood level or the flood of record, whichever is greater, as determined in consultation with the appropriate provincial authority;
  - d. All permanent structures, including animal housing facilities, should be adequately protected from damage and all services and driveways should be designed to function under hazard conditions, allowing for uninterrupted access to the site during a flooding event; and,
  - e. There should be no adverse alteration, obstruction, or increase in water flow, flood velocities or flood stages.
- (3) If a development is proposed in an area where flood hazard information is not available, but the subject lands are located adjacent to a waterbody or waterway, the following policies shall apply:
  - a. The proponent may be required to provide a hydro-geological investigation or study, or a geotechnical report, completed by a professional engineer licensed to practice in Manitoba;
  - b. Permanent structures should be set back a sufficient distance from the normal high-water mark of any adjacent waterway or waterbody, as defined in the Zoning By-law(s) in accordance with Provincial Land Use Policies, unless an engineering investigation demonstrates, to the satisfaction of the Board, that such limits may be safely reduced; and,
  - c. Applications shall be circulated to the applicable Provincial authority for review.

- (4) Whenever possible, lands in flood hazard areas should be left in their natural state, or only developed for low intensity uses such as cropping, grazing, or open space recreational activities.
- (5) Existing developments located in areas where new flooding information becomes available, or where the degree of flood risk increases due to changing climate conditions, flood control works, or other such reasons, should be required to enhance flood protection measures as part of any proposed structural alteration or expansion of existing buildings, as well as any change in use.

### **5.2.2 Areas Prone to Erosion or Slope Instability**

- (1) Lands which may be eroded away within a 50-year period or become unstable due to the erosive forces of water in an adjacent waterway or waterbody, as identified by the applicable provincial authority, shall be excluded from development unless it can be demonstrated, to the satisfaction of a professional engineer licensed in Manitoba, the erosion process has been halted.
- (2) Lands with steep natural slopes that are known or predicted to be unstable, including those subject to such hazards as landslides and/or slumping due to down-slope soil movement, shall be excluded from development unless it can be demonstrated, to the satisfaction of a professional engineer licensed in Manitoba, that adequate bank stabilization measures are implemented.
- (3) Development proposals in areas prone to erosion or slope instability may require a hydro-geological investigation or study, or a geotechnical report, to be completed by a professional engineer licensed to practice in Manitoba, including recommendations regarding preventative and mitigative measures which eliminate or reduce the associated risk to an acceptable level.
- (4) Land use activities that would alter existing slopes and contribute to increased rates of erosion, bank instability, and slumping, shall not be permitted. Whenever possible, lands subject to erosion or slope instability should be left in their natural state, allowing for existing tree and vegetative cover to be preserved in order to reduce erosion and help maintain bank stability.
- (5) In order to protect the safety of residents and visitors, prevent damage to property, and help reduce rates of erosion and slumping in riparian areas, permanent structures shall be set back a sufficient distance from the normal high-water mark of waterways and waterbodies, as defined in the applicable Zoning By-law(s) in accordance with Provincial Land Use Policies.

### **5.2.3 Hazardous Uses**

- (1) Facilities or developments, exclusive of railways and highways, which manufacture, handle, store, and/or distribute hazardous materials shall be subject to the following:
  - a. New facilities shall not be located closer to urban areas or dwellings than is permitted or recommended under the applicable provincial guidelines and/or legislation;
  - b. Where the development of a potentially hazardous use is proposed, information may be required relating to: the nature of any potential discharges into the air, soil or water, the nature of outside storage requirements, the compatibility of surrounding land uses, and, plans for the buffering and containment of such activities from adjacent uses;

- c. Large propane, oil, gasoline or other volatile storage facilities should be established in areas of the District where risks to the health and well-being of residents can be minimized; and,
- d. Any required environmental studies or engineering assessments, as deemed necessary by the Board to support the review process, shall be the sole responsibility of the applicant.

## **6.0 NATURAL AREAS AND ENVIRONMENTAL CONSERVATION**

The natural environment is the District's greatest resource. The lakes, wetlands, forested areas, and other natural features of the District not only support a diverse population of fish and wildlife, but also provide recreational amenities that contribute to the local economy and way-of-life. Balancing the use and conservation of these natural resources is critical for their long-term sustainability. As such, the intent of this section is to ensure the health of the natural environment is considered and protected when making decisions related to land use, economic development, and infrastructure.

### **6.1 OBJECTIVES**

- (1) To conserve the biodiversity of the District and support the ecological health of the region.
- (2) To protect wildlife and fisheries habitats from incompatible or potentially incompatible uses.
- (3) To promote inter-municipal cooperation and support partnerships with other levels of government and specialized organizations in developing and implementing conservation initiatives.
- (4) To minimize the impacts of development on the natural environment throughout the District and, whenever possible, support opportunities to restore and enhance impacted areas.
- (5) To maintain the integrity and long-term viability of outdoor recreational resources.

### **6.2 POLICIES**

#### **6.2.1 Collaboration**

- (1) Inter-municipal co-operation shall be encouraged in developing, implementing, and monitoring measures to protect and enhance the District's natural areas.
- (2) Coordination between the District Board and the Central Assiniboine and Pembina Valley Watershed Districts should be exercised when a proposed development may alter an existing wetland or negatively impact the watershed.
- (3) Proposed developments and changes in land use adjacent to wildlife management areas, ecologically sensitive areas, or any other protected areas must be reviewed by the appropriate provincial or federal authority to ensure the long-term sustainability and integrity of the resident flora and fauna and their supporting ecosystems will not be adversely affected.

- (4) Private landowners may be asked to participate in conservation efforts as a condition of development approval, such as by preserving a portion of their lands in a natural state, or by dedicating a portion of their lands to the applicable municipality as public reserve.

### **6.2.2 Wetlands and Riparian Areas**

- (1) In accordance with the Water Rights Regulation under *The Water Rights Act*, all proposed developments that would cause an existing wetland to be drained, filled, and/or permanently altered shall be prohibited unless a license has been obtained from the appropriate Provincial department and sufficient measures are implemented to mitigate the environmental risks.
- (2) The enhancement and conservation of wetlands shall be encouraged throughout the District with a focus on restoration and expansion to maximize the potential benefits offered by these areas, including mitigating floods and droughts, supporting wildlife and fish habitat, and sequestering carbon. The proponent should work with the appropriate Watershed District for any wetland enhancement work.
- (3) A buffer of natural vegetation should be maintained or, wherever possible, restored in riparian areas along waterways and adjacent to waterbodies in order to preserve and enhance the biodiversity of the District. As a general guideline, the size of the buffer should not be less than 10 metres (32.8 feet), unless a wider buffer is identified in the Pembina River IWMP or Central Assiniboine and Lower Souris IWMP or recommended by the Board based on the location of the proposed development and the physical characteristics of the subject lands. However, minor disturbances within these buffers may be permitted pursuant to **Policy 7.2.4(1)(c)**.

### **6.2.3 Forested Areas and Native Vegetation**

- (1) The identification and protection of natural areas critical to the existence of rare, endangered and/or ecologically significant plants and vegetation shall be encouraged throughout the District.
- (2) The remaining forested areas and naturally vegetated lands in the District should be retained in their natural state wherever possible, including but not limited to lands serving as unused road allowances or easements, as well as areas that could be characterised as having high habitat value, extreme topographic relief, or generally unsuitable conditions for agriculture purposes.
- (3) The preservation of mature trees in urban areas shall be encouraged and, in response to the projected increase in very hot days annually, municipalities should ensure public parks, paths, and sidewalks feature adequate trees and/or structures to provide users with shaded areas.

### **6.2.4 Wildlife and Fish Habitats**

- (1) The identification and protection of natural areas critical to wildlife and fisheries habitats shall be encouraged throughout the District.
- (2) Natural areas and habitats on public and private lands should be protected from incompatible or potentially incompatible uses where:
  - a. rare or endangered flora and fauna are provincially designated and protected under either *The Endangered Species Act* or *The Species At Risk Act*;

- b. lands are provincially designated and protected under the Protected Area Initiative;
  - c. lands have been identified and designated as Wildlife Management Areas;
  - d. private lands have been voluntarily protected by landowners under Conservation Agreements or other Memorandum of Agreements; or
  - e. sensitive wildlife habitat, aquatic habitat (including quality wetlands and riparian areas), or other ecologically significant areas have been identified.
- (3) Any proposed development or land use activities adjacent to a fish spawning site, fish nursery area, or significant fish habitat must conform to the following development criteria:
- a. Land shall not be cleared, cultivated, or developed to the edge of a waterbody or waterway, but rather, a buffer of natural vegetation shall be maintained in riparian areas in accordance with Policy 6.2.2(3); and,
  - b. Organic loading or siltation from agricultural run-off shall be prohibited and measures to limit nutrient and/or sediment inflow from development activities shall be encouraged.
- (4) Public access to natural areas and wildlife and fisheries habitat will be encouraged to foster appreciation for and enjoyment of nature. However, such access should not lead to levels of activity which will cause a threat to the ecological integrity or sustainability of the affected area.
- (5) Proposed developments adjacent to a wildlife management area or other protected area should be forwarded to the appropriate provincial authority for review to ensure that future development and/or changes in land use will not adversely affect the sustainability of the area or the resident flora and fauna.

#### **6.2.5 Outdoor Recreational Resources**

- (1) Areas with high recreational capability, such as those designated as **Seasonal Recreation Areas** around Rock Lake and Pelican Lake, which contain interesting and/or rare natural features should be protected and maintained for outdoor recreation and related uses.
- (2) Existing outdoor recreational uses and areas should be protected from incompatible or potentially incompatible land uses that may threaten their integrity or operation, including proposed developments and/or land uses that are located adjacent to recreational areas.
- (3) Proposed recreational developments shall be encouraged to carefully match the activity and its intensity to the capability of the land and its ability to sustain the use over an extended period.
- (4) Proposed recreational development should not preclude access to and use of public resources, such as lakes, rivers, shorelands, and similar types of resources valued by residents and visitors.

## **7.0 WATER RESOURCES**

The District is home to an abundant supply of water resources. From its lakes, rivers, and streams to its underground aquifers, these resources are critical for supporting the District's economy and environment, as well as sustaining the health of its communities. Preserving the integrity of the District's water resources must, therefore, be prioritized when planning for the future. Accordingly, as the District continues to manage change and growth moving forward, the intent of this section is to ensure that the long-term sustainability of the entire watershed is considered and protected.

### **7.1 OBJECTIVES**

- (1) To maintain the natural capacity of the watershed to perform key ecological functions.
- (2) To ensure that the quality and integrity of waterways, waterbodies, and groundwater sources is a priority when considering new developments or changes in land use.
- (3) To support partnerships with other levels of government and specialized organizations in developing and implementing initiatives to improve water quality throughout the District.
- (4) To protect public access to the District's water resources such as lakes, rivers, and streams.
- (5) To ensure the District maintains a clean and abundant water supply for all its residents.

### **7.2 POLICIES**

#### **7.2.1 Collaboration**

- (1) The District Board shall coordinate water management and conservation efforts with the Central Assiniboine Watershed District and the Pembina Valley Watershed District.
- (2) The District Board may consult with the appropriate Provincial or Federal government agencies on matters concerning the protection, maintenance, and/or enhancement of the watershed.
- (3) As a means of improving local water retention capacity and building resilience to drought and flooding events, landowners in the District, and in particular agricultural producers, shall be encouraged to work with the Watershed Districts and adjacent municipalities in developing an integrated approach to water resource management that balances economic and environmental needs and that is done in concert with the existing watershed management plans.

#### **7.2.2 Watershed**

- (1) Land shall be developed in a manner which ensures the entire watershed, including waterways, waterbodies, shoreland areas and groundwater resources, is sustained and that existing uses are not negatively impacted.
- (2) Development proposals requiring significant volumes of groundwater and/or surface water shall be required to investigate the need for a Water Rights License. If a Water Rights License is required, development approval shall be withheld until such time as the license has been issued.

- (3) In order to limit the impacts of development and maximize ecological benefits, the identification of waterways, waterbodies, shorelands and groundwater resources requiring protection or enhancement shall be encouraged throughout the District in accordance with the following:
- a. Identification and enhancement programs may be developed and implemented at the Municipal, District, or Provincial levels;
  - b. The extent of the required protection or enhancement will be directly related to the characteristics of the local situation, including but not limited to: the size and configuration of the waterway, waterbody, shoreland or groundwater resource, the need for maintaining public access, erosion rates, and/or the recreation potential of the resource; and,
  - c. For sensitive lands fronting on a waterway or waterbody, shoreland reserves or specific setback regulations may be established through public land acquisition by directly purchasing lands or dedicating lands through the subdivision approval process, and/or by establishing easements or Conservation Agreements on privately held lands.
- (4) Intensive and high-pollution risk development activities, meaning land uses and structures that have a high risk of causing pollution that include, but are not limited to chemical / fertilizer storage facilities, disposal fields, fuel tanks, waste disposal grounds, and wastewater treatment facilities, should be restricted in public drinking water source zones. Where restriction is not possible, development may be considered in public drinking water source zones provided:
- a. The proponent can prove by adequate engineering or hydrogeological investigation that the proposed activity will not cause pollution of the public drinking water supply; or,
  - b. Appropriate precautionary measures have been taken to sufficiently mitigate the risk of endangering the quality of the water supply for public drinking water supply purposes.

### **7.2.3 Groundwater**

- (1) Potential impacts to groundwater resources shall be considered when reviewing all development applications that may, whether due to excavation, water access, drainage, or other such reasons, affect the yield and quality of water from underground aquifers in the District, so as to ensure public drinking water sources are protected in accordance with Policy 7.2.2(4).
- (2) If a proposed development or land-use activity may cause groundwater pollution, whether under normal operating conditions or unforeseen circumstances, or is located in an area sensitive to groundwater pollution hazards as identified by the Province of Manitoba, the proponent shall be required to undertake a study of groundwater conditions within the development area, including but not limited to: an assessment of the risk to groundwater quality occurring from the proposed development; and – if the risks should prove significant – the operational or engineering measures that will be employed to minimize this risk or respond to a potential contamination incident.
- (3) Abandoned wells shall be sealed in accordance with Provincial legislation and guidelines and in partnership with the Watershed Districts to maintain the integrity of the groundwater supply and protect the health and safety of residents.

#### **7.2.4 Waterbodies, Waterways and Shoreland**

- (1) Any proposed development adjacent to a waterbody or waterway must conform to the following development criteria:
  - a. Larger scale multi-lot subdivisions shall be encouraged to leave a portion of lands along shorelines undeveloped as opposed to dividing lots in a continuous linear fashion, which may be established as public reserves to maintain access to water and shoreline areas;
  - b. New developments shall not be permitted to remove existing public access points to water and shoreline areas unless such access will be provided at a different location, which must be visible, clearly marked, and easily accessed from the applicable public right-of-way;
  - c. A buffer of natural vegetation should, in accordance with Policy 6.2.2(3), be maintained in riparian areas along waterways and adjacent to waterbodies in order to reduce nutrient loading and protect water quality. Within these buffers, developments that create minor disturbances to the natural vegetative cover, such as docks, pathways and boathouses, may be permitted provided that not more than 25% of the length of the lot's shoreline is affected;
  - d. As a condition of approval, proponents may be required to implement additional measures to limit nutrient and/or sediment inflow prior to and during the development process;
  - e. Onsite wastewater management systems, including septic fields and holding tanks, shall follow Provincial guidelines in regard to setback distances from waterbodies and waterways, as well as applicable standards for construction and maintenance; and,
  - f. Applications for large scale developments or multi-lot subdivisions shall be forwarded to the appropriate Provincial and Federal government departments for comment and review.
- (2) Stream and shoreline alterations shall not be undertaken without the approval of the appropriate Provincial and Federal government departments.

## **8.0 MINERAL RESOURCES**

Valuable mineral resources can be found throughout the District, including aggregates such as sand and gravel, in addition to other types of mineral deposits. Not only do these resources make a significant contribution to the economy, but also, they are fundamental for supporting the construction sector and meeting infrastructure requirements. As such, the intent of this section is to ensure continued access to mineral resources is provided and conflicting land uses are prevented.

### **8.1 OBJECTIVES**

- (1) To protect mineral resources and active extraction operations from conflicting land uses.
- (2) To promote the environmentally sound exploration and extraction of mineral resources, as well as the rehabilitation of lands impacted by such activities to a safe and stable condition.
- (3) To work with the applicable provincial authorities in managing mineral resources sustainably.

## **8.2 POLICIES**

### **8.2.1 Protecting Mineral Resources**

- (1) The applicable provincial authority shall, in accordance with the definitions provided in the Provincial Land Use Policies (PLUPs), classify areas in the District as “High” (stop), “Medium” (caution), and “Low” (go) in regard to mineral resource quality. These areas shall be protected from incompatible or potentially incompatible land uses and developments as follows:
  - a. Within an area designated as “High”, no conflicting land use will be allowed, generally limiting permitted uses to non-intensive agriculture, such as cropping or grazing, and temporary uses that would not have a detrimental effect on future resource exploration and extraction.
  - b. Within an area designated as “Medium”, subject to consultation with and approval from the applicable provincial authority, a potentially conflicting land use may be permitted.
  - c. Within an area designated as “Low”, conflicting land uses may be permitted, subject to Board approval.
- (2) Existing mineral extraction operations, including quarry mineral withdrawals and aggregate pits, should be protected from incompatible and potentially incompatible land uses that would interfere with their ongoing operation and future exploration.

### **8.2.2 Approving Extraction Operations**

- (1) Proposed extraction operations shall be subject to all permit and licensing requirements under *The Mines and Minerals Act*, which the District Board may request during the application review.
- (2) In recognition of operational factors associated with mineral resource extraction, including but not limited to the generation of noise, dust, and heavy truck traffic, such operations should be considered as conditional uses in the Zoning By-law(s), as to allow the Board to impose conditions as deemed necessary and to allow members of the community to express any potential concerns at the required public hearing. The local Community Planning office of Municipal Relations must be notified 60 days in advance of the public hearing.
- (3) Minimum setback regulations and buffering requirements shall be established in the Zoning By-law(s) for extraction operations and adjacent land uses to promote compatible development patterns.
- (4) Prior to approving a proposed extraction operation, proponents may be required to demonstrate how the exploration, development, production, and termination of the operation shall be undertaken in a manner that is environmentally sound and compatible with adjacent land uses.

## **9.0 CULTURAL AND HERITAGE RESOURCES**

The culture and heritage of the District is primarily rooted in farming and the traditions of European immigrants that settled in the region. The District contains a number of designated Municipal Heritage Sites and one Provincial Heritage Site, as well as a multitude of other historic sites valued by residents with no official designation. The presence and impact of Indigenous peoples is also commemorated by their long history on the lands prior to settlement, such as the 2,500-year-old Clay Banks buffalo jump site, located just north of Cartwright. Today, the cultural landscape of the District continues to evolve, as newcomers to Canada bring a greater diversity of cultures and traditions to communities. As such, the intent of this section is to ensure the District's valued cultural and heritage resources can continue to be protected, celebrated, and built upon moving forward.

### **9.1 OBJECTIVES**

- (1) To identify and preserve cultural and heritage resources in the District and protect them from incompatible development that may threaten their integrity, operation, or communal value.
- (2) To provide opportunities for cultural experiences throughout the District's diverse communities.
- (3) To celebrate and promote interest in the District's history and diversifying cultural make-up.

### **9.2 POLICIES**

#### **9.2.1 Heritage Preservation**

- (1) The identification of heritage resources, including buildings and sites with historic, cultural, architectural, or archeological significance, shall be encouraged throughout the District.
- (2) Heritage resources should be protected from incompatible or potentially incompatible uses where:
  - a. Buildings or sites have received municipal and/or provincial heritage designation;
  - b. Buildings or sites are in the process of receiving or being considered for municipal and/or provincial heritage designation; or,
  - c. Buildings or sites have been developed as a heritage resource and currently operate as such.
- (3) The development, designation, and preservation of heritage resources should be coordinated with other heritage and recreation resources in the region to maximize interpretive potential and opportunities for tourism.
- (4) The District shall support public and private efforts wherever possible to reuse, renovate, or adapt historic sites or buildings in ways that retain and highlight character-defining elements.

#### **9.2.2 Cultural Appreciation**

- (1) Initiatives to raise public awareness and promote appreciation of cultural diversity in the District shall be encouraged, such as through the naming of streets, parks, or public facilities.

- (2) Municipalities should ensure adequate public spaces and amenities are provided within settlement areas to accommodate a variety of cultural events and community festivals. This may be achieved through community engagement when such investments are being considered.

## **10.0 TRANSPORTATION AND MOBILITY**

The District is well connected by a series of provincial roadways and highways – namely provincial trunk highway (PTH) 23 and PTH 3 running east-west and PTH 5 and PTH 18 running north-south – which extend from border-to-border, stretching into surrounding municipalities and the United States to the south. Settlement areas in the District are predominantly situated along or near these highways and roadways, as they provide residents, businesses, and producers with greater regional access. Although it is crucial to effectively move goods and people throughout the District and beyond, it is also important to accommodate safe, efficient, and accessible movement within its communities. As such, the intent of this section is to ensure regional connectivity is maintained across the District, while also increasing options for mobility within the different settlement areas.

### **10.1 OBJECTIVES**

- (1) To maintain and enhance connectivity throughout the District and to the surrounding region, allowing for the safe and efficient movements of goods and persons to support the local economy.
- (2) To ensure new roadways are compatible with existing and planned transportation networks.
- (3) To increase options for mobility within settlement areas and promote active modes of transportation that contribute to healthy lifestyles and a reduction in greenhouse gas emissions.
- (4) To provide all residents and visitors with convenient access to local services and amenities.
- (5) To prevent incompatible development along provincial highways and roadways.

### **10.2 POLICIES**

#### **10.2.1 Provincial Highways and Roadways**

- (1) A permit from Manitoba Infrastructure shall be required to construct, modify, relocate, remove, or intensify the use of an access to a provincial road or provincial trunk highway.
- (2) A permit from Manitoba Infrastructure shall be required to construct, modify, relocate, or remove a structure or sign, or to change or intensify the use of an existing structure (including the alteration of existing buildings) within the controlled area adjacent to a provincial highway.
- (3) Proposed developments and subdivisions adjacent to the provincial highway system should be guided by concept plans that establish an internal road network which joins with, and is complementary to, the existing and planned highway network of the area.
- (4) Development that may have a detrimental impact on the safe and efficient operation of the provincial highway system shall not be allowed unless appropriate measures, as deemed acceptable to Manitoba Infrastructure, are implemented at the sole cost of the applicant.

- (5) Strip development along provincial highways, whereby direct connections to the highway are relied upon for providing access to abutting sites and featured uses, shall not be permitted.
- (6) Direct access to the provincial highway system from land uses which generate significant amounts of regional vehicle traffic and/or significant truck traffic shall be discouraged. Access should be provided via an internal road and/or municipal road system.
- (7) Subdivision or development of sites in areas designated for highway widening or expansion shall not be permitted unless, at the discretion of the applicable provincial authority, suitable provisions are made by the applicant to accommodate the future widening or expansion.
- (8) Where an area of development is bordered on one side by a major transportation corridor or facility such as a highway, new development should be directed to the same side to avoid the need for local traffic to cross the corridor or facility.
- (9) Proposed developments that may be adversely affected by noise, dust, and/or fumes from provincial highways shall be located where there is adequate separation from these corridors, or shall incorporate measures such as sound barriers or landscaped buffers to mitigate conflicts.

#### **10.2.2 Municipal Roads**

- (1) New development must have legal access to an all-weather road of sufficient standard and capacity to service featured uses, 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 Board and member municipality. The proponent may be responsible for all or a portion of the costs associated with constructing said roadway, as per the terms of the agreement.
- (2) When evaluating development proposals, the potential impact on the existing transportation system shall be considered. Development requests that are incompatible with the existing and/or planned transportation system may be rejected if an agreement cannot be reached between the applicable municipality and the proponent to ensure compatibility or to provide sufficient road upgrading.
- (3) New development which has the potential to generate significant vehicle traffic should be directed away from areas and land uses where such levels of traffic could endanger public safety.
- (4) New developments should be encouraged to feature minimal cul-de-sacs and shorter residential blocks to improve connectivity and create alternative options for reaching local destinations.
- (5) Local road networks should be planned and designed economically, as to ensure existing and proposed developments can effectively be served, while also not limiting the potential to serve future development on adjacent lands. This may be achieved by requiring applicants to dedicate a portion of their lands for future road allowances in strategic locations.
- (6) Municipal road allowances should be retained for public access. Any clearing, cultivation or cropping of unimproved road allowances must be approved by the applicable member

municipality and, whenever possible, unimproved road allowances should be left in their natural state until such time as they are required for road development, as to preserve natural vegetation and valuable wildlife habitat in the District.

- (7) Where appropriate, such as on proposed local roads not intended to serve farm equipment, heavy machinery, or high volumes of truck traffic, the applicable member municipality may consider reducing the size of required road allowances to reduce future maintenance costs.
- (8) Where high volumes of truck traffic are known or anticipated and the municipality is the traffic control authority, the applicable Council may designate certain roadways as truck routes, in order to limit the deterioration of the local road system and minimize safety problems and nuisance factors within communities. Appropriate setbacks for buildings situated along roadways designated as truck routes shall be established in the applicable Zoning By-law(s).
- (9) Land uses which generate significant amounts of regional vehicle traffic and/or significant truck traffic should be directed to locations in proximity to major roadways, including provincial highways, with access to the highway system provided by means of municipal collector roads.
- (10) New developments requiring access from a municipal road that is subject to erosion or flooding should not be permitted unless, at the discretion of the local Council, the development is deemed worthy of support for economic and/or social reasons. If permitted, such development must take into consideration all applicable policies under **Sections 5.2.1 and 5.2.2** herein.

### **10.2.3 Active Transportation Infrastructure**

- (1) Settlement areas throughout the District shall be encouraged to provide active transportation infrastructure, including paths, trails, and/or sidewalks, to offer an alternative to automobile use.
- (2) All sidewalks, paths, and trails should be designed to allow for barrier free access, ensuring users of all ages and abilities are accommodated, and to safely and efficiently facilitate two-way travel.
- (3) New paths, trails, and sidewalks should, whenever possible, connect to existing transportation networks and establish convenient routes to key local destinations, such as parks and schools.
- (4) Member municipalities may consider introducing seasonal sidewalks where appropriate, such as public parks and commonly used natural areas, which are constructed out of materials that are permeable, aesthetically complimentary to the location, and cost effective for maintenance.
- (5) Mid-block pedestrian and cyclist crossing opportunities should be provided on major roads in settlement areas to improve residents' access to commercial and community service areas.
- (6) In the absence of constructing sidewalks in new residential developments, traffic calming measures on local roads may be considered at the discretion of the applicable local Council, as to ensure safe use for pedestrians, cyclists, and other modes of active transportation.

#### **10.2.4 Recreation Trails**

- (1) The continued use of railbeds along decommissioned railway tracks for recreational vehicles, such as all-terrain vehicles and snowmobiles, will be encouraged and, wherever possible, should be expanded to promote tourism opportunities and optimize enjoyment for residents.
- (2) Recreational trails may be developed in public parks, open spaces, and seasonal facilities such as golf courses to allow for year-round use, including ice skating, skiing, and snow-shoeing trails.

#### **10.2.5 Aircraft Landing Fields and Approaches**

- (1) Any existing aircraft landing fields and aerial approaches should be protected from incompatible or potentially incompatible land uses that may adversely impact their operation or endanger public safety. Transport Canada's guide for "Land Use in the Vicinity of Aerodromes" should be referenced as needed when reviewing relevant development proposals and applications.
- (2) The Zoning By-law(s) shall establish aircraft landing fields as a conditional use and outline development standards and appropriate separation distances for any adjacent development.
- (3) Proposals to establish private or public airfields shall consider the location of existing dwellings or other development that might adversely be impacted by aircraft operations.

### **11.0 UTILITIES AND MUNICIPAL SERVICES**

The provision of utilities and municipal services is integral for supporting all types of development within the District. From drinking water to internet access, these services are relied upon by residents, businesses, and local industries each day. However, as communities in the District continue to change, with some steadily growing in population and others gradually declining, and trends in the local economy continue to shift, including advances in farming technology, the needs and challenges associated with providing such services will continue to change as well. Accordingly, the intent of this section is to establish directions for providing utilities and municipal services throughout the District, as to ensure current and future conditions can be managed sustainably.

#### **11.1 OBJECTIVES**

- (1) To strategically direct investments for new, upgraded, and/or extended public utility infrastructure, taking into consideration long-term maintenance and replacement costs.
- (2) To optimize existing municipal water, sewer, and solid waste management infrastructure.
- (3) To facilitate the economical and efficient delivery of municipal services in the District.
- (4) To protect local and regional investments in infrastructure and utilities.
- (5) To work collaboratively with private and public utility companies to ensure that high-quality services are available throughout the District.

## 11.2 POLICIES

### 11.2.1 Collaboration

- (1) Co-operative and inter-municipal servicing initiatives will be encouraged, including possible revenue sharing agreements, to equitably share costs and benefits of future development in the District.
- (2) Cooperation will be encouraged with affected utility companies to ensure the economical and efficient provision of services, including the establishment of energy efficient facilities.
- (3) The District Board shall adhere to provincial drainage guidelines and work cooperatively with the applicable provincial authorities and adjacent municipalities to address regional drainage issues.

### 11.2.2 Water and Wastewater

- (1) Where municipally operated water or wastewater services are provided within any developed area, new developments requiring those services shall connect to the municipal systems.
- (2) New developments or subdivisions proposing to connect to a municipally operated water or wastewater system must be designed to do so in an efficient and economical manner.
- (3) The District or applicable Council may require technical analyses, at the applicant's expense, to determine the impact of a proposed development on the operation and capacity of existing and future infrastructure systems and distribution networks in accordance with **Section 19.3**.
- (4) Water supply and wastewater management systems, where provided, must be developed and operated in accordance with applicable provincial standards, including *The Environment Act*, *The Public Health Act*, and *The Drinking Water Safety Act*.
- (5) Any proposed development that is not intended to connect to the municipal wastewater system shall be located on a lot large enough to accommodate on-site sewage disposal systems and be subject to approval under provincial regulations. When deemed appropriate by the Board, such developments should be planned and constructed to economically connect to the municipal wastewater system at a future date, including siting houses to allow for future subdivision.
- (6) All proposed onsite wastewater management systems shall:
  - a. be designed and constructed to be suitable for the lot size and soil conditions;
  - b. comply with all requirements under MR 83/2003-Onsite Wastewater Management Systems Regulation; and,
  - c. be registered with the applicable provincial authority prior to installation.
- (7) The applicable Zoning By-law(s) shall establish minimum buffer areas around sewage treatment facilities and wastewater stabilization ponds, in accordance with provincial regulations and/or guidelines, limiting land uses to those that will not be adversely affected by these facilities.

- (8) Where development will cause a member municipality to carry out an alteration to a municipally operated water or wastewater system, the municipality will adhere to any existing applicable provincial legislation, as well as ensure that all required engineering data supporting the proposal has been forwarded to the appropriate provincial agency for review and comment.
- (9) Developments requiring significant water consumption shall only be permitted in areas where they will not cause a reduction in water supply for existing users and/or do not require the unnecessary expansion of existing water treatment and distribution infrastructure.

### **11.2.3 Drainage**

- (1) Any development proposing drainage into the provincial highway drainage system or a designated provincial waterway shall require permission from Manitoba Infrastructure and licensing from the appropriate provincial authority. Should there be any upgrades required to the existing highway drainage system or provincial waterway in direct relation to the development, the developer shall be solely responsible for any and all associated costs.
- (2) Applications for any development that is of a larger scale or a potential cause for concern regarding drainage onto a public right-of-way or ecologically significant area shall be required to include a drainage plan. As part of the approval process, the District Board may impose conditions on the design and maintenance of drainage systems to prevent negative impacts on existing drainage infrastructure and/or affected areas of ecological significance.
- (3) The District Board should, wherever possible, support and enable opportunities for local farmers to work with the Central Assiniboine and Pembina Valley Watershed Districts in implementing more sustainable drainage practices, such as increasing on-site storage capacity.
- (4) Proposed larger scale residential developments and subdivisions, when deemed appropriate, should be encouraged to incorporate naturalized stormwater retention facilities.

### **11.2.4 Emergency and Protective Services**

- (1) The capacity of firefighting resources in respective member municipalities shall be considered when reviewing any applications for proposed higher density or intensive developments.
- (2) Convenient access and clear wayfinding strategies shall be considered for all new developments in the District to ensure the effective response of police and emergency service providers.

### **11.2.5 Solid Waste Management**

- (1) The municipalities of the District will provide facilities to dispose of solid waste in a sanitary, economic, and orderly manner by planning in advance for the location and development of suitable provincially approved landfill sites.
- (2) The District shall encourage the provision of adequate waste management facilities and should explore programs for recycling, composting, and the disposal of hazardous household items.
- (3) The layout of new residential developments in settlement areas shall allow for the efficient collection of solid waste.

- (4) The applicable Zoning By-law(s) shall establish minimum buffer areas around solid waste disposal sites, in accordance with provincial regulations and/or guidelines, limiting land uses to those that will not be adversely affected by such facilities.

#### **11.2.6 Public and Private Utilities**

- (1) Essential activities of government, including public and private utilities, shall be allowed in any land use designation subject to zoning requirements. Special considerations may be given in the Zoning By-Law(s) to review siting requirements for uses that include communications towers and maintenance compounds to ensure they will not have adverse impacts on adjacent lands. Such uses should be located and developed in a manner that minimizes any incompatibility with adjacent uses.
- (2) Existing public and private utilities should be protected from incompatible or potentially incompatible land uses which may threaten or adversely affect their operation.
- (3) To ensure community members can reliably access important information and communicate with one another, member municipalities should work with utility companies and other levels of government to upgrade related facilities and improve service quality throughout the District.
- (4) As a measure to protect public safety, coordinate maintenance to pipeline facilities, and prevent any disturbances to operations, the District Board shall ensure consultation is carried out with the appropriate pipeline operator when any development application or area plan is submitted for lands within a pipeline assessment area. The pipeline assessment area and consultation requirements shall be established in the applicable Zoning By-law(s).

## PART FIVE: LAND USE POLICY AREAS

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PART FIVE contains policies pertaining to specific land use policy areas throughout the Planning District. This section should, however, be read in its entirety in order to understand the general spirit and intent of Plan, as well as to effectively interpret and apply the policies contained herein.

The following land use policy areas are described:

- 12.0     General Agriculture Area**
- 13.0     Restricted Agriculture Area**
- 14.0     Urban Settlement Centre**
- 15.0     Rural Settlement Centre**
- 16.0     Rural Residential Cluster**
- 17.0     Seasonal Recreation Area**

## 12.0 GENERAL AGRICULTURAL AREA

The **General Agricultural Area** designation is applied to the majority of land within the District. Agriculture is – and will continue to be – the primary driver of the local economy and a key factor for supporting strong rural communities. As such, the retention of high quality, productive agricultural land in primarily large parcels shall be encouraged by avoiding fragmentation for speculative purposes. While some residential, commercial, and industrial development may be allowed, so long as it does not inhibit agricultural production and supports the diversification of the rural economy, the primary intent of this policy area is to support agricultural activities and related land uses.

### 12.1 OBJECTIVES

- (1) To ensure agriculture retains its prominence within the District while supporting opportunities for diversification and value-added production.
- (2) To preserve productive agricultural land and to discourage fragmentation of large agricultural parcels.
- (3) To allow limited rural residential development provided that it does not supersede or conflict with the agricultural function of the District.
- (4) To strengthen and diversify the rural economy by encouraging uses that support agricultural productivity and the growth of agri-businesses, as well as provide opportunities for tourism, recreation, and other commercial enterprises.
- (5) To allow for intensive forms of agriculture and livestock operations in appropriate areas according to provincial regulations that do not jeopardize surrounding agricultural activity or pose significant environmental or health concerns.

### 12.2 POLICIES

#### 12.2.1 General

- (1) Agriculture shall be the primary land use within the **General Agricultural Area**, as designated on land use **Maps 1-5**, including such activities as grazing, field crops, livestock operations, and similar types of agricultural uses.
- (2) Lands within the **General Agricultural Area** should be maintained in large parcels, generally 80 acres in area or more, to support the ongoing viability of large-scale agricultural operations.
- (3) Notwithstanding **Policy 12.2.1(2)** above, the subdivision of land into parcels smaller than 80 acres to create small-scale or specialized agricultural operations may be permitted, as to encourage the establishment of new family-farms in the District, if the proposed subdivision:
  - a. complies with this Plan and the Zoning By-law in effect;
  - b. is designed to minimize the removal of productive agricultural land; and,
  - c. has or will have direct access to a developed road.

- (4) Existing agricultural enterprises shall be protected from development that may unduly interfere with their continued operation.
- (5) Existing communal settlements should be allowed to operate and continue with their way of life within the **General Agricultural Area** provided they do not contravene the objectives and policies of this Plan, including those pertaining to livestock operations. However, this does not exempt communal settlements from the requirement to obtain development permits and building permits in accordance with the applicable Zoning By-law(s). Proponents intending to establish a new communal settlement shall be encouraged to consult the Board prior to submitting development applications to ensure alignment with the District's planning objectives.
- (6) The District may require a Special Study or Concept Plan to be prepared in support of any conditional use or zoning amendment application for non-agricultural uses in accordance with **Section 19.3** of this Plan.

### **12.2.2 Rural Residential Development**

- (1) One (1) farm dwelling shall be permitted in association with an agricultural operation, while additional farm-related dwellings may be permitted if legitimately accessory to the agricultural operation. The approval of additional farm dwellings shall not be construed, in any way, as consent or approval for future subdivision.
- (2) Generally, the subdivision of lands in **General Agricultural Areas** for residential development should not be permitted, except in accordance with **Policies 12.2.2(3)–12.2.2(7)** below.
- (3) **Subdivision of Existing Farmsteads**  
The subdivision of an existing farmstead may be permitted in the following circumstances:
  - a. Where a retiring farmer and/or their spouse wishes to retain the farm residence;
  - b. Where a site is required to construct a home for a family member or individual actively participating in the farm operation and deriving significant income from such participation;
  - c. Where it is deemed necessary for agricultural purposes to realign farm boundaries around rivers, streams, highways, drains, and/or other features, provided no new titles are created;
  - d. Where a farm has been incorporated and it is necessary to establish a separate residential title from the agricultural corporation; and,
  - e. Where a bona fide farmstead site has been rendered surplus due to farm consolidation or amalgamation and the continued existence of the surplus farmstead will not have a negative impact on the operations occurring on adjacent agricultural lands. The farmstead must contain a livable farm residence and be located within a well-defined and mature shelterbelt.
- (4) For any subdivision proposed under **Policy 12.2.2(3)**, the following conditions shall apply:
  - a. The proposed lot is not subject to flooding or erosion;

- b. The proposed lot should not include cultivated lands;
- c. The proposed lot can be serviced to a rural standard;
- d. The proposed lot can be accessed by an existing all-weather road;
- e. The proposed lot is confined to an existing shelterbelt whenever possible;
- f. The proposed lot does not result in more than one (1) subdivision per 80 acres, with a maximum of two (2) per quarter section;
- g. The proposed lot is a sufficient size to accommodate facilities associated with a standard farming operation; and,
- h. The proposed lot complies with the standards of the applicable Zoning By-law.

**(5) Non-Farm Rural Dwelling Subdivisions**

The subdivision of land for a non-farm rural dwelling may be permitted in the following circumstances:

- a. Where a parcel of land is isolated by way of a road, creek, drain, or other natural land feature, and where the size and/or shape of the parcel makes it difficult to carry out farming activities efficiently and economically; and,
- b. Where a farmer and/or their spouse, upon retirement, wishes to construct a non-farm dwelling on a separate site on the farm.

**(6) For any subdivision proposed under Policy 12.2.2(5), the following conditions shall apply:**

- a. The proposed lot must comply with the applicable mutual separation distance for livestock operations, and should not limit the options for establishing a livestock operation in the future by way of creating a new or increased mutual separation distance, unless a variation to the applicable separation distance is approved by the District Board.
- b. The proposed lot is generally not less than 2 acres and not more than 10 acres, with consideration for existing buffers, shelterbelts, fence lines, or other similar types of physical restrictions, as well as requirements related to on-site water and sewage disposal systems;
- c. The proposed lot will not restrict agricultural cropping practices on adjacent lands;
- d. The proposed lot will not require services beyond the rural standard for the area;
- e. The proposed lot must not create undue competition with nearby rural or urban settlement centres by impeding the orderly growth of communities with available serviced lands;

- f. The proposed lot generally does not result in more than one (1) subdivision per 80 acres, with a maximum of two (2) per quarter section;
  - g. The proposed lot shall not be further subdivided in the future; and,
  - h. The proposed lot will comply with the policies of this Development Plan pertaining to road access, flooding, and erosion, and with the standards of the applicable Zoning By-law.
- (7) Rural residential development of any kind shall be located and designed to minimize land use conflicts and any capital and maintenance costs related to servicing and infrastructure.

### **12.2.3 Rural Economic Development**

- (1) Commercial and industrial uses that are directly related to agriculture, better suited to a rural environment, or that may cause potential hazards or nuisances may be permitted in the **General Agricultural Area** provided that:
- a. The land is suitable for the proposed development;
  - b. The applicant is able to demonstrate the viability and marketability of the proposed development;
  - c. The required conditional use and Zoning By-law amendment applications are approved; and,
  - d. A Concept Plan has been prepared and approved with any supporting Special Studies, if required, by the Board and respective Council in accordance with **Section 19.3** of this Plan.
- (2) Commercial and industrial development shall be located where adequate road access, infrastructure, and services are either already in place or can be economically upgraded or extended to service the development.
- (3) Farm diversification operations should be encouraged as value-added accessory uses in the **General Agricultural Area**, in addition to home-based businesses and home-based industries, provided that they comply with the regulations and standards of the applicable Zoning By-law.

### **12.2.4 Livestock Operations**

- (1) A livestock operation will be considered any permanent or semi-permanent facility or non-grazing area where at least 10 animal units of livestock are kept and/or raised either indoors or outdoors or any combination thereof, including all associated manure storage facilities.
- (2) Any new or expanding livestock operation shall be subject to meeting all provincial regulations and obtaining any necessary approvals.
- (3) Livestock operations with a maximum of 300 animal units shall be permitted within the **General Agricultural Area** subject to all applicable Zoning By-law provisions.
- (4) Livestock operations of 301 or more animal units shall be a conditional use within the **General Agricultural Area** subject to all applicable Zoning By-law provisions.

- (5) Minimum separation distances will be maintained between new and expanding livestock operations and all designated areas, non-farm residential subdivisions, and residential dwellings not associated with the livestock operation. These separation distances shall be established in the applicable Zoning By-law(s) in accordance with the following provisions:
- a. Separation distances for livestock operations from **Urban Settlement Centres** shall be 15% greater than the provincial standard for designated areas;
  - b. Separation distances for livestock operations from **Rural Settlement Centres** and **Seasonal Recreation Areas** shall be consistent with the provincial standard for designated areas;
  - c. Separation distances for livestock operations from **Rural Residential Clusters** shall be 50% greater than the provincial standard for residences; and,
  - d. Separation distances for livestock operations from non-farm residential subdivisions and residential dwellings not associated with the operation shall be consistent with the provincial standard for residences.
- (6) Notwithstanding **Policy 12.2.4(5)** above, the District Board or local Council may, pursuant to *The Act*, vary the mutual separation distance(s) defined in the applicable Zoning By-law.
- (7) Livestock operations should not be accommodated on land that has soils determined, by a detailed soil survey, to have an agricultural capability of Class 6, 7, or unimproved organic soils.
- (8) Owners and operators of livestock operations will be required to develop facilities and conduct their operations in a manner that mitigates the potential for polluting soils, groundwater, and surface water, as well as minimizes the potential for creating land use conflicts.
- (9) All new and expanding livestock operations that require conditional use approval may, at the discretion of the District Board, be required to incorporate measures or provide requested materials to mitigate offensive odours including, but not limited to:
- a. Shelterbelts;
  - b. Covers for manure storage facilities;
  - c. Survey confirming separation and setback distances produced by a Manitoba Land Surveyor; and,
  - d. Copy of any Manure Management Plan as required under provincial regulations.
- (10) The District shall encourage developers of proposed Intensive Livestock Operations (ILOs) to conduct meaningful and transparent consultation with affected landowners and stakeholders.
- (11) Pelican-Rock Lake Area Buffer**  
 In order to protect the viability of seasonal and recreational developments, as well as surface water quality, a 1,609 metre (1 mile) **Pelican-Rock Lake Area Buffer** is applied in **General**

**Agricultural Areas** around Bone Lake, Overend Lake, Grass Lake, Lorne Lake and Louise Lake, in addition to the Pelican Lake and Rock Lake **Seasonal Recreation Areas**. Livestock operations within the **Pelican-Rock Lake Area Buffer** are subject to the following policies:

- a. New and expanding livestock operations shall not be allowed to exceed a maximum size of 300 animal units;
- b. Lawfully existing livestock operations with more than 300 animal units at the time of this By-law being adopted may continue to operate, but expansion of such operations shall require separate conditional use approval and, where applicable, provincial Technical Review;
- c. New livestock operations within 805 metres (a half mile) of the ordinary high-water mark of Bone Lake, Overend Lake, Grass Lake, Lorne Lake and Louise Lake shall not be allowed to exceed a maximum size of 25 animal units; and,
- d. Lawfully existing livestock operations within 805 metres (a half mile) of the ordinary high-water mark of Bone Lake, Overend Lake, Grass Lake, Lorne Lake and Louise Lake with more than 25 animal units at the time of this By-law being adopted may continue to operate and expand, subject to conformity with provincial regulations, other policies of this By-law, and the requirements of the applicable Zoning By-law.

### 13.0 RESTRICTED AGRICULTURAL AREA

The purpose of the **Restricted Agricultural Area** is to ensure that incompatible agricultural and agriculture related land uses are not located where they would adversely affect the health of people and the environment, or interfere with the orderly growth of established communities. As such, the policy area is applied to agricultural lands around urban and rural settlement centres, within which the intent is to continue supporting primarily agricultural activities of a lower intensity.

#### 13.1 OBJECTIVES

- (1) To enable compatible agricultural activities to continue on lands that immediately surround settlement centres, seasonal recreation sites, and environmentally sensitive areas.
- (2) To discourage incompatible development and uses in areas that may threaten the health of people and the environment within the District.
- (3) To encourage contiguous development within settlement centres by preventing multiple-lot non-farm subdivisions from locating within **Restricted Agricultural Areas**.

#### 13.2 POLICIES

##### 13.2.1 General

- (1) All Policies in Section 12.2.1 shall also apply in the **Restricted Agricultural Area**, as designated on land use **Maps 1-5**.

##### 13.2.2 Rural Residential Development

- (1) All Policies in Section 12.2.2 shall also apply in the **Restricted Agricultural Area**.

### 13.2.3 Rural Economic Development

- (1) Commercial and industrial developments that would benefit from proximity to settlement centres, but require larger sites that may not be available within settlement centres, may be established within the **Restricted Agricultural Area** provided that:
  - a. They are safe and nuisance-free, or are located at such a distance from settlement centres to remove any risks to public health and safety;
  - b. They are planned and designed to not impede the orderly expansion of settlement centres with piped water and sewer services;
  - c. They are not, whenever possible, located on prime agricultural lands or productive lower class agricultural lands;
  - d. The required conditional use and Zoning By-law amendment applications are approved; and,
  - e. A Concept Plan has been prepared and approved with any supporting Special Studies, if required, by the Board and respective Council in accordance with **Section 19.3** of this Plan.
- (2) Farm diversification operations should be encouraged as value-added accessory uses in the **Restricted Agricultural Area**, in addition to home-based businesses and home-based industries, provided that they comply with the regulations and standards of the applicable Zoning By-law.

### 13.2.4 Livestock Operations

- (1) All Policies in **Section 12.2.4** shall apply with the following exceptions:
  - a. Livestock operations up to a maximum of 300 animal units shall be conditional uses within the **Restricted Agricultural Area** subject to all applicable Zoning By-law provisions.
  - b. New and expanding livestock operations shall not be allowed to exceed 300 animal units within the **Restricted Agricultural Area**.

## 14.0 URBAN SETTLEMENT CENTRE

The **Urban Settlement Centres** represent the greatest concentrations of population and services within the District. These centres support a variety of urban land uses including residential, commercial, institutional, recreational and limited light industrial. Due to their larger populations compared to other settlements and rural areas, which in some cases may be based on seasonal residents, they can accommodate a greater variety of housing types, public services, and recreation amenities. Sustainable compact development and a diversity of uses will be encouraged to maximize existing and future investments, as well as to create thriving, self-sufficient centres.

As demonstrated on land use **Maps 1-5**, the **Urban Settlement Centre** policy areas include:

- Ninette
- Baldur
- Cartwright

The following objectives and policies will guide development within these areas.

## **14.1 OBJECTIVES**

- (1) To strengthen the **Urban Settlement Centres** by encouraging sustainable economic and community development that complements existing land use patterns and generally maintains or improves the quality of life in these centres.
- (2) To provide a wide range of commercial, light industrial, recreational and community uses that contribute to full-service centres that support the needs of permanent and seasonal residents, as well as the needs of residents from surrounding communities throughout the District.
- (3) To diversify the housing supply, including the type, size, and tenure of dwellings, in order to support community members with varying needs based on age, income, and personal interests.
- (4) To encourage infill development on presently vacant or underutilized land within the **Urban Settlement Centre** policy areas.
- (5) To provide for an adequate supply of developable land that can be efficiently serviced to meet demand for present and future growth.

## **14.2 POLICIES**

### **14.2.1 General**

- (1) All development within **Urban Settlement Centre** policy areas shall be subject to any applicable Secondary Plan and the use and site requirements established by the Zoning By-law(s).
- (2) The District shall encourage a wide mix of residential, commercial, industrial, and community uses that are reasonably viable in relation to population size and demand.
- (3) New development should complement existing community character and shall respect and protect known heritage resources in accordance with **Section 9.0**.
- (4) The District shall consider the capacity of existing servicing infrastructure when reviewing and approving development proposals. The design, installation, and phasing shall be carried out in accordance with **Section 11.2.2** where servicing upgrades or new infrastructure is required.
- (5) New infrastructure such as roadways or piped services required to support new or existing development shall be designed and installed to municipal standards.
- (6) Existing low-impact agricultural activities at the fringes of **Urban Settlement Centre** policy areas should be allowed to continue. However, the keeping of livestock shall be prohibited.

### **14.2.2 Residential Development**

- (1) All forms of residential development shall be regulated by the Zoning By-law(s) to ensure general compatibility with existing community character.

- (2) Priority for new residential development shall be given to vacant and underutilized sites within existing residential areas where services and infrastructure are already in place.
- (3) The Zoning By-law(s) should permit secondary suites and two-unit dwellings in residential areas as a way of incrementally increasing residential density, improving housing affordability, and extending family living options.
- (4) Opportunities for higher density development may be provided, where appropriate, subject to location and design criteria.
- (5) The District should support the ability of older adults to age-in-place in the community by allowing varying levels of home care, encouraging universally accessible design, and exploring the need for dedicated seniors housing projects.
- (6) New multiple-lot residential subdivisions may be permitted provided that:
  - a. They are generally contiguous with existing residential areas to ensure connectivity to existing roads, services, and amenities.
  - b. The applicant is able to demonstrate the viability and marketability of the proposed development;
  - c. The required conditional use and Zoning By-law amendment applications are approved; and,
  - d. A Concept Plan has been prepared and approved with any supporting Special Studies, if required, by the Board and respective Council in accordance with **Section 19.3** of this Plan.
- (7) Innovative approaches to housing types, ownership structures, and sustainable design and construction will be encouraged (e.g. tiny homes, sea can conversions, etc).

#### **14.2.3 Economic Development**

- (1) The Zoning By-law(s) shall regulate all forms of non-residential development with consideration for factors such as community amenity and character, vehicular circulation and parking, and impact on municipal services.
- (2) Prioritize the revitalization of existing local commercial areas (main streets and town centres) with pedestrian-oriented development that adds amenity for residents and visitors.
- (3) Municipal Councils should consider using vacant sites or buildings for community events and other interim uses that would offer value to the public.
- (4) Municipal Councils should work with local businesses and members of the community on placemaking initiatives that improve the appearance and amenity of public areas and major gateways through landscaping, lighting, public art, etc.
- (5) Commercial and light industrial development with extensive site requirements, such as outdoor storage and displays or large parking and loading areas, should be located where convenient

highway access is available and where they do not conflict with more pedestrian-oriented local commercial and residential areas.

- (6) Any development that may pose risks to the well-being of residents, whether due to noise, odour, traffic, or other detrimental factors, shall be considered as a conditional use and be subject to a public hearing to allow for community input and additional measures to mitigate potential impacts.
- (7) Any unsightly commercial or light industrial development shall be adequately buffered from adjacent residential uses or public areas.
- (8) Home-based businesses will be encouraged provided that they comply with the regulations and standards of the Zoning By-law(s) and do not conflict with the character of existing residential areas.
- (9) Municipalities shall promote existing local businesses and community events within the District.

#### **14.2.4 Community Uses and Services**

- (1) Prioritize the retention, maintenance, and expansion of available community facilities within **Urban Settlement Centre** policy areas and ensure they are accessible to the entire District.
- (2) The capacity of existing community facilities and services to support additional residents shall be considered when reviewing new residential development proposals.
- (3) The size and location of land dedicated for public reserve or park space should be evaluated based on visibility and access from the public right-of-way and its practicality for facilitating a variety of uses.

## **15.0 RURAL SETTLEMENT CENTRE**

The **Rural Settlement Centre** policy areas represent the District's most populated and developed communities next to urban settlement centres. These centres are primarily residential, with some existing commercial and service areas. Although these communities have generally faced some form of decline over recent periods, they still offer a high quality of life to residents, and remain important to the continued success of the District. The intent for these areas is to enable compact development by focusing on the redevelopment and revitalization of vacant and underutilized sites, and to provide opportunities for basic services to meet the everyday needs of local residents.

As demonstrated on land use **Maps 1-5**, the **Rural Settlement Centre** policy areas include:

- Dunrea
- Belmont
- Mather
- Glenora

The following objectives and policies will guide development within these areas.

## 15.1 OBJECTIVES

- (1) To sustain the population of rural settlement centres by encouraging residential development that is compatible with changing demographics and the existing community character.
- (2) To provide opportunities for commercial and community uses to support local residents and surrounding rural areas.
- (3) To maintain adequate infrastructure and services for the health and safety of the community.

## 15.2 POLICIES

- (1) All development within the **Rural Settlement Centre** policy areas shall be subject to any applicable Secondary Plan and the use and site requirements provided by the Zoning By-law(s).
- (2) Priority for new residential development shall be given to vacant and underutilized sites within existing residential areas where services and infrastructure are already in place.
- (3) Residential development will continue to primarily take the form of single-detached dwellings, but the Zoning By-law(s) should provide opportunities to incrementally increase residential density and diversify the current housing supply.
- (4) Small scale commercial development and community uses should be directed to existing local commercial areas, such as main streets and town centres, where present.
- (5) Commercial and light industrial development with extensive site requirements, such as outdoor storage and displays or large parking and loading areas, should be located where convenient highway access is available and where they do not conflict with more pedestrian-oriented local commercial and residential areas.
- (6) Any development that may pose risks to the well-being of residents, whether due to noise, odour, traffic, or other detrimental factors, shall be considered as a conditional use and be subject to a public hearing to allow for community input and additional measures to mitigate potential impacts.
- (7) The District shall consider the capacity of existing servicing infrastructure when reviewing and approving development proposals. The design, installation, and phasing shall be carried out in accordance with **Section 11.2.2** in cases where servicing upgrades or new infrastructure is required.
- (8) New infrastructure such as roadways or piped services required to support new or existing development shall be designed and installed to municipal standards.
- (9) On-site water supply and wastewater management systems, where provided, must be developed and operated in accordance with applicable provincial standards.

(10) New development should complement existing community character and shall respect and protect known heritage resources in accordance with **Section 9.0**.

(11) The keeping of livestock shall not be permitted in **Rural Settlement Centre** policy areas.

## 16.0 RURAL RESIDENTIAL CLUSTER

**Rural Residential Clusters** include the District's smallest population concentrations within otherwise predominantly rural areas. They contain very limited, if any, services and land uses are predominantly residential and farm related. As such, the intent for these areas is not to designate new rural residential areas, but rather, to recognize important centres of rural activity and maintain a rural-residential and farmstead character within them in support of the local agricultural industry.

As demonstrated on land use **Maps 1-5**, the **Rural Residential Clusters** include:

- Margaret
- Neelin
- Noble Lake

The following objectives and policies will guide development within these areas.

### 16.1 OBJECTIVES

- (1) To provide opportunities for farm or non-farm rural residential development within or adjacent to existing **Rural Residential Clusters**.
- (2) To ensure development occurs in a manner that is compatible and harmonious with adjacent agricultural land uses.
- (3) To ensure development is appropriately serviced in a safe and efficient manner that meets provincial regulations.

### 16.2 POLICIES

- (1) Infill residential development within existing **Rural Residential Clusters** may be permitted, provided it would not adversely impact the provision of public services and the lot size is in conformance with applicable Zoning By-law requirements. The expansion of **Rural Residential Clusters** should, however, generally be discouraged, and new residential developments should be directed to existing settlement centres, as to ensure the efficient use of existing infrastructure and prevent potential land use conflicts with surrounding agricultural operations.
- (2) All forms of residential development shall be regulated by the Zoning By-law(s) to ensure minimum lot sizes and setbacks are established to accommodate on-site wastewater management and water supply systems, which must be developed and operated in accordance with applicable provincial standards.
- (3) Dwellings shall be sited to minimize the removal of productive agricultural land and should, where possible, be oriented to take advantage of passive solar heating.

- (4) The commercial and industrial development policies in **Section 15.2** shall generally apply to existing **Rural Residential Clusters**.
- (5) New development shall respect and protect known heritage resources in accordance with **Section 9.0**.
- (6) Livestock facilities for 9 or fewer animal units owned for personal use accessory to a primary farmstead or rural residence may be permitted within the **Rural Residential Clusters**, subject to all requirements of the Zoning By-law(s), provided that such facilities are compatible with existing agricultural operations and the size of the proposed parcel is appropriate for the intended use.
- (7) Mutual separation distances between **Rural Residential Clusters** and livestock operations shall be established by the applicable Zoning By-law(s) in accordance with **Section 12.2.4(5)(c)**.

## 17.0 SEASONAL RECREATION AREA

As demonstrated on land use **Maps 1-5**, the **Seasonal Recreation Area** designation applies to locations in the District characterised by valuable natural amenities, including the lands around Pelican Lake and Rock Lake. This policy area is intended to support uses that benefit from the natural characteristics of the area, such as seasonal residential, outdoor recreation, and complementary commercial developments, or to be preserved as natural habitat. All development within these areas must be carried out in an environmentally responsible manner to protect the integrity of the District's natural amenities, which are crucial for the local culture and economy.

### 17.1 OBJECTIVES

- (1) To provide opportunities for safe, responsible, and viable seasonal residential development along or near the District's major lakes that do not adversely impact the environment.
- (2) To improve quality of life and promote economic development by supporting recreational and small-scale commercial development that are compatible with **Seasonal Recreation Areas**.
- (3) To maintain adequate public access to shorelines and major lakes throughout the District.
- (4) To protect the integrity of valuable outdoor recreational resources by preventing incompatible development or allowing uses that may exceed the capability of the resource to support them.

### 17.2 POLICIES

#### 17.2.1 Lake Improvement and Development

- (1) The Board and municipal Councils shall work toward protecting the environmental significance of the District's lakes, such as by improving water quality to enhance recreational potential and protect the health of the watershed, by coordinating efforts with neighbouring municipalities, watershed districts, and other levels of government, in accordance with **Section 7.2.1**.
- (2) Economically sustainable and environmentally sound recreational development shall be encouraged, particularly on lands with high recreational capability, in accordance with **Section**

6.2.5. Existing recreational developments of local, regional, or provincial significance shall be protected from land uses that may detract from the social or economic opportunities such resources afford to residents and visitors alike.

- (3) Compatible commercial and recreational developments, such as campgrounds, playgrounds, marinas, and similar types of uses, may be permitted adjacent to lakes subject to the following:
  - a. The natural character of the area, to the greatest extent possible, is preserved and any potential negative impacts to valuable wildlife habitat are appropriately mitigated.
  - b. The development shall comply with the policies outlined under **Section 7.2.4** regarding waterbodies, waterways, and shoreland, as well as all applicable policies under **Sections 5.2.1 and 5.2.2** regarding flood hazard areas and areas prone to erosion or slope instability.
  - c. Existing public access points to lakes must be maintained or relocated to an area that is visible, clearly marked, and easily accessed from a public right-of-way, which may be achieved by requesting specific lands to be dedicated as “public reserves” prior to approval.
  - d. The development must not adversely affect existing water quality management initiatives.

#### **17.2.2 Seasonal Residential Development**

- (1) Proposed seasonal residential developments shall be encouraged to locate in existing built-up cottage areas where suitable vacant land is available and surrounding land uses are compatible.
- (2) Where suitable vacant land is not available in existing built-up cottage areas, seasonal residential development shall be encouraged, where possible, to locate adjacent to existing built-up areas to allow for the efficient and economical provision of municipal services.
- (3) Seasonal residential developments should be directed away from existing incompatible uses, such as livestock operations, and prime agricultural lands or environmentally sensitive areas.
- (4) In such cases where a seasonal residential development is proposed on lands known or suspected to be potentially hazardous, whether due to flooding, erosion, slope instability, or other such risks, it shall comply with all applicable policies under **Sections 5.2.1 and 5.2.2**.
- (5) Where proposed seasonal residential developments incorporate shoreland, the proponent shall ensure that:
  - a. Existing public access to the adjacent waterbody is not restricted by the development;
  - b. All permanent and temporary buildings and structures are setback an adequate distance from the normal high-water level of the adjacent waterbody, as determined by the applicable provincial authority, which shall be established in the Zoning By-law(s) in accordance with Provincial Land Use Policies; and,
  - c. All applicable policies outlined under **Section 7.2.4** are complied with.

- (6) All proposed seasonal residential development shall be located on lots capable of accommodating private onsite wastewater management systems, in accordance with **Section 11.2.2** and applicable provincial regulations, as to ensure water quality is maintained.
- (7) The use of seasonal residential properties in the District as year-round residences will not be discouraged, provided it can be demonstrated that:
  - a. Year-round use of seasonal residences will not have a greater impact on the environment than would be expected with normal seasonal use, including factors such as tree removal, sewage disposal, disturbance of important wildlife habitat, and similar such factors.
  - b. Provision of municipal services, such as snow clearing, street lighting, solid waste pick-up, and water and wastewater will not exceed that which would be expected with normal seasonal use in the area, unless a separate agreement can be reached with the local Council.
  - c. Year-round residences should not be located in areas where access is limited during winter conditions and emergency services cannot be provided, such as on lands characterized by steep slopes (15% or greater).

### **17.2.3 Agriculture**

- (1) All Policies in Section 12.2.4 shall apply with the following exceptions:
  - a. Livestock facilities with 9 or less animal units may be permitted within **Seasonal Recreation Areas** subject to all Zoning By-law provisions, provided the facility is compatible with existing land uses in the area and the physical characteristics of the proposed site.
  - b. Livestock operations of 10 or more animal units shall be prohibited in **Seasonal Recreation Areas**, excluding open pastures used for lower intensity activities, such as grazing.
  - c. Recognizing there are currently livestock operations with more than 9 animal units located within **Seasonal Recreation Areas**, any livestock operation that legally existed prior to the adoption of this Development Plan may continue to operate, but shall be prohibited from further expansion.
- (2) A range of agricultural activities may be permitted in **Seasonal Recreation Areas** of the District provided that the nature of the activity is appropriate for the conditions and environmental sensitivity of the lands.
- (3) Agricultural activities, including livestock operations, should not detract from the social or economic value of existing recreational developments or lands with high recreational capability.

## **PART SIX: IMPLEMENTATION**

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PART SIX provides an overview of processes, planning tools, and strategies for implementing this Development Plan and, in turn, advancing the goals, objectives, and vision contained herein.

## **18.0 ADMINISTRATION**

### **18.1 ADOPTION AND ENFORCEMENT**

In accordance with *The Planning Act*, Development Plans in Manitoba must be approved by the Minister of Municipal Relations before officially being adopted through District Board resolution. Once adopted by the Board, this Development Plan will rescind and replace the existing 23 West Planning District Development Plan (By-law No. 5) and existing the Roblin Cartwright Planning District Development Plan (By-law 23/2002), thereby giving it the force of law.

Enforcement of the Development Plan shall be carried out through the decisions of the Board and local Councils, the actions of administrative staff, and the directions provided by provincial departments and agencies. Any future development in the District must be in keeping with the policies and objectives of this Plan. In order to ensure this is achieved, the Board may, through the development application review and approval process, establish conditions or requirements for proponents in accordance with the tools set out in Section 19.0 of this plan.

### **18.2 MONITORING AND PERFORMANCE**

This Development Plan is intended to be a long-term policy document that guides decision-making for the next 20-years. However, it cannot be a static and inflexible document. As new issues, challenges, and opportunities emerge, the Board and local Councils should monitor the performance of the Plan to ensure the District stays on the desired track towards meeting its goals and objectives. This can be achieved in a number of ways. The District may choose to establish indicators for success as starting points for tracking results, such as targets for population growth, and residential infill units. Alternatively, the District may choose to collect and periodically review data on different factors related to land use and development, helping to guide decision making.

### **18.3 AMENDMENT AND REVIEW**

All Development Plan amendments, whether initiated by the District Board or an affected property owner, must be reviewed and approved in accordance with *The Planning Act*, including review and approval by the Minister before coming into effect. If new development is proposed that does not conform to the Development Plan, then an application to amend the Plan shall be prepared for initial review by the Board. Applications to amend the Plan must demonstrate the impact of the proposed change and must be determined to be in the best interest of the community.

The Development Plan should also be reviewed periodically and, as deemed necessary, revised to anticipate and respond to changing conditions within the District. *The Planning Act* provides that a Board may set out a date by which a review of the Development Plan must be completed. Based on current growth and development trends, the District Board intends to carry out a review of the Plan no later than approximately eight (8) years after the effective date of this document being adopted.

## **19.0 IMPLEMENTATION TOOLS**

The following section summarizes a suite of planning tools available to the District to implement this Development Plan under the authority of *The Planning Act* and *The Municipal Act*.

## **19.1 ZONING BY-LAWS**

Following adoption of this Development Plan, the member municipalities are required to enact Zoning By-laws which will set out specific regulations for land use and development. Zoning By-laws establish different land use zoning districts (agricultural, residential, commercial, industrial, etc.), each with prescribed permitted and conditional uses, as well as standards to regulate the form of development. The Zoning By-law(s) will be the primary implementation tool of the Development Plan and therefore must conform to the principles, objectives and policies herein, which may be in the form of a District-wide Zoning By-law or individual Zoning By-laws for respective municipalities.

## **19.2 SECONDARY PLANS**

*The Planning Act* allows the Board or Council to adopt, by by-law, a Secondary Plan to provide more guidance on land use and development in any part of the District. For that part of the District, the Secondary Plan can address objectives and issues without limitation, on matters regarding:

- Any part of this Development Plan;
- Subdivision, design, road patterns, building standards, site servicing or other land use and development matters; or
- Economic Development or the enhancement or special protection of heritage resources or sensitive lands.

## **19.3 SPECIAL STUDIES AND CONCEPT PLANS**

Any Special Studies or technical investigations that may be required in support of a proposed subdivision or development such as grading plans, geotechnical / environmental assessments, water / wastewater management plans, infrastructure capacity assessments or traffic impact assessments, must be prepared by a certified engineer or other appropriately licensed professionals with the costs of the study to be borne by the applicant.

A detailed Concept Plan may also be required to direct the location, nature, and timing of development in a manner that is consistent with the intent of this Development Plan. In addition to the previously mentioned Special Studies, the purpose of a Concept Plan is to provide a detailed summary of the proposed development, including but not limited to the:

- Rationale for the proposed development;
- Conformity to the Development Plan and Zoning By-law;
- Existing site conditions;
- Development design, land uses, densities, and landscaping;
- Location and size of proposed buffers, parks, and open spaces;
- Site drainage strategy;
- Servicing and utilities strategy; and,
- Access and transportation strategy.

## **19.4 CAPITAL EXPENDITURES AND PUBLIC WORKS**

Realizing the vision, goals, and objectives of this Development Plan will require investments to be made in community infrastructure and services. At the same time, the District is approaching a critical period where its existing municipal infrastructure will require maintenance and /or upgrades

in order to meet the current and future needs of residents. Pursuant to section 167 of *The Municipal Act*, when Council is revising annual capital expenditure programs, the Development Plan should be consulted to ensure consistency with long-term planning goals. Finally, the District may pursue opportunities for funding partnerships with senior levels of government, as well as cost-sharing opportunities between member municipalities to ensure the viability of future investments.

### **19.5 DEVELOPMENT OFFICER**

The Development Officer of the Pelican-Rock Lake Planning District is responsible for the administration and enforcement of this Development Plan. The Development Officer may also be authorized to receive, evaluate, and approve or refuse development permits, zoning memoranda, certificates of non-conformance, and other similar documents, in addition to allowing minor variations to the requirements of the Zoning By-law(s).

### **19.6 STRATEGIC ACTIONS PLANS**

As outlined in *The Municipal Act*, municipalities may adopt a Strategic Action Plan for economic development. If the District is to move closer to the future envisioned in the Development Plan, a clear plan of action is required. Therefore, the District municipalities should consider developing an Action Plan that outlines a schedule of key action items to be completed. Implementation of the Development Plan is an ongoing process, and it may be some time before significant progress is achieved. However, an Action Plan that is consistent with the Development Plan and integrated with the annual budget planning process can help ensure incremental progress is being achieved.

### **19.7 SUBDIVISION CONTROL**

The approving authority for subdivisions is the Minister of Municipal Relations, which is delegated to the Regional Manager of the Brandon Community Planning Branch. However, a subdivision cannot be approved without the approval of the Council in which the land is situated. The review process provides an opportunity for Council to evaluate whether the proposed subdivision complies to this Plan and the Zoning By-law in effect. The Board or Council may also attach conditions of approval in accordance with Section 135 of *The Planning Act*. If the Board or Council approves the subdivision application, then the approving authority must consider it. However, if the Board or Council rejects the application, then the approving authority must also reject the application.

### **19.8 DEVELOPMENT AGREEMENTS**

*The Planning Act* allows the Board or Council to require a Development Agreement as a condition for amending the Zoning By-law(s), approving a conditional use, or making a variance order. A development agreement may deal with a number of matters including but not limited to: the use of the land or building, the siting and design of buildings, the provision of open space, the installation of services etc. A Development Agreement applying to a subdivision deals with the responsibilities of the applicant and the municipality in providing services to the land in question.

### **19.9 VARIATION ORDERS**

Since the Zoning By-law is applied to an entire member municipality or the District, it may not be able to adequately deal with unusual or unique conditions. Therefore, *The Planning Act* allows the Board or Council to issue a Variance Order in situations where the Zoning By-law adversely affects a

person's ability to use their land. A public notice and public hearing are required before the Board or Council can decide whether to reject or approve a variance order application. Similar to a Conditional Use, the Board or Council may impose conditions including requiring the applicant to enter into a Development Agreement.

*The Planning Act* also allows the Board or Council to authorize the Development Officer, or a designated employee, to grant minor variances without a public notice or hearing. Minor variances may vary the height, distance, area, size, intensity of use, or number of parking spaces required by the Zoning By-law by up to 15%.

### **19.10 CONDITIONAL USE ORDERS**

Within the Zoning By-law(s), each zoning district may contain Conditional Uses, which are specific uses of land or buildings that may be allowed depending on the particular circumstances of the development. Conditional Uses are typically more intensive with the potential for greater impact on neighbouring properties than uses that are permitted as of right. Therefore, a public notice and public hearing are required to gain public feedback. The Board or local Council may also impose conditions on the proposed use, including the potential for a Development Agreement, to ensure that it is consistent with the Development Plan and that it will be acceptable at its location. *The Planning Act* has specific Conditional Use provisions for livestock operations above and below 300 animal units, as well as for unique notification requirements and appeals related to new aggregate operations.

### **19.11 DEVELOPMENT PERMITS**

New development or uses generally require a Development Permit issued by the Development Officer for the Pelican-Rock Lake Planning District. Before a Development Permit is issued, proposals should be reviewed for conformity with the Development Plan. The procedures for reviewing, evaluating, and approving or refusing development permits are contained in the Zoning By-law(s).

### **19.12 DEVELOPMENT LEVIES**

As per section 143(1) of *The Planning Act*, the Board may require applicants to compensate the applicable member Municipality for capital costs that may be incurred by the subdivision of land.

## **20.0 MUNICIPAL AND REGIONAL COOPERATION**

For a District where the population is spread out in vast rural areas and smaller urban centres, it is very important to work collaboratively with member municipalities and other neighbours in the region. To assist with implementation of the Development Plan, member municipalities should explore opportunities for intermunicipal agreements and partnerships with senior levels of government. Sections 259, 260 and 261 of *The Municipal Act* provide for tax sharing agreements, service sharing agreements, and cost sharing agreements between municipalities.

## 21.0 PUBLIC PARTICIPATION

Fostering a strong culture of public participation and community engagement will be fundamental for the implementation of the Development Plan. An actively involved and engaged community will help address issues of shared importance, minimize negative impacts, maximize public benefits, and achieve intended outcomes. The municipalities will continue to prioritize frequent communication with residents through newsletters, websites, and social media platforms. The District Board shall consider developing its own dedicated website where application materials, planning policies, applicable by-laws, and meeting information can be shared and conveniently accessed by the public.

In addition to complying with the mandatory public participation requirements and processes of *The Planning Act*, the Board and local Councils should apply the following values from the International Association for Public Participation (IAP2) when considering how to engage the community and stakeholders on decisions, plans, and projects:

1. Public participation is based on the belief that those who are affected by a decision have a right to be involved in the decision-making process.
2. Public participation includes the promise that the public's contribution will influence the decision.
3. Public participation promotes sustainable decisions by recognizing and communicating the needs and interests of all participants, including decision makers.
4. Public participation seeks out and facilitates the involvement of those potentially affected by or interested in a decision.
5. Public participation seeks input from participants in designing how they participate.
6. Public participation provides participants with the information they need to participate in a meaningful way.
7. Public participation communicates to participants how their input affected the decision.

## **PART SEVEN: POLICY MAPS**

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PART SEVEN contains policy maps that establish land use designations across the District. These maps should be used to effectively apply the policies and objectives contained herein.