



# ***RM OF ST. CLEMENTS***

## ***EAST SELKIRK***

## ***SECONDARY PLAN***

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September 2012



# **The East Selkirk Secondary Plan**

**September 2012**

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Reference Map #1 – Existing Water and Wastewater Service Capacity

Reference Map #2 – Future Transportation Concept Plan

## 1.0 Introduction

### 1.1 Background to the Secondary Plan

The East Selkirk Secondary Plan is a Secondary Plan under Section 63 of the Planning Act. The Selkirk and Area District Development Plan (The District Plan) designates East Selkirk as one of seven regional settlement centres to which the Planning District will be directing growth. By 2030, The Province of Manitoba projects the Selkirk and District Planning Area may grow by 25,000–40,000 people. The purpose of the Secondary Plan will be to direct how growth will be managed, serviced with community infrastructure and establish strategies to guide future community development.

Along with these growth pressures, East Selkirk has been under a boil water advisory from Manitoba Conservation since 2001. This was the result of local impermeable soil conditions and septic field failures, which led to contaminated well water. As a result of water quality issues and future growth pressures municipal water and wastewater services were recently completed under partnership between the Province of Manitoba and the RM of St. Clements. A condition of provincial funding for municipal services has been the requirement to prepare a Secondary Plan to ensure sustainable development and economic extension of future municipal services within East Selkirk. The Secondary Plan as conceived with community and stakeholder input will guide the efficient expansion of the community in the creation of new neighbourhoods and infill in existing development areas.

The Secondary Plan presented herein provides policies to:

- Guide infill development and the creation of new neighbourhoods;
- Provide land use strategies and design standards to appropriately locate development and maintain the village character of East Selkirk;
- Integrate, open space facilities, transportation networks and the extension of municipal water and wastewater services with land use development strategies; and
- Ensure future growth in East Selkirk is sustainable and respects current and future environmental, social and economic needs.

### 1.2 East Selkirk Planning Area Boundaries

The Secondary Plan boundaries are generally defined by the Red River in the west PTH 59 in the east, PR 509 in the south and the public environmental reserve in the north all as illustrated in Policy Map #1.

The East Selkirk Secondary Planning Area composition and land holding pattern is largely characterized by the river lot survey system and includes a mixture of small farm land parcels; municipally serviced and un-serviced residential; institutional; recreational; industrial; and commercial land uses. Lands adjoining the Red River and Cooks Creek

are susceptible to flooding. Lands within the Planning Area are generally flat and poorly drained and will likely require stormwater management systems to be incorporated into development proposals. Reference Map #1 illustrates the location of municipal infrastructure and lands that have access to Municipal sewer and water services.

### 1.3 Purpose of East Selkirk Secondary Plan

The East Selkirk Secondary Plan provides strategies to guide future development of East Selkirk and policies to achieve the goal of creating a complete and sustainable community. The plan outlines what the community wants to achieve and how to make it happen. This document provides a policy framework to manage growth, provision of municipal infrastructure services and development of East Selkirk over a 20-year planning horizon, to the year 2032. The plan is intended to act as a 'road map' to a more sustainable future, which will allow both public and private stakeholders to understand the vision for the community and make decisions when assessing the fit of development initiatives with adjoining land uses and future development directions.

### 1.4 Organization of the Secondary Plan

The Secondary Plan includes explanatory background information, planning policies and maps. The plans goals, objectives and policies are presented using ***bold italic text***. Non-policy text is presented using regular font are not policy statements but provided as supportive context for the plan's policies. The plan includes reference illustrations along with reference maps and policy maps. The reference illustrations and maps are intended as supportive concepts rather than policy, similar to non-policy text intended as supportive context to illustrate possible approaches for the coordination or illustration of future development decisions based upon the policies of the plan.

A Policy Map compliments the policy text and form part of the formal policy application of the plan. The Policy Map illustrates the spatial allocation of various land use policies. The plan also includes appendices in the form of urban design standards to guide the development of urban design guidelines as part of the amendments proposed to the Municipal Zoning By-law.

Reference maps and appendices may be refined and adapted from time to time by the Selkirk and District Planning Area Board without amending the Secondary Plan. Adjustments made which in the opinion of the Municipal Council that alter the direction of the Secondary Plan's policies and/or policy maps will require a Secondary Plan amendment under the Planning Act.

Planning policies and issues are inherently interrelated. This plan is intended to be read and understood in its entirety.

## 2.0 Community Planning Directions

### 2.1 Community Engagement

The Rural Municipality of St. Clements, under the guidance of the Selkirk and District Planning Area Development Plan. Following adoption of the Development Plan the Planning Area Board initiated the preparation of the Secondary Plan for East Selkirk. The Secondary Plan applies the policy directions of the Development Plan in the creation of a growth management strategy for East Selkirk. The Secondary Plan evolved as part of a community engagement process which assessed current and anticipated future needs; community issues, values and development preferences; workshops to assess priorities, a design Charrette. These were intended to translate planning principles in the resolution of challenges and opportunities facing the community into physical development and land use strategies and community review and validation of the planning directions identified by the community engagement process.

#### **Open Houses #1 and #2: Community Orientation- Issues and Opportunities**

The first open houses to introduce the community to the planning process for East Selkirk were held on June 8, 2011 and July 6, 2011. Community stakeholders were invited to participate in a presentation by the Planning Team summarizing the factors which have impacted the development of the Capital Region, Planning District and East Selkirk in the past and are anticipated to become important change agents into the future. Background information provided as part of the public engagement process included:

- Current zoning and land use;
- Property parcel size patterns;
- Understanding of current community issues;
- A review of projected trends in population and land use change and how these changes may create opportunities and pose constraints which the Municipality and East Selkirk will be required to address in the near future;
- The District Plan's objectives of developing East Selkirk as a sustainable and complete community;
- A visual preference survey provided insight into participant's preferences with respect to a variety of community design elements including Neighbourhood Character, Multi Family Character, Commercial Development, Community Focal Point, Streets for Cars, Cyclists and Pedestrians and Natural and Environmental Areas. The objective of the visual preference survey was to help define a shared community vision and desired visual character for the future development of East Selkirk.

The Open House was conducted as a "town hall" meeting style and facilitated a question and answer session, solicited suggestions and comments on next steps and discussion on how to broaden public engagement.



### **Open House #3: Community Design Workshop**

This open house was held on August 24, 2011. Results of the visual preference survey were communicated back to community stakeholders. Participants were asked to break out into groups to discuss local planning themes and “map” out a vision for the community’s future. Breakout group discussions focused on the following considerations: Residential development, mixed-use commercial development, employment lands, regional connectivity, neighbourhood connectivity and greenspace.

### **Open House #4: Review of Community Design Concepts and Planning Implications**

On March 17, 2012 community stakeholders were invited to review the Community Design Workshop results and Planning Implications at the East Selkirk Hall. This meeting provided context and background for the generation of Secondary Plan Policies.

### **Open House #5: Public Hearing**

The final community open house was the Official Public Hearing held at the RM of St. Clements Council Chambers. This venue provided the opportunity for community stakeholders to make representations to Council on the form and content of the final Secondary Plan.

## **2.2 East Selkirk Secondary Plan Goals**

The East Selkirk Secondary Plan will take on the primary role in shaping the future of East Selkirk planning area. It is designed to guide development and management decisions within the community. This plan provides a clear vision for East Selkirk based upon principles, which promote a high quality of life and health for residents along with promoting environmental sustainability to assure a prosperous and sustainable future. It is intended that the objectives and strategies laid out in the Plan will also be a tool for proactively addressing community needs that may arise as the community continues to grow. The East Selkirk Plan’s Vision for the future is based upon five overarching goals as follows:

- 1. Guide the future development of East Selkirk to create a more complete community where people can live, work, recreate and satisfy daily needs within the community.***
- 2. Future development within East Selkirk to provide a choice of residential housing to meet the lifecycle needs of current and future citizens; to encourage mixed use providing places for people to live, shop, recreate and work ne thereby ensure the economic sustainability of the community; to develop an open space system linking the various neighbourhoods; and to encourage new development design concepts that embraces the values and character of the East Selkirk community.***



- 3. Protect, enhance and connect natural areas, waterways and greenspace to promote environmental protection and making place for nature within the built environment.***
- 4. When considering the future of the community, ensure that new and existing community collector roads provide for the safe and efficient flow of vehicle traffic, are accessible and include active transportation options providing for the needs of cyclists and pedestrians within the road rights of ways.***
- 5. Make future investments in the provision of efficient and sustainable infrastructure improvements.***

For each of these Goals, the Secondary Plan provides Strategies to manage development and detailed policies to guide implementation. The Goals, Objectives and Policies of the Plan are not stand alone but are presented with the understanding that they, to a large degree, are interrelated. This plan is intended to be read, understood and implemented as a complete document.

## 3.0 Complete and Sustainable Community Policy Directions

### 3.1 Complete Community Objectives and Policies

New neighbourhoods and infill development are encouraged to grow in a more sustainable way. Complete and sustainable communities are healthy places for both residents and the environment. They are places where people can safely live, work, recreate and access their daily needs in ways that reduce people's energy consumption, greenhouse gas emissions, pollution and waste.

#### 3.1.1 Complete Community Objectives

- 1. Ensure future development in East Selkirk promotes the creation of a complete and sustainable community.***
- 2. Celebrate and enhance on a site specific basis the mixed rural and urban character of the community.***
- 3. Create an accessible community, which provides housing for all ages and needs.***
- 4. Create opportunities for people to live, work and access daily needs within East Selkirk.***
- 5. Foster a connection between people, development areas and the natural environment.***

#### 3.1.2 Complete Community Policies

- 1. All residential and commercial policy areas within the Secondary Planning Area shall encourage the creation of more complete and sustainable communities.***
- 2. The following aspects of community design shall be encouraged when assessing proposals based upon the introduction of private or extension of municipal infrastructure services:***
  - a. Compact neighbourhood design, which promotes walkability with an interconnected street pattern, with appropriate densities subject to the nature and level of infrastructure services to be provided;***
  - b. New neighbourhoods and infill development should encourage solar access in the design for new and existing development;***
  - c. New neighbourhoods and infill development surrounding the Village Centre and Commercial Mixed Use shall maintain connectivity and accessibility between these areas and surrounding areas through a connected street pattern;***

- d. Promote community diversity by encouraging developers to provide a range of housing styles and options in new neighbourhoods and infill development areas;*
  - e. New neighbourhoods and infill development shall promote the concept of dark sky communities. This is achieved by reducing outdoor light emissions, while encouraging energy conservation through the use of energy efficient directional and low-level lighting; and*
  - f. New buildings will be encouraged to be designed to be energy efficient. This can be achieved through design considerations which take advantage of solar energy, reduce runoff, and increase energy efficiency through low flow plumbing fixtures, energy star appliances, efficient lighting and increased insulation.*
- 3. New development adjacent to riparian areas such as Cooks Creek and the Red River will adhere to the Nutrient Management Regulation 62/2008 and maintain a vegetative buffer to protect water bodies by reducing erosion and filtering runoff.*
- 4. Ensure new development is compatible with the existing built form and community character by respecting the rural village character of buildings, streetscapes and open space patterns in the community.*
- 5. Provide a variety of housing options, such as seniors housing, multi-unit and single-family dwellings for varying lifestyles, age groups and income distributions.*
- 6. Improve sustainability and biodiversity of natural features within neighbourhoods by encouraging residential properties to use native plant species for landscaping, while minimizing the amount of turf-grass and other ornamental non-native plant species, which do not contribute to biodiversity and require large amounts of water and fertilizer.*
- 7. Community and neighbourhood amenities will be developed in partnership with private developers and community organizations to:*
  - a. Provide, improve and connect parks, recreation facilities and natural areas with schools and other community services;*
  - b. Provide lands for new schools, associated sports fields, and day care facilities, as required, to serve the community;*
  - c. Support programs and facilities provided by Community Centres to meet changes in the social, health and recreational needs of our communities; and*

***d. Provide connections to active transportation networks.***

## 4.0 Community Land Use Planning Strategy

The complete community land use planning strategy translates the community planning directions developed by residents through the community engagement process into planning policies. This community land use planning strategy provides the basis for coordinating decision making on the future development of the community. The community land use planning strategy is comprised seven distinct land use policy areas.

1. **Village Centre Policy Area**
2. **Commercial Mixed Use Policy Area**
3. **Employments Lands Policy Area**
4. **Emerging Neighbourhoods Policy Area**
5. **Infill Neighbourhood Policy Area**
6. **Large Lot Neighbourhood Policy Area**
7. **Greenspace and Natural Lands Policy Area**

### 4.1 Village Centre Policy Area

An integral part of promoting complete communities is creating neighbourhoods where people are able access daily needs. The Village Centre areas designated in the Plan are intended to recapture and build upon the historic village main street of East Selkirk. The vision for this area is to create community and neighbourhood focal points, which includes mixed use residential and commercial development.

#### 4.1.1 Village Centre Objectives

1. ***Direct new commercial development in part to the designated Village Centre to expand neighbourhood scale commercial uses.***
2. ***Encourage development that may assist to reinvigorate East Selkirk's traditional commercial centre by recapturing and enhancing the rural village 'main street' milieu.***
3. ***Create a mixed use community focal point within the designated community centre where residential and commercial uses may coexist.***
4. ***Encourage "active street frontages" where commercial and retail uses may be located on the front property line with minimal or no front yard setback if served by a front street sidewalk.***

#### 4.1.2 Village Centre Policies

1. ***The plan designates the area around the intersections of Colville Road with Old Henderson Highway and Colville Road with St. Peters Road as the Village Centre Policy Area (see Land Use Policy Map #1).***

- 2. The Village Centre Policy Area may accommodate commercial development that serves local community needs, including small-scale retail, professional services, offices, institutional and multiple family uses.**
- 3. Commercial uses which require large amounts of parking shall be directed to the Commercial Mixed Use Policy Area. Uses which require 14 or less parking spaces shall be encouraged in the Village Centre Policy Area.**
- 4. Local businesses and residential uses are encouraged to explore shared parking scenarios to make the most efficient use of space.**
- 5. New development in the village centre will strive to maintain a rural village main street concept in building design and site layout.**

**Figure #1: Creating Attractive Village Centre to Maintain Rural Charm**



- 6. The primary use of land will be commercial and residential with institutional, recreational and open space as supporting uses.**
- 7. The residential area along Colville Road between St. Peters Road and Old Henderson Highway will be maintained residential in the zoning by-law. If and when the Village Centre areas have been built out and there is pressure on this area to change, council will review this plan and zoning by-law.**

#### **4.2 Commercial Mixed Use Policy Area**

This policy area is intended to support higher density residential with commercial uses which require larger buildings and parking requirements than tolerable in the Village

Centre Policy Areas. These uses will also benefit from exposure to PTH 59 while minimizing traffic infiltration into East Selkirk.

#### **4.2.1 Commercial Mixed Use Objectives**

- 1. Expand economic development opportunities while providing commercial services, promoting the complete communities concept by designating commercial mixed use policy areas including higher density residential development in locations with access to the regional provincial highway system.**
- 2. Accommodate larger scale commercial developments which serve the travelling public as well as the local community and require access and exposure to PTH 59.**
- 3. Large format commercial development will be planned to ensure site access meets the requirements of the Provincial Highway system and is compatible with adjoining and future residential areas.**

#### **4.2.2 Commercial Mixed Use Policies**

- 1. The plan designates the northwest corner of PTH 59 and Colville Road and the lands south of the School Site north of Cooks Creek as Commercial Mixed Use Areas (see Land Use Policy Map #1).**
- 2. Retail, cultural, entertainment, institutional, residential and recreational developments are encouraged to locate in these areas.**
- 3. Development within this policy area and mix of uses approved will ensure compatibility with surrounding residential to the north and west and adjoining school facilities and Cooks Creek Open Space to the south. This will be achieved by managing uses through an amendment to the RM of St. Clements Zoning By-law adding provisions for Commercial Design Guidelines, Planned Unit Development, Conditional Use and Mixed Use Commercial and Residential Site Plan Approval processes.**
- 4. The RM of St. Clements will work closely with property owners and with the Province of Manitoba's Department of Infrastructure and Transportation to integrate Commercial Mixes Use site access with the regional transportation system.**
- 5. Development in the Commercial Mixed Use Area shall recognize future residential growth in surrounding lands by providing for future connectivity via roads in site planning and design of the commercial mixed use.**



### 4.3 Employment Lands Policy Area

The employment lands policy area includes the hydro lands and immediate area to east. This policy area is intended to support the expansion of non-noxious commercial and light industrial operations.

#### 4.3.1 Employment Lands Objectives

- 1. Direct development to designated Employment Areas to generate economic development opportunities for East Selkirk.***
- 2. Support a more complete community by providing employment opportunities within the community.***
- 3. Advise and consult with Manitoba Hydro of the municipality's desire to become a partner/ facilitator in the re-use of Hydro lands in the event Manitoba Hydro should decide to cease operations and/or divest their interest in these lands.***
- 4. Not introduce industrial operations which include incompatible pollution, noise, dust, odours and any other emissions which may in the opinion of Council have negative impacts upon the environment or residents enjoyment of their homes.***

#### 4.3.2. Employment Lands Policies

- 1. The plan designates the Manitoba Hydro Lands and areas east of the rail corridor as Employment Lands (see Land Use Policy Map #1).***
- 2. A comprehensive planned development approach to new industrial development will ensure compatible relationships with surrounding natural and residential land uses.***
- 3. Establish appropriate buffers between industrial operations and non – industrial land uses including natural areas along the bank of the Red River, Red River floodplain area and Cooks Creek.***

### 4.4 Emerging Neighbourhoods Policy Area

Emerging Neighbourhoods as designated in the Plan are intended to become the foci of future mixed use residential development. Emerging neighbourhood areas presently consist of larger underutilized parcels of land in close proximity to existing development areas or have the potential for the extension of municipal services within the planning horizon of the Secondary Plan. A number of the parcels included in Emerging Neighbourhood Policy Areas represent vacant and under-utilized lands in the rear of long river lots where only that portion of the lands fronting existing streets have been developed for residential purposes (see Land Use Policy Map # 1).

#### **4.4.1 Emerging Neighbourhoods Objectives**

- 1. Provide residential housing options for all age groups and income levels to find quality housing.**
- 2. Respect and fit with the existing rural village character of East Selkirk.**
- 3. New growth should be directed in a logical and efficient manner based upon the extension of municipal services.**
- 4. Promote the creation of walkable and interconnected communities by requiring the preparation of area concept plans illustrating how development of Emerging Neighbourhood Areas may be integrated into the existing community and how they may be served by the extension of municipal sewer and water services, incorporate drainage improvements to manage land drainage run-off and provide for internal street system that lessens the traffic demands upon existing residential streets.**

#### **4.4.2 Emerging Neighbourhoods Policies**

- 1. Emerging Neighbourhoods are located north of Harold Avenue, between St. Peters Road and Two Mile Road, east of Old Henderson Highway north of the Cooks Creek natural area and east of Old Henderson Highway south of the Cooks Creek natural area (see Land Use Policy Map #1).**
- 2. New development within the Emerging Neighbourhood Policy Areas shall be connected to Municipal water and wastewater services.**
- 3. Emerging neighbourhood design will reflect sustainable development practices including but not limited to:**
  - a) An interconnected street pattern, development blocks and open space will create a more pedestrian friendly environment where people are connected with each other and places they frequent.**
  - b) Storm water management and retention shall include naturalized water retention ponds and encourage the use of bio-swales to improve land drainage water quality.**
- 4. New residential developments are encouraged to provide a variety of housing options, which will accommodate a wide cross section of Municipalities population. Priority will be given to developments which offer housing options for young people and new families, empty nesters and seniors.**

5. ***Multiple family developments within this policy area will be located and designed to be compatible with surrounding land uses. Multiple family site planning and building design will take into account:***
  - a. ***Three storey maximum with the Emerging Neighbourhood Policy Areas surrounded by Harold Avenue, Two Mile Road, Colville Road and Railway Street. Development in excess of three storeys will be dependent upon fire services and require locations in close proximity to neighbourhood commercial and village commercial policy areas.***
  - b. ***Subject to fire protection services a maximum of six storey buildings may be considered within all other Emerging Neighbourhood Policy Areas.***
  - c. ***Provide a transition between areas of different development intensity and scale in particular by providing appropriate setbacks and a stepping down of heights towards single-family areas; and***
  - d. ***Reduce shadow impacts on adjacent properties by taking sun path into account and ensuring new development does not adversely impact solar access.***
6. ***New Neighbourhood areas surrounding the Commercial Centre and Village Centre Policy Areas will maintain and create an interconnected street pattern to ensure future development in the adjacent areas has convenient access to commercial, institutional and recreational amenities.***
7. ***Employ minimal front yard setbacks to promote the rural village character and create comfortable pedestrian environments.***
8. ***Emerging neighbourhoods will expand based upon the logical extension of municipal services and relationships with existing built up areas to create inter-connected neighbourhoods served by the planned development of collector roadways and open space systems to minimize 'leapfrogging' undeveloped areas, but keeping into consideration that not all lands within designated Emerging Neighbourhoods may be available for development due to the multiple property ownership pattern requiring cooperation among adjoining land owners to ready land for future development.***

#### **4.5 Infill Neighbourhood Policy Area**

The efficient extension of municipal water and wastewater services requires smaller lots than typically exist in East Selkirk's existing development areas which were initially based upon the provision of private services. Neighbourhood Infill Policy Areas are intended to guide the subdivision and transition of privately serviced large lots and

recently serviced frontage properties to more efficient lot sizes to take advantage of municipal waste water and water services now available.

#### **4.5.1 Infill Neighbourhood Objectives**

- 1. Provide for the extension of municipal services to unserviced lands as may be required to support urban style lot sizes based upon efficient provision of municipal services.***
- 2. Encourage new infill development to reflect the existing rural village character of East Selkirk.***
- 3. Ensure that new infill development does not adversely affect future development potential by preserving where beneficial rights of way for street access and land drainage to back lands.***

#### **4.5.2 Infill Neighbourhood Policies**

- 1. Infill policy areas represent areas which are currently serviced with Municipal water and wastewater services (see Land Use Policy Map #1).***
- 2. Infill development is encouraged within existing neighbourhoods based upon the extension of approved Municipal water and wastewater services. All new infill lots will be required to connect to Municipal water and wastewater services.***
- 3. Infill lot development will respect the general physical patterns and character of existing neighbourhoods, while encouraging the efficient provision of services and may provide for re-subdivision of street frontage to take advantage of municipal services.***
- 4. Infill development in areas surrounding the Commercial Centre and Village Centre Policy Areas will maintain and create an interconnected street pattern to ensure future development on adjacent lands has convenient access to commercial, institutional and recreational amenities.***
- 5. Infill development will as required be planned to provide for the inter-connection of the street and land drainage networks in East Selkirk.***
- 6. Based upon unique conditions for various infill development proposals, new roads to accommodate infill development may be required as a condition of development approval.***
- 7. Applicants are encouraged to subdivide to create regular rectangular lots. Flag lots may be permitted in cases where the creation of a regular rectangular lot is not viable.***

- 8. Applications for infill development may be subject to service connection fees and capital levies as conditions of approval.**

#### **4.6 Large Lot Neighbourhood Policy Area**

Large Lot Neighbourhood Policy Areas are designated beyond the service areas of the initial water and wastewater servicing program (see Land Use Policy Map #1). Designated large Lot Neighbourhood Policy Areas will remain un-serviced in the short term, lot sizes in these policy areas will be required to be large enough to support private services.

##### **4.6.1 Large Lot Neighbourhood Objectives**

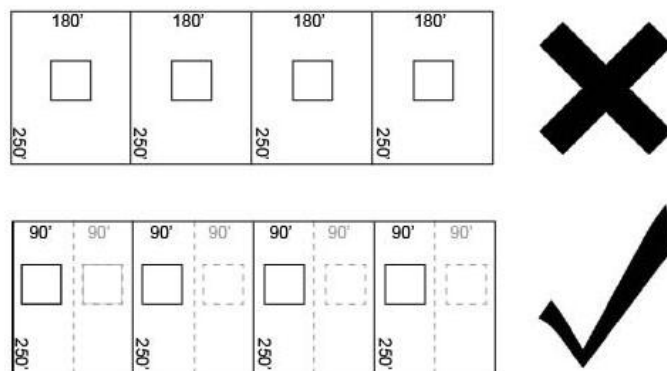
- 1. Provide for the maintenance of larger lots based upon the continued provision of private services.**
- 2. Promote sustainable development based upon private services in areas which have elected to remain unserviced as part of the initial installation of water and wastewater services.**
- 3. Consideration of large lot development applications are to take into consideration site designs that may facilitate future opportunities for the efficient and sustainable provision of municipal water, wastewater and other services.**
- 4. New development of residential lots within the Large Lot Neighbourhood Policy Areas to recognize the environmental significance of Cooks Creek and the Red River and make provisions for protection of waterways and conservation of riverbank forest areas.**

##### **4.6.2 Large Lot Neighbourhood Policies**

- 1. Large Lot Neighbourhood's include the areas around Ferry Road, north of Colville Road and the area northwest of the intersection of Harold Avenue and St. Peters Road (see Land Use Policy Map #1).**
- 2. New lots and subdivisions shall be a minimum of 2 acres to ensure on-site management of wastewater in compliance with Provincial standards.**
- 3. New development and subdivisions will require well water quality test. If water quality is not considered a safe level by Manitoba Conservation standards no subdivision may be approved.**

4. *New development and subdivisions will be required to adhere to site planning guidelines to provide for future re-subdivision based upon the possible future extension of municipal road network and the provision of water and wastewater services by:*
- a) *Designating the building location area of each lot using zoning agreements; and*
  - b) *Establishing side yard setbacks that off-sets the dwelling to one side of the lot to ease the process of future lot subdivision should municipal services be requested or become available.*

**Figure #2 – Off-set dwellings to one side of lot to ensure feasibility of future infill development.**



- 5. *Existing residential developments and new subdivisions will be encouraged to maintain a natural vegetative buffer within riparian zones between manicured landscapes and Cooks Creek or the Red River.*
- 6. *New development will be encouraged to incorporate public access to the Red River and Cooks Creek with the development of continuous riverbank park with trail system integrated with adjoining areas.*
- 7. *If and when Municipal water and wastewater services are to be extended to these areas the Infill Neighbourhood Policies shall apply and supercede the Large Lot Neighbourhood Policies.*

#### **4.7 Natural Environment and Park Space Strategy**

East Selkirk's unique character and significance on a provincial scale is to a large degree defined by the community's proximity and relationships with the Red River, its flood plain and Cooks Creek with its associated natural riparian zones.

Protecting and enhancing the natural environment is a core value of the community and is part of the vision for the future development of East Selkirk.

Beautiful, comfortable, safe and accessible parks are important community assets where people are able to gather and recreate within their community. The following policies are intended to protect and interpret the community's natural environmental areas and guide the development of parks and recreation facilities.

#### **4.7.1 Natural Environment and Park Objectives**

- 1. *Protect the natural environment as part of the development review process which will endeavour to create opportunities for people to explore, learn and enjoy the community's designated natural areas.***
- 2. *Take a leadership role within the Province in protecting the natural environment, recognizing the importance of protecting our waterways from sources of pollution locally and downstream.***
- 3. *Promote high quality programmed open space development which provide passive areas for relaxation and active recreation areas including sports fields promoting activities for all age groups.***
- 4. *Require as a condition of development approval the dedication of land area for open space purposes or the equivalent amount based in the form of cash payment. These monies are held in Municipality's Land Dedication Reserve for use in the development of the community's open space recreation system and protection of natural areas.***
- 5. *To protect natural areas and habitats from incompatible or potentially incompatible land use activity/development where rare or endangered flora and fauna have received designation and protection under Federal or Provincial legislation.***
- 6. *To ensure that new developments are compatible with existing uses and that the development potential does not exceed the lands capability to support such activities and/or threaten the ecological integrity and/or sustainability.***

#### **4.7.2 Natural and Programed Green Space Policies**

- 1. *Maintain and improve the health and integrity of the natural ecosystem and supporting biodiversity by paying particular attention to:***
  - a. *Water and sediment quality;***
  - b. *The Red River and Cooks Creek and their riparian areas;***
  - c. *The Red River Manitoba Hydro flood plain lands;***



- d. Establish linkages between natural areas such as the riverbanks and forests and programed greenspace such as the East Selkirk Middle School, present and future schools, parks and playgrounds.*
- 2. Protect and promote Cooks Creek and natural riparian zone as an important ecological and recreational feature within the community and recognize its contribution to the character of the community by:*
  - a. Designating Cooks Creek as an ecological corridor within the boundaries of East Selkirk.*
  - b. Establishing a green space buffer in recognition of Cooks Creek's ecological and drainage value to the community.*
  - c. Developing an interpretive trail system to allow controlled recreational access to the corridor while minimizing negative impacts of human activity; and*
  - d. Providing strategic access across Cooks Creek for pedestrians at strategic locations to facilitate connectivity and capitalize on recreational value.*
- 3. Protect riverbank stability, public access and the riparian zone of the Red River and Cooks Creek, by ensuring adjacent development is designed to conserve the riparian zone and set back from the river and creek bank areas. This is intended not to create any negative impacts upon bank stability and to minimize disruption of native vegetation.*
- 4. RM Council and the Selkirk and District Planning Area may in consultation with Manitoba Hydro consider recreational opportunities for the Manitoba Hydro flood plain lands. These would be designed to provide public access to this area, while maintaining the natural river bottom forest state. Any intervention should enhance ecological quality and promote biodiversity in the area.*
- 5. The abandoned dump site north of Harold Avenue will be considered for rehabilitation for public recreation greenspace and funded in by the re-development of the adjoining Municipal lands.*
- 6. East Selkirk's parks and open space will continue to be an important element of neighbourhood building as the community grows and changes. Maintaining, enhancing and expanding the system will be encouraged through the following actions:*
  - a. Consider adding new parks and amenities, particularly in emerging neighbourhoods and infill neighbourhoods.*

- b. Continue to maintain, improve and expand existing parks. Priority should be given to the East Selkirk Middle School sports fields and the park and Cooks Creek access on Colville Road.*
  - c. Parks and their amenities to be designed to promote user comfort, safety, accessibility and year-round use; and*
  - d. Parks should be designed and programed to meet the needs of the community over time and be so located to provide equitable access among neighbourhoods to park and recreations amenities.*
- 7. Promote high quality greenspace various parks and open space by interconnecting parks and recreation facilities with a community trail system. Interconnecting greenspace can be achieved by:*
  - a. Acquiring such linkages where feasible;*
  - b. Acquiring lands or easements over lands, as a condition of development approval which can interconnect the community greenspace network with recreational trails; and by*
  - c. Requiring the payment of cash in lieu of greenspace from new residential development to be used to acquire future linkages as may be required.*
- 8. All residential development will be subject to the dedication of up to 10% of the development lands and/or the cash equivalent of dedication not taken in the form of land as determined by RM of St. Clements Council.*
- 9. Location and configuration of parks and open space conveyed to the municipality should meet the following criteria:*
  - a. Be free of encumbrances;*
  - b. Be sufficiently visible and accessible from, where possible, at least two public streets to evoke a sense of community wide ownership of the space, while promoting safety;*
  - c. Be of a usable location, shape, topography and size, which reflects its intended use; and*
  - d. Be consolidated or linked to existing or proposed programed or natural green spaces.*
- 10. Natural areas and habitats shall be protected from incompatible or potentially incompatible land use activity/development where;*
  - a. rare or endangered flora and fauna have received provincial designation and protection under either the Manitoba Endangered Species Act or the federal Species At Risk Act;*

- b. lands have been designated as Protected under the Province's Protected Areas Initiative;***
  - c. other sensitive wildlife or aquatic habitat, ecologically significant area that has been identified, or***
  - d. private lands that have been voluntarily protected by landowners under The Conservation Agreements Act.***
- 11. Proposed developments located near all waterways and all water bodies that have the potential to alter, disrupt or destroy aquatic habitat; including the riparian area, will be referred to Manitoba Conservation for review.***
- 12. Developments and the use of land adjacent to and/or within 1-mile of designated provincial parks, wildlife management areas or other protected areas will be referred to Manitoba Conservation for review to ensure that future development or changes in land use will not adversely affect the sustainability of the area or the resident flora and fauna.***
- 13. Significant natural areas and sensitive environmental areas shall be identified and protected, where the potential for human activities to stress the environment may require designating these activities /developments as conditional uses.***
- 14. Public access to natural areas will be encouraged; where feasible, to foster an appreciation for the enjoyment of the natural world. Access should not lead to levels of activity or development which will exceed the capability of the area to sustain the environment and ecosystem integrity. Where Private land holdings are involved, access to these areas will be subject to the approval of the landowner.***
- 15. Quality wetland habitats; including riparian areas, shall be protected to ensure continued waterfowl and wildlife production.***
- 16. Where privately initiated habitat conservation land leases or land transfers are proposed, Manitoba Conservation will be encouraged to consult with the Planning District affected prior to approving the designation of a private habitat conservation area.***
- 17. Inter-municipal co-operation is encouraged in the application and implementation measures to protect the natural environmental resources.***

## 4.8 Transportation

The secondary plan integrates transportation and land use at both the community and neighbourhood scales. Transportation policies of the Plan respect the differing transportation needs of the local community while addressing East Selkirk's inter-connections with region served by the Selkirk Bridge and PTH 59. The Secondary Plan's transportation objectives and policies supplemented with reference maps provide direction for each level of government as well as land owners on planning for the integration of transportation with land use development. Policies identify opportunities for inter-governmental collaboration on the development and integration of East Selkirk's transportation network with the Provincial Highway system.

### 4.8.1 Transportation Objectives

1. ***Ensure new investment in the transportation infrastructure promotes safe and efficient transportation networks.***
2. ***Provide for the needs of all users of the roadway by incorporating active transportation corridors (including provisions for cyclists and pedestrians) in municipal collector roads and in collaboration with Manitoba Infrastructure and Transportation in provincial highways within and adjoining the East Selkirk planning area.***

### 4.8.2 Transportation Policies

1. ***Work collaboratively with Manitoba Infrastructure and Transportation to re-route local municipal collector streets and to better align provincial roadways with municipal transportation infrastructure by possibly re-routing PR 212 moving the intersection of Colville Road with PTH 59 south of the School Site (as is generally shown in Reference Map #2).***
2. ***Colville Road is a Provincial Route however it functions as a neighbourhood street. Work with Manitoba Infrastructure and Transportation to address safety and travel efficiency issues on this route by:***
  - a. ***Consolidating individual driveway access where possible and adding sidewalks and cycling lanes; and***
  - b. ***Consider realigning PR 212 south of Colville Road to reduce traffic conflicts on Colville Road and create a more direct connection between the intersection of PR 212 with PTH 59 and the Selkirk Bridge.***
3. ***In collaboration with Manitoba Infrastructure and Transportation and the City of Selkirk, explore opportunities to address seasonal flooding issues along the eastern approach to the Selkirk Bridge.***

- 4. Where possible and appropriate promote connectivity, recreational opportunities and healthy lifestyles by adding active transportation infrastructure to new and existing roads and expanding the trail network.***
- 5. Take advantage of the Central Manitoba Railway line's connectivity throughout East Selkirk by exploring opportunities to incorporate a multi-purpose active transportation path parallel to the tracks.***

## 5.0 Planning for Infrastructure

The following goals and policies will direct the provision of infrastructure services.

### 5.1 Infrastructure Servicing Goals

- 1. To ensure a sustainable approach to development, the municipality will manage development to ensure coordinated and orderly growth of the community.***
- 2. The future servicing strategy for East Selkirk will involve providing community infrastructure services in a manner, which ensures fairness and equity for existing residents, future residents, property owners and developers while meeting community goals.***

### 5.2 Infrastructure Servicing Policies

- 1. Development proposals will include the preparation and submission comprehensive servicing design brief, which may include:***
  - a. Concept plans illustrating the fit between the proposed development area and the adjoining lands;***
  - b. An assessment of service capacity including treatment capacity and oversizing requirements as may be required to provide for the planned and incremental extension of services servicing new development; and***
  - c. Details on the characteristics of proposed land uses, infrastructure servicing requirements, transportation and street connectivity, including integration of greenspace networks and community facilities.***
- 2. Development servicing proposals are to be designed to reflect Municipal Development Agreement Parameters as adopted by Council and illustrate how the planned development within East Selkirk will be organized to:***
  - a. Ensure the efficient provision of infrastructure costs;***
  - b. Identify cost sharing arrangements for shared services, including but not limited to, installation of traffic controlled intersections, access, oversizing wastewater and water services, as may be applicable, arterial streets, and the provision of stormwater retention***

- to ensure the rate of post development stormwater run-off does not exceed pre-development flows;*
  - c. Ensure site development will be organized for logical and orderly development, compatibility with adjoining land uses, and connectivity with provincial and municipal transportation systems;*
  - d. Provide building and site design guidelines for special features, such as site landscaping, buffers, screening of storage areas, parking areas, naturalization of swales and stormwater retention ponds; and*
  - e. Phase development based upon the supply and level of infrastructure services provided.*
- 3. New and infill development which will be connecting to the existing Municipal water and wastewater system will be required as a condition of approval to contribute a connection fee and capital levies toward the provision of infrastructure serves as may be determined by Council.*
- 4. In locations outside the existing servicing capacity area (see Reference Map #1), the Municipality may require developers to enter into a Development Agreement which will provide direction and requirements for developers to make contributions toward expanding the water and wastewater network and treatment capacity.*
- 5. Development agreements for projects outside the serviced area may require developers to make contributions toward the front-end cost of oversizing services to ensure the planned capacity is in place to provide for the orderly and efficient extension of services within the designed growth management areas of East Selkirk. Services which may require developer participation in front-ending costs may include but not limited to:*
- a. Potable water supply and wastewater treatment and collection*
  - b. Arterial and local street construction*
  - c. Land drainage and retention systems*
  - d. Supplemental fire protections wells*
  - e. Provincial highway and municipal arterial road intersection improvements*
- 6. When the Municipality has required a developer to front-end the cost of oversizing services or installing services which may benefit another party having access or frontage on the services, the municipality will make its best efforts to recover the fair value of services from benefitting parties as a condition of other benefitting parties connection to the services, based upon the actual costs of services or RM of St. Clements local improvement*



*rates at the time of connection, which ever may, in the opinion of council fairly balance the cost of services and the use of services by other benefitting parties.*

- 7. The RM of St. Clements may impose, as part of a development agreement, capital cost levies for the connection of new development areas with municipal services, such as but not limited to, wastewater collection and treatment, land drainage, solid waste facilities, and arterial roadway works, including intersection improvements which have been installed or which are budgeted by the Municipality and its funding partners to be installed in the future.*

## 6.0 Secondary Plan Implementation

The Secondary Plan guides action by providing a road map for managed growth and change in East Selkirk. It also provides direction to community stakeholders and Municipal Council to consider in their day-to-day decision making. The plan's land use policy areas are illustrated in Land Use Policy Map #1. The Secondary Plan's Reference Maps are not policy maps and are intended to provide an illustration of possibilities and/or a geographic reference for implementation of the East Selkirk Secondary Plan.

Land Use Policy Map #1 represents the intended use of lands within East Selkirk for the 20 year timeframe of the plan. Land use, zoning, subdivisions and development approval decisions will be evaluated against the Objectives, Policies and Policy Map designations of this plan.

Reference maps, unlike the Land Use Policy Map are provided to generally illustrate development directions with the understanding that the actual form or sequence of development may vary from the concepts illustrated, based upon potential future outside factors, detailed design and development approval considerations.

### 6.1 Plan Implementation Policies

- 1. Municipal by-laws and public works to be guided by this plan.***
- 2. Decisions and actions of the Municipality and staff, including public investment in services, service delivery and infrastructure to be guided by this plan.***
- 3. Implementation plans and guidelines, consistent with this plan may be adopted, identifying priorities, guidelines and actions to advance the vision and strategies of this plan.***
- 4. Municipal resources, especially infrastructure, lands and buildings, to be guided by the plan for their best strategic advantage in advancing the strategies of this plan and leveraging other public and private investment.***

### 6.2 Interpreting the Plan

- 1. The East Selkirk Secondary Plan should be read as a whole to understand its comprehensive and integrative intent as a policy, framework for priority setting and decision-making.***
- 2. Boundaries illustrated within Land Use Policy Map #1 are general. Where the general intent of the Plan is maintained, adjustments to the location or boundaries of land uses as defined by the Zoning By-law will not require amendment to the East Selkirk Secondary Plan.***

- 3. The indication of any proposed roads, parks, municipal services or infrastructure in policy text or reference maps will not be interpreted as final. Adjustments to the location of these features may result from the development approval process as more detailed design information is available, adjustments do not require an amendment to the plan, provided they meet the general intent of the plan.***
- 4. The indication of any proposed roads, parks, services of infrastructure in policy text or on the reference maps will not be interpreted as necessarily being specifically or solely the responsibility of the Municipality to provide finance or otherwise implement.***

## **APPENDICIES: POLICY AND REFERENCE MAPS**

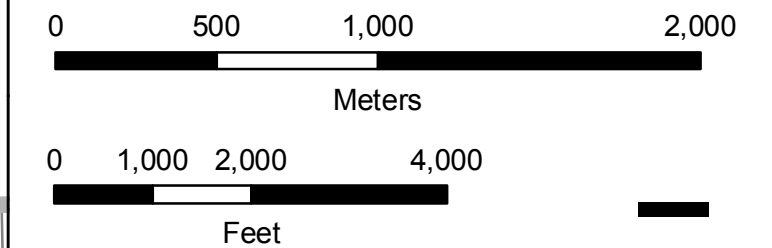
# East Selkirk Secondary Plan

## POLICY MAP 1 Land Use

### Legend

-  Secondary Planning Area Boundary
-  Commercial Mixed Use Policy Area
-  Greenspace and Natural Lands Policy Area
-  Large Lot Neighbourhood Policy Area
-  Emerging Neighbourhood Policy Area
-  Institutional Policy Area
-  Employment Lands Policy Area
-  Infill Neighbourhood Policy Area
-  Village Centre Policy Area

### Scale



Source: Manitoba Land Initiative,  
Selkirk District Planning Area Board  
Date: September 2012

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# East Selkirk Secondary Plan

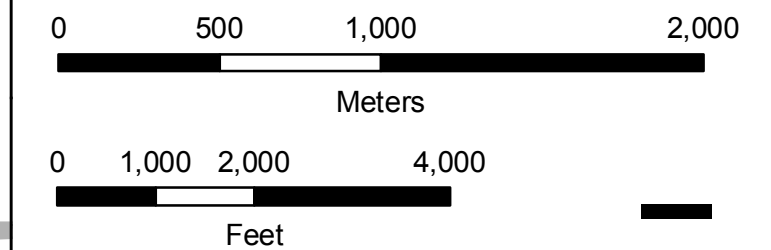
## REFERENCE MAP 1

Water and Wastewater General Layout  
and Future Potential Future Capacity

### Legend

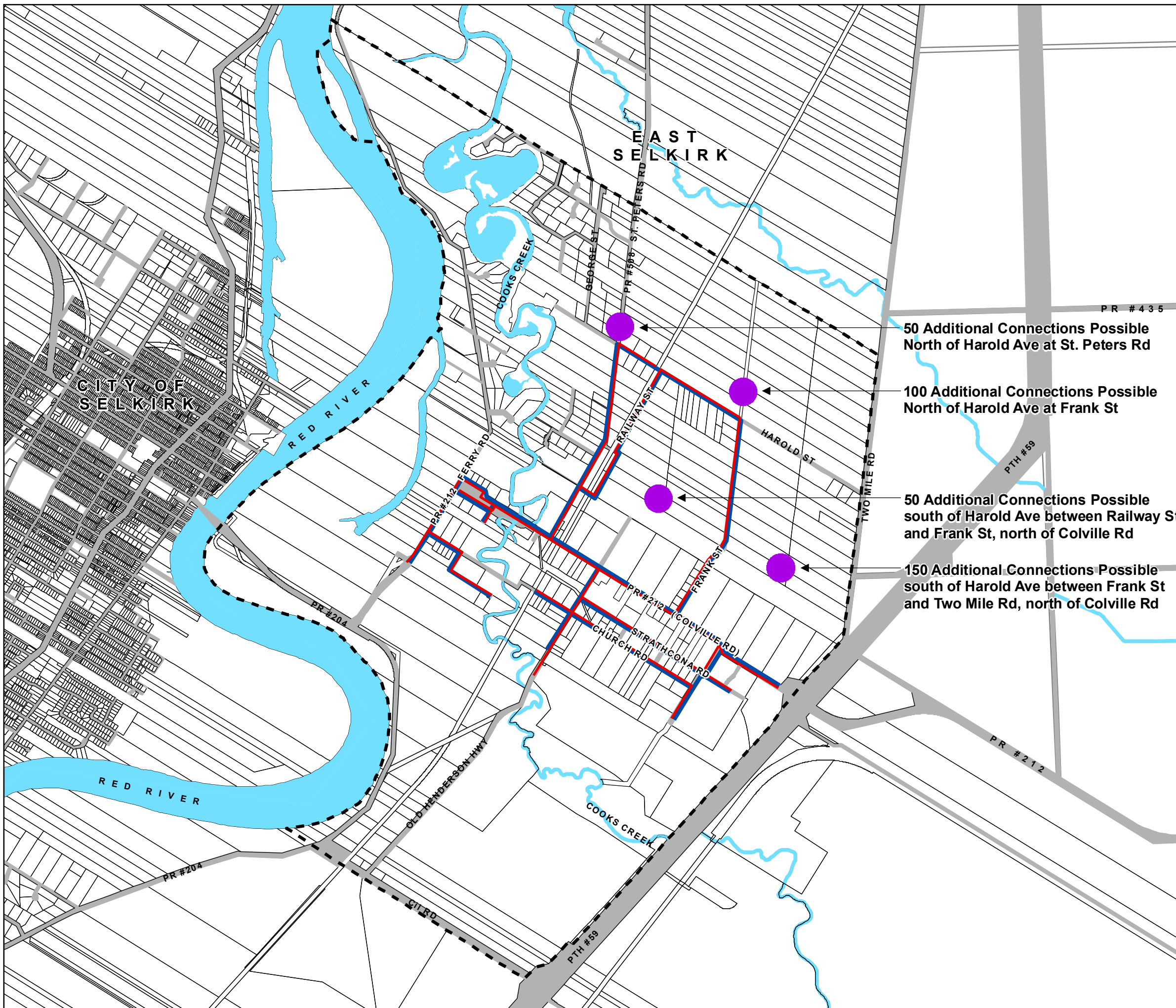
-  Secondary Planning Area Boundary
-  Watermain
-  Low Pressure Sewer

### Scale



Source: Genivar, Manitoba Land Initiative,  
Selkirk District Planning Area Board  
Date: September 2012

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# East Selkirk Secondary Plan

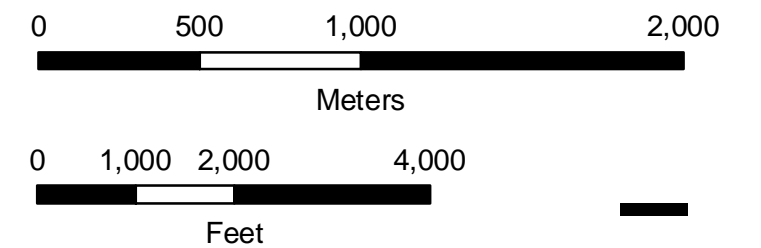
## REFERENCE MAP 2

### Transportation

#### Legend

-  Secondary Planning Area Boundary
-  Future Requirement for New Collector Road
-  Opportunity to Realign PR #212

#### Scale



Source: Manitoba Land Initiative,  
Selkirk District Planning Area Board  
Date: September 2012

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