

# **LOCKPORT SETTLEMENT CENTRE SECONDARY PLAN**

**Rural Municipality of St. Andrews**

**and**

**Selkirk and District Planning Area Board**

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# 1.0 INTRODUCTION

## 1.1 Purpose of Secondary Plan

The purpose of the Lockport Settlement Centre Secondary Plan is to provide specific policies that guide future land use, sustainability, infrastructure, transportation, environment, urban design and similar matters beyond the general framework of the Development Plan. The Secondary Plan focuses on the needs and desires of a defined planning area. The Secondary Plan will guide future development in the Lockport Settlement Centre in a sustainable, orderly and efficient manner.

## 1.2 Regulatory Framework

Section 63 of *The Planning Act* states that Secondary Plans must be consistent with the Development Plan. The Selkirk and District Development Plan designates Lockport as a “Settlement Centre”. The Development Plan provides policies for Settlement Centre areas but directs that more detailed Secondary Plans shall be prepared for each settlement centre. This document has been prepared in accordance with the policies of the Selkirk and District Development Plan. Figure 1 illustrates the hierarchy of planning policy, regulations and implementation.

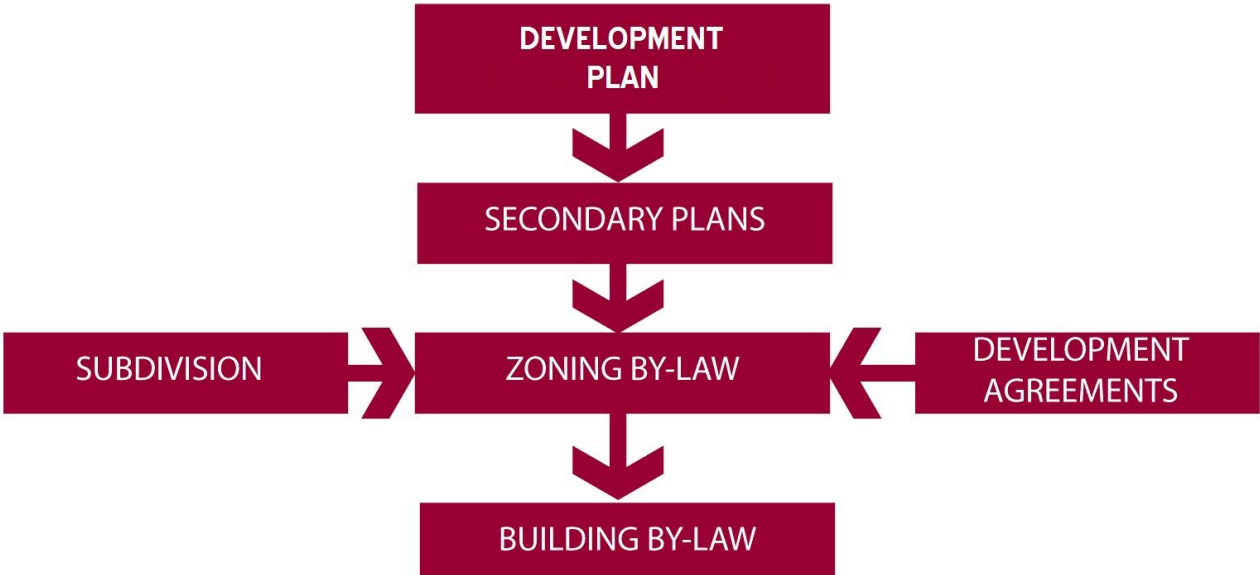


FIGURE 1: Planning Hierarchy

## **1.2.1 Development Plan**

The Development Plan serves as a guide for high-level policy that directs planning matters; however, it does not in itself provide a complete planning tool. Rather, it must be used in conjunction with other planning controls and Provincial policies, regulations, guidelines, and licensing requirements available to the municipality or planning district under *The Planning Act* and other provincial legislation. Actual enforcement of the Development Plan's policies and programs is carried out by using the following planning controls:

### **1.2.1.1 Secondary Plans**

Section 63 of *The Planning Act* provides Council the authority to establish secondary plans to deal with objectives and issues within its scope of authority in a part of the municipality.

The Secondary Plan shall be reviewed from time-to-time, but in no less than five year increments. The review process may be harmonized to coincide with, or be incorporated into, the legislative reviews of the Selkirk and District Planning Area Board's Development Plan review.

### **1.2.1.2 Zoning By-law**

A zoning by-law is the principal regulatory tool to control land use. It establishes various land use districts, determines both permitted uses and conditional uses, and prescribes relevant development standards and requirements that are applicable in each land use district. The Development Plan is used as a guide in preparing or amending the zoning by-law. For example, in considering an application for re-zoning, the Council shall base its decision on the objectives, goals, policies and land use proposals laid out in the Development Plan.

### **1.2.1.3 Subdivision**

*The Planning Act* contains detailed provisions and regulations governing the form and approval of subdivision applications. PART 8 of *The Planning Act* provides that a subdivision of land shall not be approved unless the council of the municipality in which the land proposed for subdivision is located, has by resolution given its approval, with or without conditions. The Selkirk and District Planning Area Board (SDPAB) shall approve a subdivision plan only when the objectives and policies of the Development Plan and also other relevant laws and by-laws are complied with.

### **1.2.1.4 Building By-laws**

Land development and land use proposals for individual building projects are also subject to the provisions of other municipal by-laws, such as building by-laws, lot grading by-laws, building safety and property standards by-laws, licensing by-laws, and the Manitoba Building Code. These by-laws and regulations not only complement the zoning by-law, but set out the terms,

conditions and procedures upon which building permits may be issued. Through the building by-laws and regulations, the Council can establish the minimum standards of construction, maintenance and occupancy which new and renovated buildings have to meet in order to protect the safety and health of the public. The standards required in these by-laws and regulations also affect the physical appearance and environmental quality of a development.

The Manitoba Building Code, which governs certain types of buildings and structures and has effect throughout the Province of Manitoba, has been adopted by the SDPAB. The Board cannot delete code requirements, but may add requirements as needed.

#### **1.2.1.5 Capital Expenditures**

The capital expenditure program is among the most crucial considerations for giving effect to the programs and policies outlined in the Secondary Plan. Allocation of funds under this program for improvement, expansion or initiation of capital works establishes the community's commitment to a prioritized program of development. After the Secondary Plan has been adopted, subsequent capital expenditure programs of the R.M. of St. Andrews shall be consistent with the provisions of the Plan.

#### **1.2.1.6 Development Agreements**

Section 150 of *The Planning Act* provides the Municipality with an opportunity to implement a development agreement as a condition of amending a zoning by-law, making a variance order, or approving a conditional use. Section 150 of *The Planning Act* identifies the following areas that may be addressed in a development agreement:

- (a) The use of the land and any existing or proposed building.
- (b) The timing of construction of any proposed building.
- (c) The siting and design, including exterior materials, of any proposed building.
- (d) The provision of parking.
- (e) Landscaping, the provision of open space or the grading of land and fencing.
- (f) The construction or maintenance — at the owner's expense or partly at the owner's expense — of works, including but not limited to, sewer and water, waste removal, drainage, public roads, connecting streets, street lighting, sidewalks, traffic control, access and connections to existing services.
- (g) The payment of a sum of money to the planning district or municipality in lieu of the requirement under clause (f) to be used for any of the purposes referred to in that clause.

- (h) The dedication of land or payment of money in lieu thereof.

### **1.2.1.7 Land Acquisition**

Section 66 of *The Planning Act* states that a municipality may acquire land by gift, purchase or expropriation (under *The Expropriation Act*), in order to implement any part of a development plan by-law or secondary plan by-law. The land may be sold, leased or otherwise disposed of by the district or municipality if it is no longer required.

## **1.2.2 Interpretations**

The Selkirk and District Planning Area Board reserve the right to make interpretation and have the final authority on the application of policies and the use of maps as decision making tools.

- Maps

The boundaries and symbols shown on the maps contained herein are intended to be approximate only and should be considered as such. They are not intended to identify specific locations, except where a boundary is located on an easily identifiable natural or manmade landmark such as a river or roadway.

- Policies Application and Interpretations

- a. Where an intent statement accompanies a policy, it is provided for information purposes only to enhance the understanding of the policy. Should an inconsistency arise between the intent statement and the policy, the policy shall take precedence.
- b. Where “may” is used in a policy, it is provided as a guideline or suggestion toward implementing the original intent of the policy.
- c. In cases where the word “shall” is included in a policy, the policy is considered mandatory. However, where actual quantities or numerical standards are contained within a mandatory policy, the quantities or standards may be deviated from provided that the deviation is necessary to address unique circumstances that will otherwise render compliance impractical or impossible, and the intent of the policy is still achieved.
- d. In cases where the word “should” is used in a policy, the policy is intended to apply to a majority of situations. However, the policy may be deviated from in a specific situation where the deviation is necessary to address unique circumstances that will otherwise render compliance impractical or impossible, or to allow an acceptable alternate means to achieve the general intent of the policy to be introduced instead.



- e. Where “must” is used in a policy, the policy is mandatory without exception.

### **1.3 Monitoring**

Monitoring the Lockport Settlement Centre Secondary Plan will indicate whether the recommendations are being carried out as intended. Should there be any changes to the Lockport Settlement Centre Secondary Plan, an amendment to the by-law will be necessary.

The Lockport Settlement Centre residents, the Rural Municipality and the SDPAB should monitor the performance of this plan to assess whether the recommendations have been carried out and resulted in the intended effect.

### **1.4 Location**

The Lockport Settlement Centre is located approximately 20 kilometres north of the City of Winnipeg on Provincial Trunk Highway (PTH) #44. Lockport straddles the nationally recognized historic Red River with the western portion located in the R.M. of St. Andrews, and the eastern portion located in the R.M. of St. Clements. The focus of this Secondary Plan is on the St. Andrews Lockport Settlement Area which has been defined as the area located between the Red River to the east, the CP Railway Tracks to the west, a third of a kilometre north of Donald Road to the south and the City of Selkirk boundaries to the north including the McKenzie Road subdivision and the Mapleton Area (See Figure 2 Planning Area).

## 1.5 Background

The Lockport Settlement Centre is a predominantly rural residential community located in the historic Red River corridor in between the R.M. of West St. Paul and the City of Selkirk. It has a variety of loosely integrated cultural, commercial and historical nodes along PTH #44 and PTH #9. In 1997, the R.M. of St. Andrews along with the R.M. of St. Clements and the Triple “S” Community Futures Development Corporation began a planning process called the Lockport Destination Strategy that focused on initiatives to enhance Lockport’s role as a destination in the Red River Corridor. Through a series of facilitated workshops the Lockport Destination Strategy identified goals and implementation strategies for the Lockport area. A publicly accountable, non-profit development organization was recommended to implement the goals and strategies, manage community assets and raise revenues to promote tourism. However, due to a variety of factors, the development organization failed to materialize.

In July 2011, the Selkirk and District Planning Area Board gave third reading to the Selkirk and District Development Plan, which covers the Rural Municipalities of West St. Paul, St. Clements, and St. Andrews, and the City of Selkirk. The Development Plan designates Lockport as a “Settlement Centre” and promotes Secondary Plans in settlement centres as tools to address the following planning issues:

- the desired type and pattern of development
- protection of environmentally significant areas and ecologically sensitive areas
- the nature, type and location of public facilities and public lands
- the identification, protection and integration of significant heritage features
- local transportation network
- the provision and upgrading of physical services
- phasing of development, infrastructure and capital expenditures

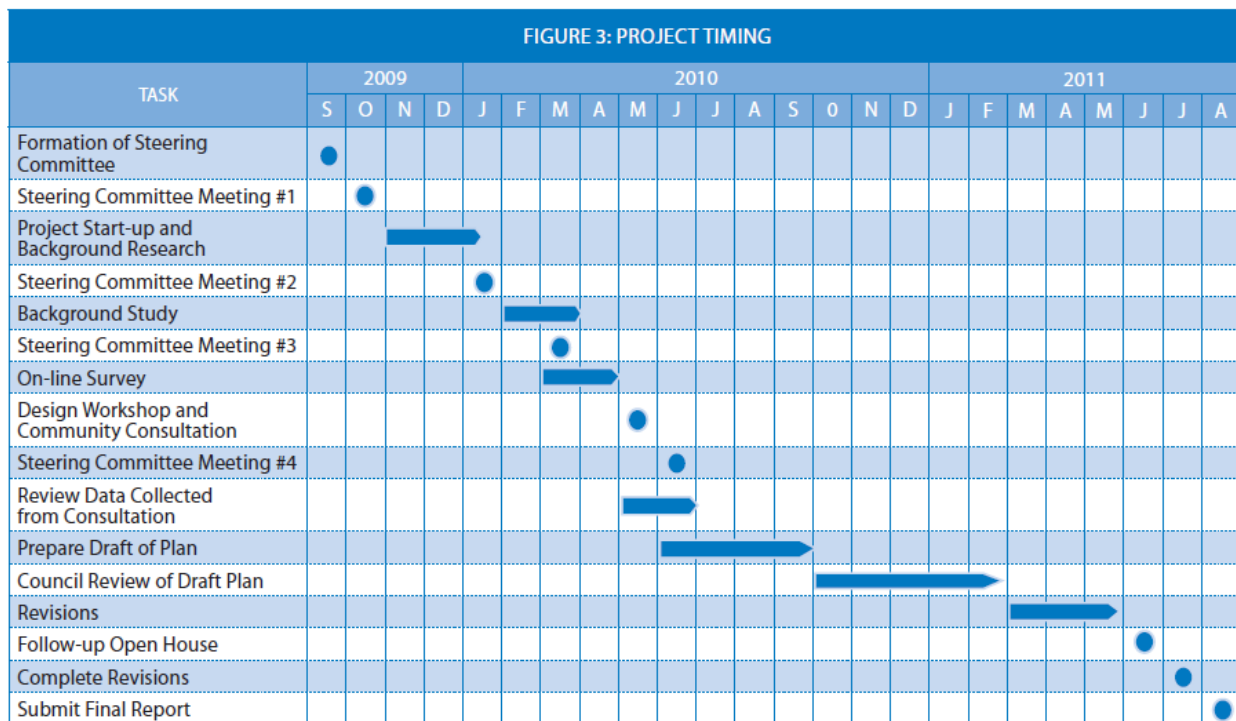
In an effort to build on the work previously commissioned by the R.M. of St. Andrews and to look at further addressing issues in the context of the larger settlement centre area, the development of a Secondary Plan By-law was identified as a necessary step in planning for the community’s future.

## 2.0 LOCKPORT SETTLEMENT CENTRE SECONDARY PLAN PROCESS

The Lockport Settlement Centre Secondary Plan process began in October 2009 with the formation of a Steering Committee consisting of four community residents, the Reeve of St. Andrews, an area councillor from St. Andrews and two representatives from the Selkirk and District Planning Area Board.

The role of the Steering Committee was to provide technical input, guidance and community connection. One representative from the Selkirk and District Planning Area Board also acted as a liaison with the R.M. of St. Clements to promote collaboration between the two municipalities. This structure maintained a balance between meeting the objectives and interests of the community, and ensuring that the R.M.'s interests were maintained. The Steering Committee acted as the 'sounding board' for all of the project tasks and met at key points throughout the project.

The Steering Committee met with the consultants and the following process for the development of the Lockport Settlement Centre Secondary Plan was developed. Figure 3 outlines the project timeline and process.



## **2.1 STAKEHOLDER ENGAGEMENT**

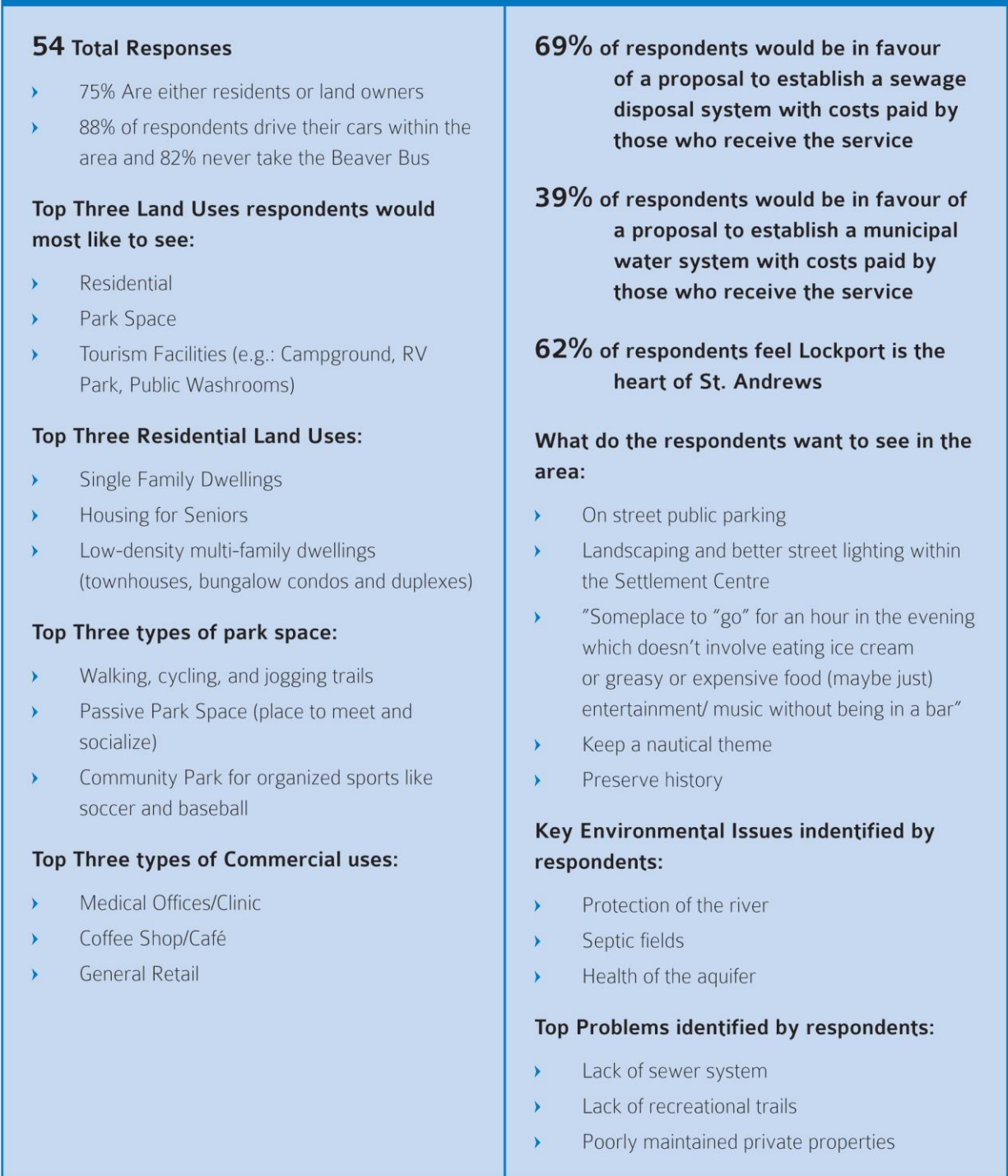
Throughout the project, the community had a variety of opportunities for input on the development of the Secondary Plan. The participation of community members was critical to the creation of this plan and will continue to be an important part of the implementation. This included:

- Four community members from the R.M. of St. Andrews participated on the Steering Committee.
- Meetings and discussions with various Provincial departments and agencies such as Manitoba Infrastructure and Transportation, and Manitoba Local Government, Provincial Planning Services.
- An on-line survey was conducted to solicit input from residents, property owners and other interested individuals. Links to the on-line survey were provided on following websites: the R.M. of St. Andrews, Selkirk and District Planning Area Board, Interlake Tourism Association, and the Red River North Tourism.
- Informational newsletters were mailed to all property owners in the planning area informing them of the process, the on-line survey and the workshop.
- A newspaper ad was placed in the Selkirk Journal advertising the process, the on-line survey and the workshop.
- Community Conversations that included drop-in visits to many publicly accessible community businesses.
- Presentations and discussions with interested community groups including the Lower Fort Garry National Historical Site and the St. Andrews Men's Club.
- A Community Workshop was held to capture their ideas for the community on paper.
- An Open House was held in September for the public to view the proposed plan and provide comments and feedback.

### **2.1.1 Summary of Survey Results**

An on-line survey was posted March 22, 2010 for approximately 6 weeks preceding the Community Workshop. The on-line survey format provided an opportunity for people to access the survey questions at any time of day. The key survey results are summarized in Figure 4.

**FIGURE 4: SUMMARY OF SURVEY RESULTS**



### 2.1.2 Summary of Community Workshop

For the Community Workshop, a Saturday was chosen for the event to accommodate a timeframe of approximately 5 hours in which participants would ideally not have to miss work to

attend. A local community venue, the Lower Fort Garry National Historic Site was chosen as the location to host the workshop. This venue was chosen because of its central location in the planning area and provisions for accessibility with wheelchair access and free parking.

#### **2.1.2.1 Participation**

Newsletters inviting residents to participate in the workshop were sent out to all property owners within the planning area. Information about the workshop and contact information for participation were posted on the R.M. of St. Andrews website, the Interlake Tourism Association website, and the Red River North Tourism website. Information about the workshop and the overall project were also advertised in a Selkirk Journal one week before the workshop.

#### **2.1.2.2 Format**

The workshop began with opening introductions and greetings from the Reeve of St. Andrews, the Mayor of St. Clements, the Selkirk and District Planning Area Board, and the Consultants. A presentation was given by the Consultants outlining the community's findings from previous studies, population and background, survey results and examples of land use plans from communities of similar size and character were reviewed. Following the presentation of secondary plan examples, participants were asked as a group to share their thoughts on the current situation of land uses within community and what they would like to see in the future. These ideas were captured on flip chart paper and posted around the room. These results helped to inform the group of work that followed.

Participants were then randomly seated at circular tables and were asked to work collectively to prepare their secondary plans based on their assessment of the community needs in the near future (5-15 years). Members from the Steering Committee, Consultant team and community were available to answer questions and assist with designs. Participants were given an hour and a half to complete their plans. Once completed, a member from each table presented the plans back to the larger group. An exit survey of the workshop was given to participants at the end of the workshop. This input provided information on participant's perception of the process and how they heard about the event.

## **3.0 KEY CONCEPTS AND ISSUES**

This section highlights the key issues that emerged from the background research and stakeholder consultation.

### **3.1 Background Data**

The following key points were identified in the background research:

- Lockport shares its name with an adjacent settlement centre, in a neighbouring rural municipality separated by a river, connected by the historic lock and dam.
- The Lockport Settlement Centre is predominantly an unserved rural residential community located in an area where the Province of Manitoba, in September 2009, banned the use of septic fields for the treatment of wastewater.
- At present, the community does not have adequate housing options to plan for an aging population.
- The majority of service-based businesses in the area are seasonal.
- The community is automobile dependant and lacks pedestrian or cyclist connectivity.
- The recognition that the planning area has significant historical features/sites that are being underutilized.
- The need to incorporate sustainable practices into all future developments.

### **3.2 Analysis of Stakeholder Input**

The workshop and on-line survey generated feedback that was compiled and consolidated into the common issues. Figure 5 identifies the common elements broken down into the different land use categories that were generated by stakeholders throughout the consultation process.

**FIGURE 5: ANALYSIS OF STAKEHOLDER INPUT**

LANDUSE	STAKE HOLDER INPUT
<b>Traffic and Transportation</b>	<ul style="list-style-type: none"> <li>➤ Better pedestrian access across PTH #9</li> <li>➤ Parking facilities</li> <li>➤ Transit improvements, park and ride</li> </ul>
<b>Parks and Recreation</b>	<ul style="list-style-type: none"> <li>➤ Green space</li> <li>➤ Pocket parks</li> <li>➤ Protect trees</li> <li>➤ Mirey Creek trail</li> <li>➤ Trans Canada trail link</li> <li>➤ Better public access to river</li> <li>➤ Community recreation centre</li> </ul>
<b>Commercial</b>	<ul style="list-style-type: none"> <li>➤ Commercial core along PTH #44</li> <li>➤ Some commercial along PTH #9</li> <li>➤ Protect Stevens Avenue from PTH #44 development</li> <li>➤ Develop an RV park</li> <li>➤ Tourism facilities are needed</li> </ul>
<b>Residential</b>	<ul style="list-style-type: none"> <li>➤ More variety</li> <li>➤ Higher density in Settlement Centre</li> <li>➤ Low to medium density housing</li> </ul>
<b>Heritage</b>	<ul style="list-style-type: none"> <li>➤ Protect what's there</li> <li>➤ Protect open space around Lower Fort Garry</li> <li>➤ Connections to river – heritage feature</li> <li>➤ More facilities along river</li> </ul>



## **4.0 LOCKPORT SETTLEMENT CENTRE SECONDARY PLAN**

The Lockport Settlement Centre, graphically illustrated in Map 1A and Map 1B, is located approximately 20 kilometres north of the City of Winnipeg on Provincial Trunk Highway (PTH) #44. Lockport straddles the Red River with the western portion located in the R.M. of St. Andrews, and the eastern portion located in the R.M. of St. Clements. This plan applies to the Lockport Settlement Centre, west of the Red River.

Secondary plans are enforceable by-laws adopted by Council that must be consistent with the Development Plan. Once a secondary plan is passed, all proposed developments must conform to the applicable provisions of the Development Plan, the Secondary Plan, and the Zoning By-law. Map 1A and Map 1B identify land use designations that apply to the settlement centre and should be reviewed in conjunction with the following policies.

There are approximately 583 acres of developable land within the Lockport Settlement Centre planning area. The majority of developable lands are located in close proximity to Lockport's commercial centre along PTH #44 and PTH #9. Phasing of development will be directed around existing urban uses with higher density residential developments encouraged to cluster together to strengthen and support a commercial hub.

### **4.1 General Planning and Sustainability Principles**

The overall goal of the Lockport Settlement Centre Secondary Plan is to sustainably maintain and develop commercial, recreational and residential land uses in a rural setting while promoting linkages to neighbouring communities and heritage sites. Creating a sustainable community is vital to the community's long-term success. This plan endeavors to meet the current needs of the community while at the same time planning to meet the needs of future generations.

#### **4.1.1 Objectives**

The objectives of the Lockport Settlement Centre Secondary Plan are as follows:

1. To provide an adequate mix of housing for a variety of stages in life while maintaining the character of a low density rural residential community.
2. To create an attractive and interesting destination for visitors and residents that promotes the Red River and local historical sites and parks.
3. To promote a variety of commercial services for both area residents and visitors along PTH #44 and PTH #9.
4. To develop an active transportation system that incorporates the TransCanada Trail and connects the community to sites and services.

5. To reduce conflict between neighboring land uses by providing adequate buffering and separation distances.
6. To promote efficient municipal road networks which safely access the surrounding provincial highway network.
7. To develop the Lockport Settlement Centre as a hub of sustainable practices in the community by demonstrating leadership in community design, energy conservation, waste recycling and ecological protection.
8. To ensure that municipal infrastructure, such as water, sewer, storm water management facilities, and public and private utilities are provided to adequately service the residents, businesses and institutions of this area.

#### **4.1.2 General Policies**

The following policies apply to all lands within the Lockport Settlement Centre:

1. All development will be implemented in accordance with:
  - a. Map 1A and Map 1B – Land Use Plan
  - b. Map 2A and Map 2B – Transportation Network Plan
  - c. Map 3 – Water and Waste Water Main Serving Phasing Plan
2. Applications subdivisions for residential, commercial, mixed use, institutional, multi-family and industrial land uses shall include:
  - a. A storm water and drainage management plan.
  - b. A water and waste water servicing plan.
  - c. Where possible, maintaining public views of Mirey Creek and the Red River.
  - d. Develop a pathway plan that connects into the proposed pathway plan on Map 2A and Map 2B or the identification of connections and easement for future pathways to connect to adjacent subdivisions.
  - e. Develop a roadway plan that connects to the existing road network and provides efficient vehicular access on collector streets.
  - f. Street naming that reflects the history and heritage of the Lockport Settlement Centre.
  - g. Landscaping.

3. New development shall not be permitted on the flood prone areas identified in Map 1A and Map 1B.
4. All development must be in accordance with the flood level elevations and criteria prescribed by the Province of Manitoba.
5. All new development will strongly be encouraged to include sprinkler systems or any other appropriate fire protection technology.
6. The Plan shall encourage connection and integration with the Lockport Secondary Plan in the R.M. of St. Clements by:
  - a. Promoting dialogue between the municipalities to prevent the duplication of efforts.
  - b. Designing public rights-of-way to encourage seamless pedestrian movement throughout the area.
7. Housing designed for seniors, people with disabilities, single persons or for households at or below the provincial median income level may be provided for in all of the residential areas. Consideration should be given to ensure that the scale and form of the housing is compatible with the surrounding area.
8. The use of solar power, LED technology or other new technologies shall be encouraged within the Lockport Settlement Centre area for street, site, and signage lighting.
9. Improved bus stop locations, bus shelters and “park and ride” locations shall be encouraged to promote transit ridership.

## **4.2 Residential**

Map 1A and Map 1B identify future residential and infill development locations in the Lockport Settlement Centre. The maps designate the use and types of development proposed for these areas, and identify what areas are currently developed.

The Lockport Settlement Centre is predominantly comprised of single-family homes on unserviced lots of approximately two (2) acres or more. The Secondary Plan identifies appropriate areas for a variety of residential developments throughout the community in order to provide a range of housing opportunities for residents, while at the same time planning for future connections to municipal services. The Plan promotes appropriate infill development and densification while ensuring that residential developments will be located within the context and character of the existing community.

#### **4.2.1 Objectives**

1. To maintain and enhance existing neighbourhood stability and quality.
2. To promote compatible infill development.
3. To promote and support the maintenance and protection of existing built-up neighbourhoods by building on vacant lots or undeveloped parcels within already developed areas and to give consideration to the needs and concerns of the existing neighbourhood when evaluating proposed infill development.
4. To provide an adequate supply of residentially-designated land that allows for a mix of housing types and densities.
5. To provide for services which are supportive of residential development such as schools, recreation facilities and neighbourhood commercial use.
6. To support the logical and orderly phasing of new residential areas by allowing for adequate timeframes for proper planning and the orderly installation of municipal services.
7. To promote the intensification of existing residential areas to help support the cost of implementing future municipal wastewater services.

#### **4.2.2 Residential Infill Policies**

1. The infill of new housing on vacant residential lands within residential areas shall be encouraged.
2. Development shall be compatible and consistent with the existing neighbourhood in terms of setbacks, scale and character.
3. The subdivision of existing lots to permit an increase in residential densification shall be encouraged.

#### **4.2.3 New Residential Policies**

1. New residential development should generally occur in a contiguous manner.
2. New residential development that is constructed before wastewater services are available shall locate the dwelling unit and accessory buildings to one side of the lot to allow for future subdivision into smaller parcels.
3. Once wastewater servicing to the area is available, new residential development shall be constructed at a target density of three dwelling units per acre.

4. Priority shall be given to the development of residential lands that tie into proposed sewer and/or water trunk services.
5. Residential development will be encouraged to develop adjacent to existing residential development. Lot-by-lot development or leap-frog development that would result in the isolation of existing residential uses and inefficient utilization of municipal services shall not be supported.
6. Where applications for residential land developments with 5 or more lots are proposed, Council may request information such as an overall landscape plan, traffic impact study, active transportation network plan and building design information in order to ensure a high-quality development.
7. Provision should be made for a wide variety of housing types that include single-family and multi-family developments as well as a mix of tenure option. A ratio of single-family to multi-family should be determined as part of the overall concept plan for each new development area in both Single-family and Multi-family Residential designations.
8. Applications for new residential subdivisions with 5 or more lots shall include:
  - a. A storm water and drainage management plan.
  - b. A water and waste water servicing plan.
  - c. Where possible, maintaining views of open spaces, Mirey Creek and the Red River.
  - d. Develop a pathway plan that connects into the proposed pathway plan on Map 2A and Map 2B or the identification of connections and easement for future pathways to connect to adjacent subdivisions.
  - e. Develop a roadway plan that connects to the existing road network and provides efficient vehicular access on collector streets.
  - f. Street naming that reflects the history and heritage of the Lockport Settlement Centre.
  - g. Landscaping.

#### **4.2.4 Multi-family Residential Policies**

1. Multi-family residential uses shall be directed to Multi-family Residential designations.

2. Where multi-family residential development is proposed, the SDPAB may request that the developer submit a report which addresses issues of potential conflict, such as traffic impact.
3. Multi-family residential designations shall be located adjacent to or in close proximity to major roads, namely PTH #9 and PTH #44 and the nearby commercial and mixed-use areas.
4. Developers are encouraged to incorporate seniors' housing to allow the opportunity for residents to continue to live in the community as they age.

### **4.3 Parks and Open Space**

The intent of this designation is to accommodate parks and recreation areas that provide leisure facilities for residents and supports tourism in the community. Map 1A and Map 1B identify the location of existing neighbourhood and community parks and identifies possible future parkland in the settlement centre. The Red River floodplain, which is primarily under private ownership, is an extensive “natural” open space corridor with potential for public access and enjoyment. This corridor, which includes playgrounds, playing fields, woodlots, meadows, fields, manicured lawns, and vegetation along the creek and creek shoreline, has the potential to form an impressive open space system in the area.

#### **4.3.1 Objectives**

1. To conceptually identify locations for future parks and pathway linkages based on a review of land available for development and its relation to existing park locations, open space, historical sites and community needs.
2. To decrease maintenance costs of park spaces.
3. To identify minor and major capital park improvements that are identified and requested by the community.

#### **4.3.2 Parks and Open Space Policies**

1. Parks and Open Space uses are designated on Map 1A and Map 1B. The Plan identifies the general locations of parks, open space, and pathways proposed in the active transportation section.
2. Where feasible, new parks should be located to take advantage of existing facilities and be located adjacent to or on the floodplain in order to maximize existing resources or to be incorporated into developments to promote storm water management.

3. Where opportunities arise, the purchase of shore land areas, or the establishment of special purpose easements by the respective municipal corporations shall be considered for purposes such as active transportation trails and ancillary commercial uses.
4. The municipality shall promote the use of the river and the riverbanks by facilitating public access to the river and riverbank land and the use of the river for transportation and recreation through the provision of boat launches, docks, look-outs and other accessibility improvements.
5. The municipality should promote a publicly accessible pedestrian bridge connection to the St. Andrews Dock and Dam Island by cooperating with other levels of government to meet community needs and minimize development costs.
6. The R.M shall request parkland dedication through the subdivision process by Development Agreements to promote and provide public access to Mirey Creek and the Red River.
7. Developers and the R.M. should incorporate the naming and re-naming of parks using names of early pioneers as a means of respecting the heritage of the community.
8. Adequate off-street parking for park uses shall be provided.
9. The municipality should make every effort to acquire or establish easements on the lands designated as parks and open space in the secondary plan. However, land designated as parks or open space that are held under private ownership shall not be construed as implying that such areas are free and open to the public.
10. New residential developments should incorporate pocket parks to provide for recreational activities within the residential area. These parks should be located adjacent to walkway connections and may include such elements as small-scale play equipment, public gardens, seating areas and passive open space. The size of the parks will generally be less than one-half acre.

#### **4.3.3 Ecologically Sensitive Area Policies**

1. Landowners and developers shall be encouraged to protect and incorporate the marsh area south of Stevens Avenue near the Red River (identified on Map 1B) and the stand of trees north of Sussex Drive (identified on Map 1A) into areas of visual and ecological interest.
2. The preservation of mature trees and other ecologically sensitive vegetation shall be encouraged.

## **4.4 Institutional**

Institutional uses include places of worship, cemeteries, schools and community recreation facilities.

### **4.4.1 Objectives**

1. To promote and maintain institutional uses which serve the Lockport Settlement Centre.

### **4.4.2 Policies**

1. Institutional uses may be located within residential designations.
2. Any new institutional development will be designed in such a way as to fit into the community's building context and will be located in a way that respects the privacy of adjacent uses.
3. The municipality will actively attempt to expand the supply and maintenance of recreation and leisure facilities through partnerships with other groups and agencies, as well as through direct provision.

## **4.5 Commercial**

Commercial uses in the Lockport Settlement Centre provide a variety of services to area residents as well as visitors to the area. The majority of commercial development is located at the junction of PTH #9 and PTH #44 and along River Road. The intent of this Secondary Plan is to accommodate additional commercial uses near existing commercial sites in order to create a commercial node for the community. Small-scale, neighbourhood commercial developments along River Road at appropriated locations will also be encouraged.

### **4.5.1 Objectives**

1. To promote the development of a commercial node at the corner of PTH #9 and PTH #44.
2. To promote appropriate commercial development along River Road and PTH #44.
3. To promote businesses which support the needs of local residents as well as visitors.

### **4.5.2 Policies**

1. New commercial uses will be located within Commercial designated areas as outlined in Map 1A and Map 1B.



2. New businesses shall be encouraged to create attractive storefronts contributing to development of a commercial node and sense of place for the community. The development of attractive storefronts may include the addition of street furniture, landscaping, decorative signage, and other elements determined by the SDPAB or contributions to public spaces or common areas in the vicinity of the proposed commercial development.
3. Commercial uses established directly parallel to PTH 44 shall be encouraged to have store fronts that face PTH 44.
4. Wherever possible, existing commercial developments shall be encouraged to connect to the proposed pathway systems and to provide bicycle parking.
5. Storefronts should be pedestrian-friendly and contribute to an active and vibrant commercial area.
6. Commercial uses that provide a view of the Red River shall be strongly encouraged.
7. Commercial uses such as seasonal tourist services, general retail, gift shops, hotels, coffee shops and medical facilities shall be encouraged.
8. Priority shall be given to the redevelopment of existing abandoned, obsolete or failed commercial sites and buildings prior to developing new commercial areas. The adaptive reuse of existing buildings is strongly encouraged.

## **4.6 Mixed-Use**

Mixed-use developments increase the intensity and diversity of land uses by combining two or more different land uses such as residential, institutional and commercial uses in the same structure or development. They promote walkability, increase housing options and help foster a sense of place within the community.

### **4.6.1 Objective**

1. To provide for mixed-use development at appropriate locations throughout the planning area.

### **4.6.2 Policies**

1. Mixed-use development will be encouraged to locate between commercial and residential uses as a transitional buffer within mixed-use designations.
2. Mixed-use developments should promote a variety of tenure options and provide shared parking.

3. Mixed-use developments may be located in a single building or be in a variety of compatible uses in a defined area in separate buildings.
4. Mixed-use areas may contain a variety of uses including general retail, restaurants, offices, clinics, institutional and multi-family residential uses.

## **4.7 Industrial**

The Lockport Settlement Centre is a community comprised primarily of residential, commercial and open space land uses.

### **4.7.1 Objectives**

1. To maintain the existing character of the area by phasing out all industrial land uses.

### **4.7.2 Policies**

1. No new industrial uses will be permitted in the Lockport Settlement Centre.
2. Existing industrial uses will be permitted to continue operation but not allowed to expand their operations.
3. Existing industrial uses located directly adjacent to residential uses shall be encouraged to introduce buffering measures, noise barriers, visual barriers and landscaping to mitigate any negative affects.

## **4.8 Urban Design and Landscaping**

Urban Design and landscaping guidelines are useful in the creation of a visibly appealing community that promotes connectivity and pedestrian linkages. The intent of the Secondary Plan is to further development of the Lockport Settlement Centre as a unique community within the Red River Corridor. The guidelines will focus on the commercial and higher density development nodes located at the junction of PTH #9 and PTH #44 and along River Road.

### **4.8.1 Objective**

1. To enhance the identity and design of the Lockport Settlement Centre through the addition of landscaping and design features that accentuates streetscapes and open spaces.

## **4.8.2 Policies**

1. Streetscape guidelines emphasizing high quality design including storefronts, signage, street furniture, landscaping, decorative signage, and other elements determined shall be developed to complement the development approval process.
2. Development agreements may require landowners to supply elevation drawings of proposed storefronts and buildings to ensure they are contributing to a common visual theme in the area that may or may not be determined by streetscape guidelines.
3. Cooperation between the R.M. of St. Andrews and the R.M. of St. Clements on developing the streetscape guidelines to promote visual identity between the two communities will be encouraged.
4. Street furniture, such as garbage receptacles, bicycle parking, lighting and benches, should be designed in a way that encourages rural heritage village character.
5. Naturalized landscaping on public and private lands shall be encouraged to minimize environmental and economic costs associated with their maintenance.
6. Where possible, tree planting and landscaping along PTH #44 and River Road shall be encouraged to create a pleasant pedestrian atmosphere.
7. Sufficient screening and landscaping between commercial and residential uses shall be provided to minimize impact on adjacent land-uses.

## **4.9 Heritage and Tourism**

Lockport is situated on one of the oldest known pre-European contact settlement sites in Canada. It is surrounded by numerous national and provincial historical sites including: Lower Fort Garry, the Lockport Bridge, St. Andrews Rectory and Church, and Little Britain United Church. There are many recreational activities and opportunities within Lockport. Lockport is known to have some of the best catfish fishing in the world and is part of a region that contains many excellent examples of 19th century architecture.

### **4.9.1 Objectives**

1. To protect natural waterways, riparian habitat, ecologically sensitive lands and heritage resources.
2. To identify and promote the historical significance of the area.
3. To promote a connection and linkage to Lockport on the St. Clements side of the Red River.

## **4.9.2 Policies**

1. The area surrounding the Lower Fort Garry National Historical site shall not be developed without community consultation and an archeological assessment of the site prior to development.
2. The municipality shall promote tourism in the area by developing recreation and tourist amenities such as public washrooms, a visitor's centre, an amphitheater and picnicking facilities.
3. The SDPAB may undertake a heritage resource evaluation of the Lockport Settlement Centre to examine the character and assist in the identification of areas of significant historical importance.
4. Significant heritage resources should be protected from development or redeveloped through appropriate mitigation and protection methods to preserve the values of these sites.
5. The adaptive re-use of existing heritage and farm buildings shall be encouraged.
6. The municipality shall strongly enforce the Unsightly Premise Bylaw.
7. Business owners and residents should investigate the possibility of an information kiosk and/or the creation of a local area landmark in a prominent public location.
8. The municipality shall work with the province to establish gateways at PTH #9 and PTH #44 through the use of architectural entrances and signage.
9. The rural municipalities of St. Andrews and St. Clements shall be encouraged to collaborate on a river crossing project or bridge upgrade project which provides a safe and efficient pedestrian connection across the Red River.

## **4.10 Transportation**

The Lockport Settlement Centre is located approximately 20 kilometres north of Winnipeg and can be accessed by both PTH #44 and PTH #9. The majority of the internal roads are local two-way asphalt paved streets with available on-street parking.

### **4.10.1 Objectives**

1. To provide a safe and efficient transportation network for both vehicular traffic and pedestrian traffic.
2. To improve local and regional connectivity.

3. To promote connectivity and active transportation in the area that will accommodate walkers, runners and cyclists and tie into the Trans Canada trail system.
4. To discourage all terrain vehicle (ATV) use in public spaces.

#### **4.10.2 Transportation Policies**

1. All future roadway developments will be implemented using the following Map 2A and 2B Transportation Plan.
2. All new roadway development should aim to have the most minimal impact on existing development as possible.
3. Internal road networks and service roads should be considered as a means to reduce the number of individual driveways or access roads required to link development with the road network. Where multiple driveways along a highway exist, and a new development is proposed adjacent to these properties, a service road should be investigated as a means to update the access in the area and reduce the number of separate accesses.
4. All new roadway development should respect natural features such as tree stands and shall discourage the crossing of Mirey Creek.
5. All new roadway development shall promote internal neighbourhood circulation and connections, and direct traffic away from PTH 9.
6. The R.M. of St. Andrews shall work cooperatively with the Province and the adjacent municipality of St. Clements to integrate the planning of the municipal road network with the roads under Provincial jurisdiction and in the planning of roads with cross municipal boundaries.
7. There will be only one access point to connect to PTH #44 on the north side between the Lockport Bridge and PTH #9. The access will be located approximately at the midway point between PTH #9 and the Lockport Bridge (Map 2B).
8. The SDPAB shall require, as a condition of development or redevelopment, that adequate parking and loading facilities be provided in commercial, institutional and multi-unit residential development. This includes parking for bicycles.
9. The SDPAB may require, as a condition of approval of any new development or redevelopment, that lands be acquired by the R.M. of St. Andrews or the Province, as applicable, to provide for required road right-of-way widening. For alignment locations on existing roads, where not defined, the land will generally be acquired on either side of the centre line of the original road allowance.

10. Additional rights-of-ways may be required to accommodate facilities such as bike lanes, medians and on-street parking. In addition, the municipality or the Province may require additional lands at intersections to provide for exclusive turning lanes or other special treatments including the construction of bridges. Such additional right-of-way requirements shall be kept to the minimum requirements and shall be determined at the time of design of the road facilities and will become part of the required right-of-way.
11. The municipality shall encourage the Province to upgrade PTH #9 to a four-lane divided highway.
12. The provision of landscaped medians shall be encouraged where ever possible.
13. Additional private accesses onto PTH #44 or PTH #9 will not be permitted unless through permission from Manitoba Highway Traffic Board or another appropriate roadway jurisdiction.
14. Proposed access roads to new developments along PTH #9 (Maps 2A and 2B) and local roads within residential developments must align with existing roadways.
15. Service roads will be required to access commercial and residential developments off of PTH #9 and PTH #44. Access roads connecting to PTH #44 and PTH #9 must be no less than 50 meters in length from the centreline of the service road and the adjoining highway lanes at the point where the service road would gain access to the highway to allow for safe ingress and egress.
16. A minimum of 400 meters is required between any future public road accesses off River Road.
17. The intersection of PTH #44 and PTH #9 shall be upgraded to a signalized four-way intersection.
18. All future local and internal road networks must be interconnected to existing roadway networks in a way that promotes internal mobility for short trips, emergency vehicle accessibility and pedestrian safety.
19. The feasibility of the development of a “park and ride” facility on the west side of the intersection of PTH #44 and PTH #9 shall be undertaken and reviewed with the Province once intersection improvements have been made.
20. Public transportation routes and stops shall be upgraded in cooperation with the transit service provider.

### **4.10.3 Active Transportation Policies**

1. The development of active transportation systems throughout the community will be encouraged. The active transportation should be developed to connect to commercial areas, parks and historical points of interest.
2. Where feasible, a pathway along Mirey Creek will be developed.
3. The development of pathways connecting residential and commercial uses to bus stops along PTH 9 shall be encouraged.
4. Land acquisition and easements along PTH #9 between River Road North and River Road South shall be encouraged to facilitate the extension of the TransCanada Trail and provide a safe connection for pedestrians and cyclists.
5. Signage shall be installed along pathways to indicate locations where a pathway crosses private lands.
6. A pedestrian pathway along the north side of PTH #44 from PTH #9 to the Lockport Bridge shall be developed in consultation with the R.M. of St. Andrews, property owners and the Province.
7. Pathways should be linked to commercial and residential uses as well as open space and park uses.
8. Pathways incorporated into vehicular rights-of-way shall focus on pedestrian safety.
9. Signage shall be erected along existing and future pathways clearly stating that off-road vehicles are not permitted.

### **4.11 Municipal Services**

The Lockport Settlement Centre is not currently serviced by municipal water or wastewater treatment services. It is the intent of the municipality to establish a combination of gravity and low pressure sewer systems in the southern portion of the municipality. A regional wastewater collection and treatment facility has been proposed in partnership with the RM of West St. Paul as part of the Red River West Waste Water Inc. project, with the intent to provide sewer services to the area south of PTH No. 44 and east of the CP Rail line. For the area north of PTH 44 there are potential opportunities for partnerships including the Lower Fort Garry National Historic Site and connection to existing facilities within the City of Selkirk. Due to health and environmental concerns, the establishment of service connections is vital to the growth and development of the settlement centre and must be in place prior to further development.

#### **4.11.1 Objectives**

1. To allow for the efficient and cost-effective installation or extension of sewer services and utilities into and throughout the Lockport Settlement Centre that is responsive to the rate of development and to the demand for serviced lands.
2. To establish or install regional trunk wastewater sewer lines up to the Lockport Settlement Centre Area.

#### **4.11.2 Policies**

1. A municipal service sharing agreement shall be established to provide wastewater treatment services to the Lockport Settlement Centre and the Mapleton Area. The agreement shall be developed in conjunction with neighbouring service providers to provide the most sustainable cost-effective solution for area residents and business owners.
2. When the Lockport Settlement Centre develops a new municipal distribution system consultation with Manitoba Water Stewardship will be required. If the proposed development plans to connect to an existing system, an amendment of a Water Rights License will be required.
3. The extension of wastewater services into the planning area shall follow along existing and proposed roadway networks.
4. The phasing in of municipal services shall be undertaken in accordance with Map 3. Phasing has been determined based on use, density, economic feasibility, environmental concerns and future demand. Serving of the area may originate from more than one source depending on opportunity and available servicing capacity.
5. All new development within the Lockport Settlement Centre planning area shall connect to municipal wastewater sewer lines. All existing development shall connect to the municipal system within a reasonable period of time, but not exceeding five years from the date that the regional systems are available to the benefitting frontage.
6. All new development within the Lockport Settlement Centre planning area shall be required to enter into a development agreement with the municipality for the provision of wastewater services.
7. The cost of connection to the municipal system for existing landowners shall be the responsibility of the landowner and shall be determined through a local improvement levy.
8. PTH #9 and PTH #44 rights-of-way will be widened where necessary to accommodate the extension of trunk wastewater sewer and/or water services.



9. Major existing natural and constructed land drainage features must be respected. Land drainage associated with the development of lands within the Lockport Settlement Centre Area will utilize ditches or naturalized linear basins to retain surface runoff, with outfalls to existing creeks and municipal drains.
10. New land drainage facilities shall be designed and constructed to restrict the rate of surface water discharge into existing creeks and municipal drains so as not to exceed pre-development flows, as determined by the applicable provincial and municipal authorities.
11. Mirey Creek will have an additional channel built in the east west direction south of Stevens Avenue as illustrated on Map 2B.
12. Existing septic fields must be decommissioned prior to residential subdivisions being issued a certificate of final approval.
13. The use of water saving devices and practices shall be encouraged.
14. The municipality shall work to ensure the efficient and effective allocation of fire and emergency services throughout the Secondary Planning Area in consultation with the Fire Department, the RCMP and the regional ambulance service.

## **5.0 IMPLEMENTATION**

The Lockport Settlement Centre Secondary Plan is a land-use planning policy document that will guide future development using planning tools provided by *The Planning Act*. Many elements shown in the Plan are conceptual including location of parks, pathway locations, and boundaries of land-use designations. Modifications to the Plan during the implementation are anticipated and will be supported as long as the general intent is maintained.

### **5.1.1 Interpretation Section**

The Secondary Plan is a statement of land-use planning policy that will be used to guide the development and the long-term growth of the Lockport Settlement Centre. Precise boundaries for the land-uses will be set out in the Zoning By-law. The secondary plan will provide direction in the preparation of development proposals by developers and will be used by planning staff in reviewing applications such as subdivision, rezoning and site plan control.

The Selkirk and District Planning Area Development Plan approved By-law No. 190/08 provides the basis for this Secondary Plan and should be consulted for background purposes.

The Lockport Settlement Centre Secondary Plan is consistent with the Development Plan in accordance with *The Planning Act*.

### **5.1.2 Implementation Strategy**

Recommendations of the Lockport Settlement Centre Secondary Plan are implemented primarily through planning tools such as zoning by-laws, subdivision, and site plan control. Residents, business owners and developers will help implement the Plan through their participation in the Plan.

Listed in Appendix A are distinct action items with responsibilities categorized by theme: land-use, parks, open space and pathway, Mirey Creek alignment, servicing and transportation.

## APPENDIX A

Lockport Settlement Centre Secondary Plan		
Action Items	Responsible	Timeframe
<b>Overall Goals</b>		
Promote energy and water saving technologies	R.M. of St. Andrews	On-going
<b>Mixed-Use</b>		
Amend the zoning bylaw to provide an appropriate zoning category for mixed-use development	SDPAB	2011-2012
<b>Commercial</b>		
Encourage existing businesses to create attractive pedestrian-friendly store fronts that feature bicycle parking	R.M. of St. Andrews	On-going
<b>Parks and Open Space</b>		
Review opportunities to purchase shore lands and lands along Mirey Creek	R.M. of St. Andrews	On-going
Discuss connection options to the lock and dam island with Parks Canada	R.M. of St. Andrews and SDPAB	On-going
Support the acquisition of land by the R.M. of St. Andrews to develop active transportation routes throughout the area	R.M. of St. Andrews	On-going
<b>Urban Design and Landscaping</b>		
Create a streetscaping master plan that creates policies to promote a common visual identity	SDPAB	2011-2012
Conceptual subdivision design that outlines servicing and drainage requirements	SDPAB	2012-2013
<b>Municipal Services</b>		
Develop a services sharing agreement with neighbouring service providers for water and/or waste water services	R.M. of St. Andrews and SDPAB	2010-2012
<b>Transportation</b>		
Initiate discussions with land owners and implement Multi-Use Pathway Plan	R.M. of St. Andrews and SDPAB	On-going