



Selkirk and District Planning Area Board

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## **The Selkirk and District Development Plan**

Public Hearing and 2<sup>nd</sup> Reading

Revised December 1<sup>st</sup>, 2010

By-law 190/08

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# Part 1 - Introduction

A development plan is a long range land use plan reflecting the region’s development goals. As a By-law of the Selkirk and District Planning Area Board, it sets out the plans and policies of the planning district respecting its purposes and its physical, social, environmental, and economic objectives. Maps and objectives are used to direct sustainable land use and development. The plan also sets out measures for implementation. Drafting a development plan requires community input through consultation with the public and the elected officials who represent them. At the same time, a development plan must respect numerous federal, provincial, and municipal policies and legislation particularly the Province of Manitoba’s land use policies. (Figure 1).

It is important to emphasize that the Development Plan is subject to review by the Planning Area Board at least once every five years or sooner if considered necessary by the Planning Area Board to make adjustments to policies and designations that require modifications or because of unanticipated changing conditions.

The Planning process involves the preparation of background studies. These studies, including various land use maps, provide information and analysis on the Selkirk and District Planning Area which were subsequently incorporated into this plan.

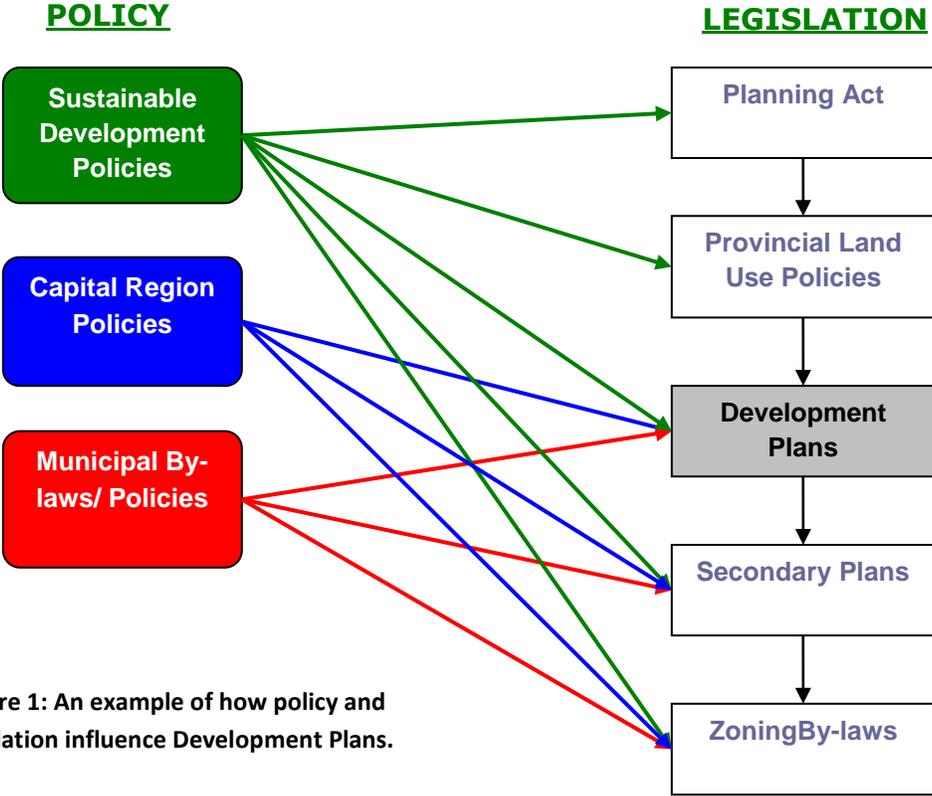


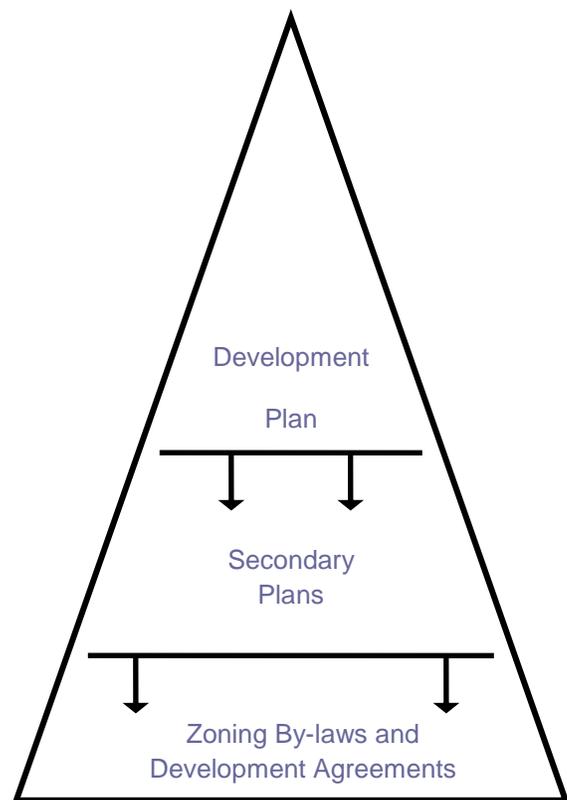
Figure 1: An example of how policy and legislation influence Development Plans.

## Purpose

A development plan sits at the top of the municipal land use planning hierarchy (Figure 2). It is based on a long range vision for the district which embodies the goals and aspirations of the population with regard to how they want their communities developed. It is a broad document as it must meet the needs of four different municipalities and a full spectrum of land uses but at the same time direct the overall development of the district. To ensure that all plans are in alignment with each other and operate towards the community's long term goal, sector and secondary plans take direction from the development plan. Similarly, zoning by-laws must conform to both development plans and secondary plans. In this manner the community's long term goals in the development plan are incorporated into all planning documents.

Accordingly, the purpose of this development plan is:

- To serve as a framework whereby the Planning Area Board or municipality and the community as a whole may be guided in formulating development policies and decisions;
- To identify the factors relevant to the use and development of land;
- To identify the critical problems and opportunities concerning the development of land and the social, environmental and economic effects thereof;
- To set forth the desired timing, patterns and characteristics of future development of land and to determine the probable social, environmental and economic consequences thereof;
- To establish and specify the programs and actions necessary for the implementation of the development plan; and
- To identify those matters of government concern which affect the use and development of land and other resources within the district or the municipality.



**Figure 2: Municipal Land Use Hierarchy**

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## Objectives

The objectives of this Development Plan are:

- To encourage and promote the use and development of land in a manner that is consistent with the Provincial Land Use Policies and the principles and guidelines of sustainable development, pursuant to The Sustainable Development Act;
- To promote positive region-building and taking action collectively to achieve a greater benefit than is possible by acting individually in the Planning Area and Manitoba Capital Region;
- To promote the City of Selkirk as a regional urban centre with appropriate services, development, and redevelopment of existing neighbourhoods;
- To support and strengthen agriculture as the principal land use in the district. Other resource based industries shall also be encouraged and managed appropriately;
- To promote the orderly growth of settlement centres in an environmentally and economically sustainable manner. Thus, development that is more properly located in settlement centres shall be encouraged to establish in settlements of the district;
- To encourage development that protects transportation corridors and enhances nodal based public transportation;
- To ensure development occurs in a manner which is harmonious with surrounding land uses and to minimize risks to people and property that are associated with natural hazards;
- To protect and preserve the natural resources and ecosystems of the Planning Area for the use, pleasure and benefit of all people and future generations;
- To preserve, promote, and enhance recreational, cultural, and historic amenities and resources;
- To support and maintain the existing and potential seasonal and recreational residential developments adjacent to the shores of Lake Winnipeg, the Red River, and its tributaries;
- To protect Urban Neighbourhood, Downtown Mixed Use, Settlement Centres, General Development, Resort, and Regional Commercial, Institutional, and Recreation and Open Space areas from incompatible agricultural and industrial activities;
- To protect areas capable of supporting high and medium quality aggregate extraction, such as gravel, sand and limestone and other quarry minerals;
- To ensure that development does not impact negatively on existing infrastructure in order to maintain cost-effective operations for existing, new, expanded, or upgraded infrastructure services; and

- To recognize existing land uses that are non-conforming and their right to continued operation, subject to certain criteria.

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## Provincial Legislation

*The Planning Act* provides a legal framework for land use planning in Manitoba. It authorizes the creation of regional strategies and special planning areas to deal with specific planning needs. The Act also provides enabling authority to create planning districts and details how they must be administered and structured.

*The Planning Act* also establishes the Provincial Land Use Policies that promote sustainable development and apply to all land in the province except land under Federal jurisdiction. These policies serve as a guide to Provincial and local authorities undertaking and reviewing land use plans as well as individual projects with environmental impacts. The policies may be refined and adapted at the local level to suit the needs of varied areas of Manitoba. Accordingly, development plans and amendments are reviewed by provincial agencies on the basis of these policies.

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## Federal Legislation

Relevant federal legislation which affect land use decisions are: *The Indian Act* which governs status Indians and provides authority for the establishment of reserves; *The Fisheries Act* which governs all navigable waterways; *The Aeronautical Act* which governs airports and airspace; and *The Radiocommunication Act* which governs antennas and telecommunication towers.

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## Format

The Development Plan consists of eight parts and an appendix:

**Part I: Introduction** introduces the development plan and lists its purpose and major objectives. It provides information on relevant Provincial and Federal legislation, background information from the recent review of the Development Plan, and guidance with interpreting the Development Plan including a glossary of terms.

**Part II: Context** provides information on the District relating to physical, demographic and economic characteristics in addition to planning issues.

**Part III: Sustainable Development Policies** is intended to present Sustainable Development as the overarching policy and decision making criteria for this Development Plan. While principles and policies of sustainable development have been incorporated throughout the plan, this section sets out specific objectives and policies of the Planning Area Board related to sustainable development.

**Part IV: Resources, Services and Infrastructure Policies** is intended to outline the specific objectives and policies relating to resource issues including airports, transportation, municipal servicing, water, erosion, fisheries, wildlife and natural resources, heritage resources, mineral resources, and forestry resources.

**Part V: Development Plan Designations and Policies** sets forth findings, objectives and policies for various designations of land in the Planning Area, and also sets forth specific policies for each settlement centre and the general development areas. The development plan maps delineate various land use areas.

**Part VI: Urban Designations and Policies** sets forth the findings, objectives and policies for designations of land that primarily apply to the City of Selkirk. Selkirk is the primary regional urban centre for the Planning Area and the largest urban centre in the Interlake region. It provides a full range of municipal services and has interests of a pronounced urban orientation in comparison with the rest of the Planning Area. The development plan maps delineate various land use areas.

**Part VII: Plan Implementation** deals with the means of implementing the plan and provides the means whereby the plan can be reviewed and amended.

**Part VIII: Glossary** provides definitions to promote understanding and common interpretations of this plan.

**Appendix A: Maps** of the Planning Area that display how the statements, objectives, and policies contained in this plan are applied to all areas of the district.

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## Interpretation of Requirements

The general land use designations shown on the Land Use Classification Maps are instruments for illustrating the long-term development strategy with respect to land use and define the ultimate extent of the various land uses.

The achievement of the land objectives contained herein will take place over a period of years as the existing land use pattern evolves, subject to the periodic review of this Development Plan. During this period, Secondary or Sector Plans and the Zoning By-law will provide the means to effect the transition.

The boundaries of the land use districts or categories shown on the Land Use Classification Maps should be construed as being exact unless the boundary does not follow a legal or physical boundary. In these cases, the boundaries are considered primarily for serving the purpose of providing a general spatial relationship amongst the various land use districts.

Any lot size, distance and area requirements mentioned throughout this development plan are meant to serve as guidelines only and are defined more explicitly in the zoning by-laws. Certain situations may demand flexibility in the application of these standards provided that the intent of this development plan is maintained.

Individual policies of this development plan should not be viewed or interpreted in isolation, but should only be interpreted while keeping in mind the spirit and intent of all other objectives and policies of this Development Plan.

## Part 2 – Context

The information provided herein is excerpted from the Background Report completed for the Development Plan review. The following is divided into four sections: Physical Characteristics; Demographic Characteristics; Economic Characteristics; and Development Issues in the Planning Area.

### Physical Characteristics

The Selkirk and District Planning Area lies in the south east portion of the Interlake district and in the south east section of the province. The southern boundary of the district borders the City of Winnipeg and the RM of East St. Paul, the RMs of Rosser and Rockwood are to the west, the RM of Gimli, Town of Winnipeg Beach to the north, the RM of Alexander to the north and east, and finally the RMs of Lac du Bonnet, Brokenhead, and Springfield border the district to the east. The Red River runs through the district and all municipalities border the river. The RMs of St. Andrews and St. Clements also border Lake Winnipeg.

Elevation in the district ranges from 214 metres above sea level around Lake Winnipeg in St. Andrews to 240 metres above sea level in the South of St. Clements. Grand Beach and Birds Hill Park have isolated locations that reach 255 metres above sea level. The City of Selkirk is 226 metres above sea level.

The majority of the district is located in the Red River Valley. Parts of St. Clements are located in the Southeastern plain and Lac du Bonnet plain while northern parts of St. Andrews are located on the Lake Winnipeg Terrace.

**Table 1 : Land Area by Municipality**

Source: Statistics Canada

Municipality	Square Kilometres	Square Miles	% of Area
RM of West St. Paul	88.5	34.2	5.2
RM of St. Andrews	807.5	311.8	47.1
RM of St. Clements	794.0	306.6	46.3
City of Selkirk	25.17	9.7	1.5
<b>Total</b>	<b>1715.2</b>	<b>662.3</b>	<b>100%</b>

The flat terrain and clay soils in the district leads to poor land drainage. A network of man made ditches along constructed roads improves the drainage of the area for agricultural purposes. All drains in the district eventually flow into Lake Winnipeg.

West St. Paul is the smallest rural municipality in the Planning Area covering an area of 8 854 ha (approximately 1 township) in southern Manitoba. It is located immediately north of the City of Winnipeg extending for 8

kilometres along the west side of the Red River. There are no major centres of population in the municipality, although Middlechurch was an early significant settlement. Since World War II there has been an influx of population desiring larger residential lots sizes resulting in the expansion of suburban residential communities and low-density rural residential development, which has shifted land-use away from agriculture. Although, agriculture remains the major land use 1400 hectares of annual crop land was converted to other uses between 1994 and 2001.

The Rural Municipality of St. Andrews covers an area of 83 906 ha and is located west of the Red River extending north from the Rural Municipality of West St. Paul to the south end of Lake Winnipeg. There are settlement centres in Lockport, Clandeboye, Petersfield, and several smaller settlements around the shores of Lake Winnipeg. There is significant unserved rural residential development along the Red River south of the City of Selkirk. The population of the area increases during the summer season with an influx of cottagers attracted to water-based recreation activities associated with Lake Winnipeg. Agriculture remains the major land use, however, 3800 hectares of annual crop land was converted to other uses between 1994 and 2001.

The RM of St. Clements covers an area of 79 356 ha and is located at the south end of Lake Winnipeg. It includes a narrow strip of land extending along the east side of the Red River to within 8 kilometres of the City of Winnipeg. There are rural settlements in East Selkirk and Libau with smaller concentrations of people resident in Grand Marais, Balsam Bay, Libau, Beaconia, Lockport, and Gull Lake. Significant rural residential development has occurred along the Red River from the southern border north to PTH 4. Grand Beach Provincial Park on the east shore of Lake Winnipeg and Birds Hill Provincial Park border the Municipality. Although agriculture remains the major land use 4650 hectares of annual crop land was converted to other uses between 1994 and 2001.

The City of Selkirk occupies approximately 10 square miles of the Planning Area. It is the largest urban settlement centre in the Planning Area and in the Interlake region of Manitoba. Located approximately 25 kilometres north of Winnipeg and on the east side of the Red River it is an urban centre with a full mix of land uses including industrial, commercial, institutional, recreational, and residential.

The Village of Dunnottar joined the Selkirk and District Planning Area Board in January 2010. At that time, the Village had their own Development Plan By-law which was adopted in 2006. As such, the Village has not been incorporated within the District Development Plan, and falls under the policies outlined within the Village Dunnottar's Development Plan By-law 820/05.

## Demographics

The Planning Area has a growing population. The majority of the population growth settled in the rural municipalities. The population of the Province of Manitoba has shown a moderate upward trend similar to that of the Planning Area.

**Table 2: Population by Municipality, 1986-2006**

Source: Statistics Canada

	1986	1991	1996	2001	2006
<b>Selkirk</b>	10 013	9 815	9 881	9 752	9 515
<b>St. Clements</b>	6 922	7 823	8 516	9 115	9 706
<b>West St. Paul</b>	3 138	3 658	3 720	4 085	4 357
<b>St. Andrews</b>	8 755	9 471	10 144	10 695	11 359
<b>Total SPDA</b>	<b>28 828</b>	<b>30 767</b>	<b>32 261</b>	<b>33 647</b>	<b>34 937</b>

Unlike many other rural municipalities in Manitoba, each of the rural municipalities in the Planning Area has experienced positive population growth over the last 20 years. In the last five years the RM of West St. Paul has grown the fastest with an average of 1.33% growth per year. The RM of St. Clements has averaged 1.3% growth per year and the RM of St. Andrews, the municipality with the largest population, is growing an average of 1.24% per year. The population of the City of Selkirk has remained constant or declined slightly since it peaked in 1981 at 10 037 people.

In terms of interprovincial migration, the region<sup>1</sup> is very close to attracting as many people as it loses. In the early and late 1990s this trend was negative and the region was losing population to other provinces but it has improved significantly since 2000. In 2007 the region saw a net loss of only 82 people to interprovincial migration. International immigration to the Planning Area is negligible.

The region's natural population growth rate has remained fairly constant between 25 to 50 more births than deaths per year over the last several years. From 1987 to 1997 the natural population growth rate was declining due primarily to an increasing number of deaths. The falling number of births in the region is also indicative of statistics that show the average family size across Canada is decreasing. Natural population growth accounts for a small portion of the total population growth indicating the region's population growth is due overwhelmingly to intraprovincial migration. Indeed, the region attracted 403 people from other areas of the Province in 2007.

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<sup>1</sup> Statistics Canada data is available on a regional basis and not by municipality. Statistics Canada's Division 13 is composed of all the municipalities in the district as well as the RM of East St. Paul.

An analysis of the age of the population in the Planning Area reveals the baby boomers, the age cohort born between 1946 and 1964, continue to dominate the age groups in all municipalities. As this cohort continues to age there will be significant implications in all areas of planning including land use.

Another important demographic trend is the aging of the echo generation or the children of the baby boomers born between 1982 and 1995 who, in 2008, are now between the ages of 13 and 26. The front end of this larger than average age cohort is highly mobile and have already begun to enter post secondary education, the labour market, and to a certain degree the housing market. The Planning Area Board and member municipalities will have to plan accordingly to try to accommodate and retain these young people. Statistics show that this age group is already leaving the District for educational opportunities and larger urban centers.

An analysis of population data shows a declining number of older baby boomers and members of the echo generation in the Planning Area. By comparing Statistics Canada population by age category from 2001 with the 2006 population, the segment of the population that is fuelling the population growth looks to be young families with kids moving into the district. Given that the predominate form of housing in rural municipalities in the Planning Area where the population is growing is large lot single family dwellings, it is not surprising that young adults who are looking to move out of the family home and seeking further educational opportunities as well as empty nesters who require more services and/or no longer want to maintain a rural residential property are leaving the Planning Area due to the lack of alternative housing options for these residents. However, there are more baby boomers in the RM of St. Clements which could potentially be due to the construction of multi-family condos in Lockport over the last five years.

The age distribution for the City of Selkirk differs from other municipalities. Selkirk has a higher than average number of people over the age of 65. As well, women in this age category outnumber men substantially. The RM of West St. Paul has an usually high number of women over the age of 85. West St. Paul and Selkirk are the two municipalities in the Planning Area with senior care homes.

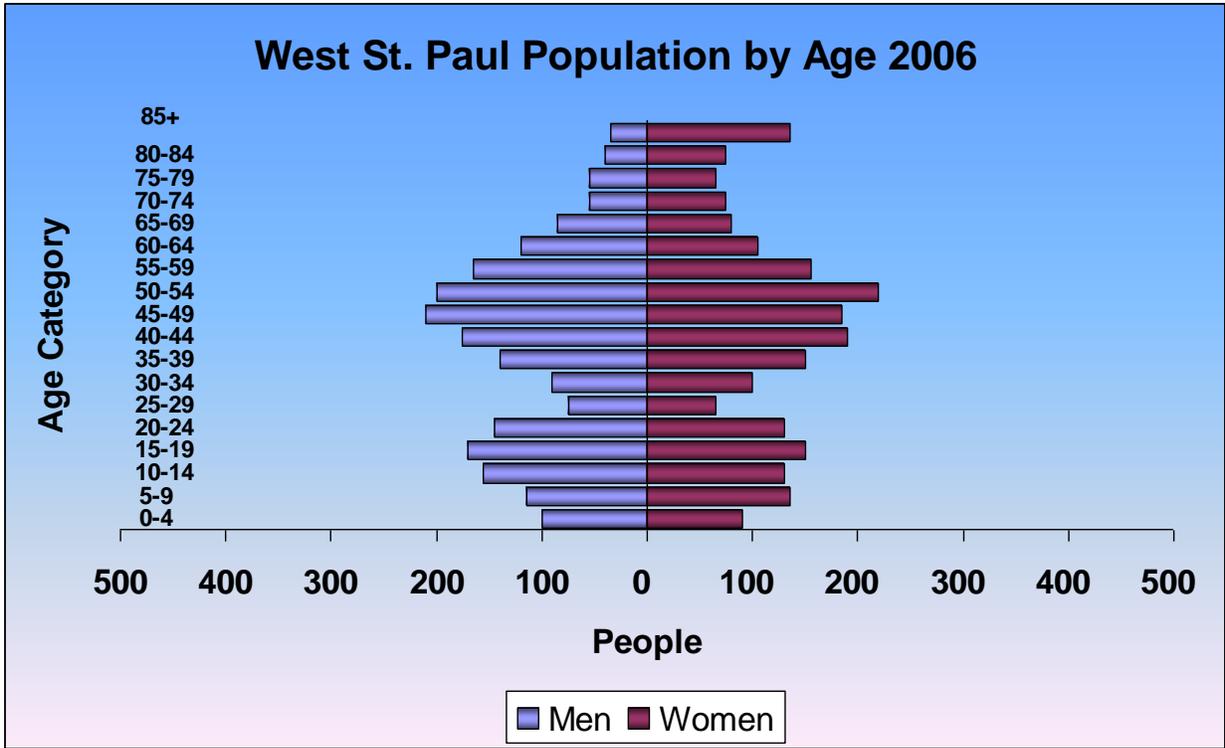


Figure 3: Population Pyramid for the RM of West St. Paul

Source: Statistics Canada, 2006 Census

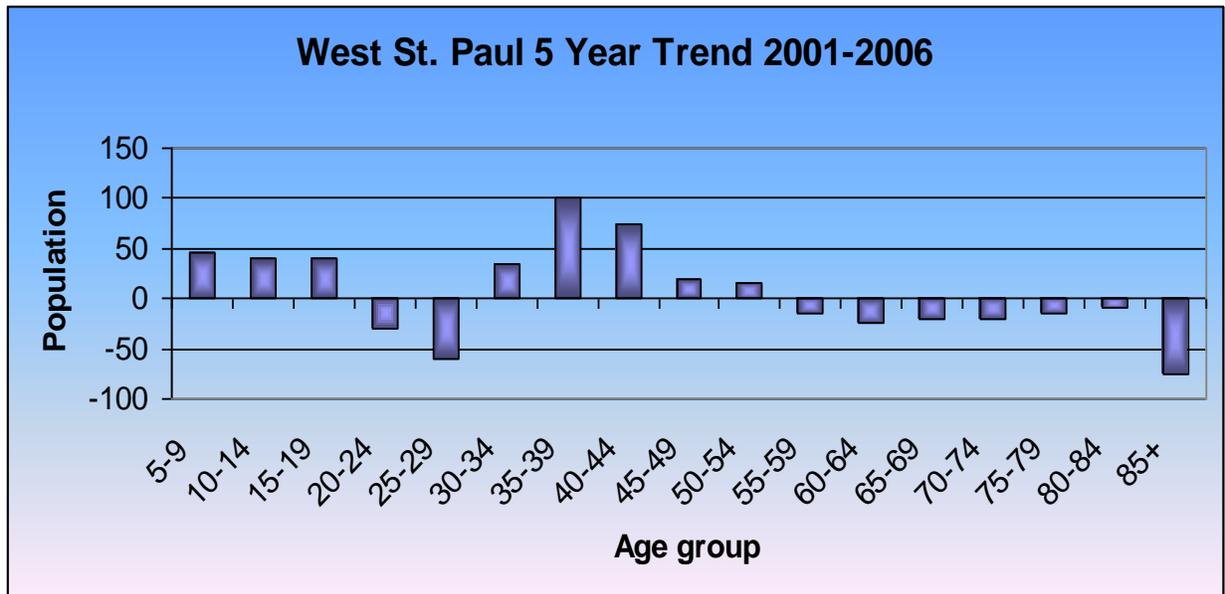
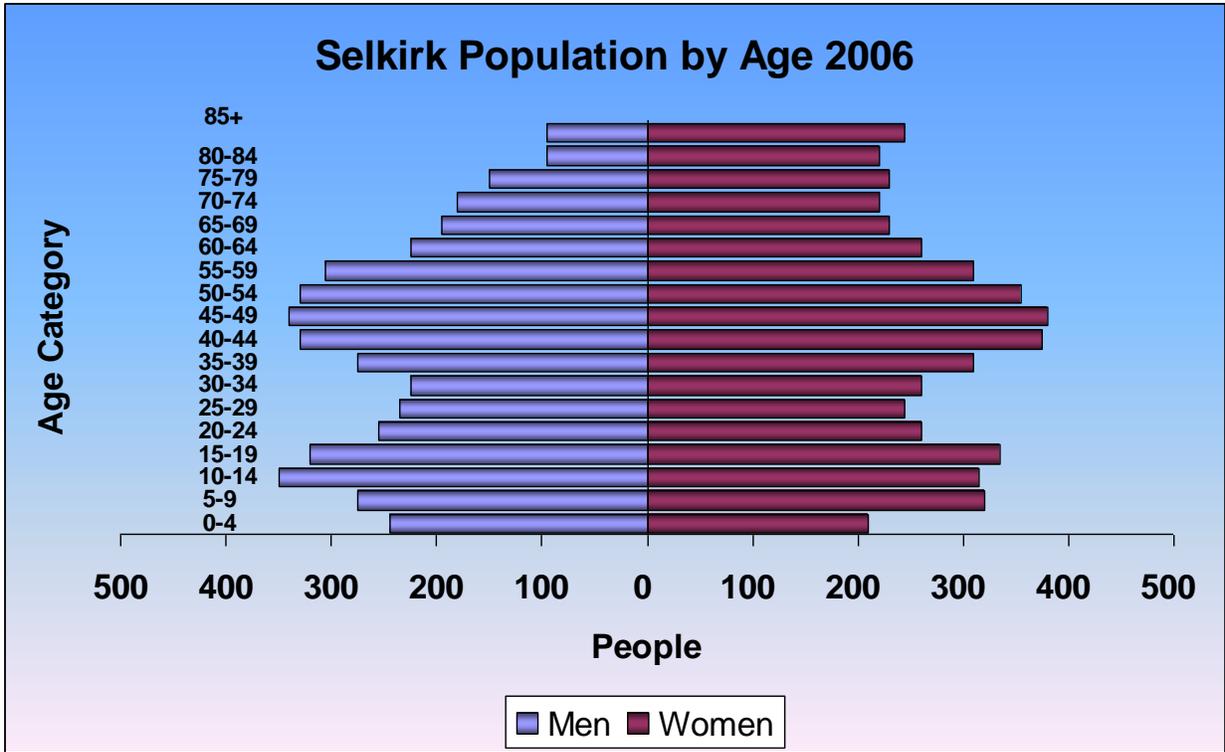


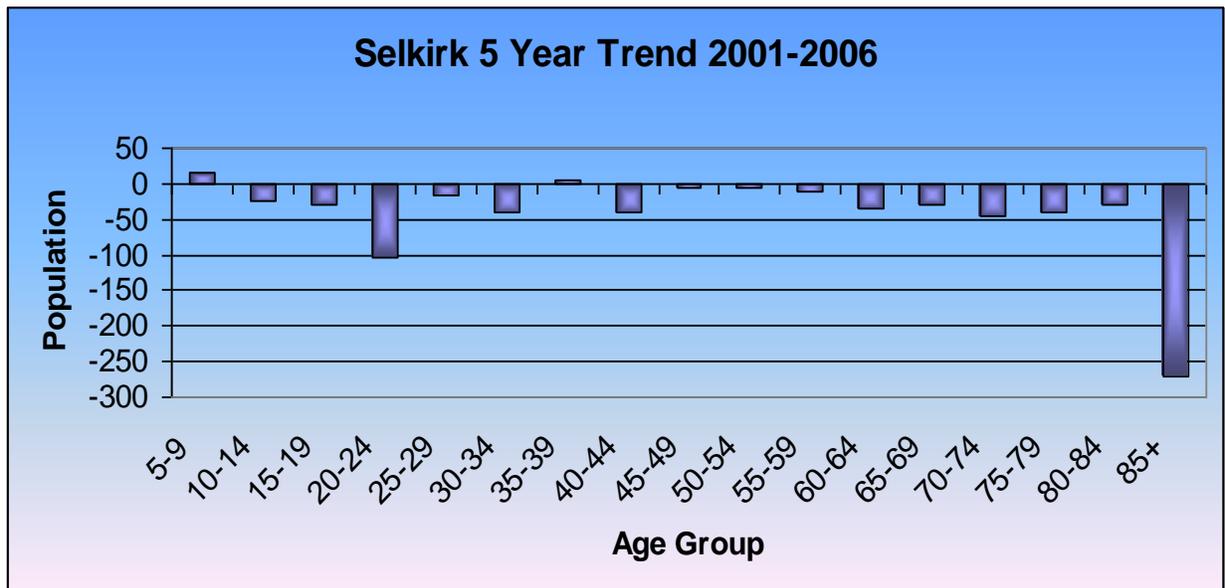
Figure 4: Population Trends for the RM of West St. Paul

Source: Statistics Canada, 2001 and 2006 Census



**Figure 5: Population Pyramid for the City of Selkirk**

Source: Statistics Canada, 2006 Census



**Figure 6: Population Trends for the City of Selkirk**

Source: Statistics Canada, 2001 and 2006 Census

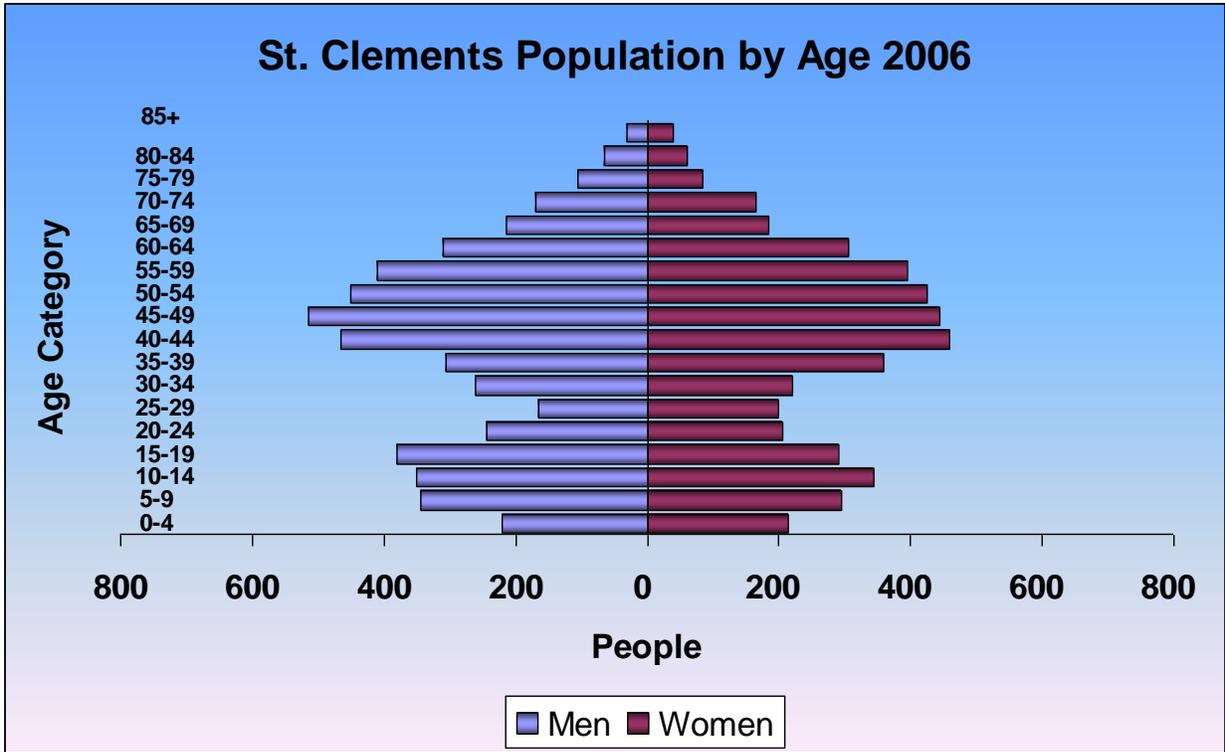


Figure 7: Population Pyramid for the RM of St. Clements

Source: Statistics Canada, 2006 Census

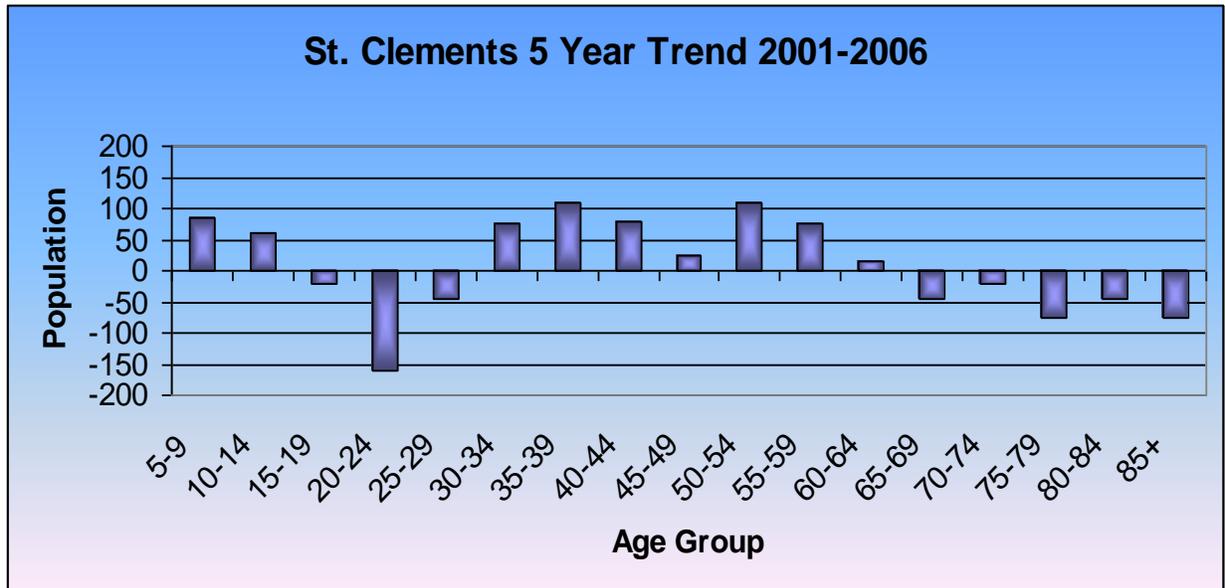


Figure 8: Population Trends for the RM of St. Clements

Source: Statistics Canada, 2001 and 2006 Census

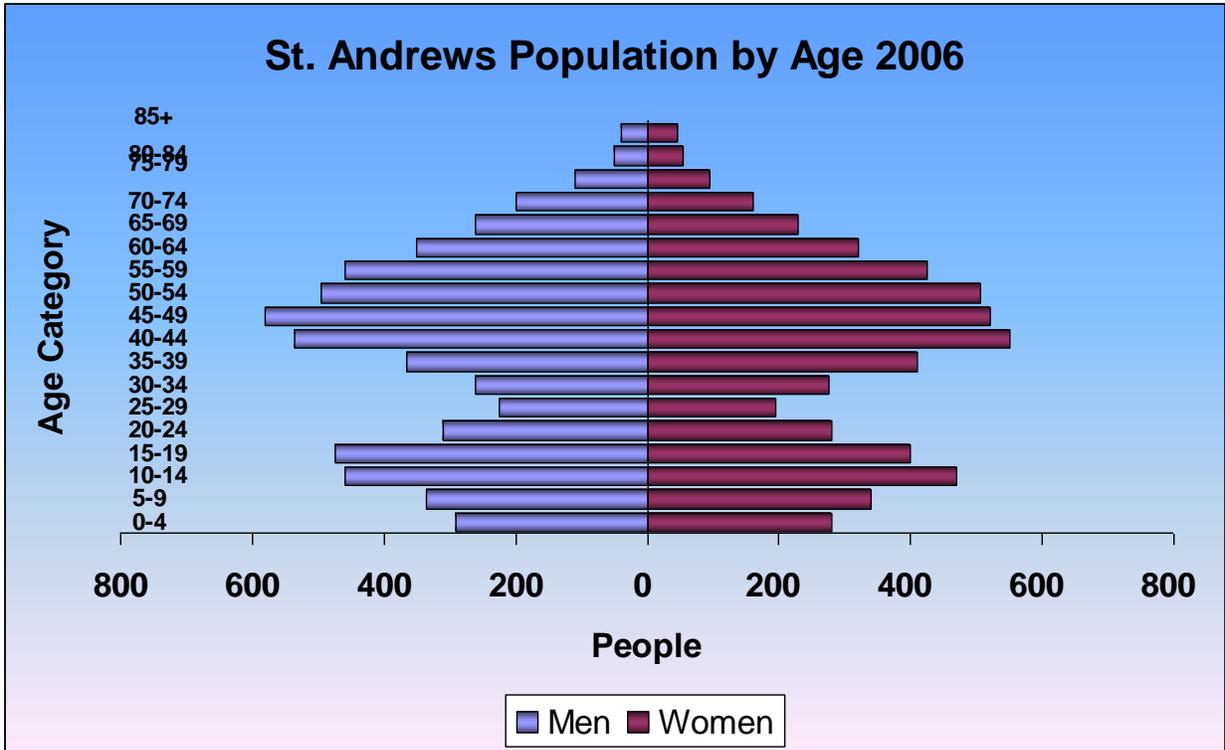


Figure 9: Population Pyramid for the RM of St. Andrews

Source: Statistics Canada, 2006 Census

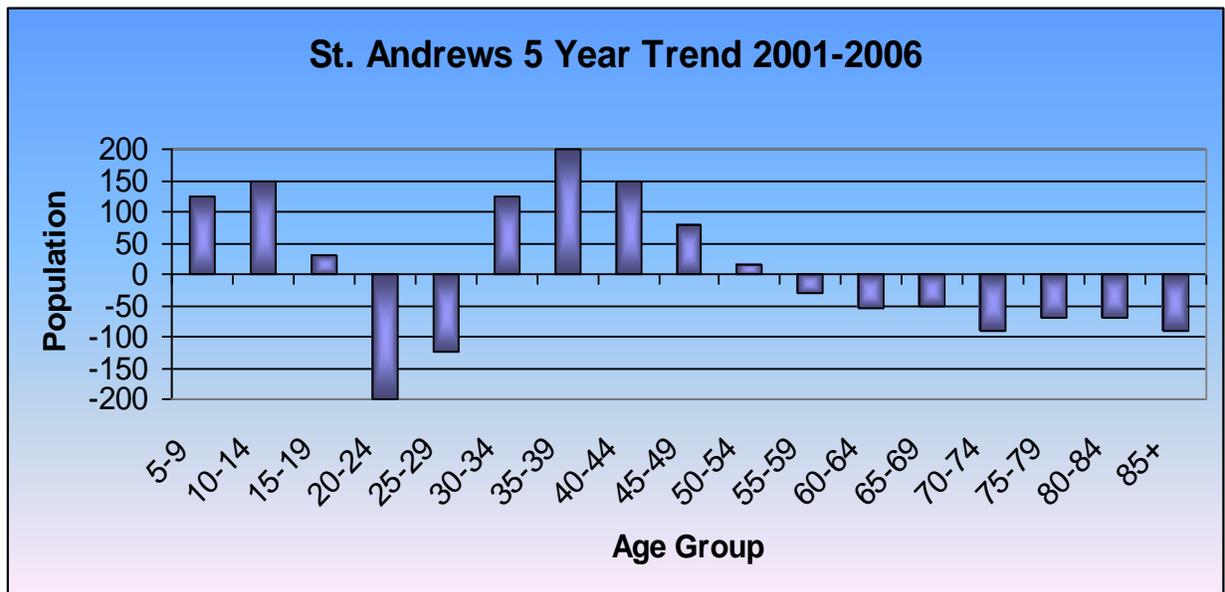


Figure 10: Population Trends for the RM of St. Andrews

Source: Statistics Canada, 2001 and 2006 Census

### Aboriginal Population

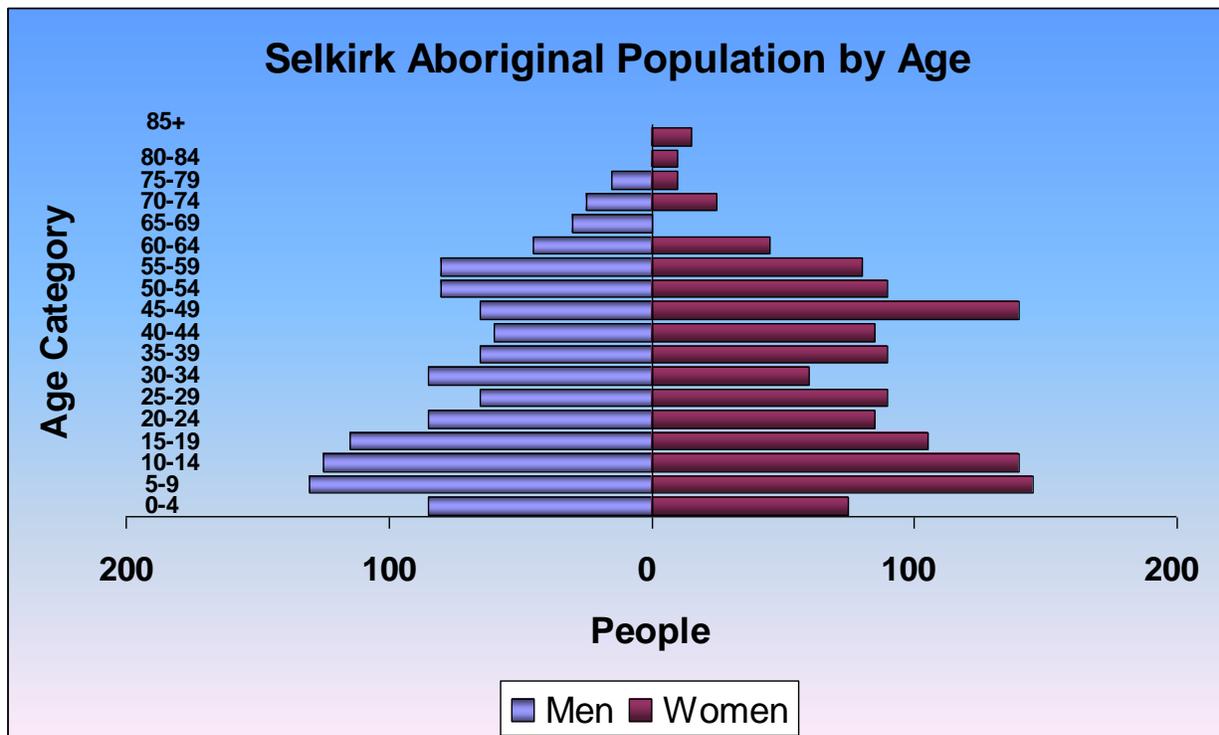
An increasingly larger segment of the Planning Area’s population is Aboriginal. In 2006, Aboriginal people made up 25.9% of Selkirk’s population followed by 10.9% of St. Andrews, 9.4% of St. Clements, and 3.7% of West St. Paul’s respective populations.

**Table 3: Aboriginal Population by Municipality, 2006**

Source: Statistics Canada, 2006 Census

	West St. Paul	St. Andrews	Selkirk	St. Clements	Manitoba
<b>Number of People of Aboriginal Decent</b>	160	1 240	2 465	910	175 395
<b>% of population</b>	3.7%	10.9%	25.9%	9.4%	15.5%

The age distribution of Aboriginal people in the City of Selkirk is worth noting for planning purposes. In 2006, only 5.7% of the Aboriginal population was 65 years of age or over and 37.7% was 19 years of age or younger. This is an interesting contrast when compared to Selkirk’s population as a whole as 19.7% are 65 years of age or over and only 24.9% are 19 years of age or younger. In fact, there are 930 Aboriginal youth in the City of Selkirk, accounting for roughly 40% of the overall youth population.



**Figure 11: Population Pyramid for the Aboriginal Population in the City of Selkirk**

Source: Statistics Canada, 2006 Census

### Population Projections

As discussed, the SDPA encompasses a large geographical area stretching from Lake Winnipeg South to the northern limits of the City of Winnipeg. This area includes numerous communities ranging from the City of Selkirk north to Grand Marais (adjacent to Grand Beach Provincial Park) south to Middlechurch (adjacent to the City of Winnipeg). There are also significant rural residential areas such as South St, Andrews, and South St. Clements where rural residential land uses have proliferated for decades. The population is not dispersed equally. Much of the population is clustered in the Red River Corridor area between Selkirk and Winnipeg. However, there are also significant clusters in East Selkirk, and farther north in and around Grand Marais and the Petersfield-Clandeboye area.

Acknowledging that population growth will not be evenly distributed across the planning district, the population was calculated for two geographic areas:

1. The commutershed: The commutershed encompasses the area that is most linked to the City of Winnipeg and impacted by projected growth. The commutershed includes all the land (and population) within a commutable distance of the City of Winnipeg and was geographical defined as the areas south of PTH 4 and Road 80N in St. Clements and Bowser Rd. in St. Andrews. This includes all of the City of Selkirk, RM of West St. Paul, and the southern portions of The RMs of St. Andrews and St. Clements;
2. The area beyond the commutershed: The area beyond the commutershed is geographically defined as the area north of PTH 4 and Road 80N in St. Clements and Bowser Rd. in St. Andrews. This area is anticipated to grow at a much slower rate than the commutershed.

To calculate the population of the commutershed, a GIS exercise was devised which calculated the total number of dwellings within the commutershed. Once the total number of dwellings were calculated the result was multiplied by 3.0 to determine the current population of the West St. Paul, St. Andrews and St. Clements portions of the commutershed<sup>2</sup>. Because the City of Selkirk contains a higher proportion of multi-family dwellings, 2006 census data average household size of 2.1 people was used. Then, the Conference Board of Canada growth rate of 2.42%<sup>3</sup> was then applied resulting in the projected population for the commutershed

The commutershed population growth rate relies on Conference Board of Canada projections prepared for the Manitoba Capital Region in 2010 which forecast the population of the Capital Region to grow by 83,000 people by 2020 (14,000 outside of the City of Winnipeg) and 210,000 people by 2032 (36,000 outside of the City of Winnipeg).

To calculate the population of the district beyond the commutershed the total number of dwellings outside the commutershed was determined using the same GIS exercise described above. The total number of dwellings was then multiplied by 3.0 people per dwelling to determine the population. To determine the grow rate, neighbouring municipalities with comparable land use patterns and scale of development were researched. The

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<sup>2</sup> 3.0 people per dwelling was used as the average people per dwelling in the proposed Development Plan

<sup>3</sup> Annual percent growth calculated using the following formula: Percent change =  $[(\text{Value present} - \text{Value past}) / \text{Value past} * 100] / \text{period}$  or  $[(103,200 - 67,300) / 67,300 * 100] / 22 \text{ years} = 2.42\%$

RM of Alexander was decided to be the best comparison with a growth rate of 1.42%<sup>4</sup> between 2001 and 2006. As a result, this rate was used to calculate future population growth.

*The Commutershed Projected Population*

The 2010 population within the commutershed is 29,994. Concerning population growth, at 2.42% annual growth, this translates into a commutershed population growth of 15,486 people by 2030 and a total commutershed population of 45,480 people.

<b>Table 4: Commutershed Projected Population</b>			
	<b>Current Dwellings</b>	<b>Current Population</b>	<b>Projected 2030 Population</b>
<b>West St. Paul</b>	1622	4866	7378
<b>St. Andrews</b>	2880	8640	13,101
<b>St. Clements</b>	2680	8040	12,191
<b>Selkirk</b>	4023	8448 <sup>5</sup>	12,809
<b>Total</b>	11,205	29,994	45,480

*Beyond the Commutershed Projected Population*

For the area outside of the commutershed the 2010 population is 11,910. Assuming a population growth rate of 1.42% then the projected 2030 population is 15,536.

<b>Table 5: Beyond Commutershed Projected Population</b>			
	<b>Current Dwellings</b>	<b>Current Population</b>	<b>Projected 2030 Population</b>
<b>St. Andrews</b>	2880	8640	13,101
<b>St. Clements</b>	2408	7224	9461
<b>Total</b>	3970	11,910	15,536

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<sup>4</sup> Statistics Canada,

<sup>5</sup> Assumes an average household size of 2.1 people

Within the district, growth is most likely to occur within a commutable distance from the City of Winnipeg which is generally the areas south of the northern limits of the City of Selkirk. Assuming an annual population growth rate of 2.42%<sup>6</sup>, there is a potential population growth of 15,486 people within the commutershed by 2030. Beyond the commutershed, growth is projected to be more modest. At a growth rate of 1.42%, the 2030 population growth for the area beyond the commutershed is projected to be 3626. This results in a 2030 population for the SDPA of 61,016.

Assuming the average dwelling consists of 3.0 people (2.1 people in the City of Selkirk), there is a need for 6994 new dwellings in the Planning District by 2030 or about 349 per year. Assuming a gross density of 3.0 units per acre, this translates into a need for 2331 acres of residential land by 2030 or an average annual absorption of 117 acres per year. Additional land will be required if non-residential uses are to be accommodated. Current designations are anticipated to accommodate development requirements to 2020.

## Economic Characteristics

Overall, the Selkirk and District Planning Area has a growing workforce. It is well endowed with a full range of commercial and industrial development which is providing employment opportunities for residents of the district.

When compared to provincial statistics from the 2006 Census the region is performing above average in general employment rates. The Province of Manitoba had a participation rate of 67.3%, an employment rate of 63.6%, and an unemployment rate of 5.5%. In the rural municipalities, West St. Paul has the lowest unemployment rate (1.6%), St. Andrews has the highest employment rate (71.8%) and the highest participation rate (74.1%). The City of Selkirk has a lower than average participation rate (64.8%) due to the City of Selkirk's higher than average population of retirees who typically do not participate in the job market.

**Table 6: Employment Statistics in the Planning Area, 2006**

Source: Statistics Canada, 2006 Census

	West St. Paul	St. Andrews	Selkirk	St. Clements	Manitoba
<b>Participation rate</b>	70.9 %	74.1 %	63.4 %	72.6 %	67.3%
<b>Employment rate</b>	69.8 %	71.6 %	59.2 %	69.9 %	63.6%
<b>Unemployment rate</b>	1.6 %	3.5 %	6.7 %	3.7 %	5.5%

<sup>6</sup> Conference Board of Canada, 2009

While the dominant land use in the Planning Area is agriculture, there is only a small percentage of the labour force working in agricultural<sup>7</sup> and other resource-based industries compared to most rural municipalities (4.5% in West St. Paul, 8.4% in St. Andrews, and 5.2% in St. Clements). The majority of residents work in the following industries: Health Care and Social Assistance, Manufacturing, Retail Trade, Public Administration, and Construction. With regard to type of employment, most residents perform sales, service, business administration, finance administration, and management duties, or are trade, transport, and equipment operators. The diversity in industries and occupations owes itself to the variety of industries found in the Planning Area as well as being part of the Capital Region and having a wide range of employment industries available in the City of Winnipeg. This ensures that the Planning Area remains economically healthy and indicates it should be able to withstand significant employment shocks.

The City of Selkirk has a broad economic base that includes a range of industries, and commercial business. Besides Gerdaul Steel, one of the larger steel mills on the prairies, the City has several small metal fabricating and manufacturing firms. Also, because of its location on the Red River, Selkirk has an important tourism industry which attracts individuals from other areas of North America for world class fishing for catfish.

Home based businesses are becoming increasingly popular in the Canadian economy. Traditional home based businesses have long been part of the economic fabric of the Planning Area. As advances in technology and telecommunication infrastructure improve, employees are increasingly able to work from home in an expanding number of fields. Other home industries such as auto repair and contractor establishments have greater impacts and require policies and regulation to mitigate the effect on neighbours.

<b>Table 7: Number of People who Worked at Home by Municipality, 2006</b>			
<b>Source: Statistics Canada, 2006 Census</b>			
West St Paul	St. Andrews	Selkirk	St. Clements
200	680	125	445

According to census statistics, the median household incomes in the Selkirk and District Planning Area are above the Manitoba median (\$47,875) in every municipality. In addition the average price of a dwelling is over the Manitoba average (\$153,307) in every municipality except for the City of Selkirk.

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<sup>7</sup> It is important to note that even though all of the members of a farm family may work on the agricultural operation, only one or two of them may have listed the farm operation as their primary place of employment. Instead, they may be listed as being primarily employed in another industry even though they make a major contribution of labour to the family's farm operation.

**Table 8: Household Incomes and Dwelling Prices in the Planning Area**

Source: Statistics Canada, 2006 Census

	Median Household Income 2005	Average Dwelling Prices 2006
West St. Paul	\$72,912	\$247,494
St. Andrews	\$77,928	\$222,022
St. Clements	\$64,452	\$182,509
Selkirk	\$54,112	\$128,676

The low income cut-off line (LICO) is defined by Statistics Canada as income levels at which families or unattached individuals spend 20% more of their income than average on food, shelter and clothing. It is often called the poverty line but does not reflect absolute poverty in that people with a low income are still able to meet their daily necessities (food, shelter, and clothing) with a very small amount of disposable income left over. In the case of families and households, the low income line is adjusted to reflect the number of people in the household.

The number of people in the Selkirk and District Planning Area who are considered low income is lower than the Manitoba average of 12.2 %. Selkirk and West St. Paul have the highest rate of low income at 8% and 7.7% respectively. The RMs of St. Andrews and St. Clements both have very low rates of low income at 3.6% and 3% respectively.

The 2006 roll indicates that the RM of St. Clements had the largest assessment base. St. Clements had 7573 assessed parcels with a total assessed value of \$643 million. West St. Paul, the smallest municipality in terms of land area, had 1979 parcels with a combined assessed value of \$317 million. The City of Selkirk had 3678 parcels and the second highest total assessment at \$493 million. In contrast, the RM of St. Andrews had 6695 properties that combined had a total assessment of \$334 million. A diversified tax base ensures that the property tax revenues for the municipality are relatively stable. The City of Selkirk has the most diversified tax base of all the municipalities. It has the highest value of residential multi-family, institutional, and commercial properties in the district.

**Table 9: Value of all Assessed Property in Municipality (2006 Roll) and Mill Rates**

Source: Manitoba Intergovernmental Affairs and Municipalities.

Property Types	West St. Paul	St. Andrews	Selkirk	St. Clements
Residential – Single Family	249 119 700	267 079 900	259 928 400	526 141 200
Residential – Multi Family	4 377 500	33 080	35 173 800	1 965 100

<b>Farm Land and Uses</b>	16 816 700	27 961 320	2 015 700	75 235 800
<b>Institutional</b>	19 197 000	10 127 500	85 056 300	8 780 700
<b>Commercial &amp; Industrial</b>	27 114 500	27 849 090	107 136 700	27 104 500
<b>Recreational and Utility</b>	483 600	1 766 350	2 082 300	4 275 700
<b>All Municipal Properties</b>	317 109 000	325 824 800	491 393 200	643 503 000
<b>Number of Parcels</b>	1979	6695	3678	7573
<b>Mill Rates</b>	9.815	12.9	28.912	12.648

There has been significant construction activity in the SDPA over the last few years. Major residential subdivisions have been approved in all the rural municipalities while Selkirk, as the urban hub of the region, has seen large scale commercial growth. Industrial activity has been limited to select areas of West St. Paul and St. Andrews.

**Table 10: Subdivision Statistics in the SDPAB by Municipality, Lots Created**

Source: SDPAB

	2003	2004	2005	2006	2007	<b>5 Year Average</b>
RM of St. Andrews	13	8	54	23	39	<b>27</b>
RM of St. Clements	27	83	31	46	79	<b>53</b>
RM of West St. Paul	11	12	122	19	7	<b>34</b>
City of Selkirk	1	3	70	20	1	<b>19</b>
<b>Total</b>	<b>52</b>	<b>106</b>	<b>277</b>	<b>108</b>	<b>126</b>	<b>134</b>

The housing profile for the rural municipalities in the district is very similar. Dwellings are almost exclusively single family dwellings and are owner occupied with the exception of recent multifamily developments in Lockport and St Andrews. Dwellings constructed between 1986 to 2006 represents over 40% of the housing stock in the Planning Area, indicating a high level of recent residential construction. In contrast, the City of Selkirk has an aging housing stock with only 15% of dwellings constructed after 1986. Also, one third of Selkirk's housing is rented compared to only 4% of the rural municipalities. This is consistent with other urban centres in Manitoba and Selkirk's demographic trends.

**Table 11: Single Family Dwelling Permits in the SDPAB by Municipality**

Source: SDPAB

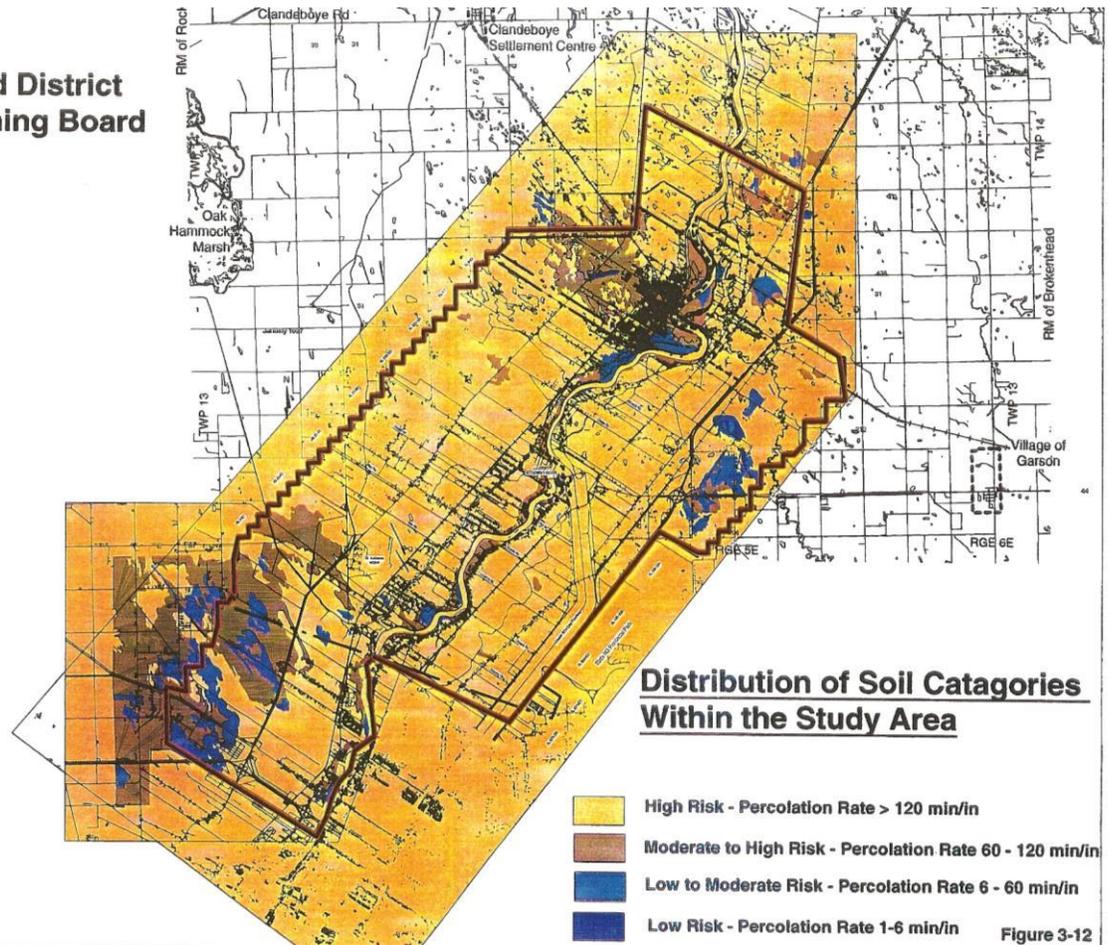
	2003	2004	2005	2006	2007	5 Year Average
RM of St. Andrews	75	77	51	48	61	<b>62</b>
RM of St. Clements	63	57	73	66	82	<b>68</b>
RM of West St. Paul	22	24	31	65	64	<b>41</b>
City of Selkirk	9	12	9	10	24	<b>13</b>
<b>Total</b>	<b>169</b>	<b>170</b>	<b>164</b>	<b>189</b>	<b>231</b>	<b>185</b>

Scattered rural residential development has been seen to provide a desirable lifestyle but can also have potentially adverse impacts on the long-term viability of agricultural operations and the environmental, social, and fiscal health of the municipalities in the district. From a municipal revenue perspective, the expansion of rural residential development may look attractive at first glance. The increase in the assessed value of a property that is being used for residential purposes, instead of agricultural coupled with the increased portioning rate increases the tax revenues from that property. However, using a long-term life cycle approach to evaluate the revenues and the costs associated with residential development often shows it is more costly to the municipality over the long run. Agricultural uses require very few services while residential uses require the provision of schools, road construction and maintenance, recreation facilities, health facilities, fire and police protection services, among other services and infrastructure.

## Current Issues

Numerous studies have concluded that the soils in the Selkirk and District Planning Area are ill suited to on-site waste management. The RM of St. Clements has received a Boil Water Advisory for East Selkirk and a Health Order for the south west corner of the municipality from the Medical Officer of Health. The RMs of West St. Paul and St. Andrews are also experiencing problems with regard to septic field failures.

### Selkirk and District Area Planning Board



**Figure 12: Soil Suitability for On-site Wastewater Management**

Source: 1999 Wardrop Engineering Inc., *Engineering Study for Water and Supply and Wastewater Disposal*

Rural residential development appears to be in direct competition with the urban centres for the residential growth that would help pay for the services currently being provided for in the urban areas. It is important for the Selkirk and District Planning Area Board to encourage the growth, development, and redevelopment of its existing urban areas or areas where, with increased development, future servicing including public transportation, sewer, and water could be established in an economical manner.

Using the medium range population projection the Planning Area will grow by 8100 people over the next 20 years. Using a conservative constant average household size of 3.0 persons per household the District will need roughly 2700 new single family dwellings over the 20 year period or 135 single family dwellings per year. Land will be

zoned for the anticipated increase in the population over the next 5 to 10 years and allocated on the basis of such criteria as residential lot supply, municipal rates of growth, proximity to places of work, logical extensions of existing development areas, and areas where encouraging development density can make servicing the area economical. Designating lands as Settlement Centre and General Development Area is justified if they are strategic to the implementation of the Red River Infrastructure Committee, pollution reduction and economic development initiatives and constitute infill between or adjacent to other land designated Settlement Centre or General Development Area. Planning for upwards of 10 years of growth ensures that enough supply of designated land is available until the next development plan review in 5 years time.

The Selkirk and District Planning Area has arguably the largest inventory of historic assets and artefacts in the Province next to the City of Winnipeg. The economic benefits of historical tourism have already been developed to some extent as sites such as Lower Fort Garry and Lockport demonstrate. From a sustainability perspective, preserving heritage buildings uses less energy than new construction, creates less waste in landfills, and makes efficient use of existing infrastructure. Because these buildings already exist, the majority of the renovation cost is employing labour which effectively creates up to 2 to 5 times as many jobs compared to new construction.

Even though the City of Selkirk is the employment and commercial/service centre for the district, indicators show that neighbourhoods in the City of Selkirk are in need of revitalization. Selkirk's water front district has seen significant public and private investment to spur the revitalization of the Downtown. There are numerous vacant parcels and surface parking lots that could be redeveloped to further enhance the area. Residential and mixed use development would provide employment opportunities in a walkable environment with a full range of services and recreation opportunities nearby.

Lake Winnipeg and the Red River are valuable natural resources, heritage resources, and economic contributors to the SDPAB that require protection from pollution and erosion. Other waterways in the district such as the Brokenhead River are experiencing riverbank erosion as well. Policies should be strengthened to enhance public access, ensure the protection of property and riparian zones as well as enhance these historic, economic, and recreational resources. Development should not contribute to shoreline degradation. In order to achieve this goal, shoreline development and protection measures should be designed to be adaptable to natural shoreline and riverbank processes.

The St. Andrews Airport and associated industries employ approximately 150 people making it a major economic and employment centre in the district. The Airport's own Development Plan signals they will endeavour to intensify and diversify on-site land uses that could cause off-site traffic and land use impacts to several municipalities both within and outside the Planning Area. There are a complex set of inter-jurisdictional legislation and regulations that apply to both the airport and airport area lands with three major themes: compatible land uses, aerodrome protection, and noise exposure.

Livestock production in Manitoba has undergone significant changes in recent years, both in size of operation and production methods. Livestock production has become a specialized industry with larger operations and more capital intensive than the farms of 30 years ago. The prime concerns with livestock production are environmental with regard to manure management and water quality. Land use conflicts exist particularly when close to residential areas with regard to odour, large trucks, and noise. The Selkirk and District Planning Area Board have undertaken a GIS livestock location study which forms the basis of the livestock production operation policies herein.

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## Part 3 – Sustainable and Regional Development

Manitoba's Provincial Land Use Policies promote sustainable development by enunciating principles and guidelines of sustainable development. The principles identified are an integration of environmental and economic decisions, stewardship, shared responsibility, prevention, conservation, waste minimization, enhancement, rehabilitation, scientific and technological innovation, and global responsibility. Guidelines of sustainable development involve the efficient use of resources, public participation, understanding and respect, access to adequate information, integrated decision making, planning and substitution. Their application is through refinement and adaptation at the local level to suit the needs of different areas of the province and varying circumstances.

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### Sustainable Development

While *The Sustainable Development Act* was adopted by the provincial legislature in 1997, it has not been proclaimed into law. However, there has been a growing interest in sustainable development as public figures such as former American Vice President Al Gore have presented a convincing picture of global warming, its potentially catastrophic consequences and evidence of the causal link to human activities. Planning and other municipal initiatives for sustainability have been encouraged by the Federation of Canadian Municipalities by establishing the Green Municipal Fund and through the eligibility requirement for federal gas tax based grant of integrated community sustainability plans.

The 1998 Ice Storm in Quebec and the massive blackouts in Ontario in 2003 proved that modern society cannot function without a source of electricity and a reliable distribution network. Wind power offers a way to maintain modern conveniences while reducing or eliminating the need to be connected to the power grid. Abundant and free wind energy has been used for pumping water, milling grain, and moving goods by ship for thousands of years and can be harvested for modern electrical needs as well.

As part of meeting climate change objectives and promoting sustainable development, the Government of Manitoba has set a goal to increase the amount of energy generated by wind power to 1000 megawatts. These large scale projects will be achieved by wind farms which locate many turbines in one area. However, small wind turbines, usually located on site for individual household and commercial uses, are gaining in popularity as a source of energy. There are land use impacts to both large wind farms and smaller wind turbines. Common concerns are the protection of wildlife, landscapes, views, and heritage value as well as noise and safety concerns. Wind turbines are not a recommended land use in close proximity to airports.

The Selkirk and District Planning Area Board is increasingly aware of the importance of moving towards improved planning and decision making for a sustainable future. As such, the Board established a Sustainable Development Planning Committee. The committee has recommended the following to the Board:

- Embracing sustainable development principles and policies is becoming more urgent;
- Sustainable development should be applied in Planning Area Board and member municipality's planning and operations;

- The Selkirk and District Planning Area Board should endeavour to catch up to and learn from other jurisdictions in Manitoba, Canada, and the world who are achieving sustainable development;
- Application of sustainable development principles and practices may be somewhat more difficult in the Planning Area due to its moderate growth rate;
- Sustainable development makes good business sense;
- Partnerships are a good way of moving towards sustainable development, e.g. Manitoba Hydro, the province, FCM, the private sector, etc.; and
- Public engagement is key to successful implementation of sustainable development.

**A. Objectives**

Objectives towards increased sustainability of development within the Planning Area are as follows:

1. To discourage land use and development practices that are not sustainable;
2. To encourage development that is resource efficient;
3. To practice sustainability in the Board's operations and decision making;
4. To foster building construction and neighbourhood design that meets LEED (Leadership in Energy and Environmental Design) sustainability standards
5. To act as a resource to member municipalities and the public to promote achieving sustainability objectives;
6. To encourage the rehabilitation of environmentally degraded resources such as soil and water;
7. To facilitate measures that are adaptive and mitigative with respect to climate change;
8. To incorporate life-cycle costing and full cost accounting into decision making; and
9. To explore opportunities for energy producing initiatives such as wind and solar energy.
10. To service existing and future development located in the Red River Corridor with centralized municipal wastewater services

**B. Policies**

The following are Planning Area Board policies for increasing sustainable development in the region:

1. Sustainable land use and development shall be promoted;
2. Degraded soil and water resources shall be rehabilitated;
3. Compact urban and non-farm residential settlement patterns that foster public transportation shall be encouraged;

4. The Planning Area Board shall engage the public in efforts to encourage sustainable development;
5. Opportunities for carbon credit trading shall be explored;
6. The Planning Area Board and member municipalities shall lead by example by implementing green procurement strategies and reducing the ecological footprint of municipal buildings and operations;
7. LEED standards shall be applied to Planning Area Board and municipal member development projects;
8. Incentives for increased sustainability shall be sought out and applied for;
9. Measurable targets for greenhouse gas reduction shall be established;
10. The Planning Area Board encourages the development of alternative energy sources such as wind and solar power both on a large industrial scale and at the household level where appropriate; and
11. The Planning Area Board shall support efforts to reduce solid waste by encouraging composting and waste reduction strategies.
12. Ensuring existing and future development in the Red River Corridor is serviced by centralized municipal wastewater services

**C. Implementation**

Sustainable development objectives and policies shall be implemented by means of:

- Secondary plans and concept plans;
- Zoning by-laws;
- Subdivision control;
- District Wastewater Management Plan
- Development agreements;
- Building permits;
- Public education programs;
- Municipal sustainability plans;
- Infrastructure planning and development;
- Initiatives for sustainable development identified, prioritized and undertaken according to “best bets for success”;
- Applying appropriate senior government legislation; and

- Apply to appropriate senior government and FCM incentive programs.

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## **Liveable, Inclusive and Affordable Communities**

A liveable community is considered to be one that encourages inclusion, diversity and environmental sustainability, for all its citizens throughout their lifetime. As part of the overall sustainability aspect, consideration needs to be given to the affordability and accessibility of resources within the district. Of particular interest is the residential component. In order to promote inclusion within the district and to acknowledge the aging population, policies should reflect the opportunity to explore elements of universal design and visitability.

Additionally, consideration needs to be given to the demographic changes within the community while being cognizant of the shifting economy. This makes the need for affordable residential accommodation increasingly important.

### **A. Objectives**

The following objectives are established with regards to liveable, inclusive and affordable communities:

1. To encourage liveable, inclusive and affordable communities within the District.
2. To discourage development that reduces accessibility.
3. To encourage affordable housing options within the District.

### **B. Policies**

The following policies are established with regards to liveable, inclusive and affordable communities:

1. The Selkirk and District Planning Area Board shall promote a variety of housing options that encourage affordability, universal design and visitability.
2. The Selkirk and District Planning Areas Board shall promote liveable and inclusive communities that allow access to public transportation, health care, recreation and cultural services, and safe neighbourhoods, while taking into consideration the varying abilities of the public.
3. The Selkirk and District Planning Area Board shall work with member municipalities in order to establish an overall affordable housing strategy.

### **C. Implementation**

Liveable, inclusive and affordable community objectives and policies shall be implemented by means of:

- Secondary plans and concept plans;
- Zoning by-laws;
- Subdivision control;

- Development agreements;
- Building permits;
- Public education programs;
- Municipal policies and strategies;
- Applying appropriate senior government legislation and incentive programs

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## **Regional Development and Cooperation**

The process of globalization is increasing competition for cities to attract population, industry, investment, and development. As a result, a shared city-region realization can emerge that a regional economic development strategy may be beneficial to compete with these global pressures. Consequently, there has been increased municipal and provincial interest in an economically strong Capital Region of Manitoba.

The Selkirk and District Planning Area Board is a planning district within the Manitoba Capital Region and has its own long history of collaboration and regional initiatives. There are numerous service sharing agreements between the planning district municipalities as well as with other Capital Region municipalities. The Red River Infrastructure Committee is an example of the region working together towards a regional infrastructure solution to common environmental challenges (protecting water resources). Regional cooperation is also important to protect and maximize investment in transportation infrastructure, such as airports and regional pathways.

### **A. Objectives**

The following objectives are established with regards to regional development and cooperation:

1. To alleviate existing, and prevent future conflicts between adjacent municipalities within and surrounding the planning district as well as in the Capital Region.
2. To explore efficiencies of scale and strategic investments to maximize benefits associated with capital investments and public service delivery.
3. To protect the assets of the region for the use and enjoyment of all residents and visitors now and in the future.
4. To promote sustainable and strategic development with the planning district and in the Manitoba Capital Region.

### **B. Policies**

The following policies are established with regards to regional development and cooperation:

1. The Selkirk and District Planning Area Board and constituent municipalities will work with neighbouring municipalities and other capital region municipalities to avoid and minimize land use conflicts with adjacent municipalities.

2. The Selkirk and District Planning Area Board will collaborate on regional strategies to guide future growth and development.
3. The Selkirk and District Planning Area Board will encourage efficient and cost effective provision of public services by collaboratively exploring the potential for regional services and revenue sharing.

**C. Implementation**

Regional development and cooperation will be achieved by way of:

1. This Planning District Development Plan that directs and guides future growth and development of the region;
2. Participating in regional infrastructure and service delivery committees and strategies, such as the Red River Infrastructure Committee;
3. Developing of a regional context zoning by-laws for the planning district;
4. Developing secondary plans in consultation with neighbouring municipalities;
5. Circulating Development Plan and Zoning By-law amendments to adjacent municipalities for comment;
6. Exploring opportunities related to tax sharing agreements, service sharing agreements and cost sharing agreements between municipalities as provided for in *The Municipal Act* Sections 259, 260 and 295; and
7. Exploring the possibility of developing and adopting strategic plans for sustainability and economic development consistent with the Development Plan and capital expenditure budgets and programs as outlined in Section 258 of *The Municipal Act*.

## Part 4 – Resources, Services, and Infrastructure

### Airports

There are two major air landing facilities in the Planning Area: the St. Andrews Airport and the Selkirk Airport. Private landing facilities, used primarily for recreational and limited commercial air traffic, are scattered throughout the Planning Area.

St. Andrews Airport was developed in the early 1960's as a satellite airport to the Winnipeg International Airport. It is surrounded by farmland, rural residential areas, and an industrial park. St. Andrews airport is the only airport, other than Winnipeg International, with a NAV CANADA ATC control tower in Manitoba and continues to serve as the Winnipeg area base for light aircraft. In 2004, St. Andrews Airport entered into an agreement with the Winnipeg International Airport Authority to create a stable and sustainable regional airport system with efficient and effective service delivery in areas such as engineering, environment, marketing, operations, services and equipment through co-operative and joint measures.

St. Andrews Airport is considering a variety of economic development opportunities which may have land use impacts. The recently completed STAAI Development Plan includes a strategy to extend runways, establish a vehicle research centre, and provide additional training programs.

St. Andrews Airport has a variety of land uses. There are more than 30 tenants at the airport including three scheduled air carriers, two helicopter charter operators, a helicopter school, two fixed wing pilot training units, charter aircraft, lodge operators, aircraft maintenance repair, commercial hangar space, aircraft rentals, hot air ballooning, and aircraft fuel cap and tank manufacturing. Non-aviation related uses include driver training, a restaurant, a crematorium and a general contractor establishment. The airport also has a 9 room dormitory and training facility for pilots. In total, 150 people are employed by the land uses at the airport. The protection of this significant economic resource is important to the Planning Area and the region.

The Selkirk Airport and Selkirk Aerodrome are located 1.9 km north of the City of Selkirk, within the RM of St. Andrews. The Selkirk Airport provides a 3000 ft. private gravel runway and the public Selkirk Water Aerodrome provides public water access.

Airports are a unique use of land and require special planning consideration due to the nature of the use. Airports fall under the jurisdiction of the federal government (*Aeronautics Act, St. Andrews Airport Zoning Regulations*) but require the cooperation of adjacent municipalities to locate land uses that interfere with air traffic away from the airport such as residential development or landfills and wetlands that attract large migratory birds. Birds are a hazard to aircraft because of their large size and behavioural characteristics. There were 13 incidents of aircraft bird collision reported in 2005 and 2 in 2006 at the St. Andrews Airport which had the potential to cause crashes from structural damage and/or loss of engine power.

The Transport Canada guide *Aviation: Land Use in the Vicinity of Airports* assists municipal authorities and airports in guiding land uses. The guide also recommends that the following uses should be prohibited within 3.2 kilometres from the airport because of their potential to attract birds:

- Agricultural Crops: Barley, Oats, Wheat (particularly Durum), Corn, Sunflower, and Clover.
- Intensive Livestock Operations: beef cattle, and hogs.
- Outdoor Theatres.
- Managed and/or Supplemented Natural Habitats (Refuges, Sanctuaries) for Migratory Waterfowl.
- Designated Game-Mammal Refuges.

The RMs affected by this buffer area are St. Andrews, West St. Paul, and St. Clements.

The guide also recommends land uses that should be avoided or remediated so as not to attract birds. These uses are:

- Restaurants and picnic areas (food and garbage concerns).
- Tilling and ploughing of soil.
- Grass cutting, hay cutting, baling, and storage (insect and mouse potential).
- Barnyards, stables, racetracks, fairgrounds, and game farms (manure piles).
- Sewage lagoons, storm water retention, ponds.

With regard to bird hazards, Transport Canada currently recommends an 8 kilometre buffer be established from each aerodrome (flight take off and landing area). Within this buffer provisions should be made for prohibiting landfills, large scale composting facilities, commercial fish processing plants, and the planting of crops that may either attract birds or adversely affect flight visibility. This buffer for the St. Andrews airport extends into the RMs of West St. Paul and St. Clements as well as the RMs of Rockwood and East St. Paul. A part of Bird's Hill Park is also in the bird hazard buffer zone.

The operation of an airport necessarily entails a certain amount of noise from aircraft. The Noise Exposure Forecast (NEF) estimates disturbance levels from noise in the areas near the St. Andrews Airport. At NEF 25 aircraft noise can be of concern depending on the land use and the tolerance of people using the land. At NEF 30, speech interference and annoyance caused by aircraft noise is common. At NEF 35 the effects of aircraft noise are significant. Transport Canada does not recommend residential development in areas with an NEF of 30 or higher. The most current NEF contours were completed in 1984 when Transport Canada completed a Master Plan based upon 300,000 movements per year and are currently being updated. Regulations with regard to NEF contours and conflicting land uses were adopted in 1997.

Transport Canada has produced an updated table of land uses and aircraft noise considerations. It is not an exhaustive list but represents Transport Canada recommendations based upon community response predictions to noise and has been included in this development plan.

Another potential hazard to aircraft movement is tall buildings and objects in or near the runway aerodromes. Height restrictions around the airport may be considered to protect the use of the airport in the zoning by-law.

**A. Objectives**

In addition to the objectives described in Part III the following objectives are established:

1. To minimize existing and future conflict between aircraft landing facilities and surrounding land uses.
2. To identify an airport vicinity protection area to ensure that proposed or existing airports are protected from undesirable development.

**B. Policies**

In addition to the policies described in Part III the following policies are established:

1. Land use regulations should prevent incompatible land uses within the vicinity of an airport.
2. Private landing facilities should be conditional uses within the rural or agricultural zones of municipal zoning By-laws.
3. Transport Canada, St. Andrews Airport Inc., and any other appropriate agency shall be consulted where necessary.
4. Private and public aircraft landing strips should be located away from incompatible land uses that may adversely impact their operation and / or endanger public safety.

**C. Implementation**

Airport objectives and policies shall be implemented by way of:

1. Development which is consistent with *The Aeronautics Act, St. Andrews Airport Zoning Regulations*.
2. Secondary plans, zoning by-laws, overlay districts, subdivision control procedures, development agreements, the issuance of development permits, and public works programs, and other programs that are deemed appropriate.
3. St. Andrews Airport Inc. will be notified of any applications for development permits, zoning by-law amendments, and development plan amendments within the 30 Noise Exposure Forecast (NEF) boundary.
4. The following land use table and accompanying notes were prepared by Transport Canada will be used as a guide in any development plan redesignation, zoning by-law amendment and when issuing development applications within the 30 NEF boundary.

Table 12 Transport Canada Airport and Vicinity Land Use Conflicts				
Noise Exposure Forecast (NEF)Values	>40	40-35	35-30	<30

	Y – No Conflict	N – Not a Recommended Use	(A) – Notes	
<b>Residential</b>				
Detached, semi-detached	N	N	N(B)	Y(A)
Town houses, garden homes	N	N	N(B)	Y(A)
Apartments	N	N	N(B)	Y(A)
<b>Recreational – Outdoor</b>				
Athletic fields	N	Y(J)	Y(K)	Y
Stadiums	N	N	Y(K)	Y
Theatres – outdoor	N	N	N	Y(H)
Racetracks – horses	N	Y(K)	Y(K)	Y
Racetracks – auto	Y	Y	Y	Y
Fairgrounds	Y(K)	Y(K)	Y	Y
Golf Courses	Y	Y	Y	Y
Beaches and pools	Y	Y	Y	Y
Tennis courts	N	Y(K)	Y	Y
Playgrounds	Y(K)	Y(K)	Y	Y
Marinas	Y	Y	Y	Y
Camping grounds	N	N	N	Y(H)
Park and picnic areas	N	Y(K)	Y	Y
<b>Commercial</b>				
Offices	Y(F)	Y(E)	Y(D)	Y
Retail sales	Y(F)	Y(D)	Y	Y
Restaurants	Y(F)	Y(D)	Y(D)	Y
Theatre – indoor	N	Y(G)	Y(D)	Y
Hotels and Motels	N	Y(F)	Y(G)	Y
Parking lots	Y	Y	Y	Y

Gasoline stations	Y	Y	Y	Y
Warehouses	Y	Y	Y	Y
Outdoor sales	Y(E)	Y(K)	Y	Y
<b>Public</b>				
Schools	N	N	Y(D)	Y(C)
Churches	N	N	Y(D)	Y(C)
Hospitals	N	N	Y(D)	Y(C)
Nursing homes	N	N	Y(D)	Y(C)
Auditoriums	N	N	Y(D)	Y(C)
Libraries	N	N	Y(D)	Y(C)
Community centres	N	N	Y(D)	Y(C)
Cemeteries	Y	Y	Y	Y
<b>Municipal Utilities</b>				
Electric generating plants	Y	Y	Y	Y
Sand and oil storage	Y	Y	Y	Y
Garbage disposal	Y	Y	Y	Y
Sewage treatment	Y	Y	Y	Y
Water treatment	Y	Y	Y	Y
Water storage	Y	Y	Y	Y
<b>Industrial</b>				
Factories	Y(I)	Y(I)	Y	Y
Machine shops	Y(I)	Y(I)	Y	Y
Rail yards	Y	Y	Y	Y
Ship yards	Y	Y	Y	Y
Cement plants	Y(I)	Y(I)	Y	Y
Quarries	Y	Y	Y	Y

Refineries	Y(I)	Y(I)	Y	Y
Laboratories	N	Y(D)	Y	Y
Lumber yards	Y	Y	Y	Y
Saw mills	Y(I)	Y(I)	Y	Y
<b>Transportation</b>				
Highways	Y	Y	Y	Y
Railroads	Y	Y	Y	Y
Shipping terminals	Y	Y	Y	Y
Passenger terminals	Y(D)	Y	Y	Y
<b>Agricultural</b>				
Crop farms	Y	Y	Y	Y
Market gardens	Y	Y	Y	Y
Plant nurseries	Y	Y	Y	Y
Tree farms	Y	Y	Y	Y
Livestock pastures	Y(M)	Y	Y	Y
Poultry farms	Y(L)	Y(L)	Y	Y
Stockyards	Y(M)	Y	Y	Y
Diary Farms	Y(M)	Y	Y	Y
Feed lots	Y(M)	Y	Y	Y
Fur farms	Y(K)	Y(K)	Y(K)	Y(K)

Notes:

- A. Annoyance caused by aircraft noise may begin as low as NEF 25. It is recommended that developers be made aware of this fact and that they undertake to so inform all prospective tenants or purchasers of residential units. In addition, it is suggested that development should not proceed until the responsible authority is satisfied that acoustic insulation features, if required, have been considered in the building design.
- B. New residential construction or development should not be undertaken. If the responsible authority chooses to proceed contrary to Transport Canada's recommendation, residential construction or

development between NEF 30 and 35 should not be permitted to proceed until the responsible authority is satisfied that:

- a. Appropriate acoustic insulation features have been considered in the building and;
  - b. A noise impact study assessment study has been completed and shows that this construction or development is not incompatible with aircraft noise.
  - c. The developer notify prospective tenants or purchasers of residential units that speech interference and annoyance caused by aircraft noise will be experienced.
- C. These facilities should not be located close to the 30 NEF contour unless the restrictions outlined in Note D are applied.
- D. These facilities should not be approved unless a detailed noise analysis is conducted and the required noise insulation features are considered by the architectural consultant responsible for the building design.
- E. When associated with a permitted land use, an office may be located in this zone provided that all relevant actors are considered and a detailed noise analysis is conducted to establish the noise reduction features required to provide an indoor environment suited to the specific office function.
- F. It is recommended that this specific land use should be permitted only if related directly to aviation-oriented activities or services. Conventional construction will generally be inadequate and special noise insulation features should be included in the building design.
- G. Generally, these facilities should not be permitted in this NEF contour. However, where it can be demonstrated that such a land use is highly desirable in a specific instance, construction may be permitted to proceed provided that a detailed noise analysis is conducted and the required noise insulation features are included in the building design.
- H. Facilities of this nature should not be located close to the NEF 30 contour unless a detailed noise analysis has been conducted.
- I. Many of these uses would be acceptable in all NEF zones. However, consideration should be given to internally generated noise levels, and acceptable noise levels in the working area.
- J. Undesirable if there is spectator involvement.
- K. It is recommended that serious consideration be given to an analysis of peak noise levels and the effects of these levels on the specific land use under consideration.
- L. The construction of covered enclosures should be undertaken if this use is to be newly introduced to the noise environment. (See note M).
- M. Research has shown that animals condition themselves to high noise levels. However, it is recommended that peak noise levels be assured before this use is allowed.

**Development Constraint Map 9 illustrates Land Use Buffers associated with the St. Andrews Airport**

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## Transportation

Historically, the Red River was a main transportation route in the Planning Area but has since been replaced by highways and roads as the main mode of transportation. There are a number of existing and proposed major provincial highway corridors within the Planning Area that service the local population and surrounding region. They carry large volumes of high speed commuter, recreational, and truck traffic. Transportation in rural areas is predominantly provided by gravel mile roads that provide access to agricultural fields and farmsteads. There is significant residential and commercial development along highways and roads in the southern portion of the Planning Area, in particular where the river lot system was used to portion land along the Red River.

The TransCanada Trail runs through the SDPAB in various stages of completion. The recreational trail, when complete, will link Canada from coast to coast. Pedestrian facilities are generally found mostly in the City of Selkirk with a few trails within localized areas of the Planning Area.

In the late 1980s a provincial government study was commissioned to look at transportation in the Winnipeg Selkirk Corridor. The report published in 1990 recommended the following:

- PTH 9 should be upgraded as soon as possible to a divided four lane highway to improve safety;
- Land should be reserved for a future river crossing near Lockport with the crossing option just to the north of the floodway being preferred;
- Land should be reserved between PR 230 and PTH 9 for a future highway from Selkirk to Winnipeg; and,
- PR 410 between PR 230 and PTH 9 should be relocated to Donald Road. PR 410 between PTH 9 and PR 238 (River Road) should be maintained as a provincial access road.

To date, these recommendations have been partially implemented. Some parts of PTH 9 have been upgraded but most of the highway remains undivided four lane. The recommended new highway between Winnipeg and Selkirk has been protected from development by the Selkirk and District Planning Area Board. New development along this corridor has been discouraged in order to facilitate land assembly. This has not resulted in a change of status for PR 420.

Other forms of transportation along the Winnipeg Selkirk corridor include the Canadian Pacific railway that links Winnipeg to Winnipeg Beach and Gimli and the former Canadian National line that links Winnipeg to Pine Falls. Beaver Bus Lines operates a bus route seven days a week along Main Street between the downtowns of Selkirk and Winnipeg with increased service on weekdays during the rush hours. Finally, there is a taxi service and handi-transit for residents in the vicinity of the City of Selkirk.

The nature and degree of access to public roads plays an important role in determining the use of land. Conversely, the use of land influences the nature of the road system. Integrated land use and road planning are essential for economic development and the development of efficient, safe and convenient movement of people, goods, and services.

When the main functions of a road changes substantially, as when strip development occurs with individual connections to a highway, problems can arise relating to safety, efficiency and alteration costs. All provincial highways should be protected from development that would jeopardize their efficient and safe operation. The two principal railways that run through the Planning Area should also be protected from any development that would jeopardize their efficient operation or would cause hazards.

There are other concerns affecting the maintenance, safety and efficiency of highways and roads. The storage of dangerous materials, such as anhydrous ammonia and bulk fuel too near the highway ditch system can cause problems if not properly sited. Drainage from a new development must be analyzed to determine the effects of possible increased flow in the existing highway ditch system. Setbacks for buildings and plantings are needed to ensure visibility, safety, prevent snow drift blockages, and to serve as buffers against noise and dust nuisances associated with traffic.

A lack of planning can influence the cost of road development and maintenance, the safety for the traveling public, as well as the general aesthetics, and efficiency. Maintenance and improvements to the highway system and regional street networks are important to maintaining the quality of life for residents in the region and providing economic development opportunities.

Manitoba Avenue in the City of Selkirk is experiencing traffic congestion as a result of recent commercial expansion at the westerly portion of the road. A traffic study was undertaken in partnership with the City and Selkirk and the Manitoba Department of Infrastructure and Transportation which has concluded that improvements to the road will be required in the near future.

#### **A. Objectives**

In addition to the objectives described in Part III the following objectives are established:

1. To establish a safe, efficient, integrated, and high functioning transportation network throughout the Planning Area that meets the needs of all users and facilitates economic development.
2. To avoid creating hazardous traffic situations.
3. To ensure that transit and active transportation options are considered in the design phase of all subdivisions and transportation construction projects.
4. To promote a contiguous network of alternative transportation and trail opportunities throughout the Planning Area, in particular along or on the Red River.
5. To enhance the existing transportation network and services for all residents of the region.
6. To provide a system of truck routes, arterial, collector and local roads to accommodate anticipated traffic movements within the City of Selkirk and provide an effective linkage to the provincial highway system.
7. To protect and facilitate the various functions of the road and rail systems, airports, and marine transportation within the Planning Area in order to move people and goods safely and efficiently.

8. To minimize the public costs of constructing, improving, widening and maintaining roadways by proper land use planning.
9. To encourage the development of an efficient public transit corridor between Selkirk and Winnipeg.

**B. Policies**

In addition to the policies described in Part III the following policies are established:

1. In reviewing and evaluating development and subdivision proposals, consideration shall be given to the provision of an economical and safe transportation system for all modal types and emergency vehicles that is integrated with the existing transportation network and adequate to meet present and future needs. The preparation of a secondary plan may be required and any associated costs will be the responsibility of the developer. Secondary plans will require the review and approval by Manitoba Infrastructure and Transportation.
2. Mobility for all residents (universal design) shall be considered in the planning, design and approval of transportation facilities.
3. All new development should have legal access to an all-weather road of sufficient standard and capacity, unless the proponent makes an agreement with the Municipal Council to upgrade an existing road or develop new road access to a standard agreed upon by said Council. The proponent may be responsible for part or all the costs of this roadway construction.
4. Existing and proposed provincial trunk highways such as the Winnipeg-Selkirk corridor shall be protected by prohibiting any new development that would cause significant interference and unduly impair the present and potential capability of these routes to carry traffic safely and efficiently. In general, this type of development would include land subdivision to create residential (excepting farmstead subdivision), industrial, or commercial lots. The Planning Area Board will seek advice from Manitoba Infrastructure and Transportation when considering such subdivisions.
5. For other roads under provincial jurisdiction, where adjacent new development is allowed through land use planning, local traffic will be required to consolidate at major points of access in order to provide a high standard of safety to the traveling public. New, modified or relocated access points to a provincial road or trunk highway will require permits from Manitoba Infrastructure and Transportation or the Highway Traffic Board. In the case of a provincial trunk highway a permit is also required to change of use to an existing access.
6. Development that may have a detrimental impact on the safe and efficient operation of the provincial highway system shall not be permitted unless mitigative measures acceptable to Manitoba Infrastructure and Transportation are incorporated into the development.
7. Development which has the potential to generate significant vehicle traffic shall be directed away from those areas and land uses where such levels of traffic could endanger public safety. Proposed developments that may be adversely affected by noise, dust and fumes from roadways and railways shall be located where there is adequate separation from these corridors or shall incorporate measures such as sound barriers or landscaped buffers to mitigate the conflict.

8. In areas where residential (including rural residential and resort areas), commercial or industrial land uses are to be allowed in close proximity to a provincial highway, the following development criteria shall be observed:
  - a. Strip development along the highway, whereby direct connections to the highway are continuously relied upon for providing access to abutting properties, shall not be permitted.
  - b. Development that would generate traffic in an amount or of a type that would unduly impair the present and potential capability of the adjoining highway to carry traffic safely and efficiently shall not be permitted unless adequate measures, suitable to the Manitoba Infrastructure and Transportation, are taken to remedy the problem.
  - c. The local trail, road or street network associated with any type of proposed development shall be designed to be in accordance with existing and any approved planned trail, road and street system (secondary plans) of the neighbouring areas.
  - d. Any improvements required to upgrade the existing provincial highway system deemed necessary by Manitoba Infrastructure and Transportation, which are directly associated with a new development, shall be the responsibility of the developer.
9. While it is the intent of this document that urban developments should be directed into the City of Selkirk, certain types of commercial or industrial developments, because of their hazardous nature or land area requirements, may be located in nodes or clusters and subject to above development criteria and other policy sections within this Development Plan.
10. The placement of anhydrous ammonia and bulk fuel storage facilities should comply to Manitoba Conservation Department regulations and be setback at least 100 metres from a provincial highway.
11. The Board and the member municipalities will ensure that structures and buildings are setback an adequate distance from municipal road rights-of-way. Setbacks from provincial highways shall be determined in consultation with Manitoba Infrastructure and Transportation. Buildings and structures proposed within the control area of a provincial highway will require a permit from Manitoba Infrastructure and Transportation or the Highway Traffic Board.
12. Satisfactory storm drainage shall be provided to service any development adjacent to the provincial highway system or municipal road system. Permission is required from Manitoba Infrastructure and Transportation to drain any water into the highway drainage system. The cost of any modifications to the existing highway drainage system directly associated with the development will be the responsibility of the developer.
13. Where a non-conforming parcel is created by virtue of road or highway development or improvement, access to such a parcel may be granted. Access connections proposed onto provincial roads and provincial trunk highways require a permit from Manitoba Infrastructure and Transportation and the Highway Traffic Board respectively and may not be approved if alternative access is available.

14. Any development that is to occur within the control areas of provincial roads and provincial trunk highways under provincial authority require permits from Manitoba Infrastructure and Transportation or the Highway Traffic Board.
15. Any development within 300 m of the centre line of a major provincial highway, or in an 800 m radius of an intersection of a major provincial highway will be subject to review by Manitoba Infrastructure and Transportation.
16. The location and construction of an access to a provincial road will be subject to approval by the Manitoba Infrastructure and Transportation; and to a provincial trunk highway, subject to the approval of the Highway Traffic Board.
17. Land uses which generate significant amounts of regional vehicle traffic and/or significant truck traffic shall be located in proximity to major roadways, including provincial roads and provincial highways, if appropriate. Direct access to the provincial highway system will be discouraged, whereby access to the provincial highway system should be via the municipal road system.
18. Where an area of development is bordered on one side by a major transportation corridor or facility such as a highway or rail line, any new development shall be directed to the same side of a corridor to maintain maximum safety conditions by eliminating unnecessary cross-corridor movements.
19. The subdivision of land or development of existing land parcels in areas designated for highway widening or expansion shall incorporate provisions suitable to Manitoba Infrastructure and Transportation to accommodate future widening or expansion projects.
20. The expansion of trails in the Planning Area for alternative transportation, recreation, and tourism purposes will be encouraged.
21. Adequate buffering should be provided between provincial highways and residential development.
22. Designated truck routes will be monitor and modified as required to ensure the safe and efficient movement of goods and to protect residential areas.
23. Street classification of local, arterial and collector streets should be established in order to promote orderly and efficient street systems.

### **C. Implementation**

The transportation objectives and policies of the District shall be implemented by means of:

- Secondary or sector plans;
- Zoning by-laws;
- Subdivision control;
- Development agreements;

- The issuance of development permits and building permits;
- Programs that are determined from time to time by the Board or Councils to be necessary and not in conflict with the provisions of the Development Plan;
- Following the principles and guidelines of sustainable development as outlined in this plan and the Provincial Land Use Policies; and
- Participation in Rivers West.

**Maps 17-22 depict the road transportation network and areas designated for mixed use development in the planning area.**

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## **Water, Hazard Lands, Flooding, and Erosion**

The majority of the Planning Area is located adjacent to Lake Winnipeg and within the Red River Valley, both of which are subject to periodic flooding. Flooding may cause extensive economic and physical damage as demonstrated by the flood of 1950. The 47 kilometre Red River Floodway diverts water from the Red River around the City of Winnipeg and part of the Planning Area. The diverted water rejoins the Red River just north of Lockport. The floodway is presently being expanded to accommodate greater discharges of water. A conscious decision was made to widen the floodway rather than deepen it to protect groundwater resources in the aquifer from potential pollution from surface water.

The Red River forms the east boundary of the City of Selkirk and provides an attractive vista for residents and visitors to the area. The “slough” is also important as it provides water access to several water based commercial and industrial activities. However, concern lies within all those areas adjacent to the river that are subject to flooding and erosion. The Planning Area experienced devastating flooding in 1997 and 2009.

Lake Winnipeg and the Red River are valuable natural resources, heritage resources, and economic contributors to the SDPAB that require protection from erosion. The water level of Lake Winnipeg is of concern to the Planning Area. Higher water levels have been experienced recently and wave action has threatened some shoreline developments. Other waterways in the district such as the Brokenhead River are experiencing riverbank erosion as well. There is also significant development along creeks and lakes throughout the Planning Area. Policies should be strengthened to enhance public access, ensure the protection of property and riparian zones as well as enhance these historic, economic, and recreational resources. Development should not contribute to shoreline degradation. In order to achieve this goal, shoreline development and protection measures should be designed to be adaptable to natural shoreline and riverbank processes.

The erosion of soil can occur by wind or by water. All soils are at risk of soil erosion if the surface is not protected. Current management practices focus on maintaining sufficient crop residues and surface cover to adequately protect soils from being blown or washed away. The prevention of soil erosion helps to protect the proper functioning of drainage ditches and watercourses channels from becoming blocked.

Flood associated hazard lands in the Planning Area generally include the 100 year floodplain, and lands affected by flooding resulting from ice jams. Development or unsuitable agricultural practices occurring on hazard lands may lead to increased environmental damage, interference with natural processes, public expenditure for remedial works or assistance, a waste of resources, and personal loss and hardship and thus should be avoided.

**Maps 10-14 depict low lying and flood prone areas in the planning area.**

### **Surface Water and Drainage**

The natural drainage in the Planning Area is generally very poor due to clay soils and a flat landscape. In urban areas and settlement centres, as elsewhere in the Planning Area, artificial drainage has to be constructed in order to prevent overland flooding from heavy rains and spring runoff. Residential development increases run-off by up to 10-15% from natural levels due to the addition of impervious surfaces such as roads and buildings.

Drainage is often required for agricultural operations, but also potentially for residential and cottage development. However, surface drainage is part of a complex natural system, and changes should be made only after serious consideration. While the SDPA contributes a small percentage of the nutrient loading into Lake Winnipeg, it should be noted that the entire district drains into the lake and the economic benefits of a clean lake are considerable for the region. Drainage networks have been traditionally designed and built to remove water as quickly as possible often accelerating the path of nutrients to streams and rivers and thus the lake. Draining marshes and low lying areas, clearing trees or densely vegetated areas, damaging riparian zones, and stopping creeks or creating new drainage trenches can all make problems worse, both in the immediate vicinity as well as in other areas of the municipalities. Furthermore, it can take away wildlife habitat and the characteristics that make the municipalities attractive (to both tourists and potential new residents) as well as interfere with groundwater recharge.

The disruption of riparian zones can damage the Red River and other waterways in the Planning Area. The protection of riparian zones is critical to maintaining sustainable and productive waterways. Riparian areas can be preserved by establishing conservation agreements under *The Conservation Agreements Act*. The Riparian Tax Credit is another incentive to protect riparian areas. The credit is designed to encourage farm operators to upgrade their management of lake, river, and stream banks and it recognizes those who have already done so. Over time, this approach should benefit the rural economy and contribute to safeguarding water quality throughout the district.

The ponding of rainwater and spring runoff has become a health risk. In the last few years the Medical Officer of Health has warned about the spread of West Nile Virus, a virus that has spread to Manitoba through mosquitoes. The RM of West St. Paul has been issued a Ministerial Order to undertake adult mosquito control in 2005 and 2006. The area of particular concern is the City of Winnipeg biosolid storage pads located in the RM and the three kilometre buffer around the site.

The East Interlake Conservation District (EICD) is preparing a surface water management plan for the Netley-Grassmere watershed. This watershed is located in the south east Interlake area and has experienced water management problems in the past due to increased residential and agricultural development and deterioration in the condition of portions of the waterway system and associated infrastructure. The EICD is proposing to develop a 10 year infrastructure plan outlining a prioritized program and project list, relevant management policies, a financial plan, and establish responsibilities for all watershed stakeholders.

Surface drainage is of great concern in East Selkirk due to environmental impacts of the abandoned quarry in the area. In this area there is little to no till for any surface water that has mixed with effluent from failing septic fields to filter properly before reaching the aquifer and thus pollute the water supply.

**Map 10 illustrates the regional drainage system.**

### **Groundwater**

In a large part of the Planning Area the depth to the carbonate bedrock is also the depth to the main water bearing zone. This depth ranges from 40 to 60 feet but can be as little as 20 feet and as much as 100 feet in some buried bedrock valleys.

Where the aquifers are close to the ground surface, or where the overlying soils are very coarse and allow liquids to pass through them easily, there is a potential for polluting the aquifer. These pollutants can be in the form of

runoff from septic fields and barnyards, or from the careless storage, handling, and disposal of toxic substances. The potential for aquifer pollution also exists where the overburden is punctured by quarries (as in East Selkirk), gravel pits, and by abandoned or poorly constructed wells. In most of the Planning Area the clay and till are practically impermeable and it is not likely that seepage from septic fields or other pollutants will cause groundwater pollution by seepage through the soils. However, this does not prevent well pollution caused by improper design and construction of wells and/or failing domestic waste disposal systems where waste mixes with surface runoff.

Almost all of the groundwater in the aquifers under the Planning Area originates outside the area. Therefore, the total water supply and quality is outside the full control of the Board. The quality of the water in the aquifer is dependent on environmental factors in other municipalities where recharge occurs such as the RMs of Rockwood, Brokenhead, Springfield, Reynolds, and Whitemouth. Currently, a satisfactory groundwater supply for residential requirements is available at almost any point in the carbonate aquifer area. Groundwater quality in the Planning Area ranges from excellent in some places in the northern and northeastern part to very salty water in deep aquifers in the south.

The City of Selkirk relies on groundwater for their municipal water system. Recent reports highlight concerns in the amount of water consumed by the City of Selkirk. In 1996 water consumption was just less than 1.4 billion litres per year. In 2004, water consumption rose to over 1.7 billion litres per year with no corresponding population increase. On a per capita basis, 382 litres per day per person were consumed in 1996 and 477 litres per day per person in 2004. This is particularly concerning given that water consumption is predicted to increase in the future with global climate change.

Groundwater quality is a concern in the Planning Area. The Medical Officer of Health for the Province of Manitoba issued a Boil Water Advisory in December 14, 2001 for the area of East Selkirk. The provincial departments of Water Stewardship, Health and Conservation will not support subdivision of land in the above areas until contamination has been mitigated and the Boil Water Advisory is rescinded. In addition to East Selkirk, the Rockwood Sensitive Area is a portion of the RMs of St. Andrews and West St. Paul where additional approvals from Manitoba Conservation are required to drill a well due to potential aquifer pollution.

Water in the Planning Area is an important resource for agricultural, residential, industrial, and other development and should be protected from potential pollution. Safe drinking water is essential for the health of Planning Area residents and the investments (either public or private) made in acquiring water in the Planning Area should be protected. As such, the Board has adopted the following objectives and policies.

#### **A. Objectives**

In addition to the objectives described in Part III the following objectives are established:

1. To minimize personal hardship, inconvenience, and adverse affects on public health and property.
2. To minimize property damage and public expenditures for relief or protection in areas subject to flooding, water erosion, wind erosion, bank instability, landslide or subsidence.
3. To restrict activities which would accelerate or promote damages arising from causes such as flooding, erosion, bank instability, landslide or subsidence.

4. To promote the preservation of the natural vegetation especially in the riparian zones of water bodies and courses to assure bank stability and maintain or enhance the natural ecological functionality and help filter nutrients, sediments and other contaminants from entering surface waters..
5. To promote the use of conservation agreements, public reserve dedication and riparian easement agreements to protect riparian areas and water quality.
6. To acquire access to all waterways in order to carry out public works projects when required.
7. To maintain the natural capacity of the streams to convey flood flows.
8. To maintain or enhance the capabilities of waterbodies to support fish populations
9. To improve and protect the water quality of Lake Winnipeg, the Red River, and all other lakes, rivers, waterways and marshes in the Planning Area.
10. To prevent aquifer and surface water pollution through programs such as servicing areas with septic field failures and sealing abandoned wells.
11. To reduce consumption of groundwater resources.
12. To prevent problems caused by uncontrolled discharge from flowing wells.

**B. Policies**

In addition to the policies described in Part III the following policies are established:

1. Development in areas which, in the opinion of the Board or Council, may be subject to physical hazards shall generally be limited to agricultural uses or open space uses. Under special economic or social circumstances the Board or Council may permit more intensive development if the hazard is eliminated or protected against. Development in hazardous areas shall be subject to the following requirements:
  - a. If the land is subject to flooding all permanent structures must be located on land which has been raised by fill to an elevation at least 0.6 metres above the 100 year flood level.
  - b. Land which may be eroded away within a period of 50 years must be excluded from development unless it is demonstrated, to the satisfaction of Council, that the erosion process has been halted.
  - c. Development shall not be permitted on lands subject to bank instability, landslides or subsidence.
  - d. All structures and services shall be protected against damage and shall be functional under hazard conditions.
2. Notwithstanding Policy 1, development will not be permitted if it will result in:
  - a. an added risk to life or safety; or:



6. Development shall not adversely alter, obstruct or increase water flow, or flood levels. Development shall be allowed only if the cumulative effect of all foreseeable development in the flood prone area is within water flow, flow velocity or flood level limits.
7. All structures and services shall be protected against damage and shall be functional under hazard conditions. Development proposals shall require a detailed analysis of the specific site prepared by a qualified engineer.
8. The Manitoba surface water quality objectives shall be used as a guideline to maintain surface water quality for sustained use for existing and future users.
9. Development or activities such as dumping, excavation and clearing that accelerate or promote bank erosion or instability shall not be permitted.
10. Endeavour to establish and maintain a 100 foot (30 m) public reserve from the ordinary high water mark adjacent to all surface waters to protect or re-establish functioning riparian areas where they have been altered to help stabilize banks, provide aquatic and wildlife habitat, and protect water quality.
11. Development shall not result in damage to other property through the creation or aggravation of erosion, bank instability or drainage problems.
12. Land subject to flooding is land that would be inundated by a one hundred year flood, a recorded flood exceeding the one hundred year flood, or a flood of such magnitude as may be specified by the Province in areas protected by flood control works.
13. Land subject to erosion is land that, within a fifty year period, would be eroded away or become unstable due to the action of water contained in an adjacent waterway or water body.
14. The Planning Area Board and municipalities shall work with other municipalities, Conservation Districts, and other interested parties to prepare watershed management plans to protect watersheds from pollution.
15. Consultation with the Manitoba Conservation shall occur with any development proposal adjacent to the Netley-Libau and Oak Hammock marshes, or any waterway or waterbody.
16. Intensive development and high capability wells should be permitted only in areas where they will not cause a reduction in water supply for existing users.
17. Groundwater consumption should not exceed the total sustained yield of an aquifer.
18. Wells should be installed in a manner that will not have a detrimental effect on aquifers, while abandoned wells should be sealed.
19. Wells in flowing well areas should be constructed in a manner that would facilitate control of discharge.
20. Activities that may cause pollution under normal operating conditions or by accident should not be permitted in groundwater pollution hazard areas unless it can be proven by adequate field investigation

that the proposed activities will not cause pollution of existing or potential groundwater supply in the area.

21. The Board of the District shall not approve any subdivision or issue a development permit if, in the opinion of the Board, the subdivision or its related activities endanger the potability of the groundwater resource; or if the precautionary measures taken or proposed by the proponent do not sufficiently mitigate the risk of polluting the groundwater.
22. The risk of any potential impact on groundwater resources due to development within the District shall be evaluated prior to development by qualified personnel.

### **C. Implementation**

The objectives and policies in the section shall be implemented by various means such as;

- Assistance and advice on hazard lands by Manitoba Water Stewardship;
- Public and private cooperation through management and development agreements;
- Secondary plans;
- Zoning by-law provisions;
- Subdivision control shall require complete engineering as a re-requisite to an application;
- Development permits;
- Conservation agreements;
- Public Reserve dedication;
- Aquifer management is administered by Manitoba Water Stewardship under the provision of *The Ground Water and Water Well Act* and *The Water Rights Act*;
- The prevention of detrimental effects on aquifers through proper well construction is administered by Manitoba Water Stewardship under the provisions of *The Ground Water and Water Well Act*;
- The prevention of uncontrolled discharge and the control of discharge from flowing wells through well construction is regulated by the Water Resources Branch of Manitoba Water Stewardship under the provisions of the regulations made under *The Ground Water and Water Well Act*, and the municipality, which may pass by-laws for regulating construction, closing and operation of flowing wells under the provisions of *The Municipal Act*;
- Provide assistance to Manitoba Water Stewardship, PFRA, and the Eastern Interlake Conservation District to prepare groundwater and surface water management plans for aquifers and watersheds in the Planning Area;

- Applications for conditional uses in areas subject to potential groundwater pollution shall consider environmental quality and protection of the groundwater resources;
- Require geohydrological impact studies to be submitted for significant developments in proximity to areas where there is significant potential for groundwater pollution;
- Work in partnership with the Planning Area's municipalities and Manitoba Water Stewardship to eliminate storage of potential pollutants where ground or surface water contamination is likely to occur; and
- Promote water conservation by implementing municipal water conservation strategies.

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## **Municipal Services and Infrastructure**

The municipal services in this section are those which are provided for residents by municipal governments namely, solid waste collection and management, land drainage, wastewater sewers and water works systems. Further details on the future planning and implementation of municipal wastewater sewer services can be found in the SDPA Wastewater Management Plan.

### Solid Waste Collection and Management

Residents in the City of Selkirk have curb-side garbage and recycling pickup. There is a two bag limit for garbage pickup and any additional bags require a tag purchased from a local grocery store or municipal office. The recycling and oil recycling depots are located at the Walker Street Waste Transfer site west of PTH 4. For one day in the summer each year the City of Selkirk operates a hazardous waste depot for residents at the public works yards.

The RM of St. Clements has four waste transfer stations located through the municipality at Dunning Road, Clarke Road, Grand Marais, and Gull Lake. Recycling facilities also are also available at these locations. There is one municipal landfill in the RM located on Road 88N.

The RM of St. Andrews has recycling depots at the following locations:

- Harry's Foods (5571 Highway 9)
- South Fire Station (Donald Rd. & Highway 9)
- Dawson's Enterprises (Highway 9 & 27)
- Earl Grey Landfill (Earl Grey Road)
- Clandeboye Landfill (Bell Road)
- Dunnottar Land Fill (PR 225)

Oil recycling is available at the Earl Grey and Clandeboye landfills.

The RM of West St Paul has curb-side weekly pick up of garbage and recyclables on Thursday for portions of the municipality. There is no municipal dump in the RM of West St. Paul. Residents are directed to use the Prairie Green Landfill in the RM of Rosser just north of the Perimeter highway and east of PTH 7.

### Land Drainage Sewers

In the City of Selkirk surface water is collected primarily by means of sewer in the densely built up urban areas and by ditches in the agricultural and industrial areas. Surface drainage in other settlement centres is collected by ditch almost exclusively. Drainage from agricultural areas frequently flows through settlement centres to natural water courses.

## Wastewater Management

The main type of wastewater management system for urban and settlement centres in the SDPAB is a pipe collections system with centralized treatment. These are typically a gravity sewer system that flow to a sewage treatment plant where it is treated before being released into the Red River.

The City of Selkirk has an urban standard sewer system that services almost all residences in the City. The City also experiences the problems of interconnected storm and sanitary sewer systems. Almost 40% of the City's older areas have this problem and when major storms occur the sewers experience overloading.

In the RM of West St. Paul there are several waste treatment and water distribution plants. The residential suburban neighbourhoods of Riverdale, Lister Rapids, Rivercrest, and River Edge all have sewers with a sewage treatment plant of some sort. In addition, Middlechurch Home and St. Benedict's Centre are institutional uses that have their own sewage treatment plants.

In the RM of St. Clements, a sewage treatment plant is located in Lockport and is run by the municipality. Grand Marais has sewer services and a sewage lagoon that serves the resort area.

In the RM of St. Andrews, Lower Fort Garry National Historic Site, Larter's Golf Course and St. Andrews School are serviced by a sewage treatment plant. Highway Gardens Mobile Home Park, Lockport School and St. Andrews Airport are also serviced by independent waste water facilities.

Soil conditions in the SDPAB are not favourable to septic fields due to the low permeability of the soils in the area and their performance can be characterized as poor, particularly in the heavily developed areas along the Red River where river lots dominate. In 1999, Wardrop Engineering studied the river lot portion of the Planning Area and found 200 confirmed septic field failures in the RM of St. Andrews and St. Clements alone. There is a Provincial Medical Officer of Health Order in effect in the south west corner of the RM of Clements. The area is experiencing septic field failures resulting in effluent flowing into ditches. The Health Order requires that the RM of St. Clements find a permanent solution to this problem.

The most common complaint relating to septic field break-outs is the offensive odour from the ponded sewage effluent. However, the more serious concern is the health and environmental risk which the sewage represents. If any reasonable value is placed on public health and on environmental capital such as watersheds and the aquifer, an economic analysis will show that on-site disposal systems between Selkirk and Winnipeg along the Red River corridor have no place under the present development parameters.

There are plans for waste water management via piped services in certain areas of the Selkirk and District Planning Area. It is anticipated that this first phase of waste water infrastructure will be in place within the next 2 to 5 years. The extension and construction of such waste water infrastructure is subject to inter-municipal agreements, local improvement areas and development agreements.

As a Settlement Centre, the Middlechurch area within the RM of West St. Paul has plans for extended sewer infrastructure which may be accomplished through intermunicipal agreements and shared services between the City of Winnipeg or the RM of St. Andrews. There is also the option of stand alone plants. Given the above information on health orders and septic field failures there are also plans for the extension of waste water treatment from the RM of East St. Paul to the southern portion of the RM of St. Clements and the installation of piped services in the East Selkirk area which has also been identified as a Settlement Centre. The Grand Marais

Settlement Centre is also anticipated to have extended waste water infrastructure in developed areas. Discussions between the City of Selkirk and the RM of St. Andrews point to the extension of municipal services from the City of Selkirk to the Lockport Area.

#### Waterworks Systems

The City of Selkirk obtains its domestic water from four (4) municipal wells which is piped to the City's water treatment plant located in the heart of the City adjacent to the curling rink. Production from the four wells is near capacity and Selkirk must identify a long term sustainable water strategy to accommodate its expanding demand. Water can be drawn from the Red River but is not a desired option due to the increased cost of treatment.

Outside of Selkirk, Rivercrest in the RM of West St. Paul has a centralized water supply that is used by half of the residents. The rest of Rivercrest residents are using private wells. Lower Fort Garry National Historic Site in the RM of St. Andrews is serviced by a water treatment plant as well.

Given the high level of water usage in Selkirk and in neighbouring areas where septic fields are used, where increased water usage can cause system failures, a water conservation program should be considered for the Planning Area. Depending on the success of the water conservation program, most if not all of the City's water problems could be solved and further excess capacity created. Reduced water consumption would eliminate the need in the short term for drilling new wells.

East Selkirk has a history of contaminated water supply. Unlike most of the Planning Area, the layer of till and clay in the area is thin and surface runoff can penetrate to the bedrock quickly. There is also an abandoned limestone quarry in the area where surface water can penetrate the aquifer without the benefit of percolating and being filtered through soils. Septic field failure in the area is also a concern. Many residences were built in the 1960s and 1970s with subsurface septic fields. Some of these fields are now failing causing effluent to mix with surface runoff. The Medical Officer of Health for the Province of Manitoba issued a precautionary boil water in December 14, 2001 for areas of East Selkirk. The provincial departments of Health and Conservation will not support subdivision of land in the above areas until contamination has been mitigated and the precautionary boil water advisory is rescinded.

#### Red River Infrastructure Committee (RRIC)

Given the health and environmental problems that are occurring due to failing septic fields in the Planning Area, the Red River Infrastructure Committee was formed with the purpose of extending sewer, water, and solid waste management services throughout the Red River corridor north of Winnipeg. The committee consists of 5 member municipalities: the City of Selkirk, and the RMs of West St. Paul, East St. Paul, St. Clements, and St. Andrews. A study has been completed to enable cost comparisons of extending services into select areas of the region.

Infrastructure expansion to provide sewer and water services requires considerable expenditure. It is therefore necessary to plan infrastructure with a long term vision to ensure an appropriate, orderly, affordable, and a cost effective approach to servicing and development. Further planning, feasibility, financing, phasing and engineering studies will be required prior to the extension of services.

This Development Plan contemplates the extension of services to areas designated Settlement Centre, General Development, Rural Residential and Agriculture Restricted in the Red River Corridor and the RM of West St. Paul. The highest priority will be given to those areas with environmental challenges and Health Orders as well as areas

designated Settlement Centre and General Development. This priority areas have been outlined in Maps 15 & 16. The second highest priority will be areas designated Rural Residential. Finally, because of existing residential development in Agriculture Restricted areas, these areas are being considered for the extension of sewer and water services in the long term.

The City of Selkirk is effective in the Planning Area in providing its residents with good water and waste water treatment facilities along with a full piped distribution system. The City has surplus capacities in both water and sewer treatment plants and neighbouring municipalities are examining, with the City, possible arrangements to access the City's water and sewer surplus as part of an infrastructure review undertaken by the Red River Infrastructure Committee. The first phase of this initiative could be to extend sewer services to East Selkirk. Alternatively, there is the possibility of a stand alone plant and piped services provisions for the East Selkirk area. Similarly the extension of services from the City of Winnipeg to the RM of West St. Paul is being explored. Another possibility is a stand alone treatment plant shared between the RM of West St. Paul and St. Andrews.

The Planning Area Board promotes the densification of residential development in the City of Selkirk, Settlement Centres, and General Development Areas in the Planning Area. Densification makes the provision of sewer and water services increasingly fiscally feasible which would in turn reduce the negative environmental and potential health impacts of septic fields. Secondary plans are being prepared to ensure future sustainability of development as well as the phasing of orderly development in the Red River Corridor.

#### **A. Objectives**

In addition to the objectives described in Part III the following objectives are established:

1. To provide and maintain a high level of municipal services to ensure healthy, safe and cost effective community development.
2. To maximize the use of the existing municipal infrastructure prior to extending the system.
3. To maintain capacity in the municipal services system to readily accommodate new development.
4. To maximize the life span of landfill sites and solid waste transfer stations.
5. To maintain up-to-date record drawings of municipal utilities.
6. To secure a long term sustainable water supply for the City of Selkirk.
7. To service the existing and future development located in the Red River Corridor with centralized municipal wastewater services.

#### **B. Policies**

In addition to the policies described in Part III the following policies are established:

1. Densification of residential development in the City of Selkirk, Settlement Centres, and General Development Areas where appropriate services can be provided will be encouraged to make the provision of sewer and water services increasingly fiscally feasible.

2. Large development proposals shall be guided by secondary or concept plans to consider phasing of infrastructure and in order to determine service provisions requirements for the subject property as well as adjoining lands.
3. Drainage systems shall continue to be improved.
4. Adequate water transmission and storage facilities shall provide water at acceptable volumes and pressures within the service area.
5. The current program of constructing separate land drainage sewers in existing areas and retention lakes in new development areas shall be continued to increase the capacity of the existing waste water sewage collection system.
6. Wastewater sewer installations should be planned in conjunction with roadway pavements to prevent unnecessary disturbance of paved surfaces.
7. Programs to reduce the volume of solid waste, such as “reduce, reuse, recycle” and small and mid-scale composting shall be supported.
8. Infrastructure fees shall be monitored to minimize public costs for installation of underground services.
9. Options for effective waste management and treatment shall be considered to ensure cost effectiveness and sustainability.
10. New or expanded development, including proposed subdivisions, shall be limited so as to ensure that there are facilities and the capacity in place to adequately manage the waste that will be generated. This includes solid, liquid and septage waste.
11. No new zoning for new development will be permitted within the General Development, Settlement Centre and adjoining Rural Residential areas until secondary plans and plans for improved municipal infrastructure and services, including sewer and/or water, have been prepared (Refer to SDPA Wastewater Management Plan for further details).

### **C. Implementation**

The objectives and policies of this section shall be implemented by various means such as:

- Secondary plans
- Community sustainability strategies
- Examination of options for cost effective municipal services
- Zoning By-laws
- Subdivision review processes
- District Wastewater Management Plan

- Development agreements
- Intermunicipal partnerships
- Work in partnership with the Office of Drinking Water to ensure provisions of *The Drinking Water Safety Act* and its supporting regulations are followed where piped water and sewer systems are in use.

**Development Constraint Maps 15-16 outline waste water treatment collection phases; showing a City of Winnipeg option and a possible inter-municipal system, as discussed in this section.**

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## Fisheries

Commercial fisheries on Lake Winnipeg have thrived for nearly 125 years due to the abundance of pickerel, whitefish, sauger, and goldeye. The approximate value of the fish harvested from the lake is just under \$20 million dollars annually. The Selkirk and District Planning Area Board recognizes that the tourism, employment and economic spin-offs related to the Lake Winnipeg fishery and recreational fishing along the Red River and other tributaries are significant to the Planning Area.

Major fish habitats include the Red River, Netley Creek, Wavey Creek, Cook's Creek, Devil's Creek, and the Netley-Libau Marsh. Popular areas for tourists and local citizens include Lockport and the Selkirk waterfront area.

Fish habitat continues to be threatened by human activities and development. Human residential and agricultural activities, greywater, septic field failures, water use efficiency, cosmetic use of fertilizers, damage to riparian zones, and erosion all lead to the destruction of fish habitat.

### A. Objectives

In addition to the objectives described in Part III the following objectives are established:

The following objectives should serve as a guide to the Planning Area Board and/or Council in land use and conservation planning affecting fishery resources:

1. Fish are a renewable Crown resource and it is incumbent upon the government, as the resource steward, to ensure that appropriate use is made of the resource and that the resource is passed on to future Manitobans in at least as vigorous a state as it was received by our generation.
2. To ensure that fish stocks are protected from irreparable damage, and to prevent the decline of stock numbers to levels where recovery is doubtful by:
  - a. Protecting spawning sites as designated by Manitoba Water Stewardship and the Department of Fisheries and Oceans.
  - b. Protecting fisheries habitat and those components necessary for the survival of all fish life-stages in areas containing significant fish populations, or providing an essential habitat component within the region.
3. To protect areas of existing commercial and recreational fishing activity within Lake Winnipeg and on the Red River.
4. To promote the use of conservation agreements, riparian tax agreements or other means to protect, maintain, or enhance fish habitat and riparian areas.
5. To provide a variety of fishing opportunities to all Manitobans.

6. To promote communications and co-operation between private landowners, the public, local government, Manitoba Conservation, Manitoba Water Stewardship and the federal Department of Fisheries and Oceans as a means to achieve high standards of conservation practices.

**B. Policies**

Fish habitat can be retained or rehabilitated by judicious use of land and water in the municipality. In order to achieve the fisheries objectives, to mitigate and alleviate concerns, and in addition to the policies described in Part II the following policies are established:

1. Fish habitat shall be protected and;
  - a. Ditching and stream modification should not be permitted in areas identified as important spawning sites and nursery areas;
  - b. Land clearing, cultivation and development to the shore of any natural water body shall be limited;
  - c. Excessive nutrient loading of natural waters (organic or siltation) as a result of agriculture, municipal and private sources shall be discouraged; and
  - d. A buffer strip of natural vegetation 100 feet wide from the ordinary high water mark should be maintained along spawning waterbodies. Development or maintenance of appropriate vegetative cover along waterways and lakes to prevent erosion, siltation and to reduce run-off shall be promoted.
2. Shorelines subject to intensive use and development should be protected from excessive erosion and organic loading.
3. The Planning Area Board and municipalities shall promote the protection of riparian areas.
4. Public fishing opportunities shall be encouraged through the provision of sport fishing programs, additional public access, and the protection of existing public access.
5. Major mineral extraction projects (e.g. quarry materials or sand and gravel) shall consider the potential for future fish stocking.
6. Any work in or near water that has the potential to harmfully alter, disrupt or destroy fish habitat including riparian areas or deposit deleterious substances including sediment into any fish bearing waters should be aware of section 35 and section 36 of the *Fisheries Act*, and must be reviewed by Manitoba Water Stewardship.

**C. Implementation**

The objectives and policies with respect to fisheries shall be implemented as follows:

- The use of dykes instead of channel deepening and straightening shall be encouraged
- Assistance and advice on conservation practices by the staff of Manitoba Water Stewardship and the federal Department of Fisheries and Oceans.
- Public and private co-operation through management and development agreements.

- Following the principle and guidelines of sustainable development as outlined in the Provincial Land Use Policies.
- Forwarding proposed developments located near waterways and water bodies to Manitoba Water Stewardship, Fisheries Branch for review. If necessary, Manitoba Water Stewardship will seek advice from Fisheries and Oceans Canada regarding the potential for harmful alteration, disruption or destruction of fish habitat which is prohibited under *The Fisheries Act*.
- Advice and consultation with the East Interlake Conservation District
- Conservation agreements, riparian tax credits, or other means.

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## Wildlife and Natural Resources

The Selkirk and District Planning Area contains an abundance of wildlife habitat ranging from marginal to high capacity. These habitats are sensitive and unique types of habitat can be adversely affected by conflicting land uses. The Oak Hammock Marsh Wildlife Management Areas (WMA) was established to set aside habitat for indigenous flora and fauna and is an important waterfowl migration staging area. The Mars Hill WMA and the Libau Bog and Brokenhead Ecological Reserve border the east boundary of the Planning Area. Ecological reserves are created to preserve unique and rare natural features of the province and examples of natural and modified ecosystems. They are not intended to be recreation, resource harvest, or multiple use areas.

In addition to WMAs and Ecological Reserves, the Planning Area has several Provincial Parks which protect wildlife habitat and natural resources. The Netley Creek, Winnipeg Beach, River Road, Lockport, Birds Hill, Patricia Beach, and Grand Beach Provincial Parks are contained within or border the Planning Area.

Oak Hammock Marsh is also designated as a heritage marsh while the Netley-Libau Marsh, a 24,000 hectares area of the Red River delta at the south end of Lake Winnipeg, has been nominated for this designation.

There are three species designated at risk under *The Endangered Species Act* in the Planning Area. They are:

- Loggerhead Shrike: endangered songbird that can be found in the RMs of West St. Paul and southern areas of St. Andrews and St. Clements.
- Piping Plover: endangered shorebird consistently found nesting on broad beaches along Lake Winnipeg.
- Western Silvery Aster: threatened wildflower that can be found in areas around Bird's Hill Park.

Clearing large tracts of contiguous woodland and the spraying of pesticides and herbicides can harm the habitat. As well, boating activities can disturb nesting birds during their nesting season.

### A. Objectives

In addition to the objectives described in Part III the following objectives are established:

1. To preserve and sustain biological diversity and natural ecosystems in the region.
2. To protect threatened or endangered plant and animal species.
3. To protect significant wildlife habitats and wildlife populations.
4. To protect natural areas and habitats from incompatible or potentially incompatible land use activities and/or developments.
5. To minimize impacts of development on aquatic ecosystems, wetland environments, and riparian areas.
6. To promote communication and co-operation between private land-owners, the public, local government and Manitoba Conservation so as to achieve high standards of conservation practices.

## **B. Policies**

In addition to the policies described in Part III the following policies are established:

1. Lands adjacent to Wildlife Management Areas, Ecological Reserves, Provincial Parks, and Heritage Marshes should have compatible land uses that protect the integrity of these areas.
2. Significant deer wintering areas shall be recognized and afforded protection as follows:
  - a. Lands should be retained for uses compatible with the rural setting and wintering habitat preservation; and
  - b. Agricultural lot sizes and agro-residential family splits are considered appropriate. Wherever possible, the destruction and clearing of wintering habitat should be avoided.
3. Significant wetlands and heritage marshes shall be recognized and afforded protection from degrading uses. Lands within a quarter mile of the ordinary high water mark of any wetland contained within the delineated significant waterfowl areas shall be retained in rural agricultural uses that serve to protect and preserve the integrity of the wetlands and agro-residential family splits are considered appropriate.
4. Retention of native vegetation and contiguous woodlands is encouraged on all public and private lands in the Planning Area. Where possible, vegetative cover shall be retained on unused road allowances and on municipal lands having low agricultural capability.
5. The Province may identify areas of Crown and private land that are representative of major natural regions and may protect Crown lands from land uses that would negatively affect their natural characteristics. Natural areas and habitats shall be protected from incompatible or potentially incompatible uses where:
  - a. Rare or endangered flora and fauna have received designation and protection under either *The Endangered Species Act* or the Federal "Species at Risk Act".
  - b. Lands have received provincial designation and protection under the Protected Area Initiative.
  - c. Lands have been identified as Provincial Parks, Wildlife Management Areas, Ecological Reserves, and other sensitive ecological areas.
  - d. Private lands have been voluntarily protected by landowners under *The Conservation Agreements Act*.
6. Access to natural areas and wildlife and fisheries habitat will be encouraged, to foster appreciation for and enjoyment of nature, but not to the level of access/development which will exceed the capability of the land to sustain the environment and ecosystem integrity.

## **C. Implementation**

The objectives and policies of the District with respect to wildlife resources and natural areas shall be implemented as follows:

- Assistance and advice on conservation practices by Manitoba Conservation;
- Forwarding proposed developments located near significant wetlands to Manitoba Water Stewardship, and within significant wintering areas to Manitoba Conservation for review;
- Public and private co-operation through management, development, and conservation agreements;
- Adoption of zoning by-laws;
- Through subdivision control procedures and the issuance of development permits where appropriate;
- Following the principles and guidelines of sustainable development as outlined in the Provincial Land Use Policies;
- Proposed developments within 1 mile of a wildlife management area, ecological reserve, Provincial Park or other protected area will be referred to Manitoba Conservation for review and comment, 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; and
- Proposed developments located near waterways and water bodies that have the potential to alter, disrupt or destroy aquatic habitat; including riparian area, will be referred to Manitoba Conservation for review.

**Maps 13-14 illustrate Wildlife Management Areas in the district.**

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## Heritage

The SDPA arguably has the largest inventory of historic assets and artefacts in the Province next to Winnipeg. The area along the Red River between the Forks in Winnipeg and Lake Winnipeg was the first area settled in Manitoba both pre and post European contact and thus has a wealth of historic and archaeological artefacts.

Heritage resources are social and economic assets to the region and require protection. The economic benefits of historical tourism have already been developed to some extent as sites such as Lower Fort Garry, St. Andrews Church, River Road Heritage Parkway, and Lockport demonstrate. From a sustainability perspective, preserving heritage buildings uses less energy than new construction, creates less waste in landfills, and makes efficient use of existing infrastructure. The City of Selkirk with assistance from the Historical Resources Branch of Manitoba Culture, Heritage, and Tourism has drafted the Selkirk Community Heritage Management Plan. The plan answers key questions about the existing situation, defines a community vision for heritage, and recommends an action plan for implementation.

In addition to sites with official designations there are numerous sites that may have historic significance but are not designated as such and thus not protected. These sites have not been evaluated by volunteer municipal councils in Selkirk, St. Andrews or St. Clements or provincial and federal officials. Therefore, if an application for development on one of these sites is made, the District should request a determination of the historical significance of the site prior to issuing a development permit.

### National Designation

- St. Andrews-on-the-Red Anglican Church – RM of St. Andrews
- Lower Fort Garry – RM of St. Andrews
- St. Andrews Camere Curtain Bridge Dam – RM of St. Andrews
- Miss Davis' School for Girls/Twin Oakes – RM of St. Andrews

### Provincial Designation:

- Captain Kennedy House – RM of St. Andrews
- Firth House – RM of St. Andrews
- St. Peter's Dynevor Anglican Church – RM of St. Clements
- St. Peter's Dynevor Anglican Church Rectory – RM of St. Andrews
- Little Britain United Church – RM of St. Andrews
- St. Andrews-on-the-Red Anglican Church – RM of St. Andrews
- Selkirk Post Office – City of Selkirk

- Bunn House – RM of St Clements
- Colcleugh House – City of Selkirk
- Cox House – RM of St Clements

**Municipal Designation:**

- MacKenzie Presbyterian Church – RM of St Clements
- Municipal Building – RM of West St. Paul
- Stuart House – City of Selkirk
- Summerscale House – RM of St. Andrews
- Fox Estate – RM of St. Andrews
- Saint Louis Cottage – RM of St. Andrews
- Scott House – RM of St. Andrews
- St. Thomas Church – RM of St. Andrews
- St. Clements Anglican Church – RM of St. Andrews
- Tallin House – RM of St. Andrews
- Foster Farm – RM of St. Andrews
- Trader’s Bank Building – City of Selkirk

Further information on Municipal Designations and sites within the RM of St. Andrews can be found in the 2004 St. Andrews Heritage Advisory Committee- Historical Building Inventory compiled by Donna Sutherland.

**Other Sites of Substantial Heritage Significance in the City of Selkirk**

- Selkirk Bridge
- Street Car Freight Office
- Gilbert’s Funeral Home
- Examples of Early Housing
- Merchant’s Hotel
- Lutheran Church

- Knox Presbyterian Church
- Redemption Centre
- Former Street Car Barn
- Victor Ericson's House
- Sooter's House
- Danny Williams' House
- Manitoba Avenue
- Rifkin Building
- Masonic Temple
- Riverside Grill
- Administration Building at the Mental Hospital

The municipality of Selkirk was officially incorporated in 1882 but did not become a city until a century later. The area was first settled by people of Aboriginal ancestry and was the site of the St. Peters Indian Reserve and Métis settlement. Settlers arrived by York boat in the early 1800's from the British Isle and later arrivals came from eastern Canada and Europe. Selkirk served for many years as the last harbour on the Red River system before Lake Winnipeg. The City of Selkirk's most prominent historical monuments are displayed in the Marine Museum that presents the story of the development and operation of marine trade and commerce on Lake Winnipeg and the Red River through a presentation of ships, artifacts, and other items from 1850 to present day.

The Selkirk and District Planning Area has a strong agricultural history and heritage. In addition to historic sites and buildings, the planning district has several recognized centennial farms. These designated lands have been worked by the same family for at least one hundred years and are 50 acres or over in size.

There are several natural resources that are also heritage resources and thus deserve special consideration. The Red River has been designated a Canadian Heritage River. Natural resources are also very important to Aboriginal culture and spirituality. Further, the banks of waterways throughout the District are rich with 129 archaeological sites which may contain artefacts that have yet to be properly excavated. A study of archaeological resources in the district was completed in the mid 1980s and can be found in a publication by Historic Resources Branch of Manitoba Culture, Heritage, Tourism, and Sport called *Land Below the Forks: Archaeology, Prehistory and History of the Selkirk and District Planning Area*. Therefore, the protection of the access to the river, views, vistas, natural vegetation, and the riparian zone should be considered from a historical and archaeological perspective as well as from a natural resource perspective.

Other heritage organizations and institutions exist in the Planning Area. For example, The Selkirk Mental Hospital maintains an archives and museum and the City of Selkirk is considering establishing a formal archive.

## **A. Objectives**

In addition to the objectives described in Part III the following objectives are established:

1. To preserve, protect, and identify heritage resources in the municipality and establish community heritage management plans.
2. To encourage public awareness, understanding and appreciation of heritage resources.
3. To encourage adaptive re-use of heritage buildings where appropriate.
4. To protect heritage buildings and sites from incompatible or potentially incompatible land use activities and/or developments.

## **B. Policies**

In addition to the policies described in Part III the following policies are established:

1. The Planning Area Board and municipalities shall encourage and facilitate the identification of heritage resources in the district.
2. The Planning Area Board and municipalities shall endeavour to preserve and protect its heritage resources through the judicious use of statutory prohibitions in demolition, restrictive zoning by-laws, subdivision control procedures, issuance of development permits, design regulation by-laws, and designation of heritage sites.
3. The Planning Area Board and municipalities shall encourage the formation of and support municipal heritage committees in order to identify, commemorate and protect heritage resources and to provide a source of advice on heritage issues.

## **C. Implementation**

The objectives and policies above shall be implemented by the following means:

- Any development, repair, or alteration on a national historic site must comply with the *Standards and Guidelines for the Conservation of Historic Places in Canada*.
- A provincially designated heritage site cannot be damaged, destroyed, removed, repaired or developed unless a heritage permit is obtained from the Department of Culture, Heritage, Tourism, and Sport.
- Alterations to municipal heritage sites require a heritage permit obtained from the designating municipal government.
- To ensure that heritage resources are not lost without the opportunity for proper exploration, the municipality should request the local municipal heritage committee, where one exists, and the Manitoba Historic Resources Branch to identify sites and to delineate areas with high heritage resource potential.

- In order to preserve and protect the heritage resources, the municipality should designate municipal sites, upon the advice of the local heritage committee, and should enact a by-law to provide for the protection of any Municipal Heritage Sites, as provided for under *The Heritage Resources Act*.
- The municipality shall refer any proposed development, subdivision, change in land use, demolition, alteration or similar activity which may affect an identified site or the areas delineated as having high heritage resource potential to the municipal heritage committee and the Manitoba Historic Resources Branch for review and comment.
- To encourage the public awareness of and appreciation for the heritage resources, the municipality should erect commemorative markers, prepare informational material, support educational programs and provide assistance, as deemed appropriate.
- The Planning Area Board and municipalities shall work with Historic Resources Branch to create community municipal heritage plans.

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## Minerals

Aggregate sources in the Selkirk and District Planning Area are derived from gravel deposits and near surface dolomitic limestone bedrock. Aggregate deposits are a critical resource required to support municipal and provincial infrastructure needs and local construction requirements.

Aggregate extraction can be a disruptive operation creating noise, dust, heavy traffic, and are generally unattractive. Extractive industries by their nature are exploitative and require proper site rehabilitation when the resource is exhausted or the operation ceases.

All gravel deposits should be protected in the Planning Area. All major producing sources and areas peripheral to dolomitic limestone quarries should also be protected in the Planning Area.

### A. Objectives

In addition to the objectives described in Part III the following objectives are established:

1. Economically valuable mineral, oil, and gas resources shall be protected from land uses that would restrict the exploration and development of these resources.
2. To promote environmentally sound exploration and development of mineral resources.
3. To integrate mineral extraction into the overall land use planning process.
4. To ensure that aggregate materials continue to be available to support local and regional construction projects at reasonable cost through the efficient use and protection of these resources.
5. To incorporate into the quarry mineral extraction operations, programs to rehabilitate the extraction site to a state that is environmentally safe, stable and compatible with adjacent uses.
6. To minimize potential land use conflicts between mining activity and other adjacent uses; particularly in locations in close proximity to designated urban centres, settlement centres, general development areas, rural residential or major recreation or resort areas.

### B. Policies

In addition to the policies described in Part III the following policies are established:

1. Areas with high quality aggregate deposits suitable for future extraction and areas identified as capable of producing valuable quarry minerals shall be restricted in their use. The uses that shall be permitted are those that will provide access to the resource until such time that it has been exhausted and the site rehabilitated, or the aggregate resource is determined to be forever uneconomical to extract.
2. Areas within 500 metres of the property limits of an active mine or quarry site shall be restricted in their use to provide a suitable buffer zone.

3. The use(s) of exhausted aggregate and mineral quarries shall be compatible with the resource base and the uses of the adjacent landscapes.
4. The Planning Area Board shall, in co-operation with the Mineral Resources Division, require that exhausted aggregate sites be rehabilitated. The standard of rehabilitation will be determined in consultation with the Mines Branch and under the provisions of *The Mines and Minerals Act*.
5. As a conditional use, each new proposal for an aggregate operation or quarry mineral extraction will be granted a Development Permit only after fulfilling the requirements of the conditional use process. Provincial approval for the rehabilitation of depleted sites is granted under Manitoba Quarrying Minerals Regulation 65/92. Crown quarry operations currently require a Lease or Casual Permit under Manitoba Regulation 65/92, Quarrying Mineral Regulation.
6. As a measure to ensure an orderly approach to mineral extraction, individual quarry operators will be encouraged to deplete current operations before starting a new operation.
7. The development permit will be issued after consultation with appropriate provincial authorities to ensure consistency in approaches between the Provincial and Municipal levels of government with respect to critical areas of concern such as soil pollution, use of rights-of-way, etc. A list of the departments and agencies contacted should be sent with the copy of the development permit.
8. All applications will be required to include the submission of a site plan which will show in detail the manner in which extraction or development will occur, and the intended use(s) of the site after the quarrying of parts or all of the site has been completed. Other land use and tenure information such as environmental and cultural sensitivity, residences or other incompatible surface may be required.

### **C. Implementation**

The objectives and policies of the municipality and Planning Board with respect to aggregate resources and quarry minerals shall be implemented through or by:

- The assistance and co-operation of the Mines Branch;
- The zoning by-laws, where mineral extraction will normally be designated as a conditional use in the zoning by-laws of the respective municipalities;
- Subdivision control procedures;
- The issuance of conditional use and development permits; and
- Following the principles and guidelines of sustainable development.

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## Forestry

As most of the land in the Selkirk and District Planning Area has been cleared for agricultural and residential purposes, there are few opportunities to harvest forest resources. Existing stands of trees are usually in small holdings making forestry non-economical but could be managed as woodlots. However, the presences of intact forests are very important in an ecological sense. Forests assist in controlling runoff during the spring by retarding snow melt to reduce flooding, provide habitat to wildlife, and recreation opportunities for people.

The City of Selkirk has a well developed urban forest but the threat of Dutch Elm Disease threatens this resource. American Elms are one of few deciduous tree species able to withstand our harsh winter climate and urban environments. The loss of these trees could have detrimental impacts on riverbank erosion and property values in Selkirk and the surrounding areas.

### A. Objectives

In addition to the objectives described in Part III the following objectives are established:

1. To effectively manage and protect forested lands, and to maintain and enhance the overall benefits accruing from the forest resource sustainably.
2. To protect the Urban Forest in the City of Selkirk.
3. To sustain integrity of the forest land base in Manitoba and to maintain the forest resource in a healthy and productive state.
4. To encourage responsible use and husbandry of the forest resource, to obtain maximum achievable net benefits including employment and recreation opportunities, sound land use practices and soil conservation.
5. To assist in the creation and sustenance of self-supporting industries by providing appropriate tenure and access to a forest resource managed under sustained yield practices.

### B. Policies

In addition to the policies described in Part III the following policies are established:

1. The Planning Area Board and municipalities shall encourage the efficient and effective utilization of these timber resources as cash crops, along with techniques for reducing soil erosion and overland drainage for forests on private land.
2. The City of Selkirk shall manage the urban forest and endeavour to reduce the prevalence of Dutch Elm Disease.

### **C. Implementation**

The objectives and policies shall be addressed and implemented as follows:

- The judicious use of restrictive zoning by-laws, subdivision control procedures and the issuance of development permits which recognize the intent of the concerns and objectives identified;
- Encouraging good forest management practices on all forested land;
- Maintaining the integrity of the forest land base;
- Assistance and advice on conservation practices from Manitoba Conservation and by public and private co-operation through management and development agreements; and,
- Following the principles and guidelines of sustainable development.

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## Part 5 – Land Use Designations

The land use maps that accompany this Development Plan display the following land use designations summarized below. These designations apply the policy framework created throughout all parts of the Development Plan to specific areas in the district.

**RESOURCE AND AGRICULTURE:** Areas predominately reserved for the agricultural and other natural resource related industries and uses.

**AGRICULTURE RESTRICTED:** areas in which small holding development allows for smaller scale less intensive agricultural operations and low density non-farm residential uses.

**RURAL RESIDENTIAL:** Areas reserved for the establishment of rural non-farm residences with or without on-site sewer and water services on small acreage lots excluding cottages or resort type development.

**RESORT:** Areas associated with natural or recreational resources whereby development for tourism, economic development, and seasonal or permanent dwellings is encouraged while protecting the resource which makes development attractive. The intensity of development shall be governed by the natural capacity of the ecosystem and servicing capacity of the area.

**SETTLEMENT CENTRE:** An area where a variety of urban, semi-urban, and suburban land uses or developments either presently exist or may be considered. The density and scale of permitted developments would depend upon, among other things, criteria such as the carrying capacity of the existing and proposed infrastructure, the desired level of development, and compatibility with the surrounding areas.

**GENERAL DEVELOPMENT:** areas where significant residential development exists or is planned when centralized waste and water services become available. Mixed use and neighbourhood commercial development is encouraged at major nodes along major transportation corridors.

**INDUSTRIAL AND BUSINESS PARK:** areas reserved for employment uses. Industrial areas generally allow for more intensive manufacturing uses that may create nuisances which are not compatible with other types of development. Business parks typically have a mix of manufacturing and commercial uses with a higher level of development standards.

**Please note that existing land uses permitted under the respective municipal zoning by-law will be allowed to continue as per Part 5 section 86 of *The Planning Act*.**

**Maps 1 - 8 illustrate land use designations throughout the district.**

## Resource and Agriculture (RA)

Agriculture is the dominant land use in the Selkirk and District Planning Area. As of 2006 there were approximately 460 farms in the census subdivisions of St. Clements, St. Andrews and West St. Paul with an average farm size of 524, 603 and 597 acres respectively.

Over three quarters of the soil in the Planning Area is classified as Prime Agricultural Land (Canada Land Inventory). The soils in the RM of West St. Paul are almost exclusively Prime Agricultural Land.

**Table 13: Soil Capability for Agriculture**

Source: Canada Land Inventory

CLI Classification			West St. Paul	St. Andrews <sup>8</sup>	St. Clements	District Total
Class 1	Prime Agricultural Land	Ac	497	64	121	682
		%	2.3	0.0	0.1	0.2
Class 2		Ac	3724	89264	90944	183932
		%	17.0	43.1	42.5	41.5
Class 3		Ac	17428	84873	51262	153563
		%	79.7	40.9	24.0	34.7
<b>Subtotal</b>		<b>Ac</b>	<b>21649</b>	<b>174201</b>	<b>142327</b>	<b>338177</b>
		<b>%</b>	<b>99.0</b>	<b>84.0</b>	<b>66.6</b>	<b>76.3</b>
Class 4	Marginal Agricultural Land	Ac	--	84	2086	2170
		%	--	0.0	1.0	0.5
Class 5		Ac	--	4445	12246	16692
		%	--	2.1	5.7	3.8
<b>Subtotal</b>		<b>Ac</b>	<b>0</b>	<b>4529</b>	<b>14332</b>	<b>18861</b>
		<b>%</b>	<b>0</b>	<b>2.1</b>	<b>6.7</b>	<b>4.3</b>

<sup>8</sup> The City of Selkirk soils are included in the St. Andrews totals in the Canada Land Inventory.

Class 6	Poor Agricultural Land	Ac	--	7233	10418	17651
		%	--	3.5	4.9	4.0
Class 7		Ac	--	4035	13452	17488
		%	--	1.9	6.3	3.9
<b>Subtotal</b>	Ac	<b>0</b>	<b>11268</b>	<b>23870</b>	<b>35138</b>	
	%	<b>0</b>	<b>5.4</b>	<b>11.2</b>	<b>7.9</b>	
Other	Ac	232	17339	33297	50869	
	%	1.1	7.9	15.5	11.5	

According to Soil and Terrain Information Bulletins on the area prepared by Agriculture and Agri-Food Canada, approximately 7.9% of land in the district is considered Class 6 and 7. Accordingly, agriculture class 6 and 7 lands are not suitable for locating confined livestock production operations on.

Soils used for Annual Crop Land have declined from 1994 – 2001 according to satellite imagery. The RM of West St. Paul experienced a 22% decline in Annual Crop Land or 3,452 acres. The RM of St. Andrews experienced a decline of 8% or 9,328 acres. The RM of St. Clements experienced a 16% decline in Annual Crop Land or 11,503 acres.

The majority of farms in the rural municipalities grow grain and oilseed. Beef cattle is the second most common farm type. The average farm size in the Planning Area is getting smaller and the total area farmed and number of farms continues to decline.

**Table 14: Farm Types in the Selkirk and District Planning Area**

Source: Statistics Canada, 2006 Census of Agriculture

	West St. Paul	St. Andrews	St. Clements	Total
<b>Cattle ranching</b>	3	44	39	<b>86</b>
<b>Hog and pig</b>	0	6	8	<b>14</b>
<b>Poultry and egg</b>	1	4	0	<b>5</b>
<b>Sheep and goat farming</b>	0	0	2	<b>2</b>
<b>Other animal production</b>	3	24	24	<b>51</b>
<b>Grain and oilseed</b>	12	92	71	<b>175</b>
<b>Vegetable and melon</b>	0	3	9	<b>12</b>

<b>farming</b>				
<b>Fruit and tree-nut farming</b>	1	6	6	<b>13</b>
<b>Greenhouse, nursery and floriculture production</b>	3	17	19	<b>39</b>
<b>Other crop farming</b>	3	22	38	<b>63</b>
<b>Total Farms</b>	26	218	216	<b>460</b>

**Table 15: Number of Farms and Farm Acreage**

Source: Statistics Canada, 2006 Census of Agriculture based on Census Subdivision

Year	RM of West St. Paul			RM of St. Andrews			RM of St. Clements		
	# of Farms	Total Farm Area (acres)	Average Size (acres)	# of Farms	Total Farm Area (acres)	Average Size (acres)	# of Farms	Total Farm Area (acres)	Average Size (acres)
1996	32	N/A	N/A	311	142,275	745	268	118,668	689
2001	30	19,034	1232	243	129,404	763	247	115,923	793
2006	26	15,516	598	218	131,212	603	216	112,954	524

Most farms in the rural municipalities of the Planning Area have a total farm capital greater than \$100,000. Farm business operating expenses in the Planning Area total \$46,095,930. Given the amount of economic activity generated from agriculture and the capital invested in the industry, consideration must be given to protect the land resource required for agricultural production, including livestock, from non-compatible land uses.

**Table 16: Farms Classified by Total Farm Capital**

Source: Statistics Canada, 2006 Census of Agriculture based on Census Subdivision

Farm Capital	RM West St. Paul	RM St. Andrews	RM St. Clements
Under \$100,000	3	13	10
\$100,000 to \$199,999	2	27	39
\$200,000 to \$349,999	4	57	56
\$350,000 to \$499,999	8	25	34
\$500,000 to \$999,999	4	41	44
\$1,000,000 to \$1,499,999	2	15	11
\$1,500,000 to \$1,999,999	1	8	7
\$2,000,000 to \$3,499,999	1	24	8
\$3,500,000 and over	1	8	7

Adverse effects of non-agricultural development on agriculture include rising land costs, higher assessment and taxes, loss of productive farm land, increasing incompatibility with farm activities, a changing community structure and demands for more urban related services. Conflicts arise between non-farm residents and farmers over issues such as rural odours, noises and dust.

The potential impacts that large-scale intensive livestock operations may have on the environment are a concern. Livestock production operations should be prohibited on soils with a soil suitability for agriculture of Class 6 or Class 7, as well as organic soils and areas adjacent to water bodies. Improved farm practices and planning are desired. Livestock operations should be restricted, separated and buffered from recreational activities, non-agricultural related residential development, and urban centres. Similarly, existing livestock production operations require protection from the encroachment of non-compatible land uses, particularly non-agricultural related dwellings and recreational developments.

Due to changes in the global economy, farm operators have been increasingly relying on off-farm work and non-agricultural on-farm activities to supplement their income and employment needs. Therefore, there is a need to enable agricultural operators to supplement their farm income.

## **A. Objectives**

In addition to the objectives described in Part III and IV, the following objectives are established:

1. To protect, support and strengthen agriculture as the primary land use in the district;
2. To reserve Resource and Agriculture areas in the City of Selkirk for future orderly and sustainable urban expansion;
3. To protect Resource and Agricultural areas for agricultural and resource use by preventing the development of conflicting uses which may restrict these uses or have an inflating effect on agricultural land assessment;
4. To provide flexibility for farm operators to engage in differing types and sizes of farm operations;
5. To minimize the potential for the pollution of water, soil and air, while providing for expansion of livestock production operations in a manner that ensures it is directed to areas where any nuisance, conflict, and environmental impact will be minimized;
6. To provide for a limited amount of small holding development under specified conditions;
7. To direct intensive commercial and industrial development which requires a high degree of dependence on municipal infrastructure and services to the City of Selkirk and designated Business Park and Industrial areas;
8. To support the development of agro-related industrial and commercial activities, particularly those that complement the agricultural economy, as well as limited highway commercial and industrial development in a manner that is compatible with municipal servicing capabilities, the natural environment, surrounding uses, and provincial highway system; and
9. To ensure that farmers are able to supplement their incomes while maintaining agriculture as their principal activity.

## **B. Policies**

In addition to the policies described in Part III and IV, the following policies are established:

1. Resource and Agriculture areas shall be preserved for a full range and intensity of agricultural and resource based activities except where the range and / or intensity of these activities will conflict with adjacent land uses, sensitive lands, or water resources.
2. Development in the Resource and Agriculture areas will be restricted to agriculture, agriculture related, and resource based uses except as further provided herein.
3. Land uses and development that conflict with a full range and intensity of resource and agricultural activities shall be directed away from Resource and Agriculture areas.

4. Where additional accessory housing is necessary to assist with an agricultural enterprise, such accommodation may be provided on the existing farmstead as part of the farm unit if staff or family members living in the additional housing are significantly employed by the agricultural enterprise.

#### **Subdivision Policies**

5. Where feasible, existing non-conforming small holdings should be consolidated as a requirement of subdivision approval.
6. Any subdivision in the Resource and Agriculture area provided for under these policies are subject to the following site criteria:
  - a. All services can be provided with reasonable efficiency and without undue cost to the municipality;
  - b. The site should not be subject to flooding or other natural hazards, such as erosion, and should have adequate surface drainage;
  - c. The site be adjacent to and have direct frontage and legal access on a developed public all-weather road;
  - d. The siting of a non-agricultural uses shall be consistent with the Livestock Operation Policies below; and
  - e. Non-agricultural related dwellings shall not interfere with agriculture and resource based land uses.
  - f. Parcel sizes should generally be 80 acres in size in order to accommodate a wide range of agricultural and resource based activities
7. Land divisions which create small parcels for non-agricultural or resource related uses shall not be permitted except as provided herein, and subject to a maximum of 2 titles being created from 1 title:
  - a. Parcels with a habitable residence that have been acquired through farm enlargement or consolidation or if a retiring farmer wishes to retire on his or her farm, a farmstead may be subdivided taking into consideration the configuration of the existing yard site when the residence is not required for the agricultural enterprise, the bounds of the parcel do not exceed an established shelterbelt or yardsite and are not wasteful of agricultural lands;
  - b. A new non-agricultural related dwelling on a separate site for an individual whose presence, is necessary in assisting with the permitted agricultural activity with the intent of deriving a significant income from the agricultural activity;
  - c. Where a site has been physically separated as a remnant parcel in the development of a transportation corridor or a major drain, cannot reasonably be used for farming purposes, and will not create a land use conflict if subdivided.

8. No subdivision of land shall be permitted within 400 meters of an abandoned or active sewage lagoon and waste disposal ground unless approved by the appropriate environmental authority. The subdivision of land within 400 meters of an abandoned sewage lagoon or waste disposal ground may be permitted if it can be demonstrated that methane gas generated will not create a problem to the development and confirmed by Manitoba Conservation.

#### **Livestock Operation Policies**

9. The expansion or establishment of livestock operations are required to meet setback requirements as established by Provincial Regulations.
10. The expansion or establishment of livestock operations and non-agricultural uses are required to meet separation distances as established by Provincial Regulations.
11. To ensure compliance with Manitoba Regulations, the operator may be required to confirm separation distances and setbacks for new or expanding livestock operations and all associated structures by employing a Manitoba Land Surveyor at his / her own cost.
12. Livestock operations shall be managed in a manner that minimizes offensive odours and the potential for pollution of soils, groundwater and surface water by using treed shelterbelts and / or the most current odour reducing technology as recommended by the Province of Manitoba.
13. The expansion or establishment of livestock operations shall be directed away from any sensitive land, riparian area, wildlife refuge, shoreland, land subject to flooding, ecological reserve, heritage marsh, wildlife management area, Provincial Park, on land with a soil suitability rating of Class 6 or Class 7, or area where there is significant risk of groundwater contamination, unless adequate provisions are taken to mitigate the contamination risk.
14. Due to the number of non-agricultural related dwellings in Resource and Agriculture, Agriculture Restricted, and Rural Residential areas and Provincial siting requirements, the maximum number of Animal Units for new livestock operations may be restricted especially in the Rural Municipality of West St. Paul due to the close proximity to the City of Winnipeg and expanding residential areas within the municipality.
15. The expansion or establishment of livestock operations shall be permitted in Resource and Agriculture areas subject to the following thresholds in each respective municipality:

##### Rural Municipality of St. Andrews

Livestock operations up to 200 animal units shall be permitted. Any new or expanding livestock operations over 200 animal units shall require a conditional use.

##### Rural Municipality of St. Clements

Livestock operations up to 200 animal units shall be permitted. Any new or expanding livestock operations over 200 animal units shall require a conditional use.

Rural Municipality of West St. Paul

No new livestock operations over 100 animal units shall be established.

Existing livestock operations which have obtained permits may be permitted to expand to more than 100 Animal Units.

City of Selkirk

No new livestock operations shall be established.

16. The Planning Board or Council shall refer all applications involving 300 or more Animal Units to the Minister and request that a Technical Review Committee be appointed to review the proposed application as per *The Planning Act*.
17. On sites where the Technical Review Committee or the Province has identified a potential risk of pollution of soils, groundwater and / or surface water, proposed livestock production operations are required to incorporate measures that will reduce the risk to acceptable levels.
18. In addition to the provisions contained in the Livestock Operation Policies, when evaluating the establishment, expansion or subdivision of livestock production operations, the following factors will be taken into consideration:
  - a. The water source and water quality, the direction of prevailing winds, surrounding natural landscape features, and neighbouring land uses;
  - b. The potential for groundwater pollution, and the means by which ground and surface water will be protected from possible contamination;
  - c. Farm Practices Guidelines for Livestock Production in Manitoba;
  - d. *The Environment Act*; and
  - e. Technical Reports
  - f. The potential for impacts on traffic on provincial and municipal transportation networks...
19. The establishment of livestock production operations on sites created by farmstead subdivision shall not be permitted.

**Commercial and Industrial Development Policies**

20. In general, industrial developments should only locate in Resource and Agriculture areas when the enterprise is dependent on a resource or is agricultural in nature.
21. In general, commercial developments should only locate in Resource and Agricultural areas when the enterprise is dependent on a resource or is agricultural in nature.

22. Commercial and industrial development that require a small land area, urban services, and is not related to resource or agricultural activities will not be permitted in the Resource and Agriculture areas.
23. Certain specialized or small scale agricultural activities such as nurseries, horticulture, and bee keeping may be allowed on smaller parcels in the Resource and Agriculture area provided that they are compatible with surrounding agricultural activities, secondary to the primary residential or agricultural use, modest in scale and investment, and not generate significant levels of traffic or otherwise have adverse effects on neighbouring land uses.
24. Small scale industrial uses may be permitted in the Resource and Agriculture area as part of a farm operation in accordance with the overall objectives and policies for the rural areas. The range and / or intensity of such small scale industrial uses may be limited and shall be treated as conditional in the Resource and Agriculture area.
25. Home based businesses may be allowed in the Resource and Agriculture area subject to their size, compatibility with surrounding uses, servicing requirements, impacts to offsite infrastructure, and impact on the environment. Where proposals are within the vicinity of a provincial highway, a copy of the proposal should be sent to Manitoba Infrastructure and Transportation for their review as a change in use permit may be required.
26. In approving commercial and industrial uses in Resource and Agriculture area the following criteria shall be considered:
  - a. The size and type of operation;
  - b. Compatibility with the surrounding land uses and activities;
  - c. The requirement for provision of municipal services;
  - d. The potential for adverse effects on surface and groundwater, air quality, noise levels, and other characteristics important to the region; and
  - e. Adjacent land uses and activities, particularly sensitive land, ecological reserves, heritage marshes, wildlife management areas, and Provincial Parks or voluntarily protected areas, such as those established by a Conservation Agreement.
  - f. Review and recommendation by Manitoba Infrastructure and Transportation for developments within the control zones of provincial road and trunk highways or in areas where there may be an impact on the highway system. Development in the control zone will require permits from Manitoba Infrastructure or the Highway Traffic Board.
27. Highway commercial development shall only occur in areas with appropriate commercial zoning and may be considered conditional uses in the municipal zoning by-laws.
28. Highway commercial development shall be restricted to major highways and arterial roads and subject to review by Manitoba Infrastructure and Transportation.

### **C. Implementation**

The development policies shall be implemented as follows:

- Municipal Zoning By-laws, Secondary Plans, Subdivision Control, Development Agreements, and the Development and Building Permit process will be used to implement the various aspects of the Development Plan.
- Where deemed necessary, proponents of larger Livestock Operations greater than 300 animal units in size will be responsible for obtaining detailed Soil Survey information (at a scale of 1:50,000) to allow for the actual soil suitability for agriculture class to be determined, and other environmental or geotechnical information as deemed necessary by Council.
- Applications for livestock operations greater than 300 animal units in size will be referred to the Province of Manitoba Technical Advisory Committee.

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## **Agriculture Restricted (AR)**

The Agriculture Restricted designation allows for small scale agricultural operations on small lot holdings and acts as a buffer between large scale agricultural enterprises and rural residential or urban development. Due to the increasingly residential character of these areas and concerns regarding on-site waste management failures, land designated Agriculture Restricted is intended to be serviced with wastewater sewer when future demand and growth make servicing economically feasible.

### **A. Objectives**

In addition to the objectives described in Part III and IV, the following objectives are established in areas designated as Agriculture Restricted:

1. To provide for small holding development under specified conditions.
2. To provide for a variety of lot sizes to accommodate residential development and small scale agricultural operations on the same lot.
3. To discourage land use practices which would render agricultural land less productive, or have an inflating effect on land assessment and/or taxation.
4. To protect agricultural land for agricultural use, including different types and sizes of mixed farming enterprises.
5. To prevent the development of conflicting agricultural uses and non-agricultural uses in close proximity to each other.
6. To maintain the rural character of the municipality for the benefit and long term interest of the agricultural sector.
7. To support the development of agro-related industrial and commercial activities, particularly those that complement the agricultural economy, in a manner that is compatible with municipal servicing capabilities, and sensitive to the natural environment and provincial transportation system.
8. To ensure that farmers are able to supplement their incomes while maintaining agriculture as their principal activity.
9. Proposed developments should not jeopardize the integrity of the transportation system by impairing its safety and efficiency.

### **B. Policies**

1. **In addition to the policies described in Part III and IV, the following policies are established:**

- a. Agricultural activities in Agriculture Restricted areas shall be limited to a restricted range of farming activities and residential activities as further defined in the applicable municipal Zoning By-laws.
- b. Land uses which would interfere with agricultural production or which would have an inflationary effect on land values shall be avoided.
- c. Land uses that may have a detrimental effect on the local environment or adjacent development shall be treated as Conditional Uses in municipal zoning by-laws to minimize land use conflicts and to prevent pollution of the natural environment.
- d. Where an area of Agriculture Restricted development is bordered on one side by a major transportation corridor or facility such as a highway or rail line, new development shall be directed to the same side of a corridor to maintain safety conditions by eliminating unnecessary cross-corridor movements.

#### Subdivision Policies

##### 2. General Subdivision

The subdivision of lots, generally 4 acres in size, may be permitted in the AR Agriculture Restricted Area designation for the following uses, subject to compliance with “Lot Design Criteria”:

- a. Farm and non-farm residential development;
- b. Agricultural activities excluding livestock operations exceeding 10 au in size, and including hobby farms and small-scale agricultural operations such as market gardening, tree nurseries, berry farms and similar may be permitted and gate sales may be permitted subject to conditional use approval; and
- c. Neighbourhood-scale institutional, commercial or industrial development subject to conditional use approval.

##### 3. Infill – South St. Clements Area

In recognition of the existing historic small-scale residential subdivision and development pattern, much of which was established prior to The Planning Act in the South St. Clements Area, defined as that area located between Henderson Highway and the Red River Floodway, the subdivision of smaller “infill” residential lots may be permitted along Hay Road, Wallie Road, Church Road, Ludwick Road, Donald Road, Dunning Road, McKay Road, Shalom Path and Coronation Road, and; as well as Rebeck Road and Raleigh Road in cases of dual frontage, subject to compliance with “Lot Design Criteria” and the following:

- a. Proposed lots must be of sufficient size to accommodate on-site sewage disposal systems to the satisfaction of that department having jurisdiction, and shall be located and designed in a manner that would facilitate efficient future provision of municipal sewer and/or water servicing.

- b. Proposed lots may be located between or as an extension of an existing grouping of 4 or more non-farm residential lots, where each lot is separated from each other by no more than 100 metres (328 ft) on the same side of the developed public roads listed above.
- c. Proposed lot configuration should not impede or lessen potential for conservation subdivision design and development.
- d. Proposed lots must accommodate extension of roads per adopted concept plans or Secondary Plans.

**4. Conservation Subdivision – South St. Clements Area**

The subdivision of residential lots less than 4 acres in size may be permitted within the South St. Clements Area as shown on Map 8A and defined herein, subject to compliance with the following conservation subdivision criteria:

- a. The “development area” should be comprised of at least 20 generally contiguous acres.
  - i. Development density shall generally be a maximum of 1 lot per 2 acres of gross “development area.”
- b. The conservation subdivision design must:
  - i. Provide public road access from Hay Road, Wallie Road, Church Road, Ludwick Road, Donald Road, Dunning Road, McKay Road, Shalom Path or Coronation Road, and only if no other option is available, from Rebeck Road or Raleigh Road.
  - ii. Designate a minimum of 60 % of the gross “development area” as Open Space, and that will be protected from development through conservation agreements, dedication to the Canada Land Conservancy or similar organization, dedication as public reserve or similar means deemed acceptable to Council. Open Space must connect with existing or proposed open space abutting the development area and should include natural areas, wildlife habitat, environmentally sensitive areas, wetlands, floodplains, steep slopes, mature trees, active recreation areas and farmland; and be zoned open space with long term development constraints as part of a development agreement attached to the rezoning, open space as a common element within a bare land condominium plan, or public reserve.
  - iii. Protect and preserve heritage and archaeological features of considered federal, provincial or local value, and may integrate said sites into the design as appropriate.
- c. Protect and preserve farmland, natural features such as creeks, substantial mature tree stands, and may integrate said sites into the design as appropriate.
- d. The “development area” will be re-zoned to “Conservation Subdivision” with land uses and bulk regulations as defined within the Zoning By-law.

## 5. Lot Design Criteria

All lots, notwithstanding Conservation Subdivision, shall be located and designed subject to compliance with the following criteria:

- a. Proposed lots shall accommodate on-site sewage disposal systems to the satisfaction of the provincial department having jurisdiction, and shall facilitate efficient provision of future municipal sewer and/or water servicing.
- b. Where municipal water is not available, all lots shall have sufficient supply of potable water.
- c. All lots shall have frontage or legal access onto a developed all-weather public road.
- d. All lots shall be located and designed so as to facilitate efficient and economical municipal service provision such as road maintenance, emergency and protective service provision, school busing, as well as future extension of municipal sewer and water services.
- e. Lots shall not be subject to flooding or other natural hazards such as erosion, unless flood proofing may be provided to the satisfaction of the provincial department having jurisdiction.
- f. Lots should have adequate surface drainage.

## Livestock Operation Policies

6. The expansion or establishment of livestock operations are required to meet setback requirements as established by Provincial Regulations.
7. The expansion or establishment of livestock operations and non-agricultural uses are required to meet separation distances as established by Provincial Regulations.
8. To ensure compliance with Manitoba Regulations, the operator may be required to confirm separation distances and setbacks for new or expanding livestock operations and all associated structures by employing a Manitoba Land Surveyor at his / her own cost.
9. Livestock operations shall be managed in a manner that minimizes offensive odours and the potential for pollution of soils, groundwater and surface water by using treed shelterbelts and / or the most current odour reducing technology as recommended by the Province of Manitoba.
10. The expansion or establishment of livestock operations shall be directed away from any sensitive land, riparian area, wildlife refuge, shoreland, land subject to flooding, ecological reserve, heritage marsh, wildlife management area, Provincial Park, on land with a soil suitability rating of Class 6 or Class 7, or area where there is significant risk of groundwater contamination, unless adequate provisions are taken to mitigate the contamination risk.
11. Due to the number of non-agricultural related dwellings in Agriculture Restricted areas and Provincial siting requirements, the maximum number of Animal Units for livestock operations is restricted.

12. Livestock shall be permitted in Agriculture Restricted areas subject to the following thresholds in each respective municipality:

Rural Municipality of St. Andrews

Up to 10 Animal Units may be permitted.

Rural Municipality of St. Clements

Up to 10 Animal Units may be permitted.

Rural Municipality of West St. Paul

Up to 10 Animal Units may be permitted.

City of Selkirk

There are no Agriculture Restricted designated areas within the City of Selkirk.

13. The expansion of existing livestock operations of more than 200 Animal Units shall not be permitted.
14. On lands with a soil suitability rating of Class 6 and Class 7 based on detailed soil survey, grazing and / or haying and agricultural may be permitted and shall be consistent with the carrying capacity of the land.
15. In addition to the provisions contained in the Livestock Operating Policies, when evaluating the establishment, expansion or subdivision of livestock production operations, the following factors will be taken into consideration:
- a. The water source and water quality, the direction of prevailing winds, surrounding natural landscape features, and neighbouring land uses;
  - b. The potential for groundwater pollution, and the means by which ground and surface water will be protected from possible contamination;
  - c. Farm Practices Guidelines for Livestock Production in Manitoba;
  - d. *The Environment Act*;
  - e. Technical Review of the Eastern / Interlake Region Technical Review Committee.
  - f. Consideration should also be given to potential impacts on municipal and provincial road and highways.

**Industrial and Commercial Policies**

16. In general, industrial developments should only locate in Agriculture Restricted areas when no suitable Industrial, or Business Park location exists, or where the proposed use is more suitable to an agricultural location.

17. In general, commercial development should only locate in Agriculture Restricted areas when no suitable urban, Settlement Centre, or General Development location exists or where the proposed use is more suitable in an agricultural location.
18. Commercial and industrial development that require small land area, urban services, and is not related to agricultural activities will not be permitted in Agriculture Restricted areas.
19. The subdivision of land for agro-commercial and industrial related developments may be allowed within the Agriculture Restricted area provided they are modest in scale and investment, service the local population, do not generate significant levels of traffic, or otherwise have adverse effects on neighbouring land uses.
20. Certain specialized or small scale agricultural activities such as nurseries, horticulture, and bee keeping may be allowed in the Agriculture Restricted area provided that they are compatible with surrounding residential activities.
21. Small scale industrial uses may be permitted in the Agriculture Restricted areas as part of a farm operation in accordance with the overall objectives and policies for the Agriculture Restricted areas. The range and / or intensity of such small scale industrial uses may be limited and shall be treated as Conditional Uses in municipal zoning by-laws.
22. In approving commercial and industrial uses in Agriculture Restricted areas the following criteria shall be considered:
  - a. The size and type of operation;
  - b. Compatibility with the surrounding land uses and activities;
  - c. The requirement for provision of municipal services;
  - d. The potential for adverse affects on surface and groundwater, air quality, noise levels, and other characteristics important to the region; and
  - e. Adjacent land uses and activities, particularly sensitive land, ecological reserves, heritage marshes, wildlife management areas, and Provincial Parks or voluntarily protected areas, such as those established by a Conservation Agreement;
  - f. The preparation of secondary plans; and
  - g. Review by Manitoba Infrastructure and Transportation if the proposal impacts the provincial highway system.
23. Home based businesses may be allowed in the Agriculture Restricted areas subject to their size, compatibility with surrounding uses, service requirements, impacts to offsite infrastructure, and impact on the environment. Where proposals are within the vicinity of a provincial highway, a copy of the proposal should be sent to Manitoba Infrastructure and Transportation for their review.

#### **D. Implementation**

The development policies shall be implemented as follows:

- Municipal Zoning By-laws, Secondary Plans, Subdivision Control, Development Agreements, and the Development and Building Permit process will be used to implement the various aspects of the Development Plan.
- Where deemed necessary, proponents of expanding livestock operations will be responsible for obtaining detailed Soil Survey information (at a scale of 1:50,000) to allow for the actual soil suitability for agriculture class to be determined, and other environmental or geotechnical information as deemed necessary by Council.

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## Rural Residential (RR)

Throughout the rural agricultural areas the amount of non-farm development in the Planning Area has been growing and the potential for land use conflicts is increasing. Rural residential development offers a lifestyle that has been attractive to a large segment of the population. The proximity to services in Selkirk and Winnipeg make the Planning Area particularly appealing. Subdivisions and subsequent single family dwellings are furthering the fragmentation of rural land. An increase in rural land fragmentation can adversely affect agricultural activities in a number of ways. Expansion of a livestock production operation may be limited if a farm is immediately adjacent to one or more country residences. Farm profits can decrease if non-farm demand for land contributes to rising land prices and thus higher taxes. In addition, agricultural land is taken out of production when sites are devoted to non-farm uses. Other factors to consider are the increased pressure for urban development places on natural resources, the soil suitability in the Planning Area for onsite sewage management, and the capacity of existing drainage systems to move greater amounts of surface water resulting from water being drained from residential property.

The non-farm population in rural areas is able to enjoy a rural lifestyle and the increased non-farm population does contribute to the rural areas ability to support certain local services such as schools. However, the provision of services for non-farm residents may cost as much if not more than any increase in tax revenue.

There are environmental concerns with regard to on-site waste management in the Red River Corridor and areas of the RM of West St. Paul. Land designated Rural Residential in these areas is intended to be serviced in the future.

### A. Objectives

In addition to the objectives described in Part III and IV, the following objectives are established:

1. To provide a rural lifestyle without sewer and water services in the immediate future as an alternative to urban centres and settlement centres, until piped services become feasible.
2. To plan rural residential development in a manner that minimizes adverse effects on agriculture, general development areas, and settlement centres.
3. To preserve the rural character, open space, and the environment in the Planning Area.
4. To ensure that rural residential development takes place in an orderly and economical manner and allows for the eventual servicing of these areas in the future.
5. To ensure that the public's health is protected by locating subdivisions on land with the appropriate soil for on-site waste management systems and groundwater conditions.

### B. Policies

In addition to the policies described in Part III and IV, the following policies are established:

1. Rural residential development shall not be permitted within a buffer area adjacent to a designated settlement centre or City of Selkirk except where a proposal is in accordance with a sector or secondary

plan and which would not adversely affect or block the growth of the settlement centre or the City. However, this type of development should be reasonably accessible to settlement centres providing employment opportunities and a range of commercial and community facilities.

2. Rural residential development shall be directed towards sites with low potential for agriculture, including livestock production, due to poor soil conditions (Agriculture Capability Class 5 to 7) or other physical constraints which make the use of the land for agriculture unfeasible, and where the proposed development will not unduly interfere with existing or proposed agricultural operations.
3. Rural residential developments shall be located at a sufficient distance from sand, gravel, quarry mineral operations and livestock production operations to minimize potential adverse effects of such operations. For livestock operations, separation distances shall be consistent with Provincial Regulations.
4. Rural residential development shall not be located in areas best suited for agriculture, outdoor recreation, wildlife habitat, or in areas with a high capability for mineral extraction.
5. Rural residential development shall not be located in areas subject to flooding, areas with a continually high water table, or areas with other natural hazards such as erosion.
6. Land uses that are incompatible with residential use shall not be allowed in rural residential developments.
7. Home-based business shall be considered secondary to a primary residential use and shall not have undesirable effects on neighbouring land uses. Home-based businesses shall be regulated by the municipality's zoning by-laws.
8. Small scale commercial uses may be appropriate in the Rural Residential areas if they service the local population.

#### **Subdivision Policies**

9. To restrict the premature fragmentation of land, the developer will need to justify further subdivision by demonstrating to the satisfaction of the Council that there is sufficient demand and insufficient supply of lots for the proposed subdivision.
10. Development shall be guided by Secondary plans which shall outline future servicing options including phasing, time lines and where on-site services shall continue to operate.
11. Where subdivisions are proposed in areas with significant natural vegetation, the design should protect or enhance these areas.
12. Rural residential developments shall be sited to minimize conflict with adjacent uses and shall adhere to the following siting criteria:
  - a. Is sited as an infill development between existing clusters of Rural Residential Development;

- b. Can be adequately protected from hazards associated with flooding, land erosion, bank stabilization, and other natural hazards;
  - c. All services can be provided with reasonable efficiency and without undue cost to the municipality and that the configuration of the lots does not increase the difficulty for the municipality to provide wastewater sewer services in the future;
  - d. Lot sizes be no less than 2.0 acres if domestic effluent is disposed of on-site and to accommodate future proper functioning of a septic field or other approved method of on-site disposal;
  - e. Lot configurations are not wasteful of land and facilitate the expansion of wastewater sewer services in the future;
  - f. Is directed away from existing or approved intensive livestock operations; and meet the distance setback requirements from livestock operations as outlined by Provincial Regulations;
  - g. The subdivision shall take into account the need for an adequate supply of potable water which may involve provision for wells, or a water hauling system;
  - h. The developer / proponent may be required to obtain a Water Rights License for any surface drainage associated with subdivision development / activities;
  - i. Roads and buildings shall be carefully located in order that natural vegetation shall be disturbed as little as possible;
  - j. The site should not be subject to flooding or other natural hazards, such as erosion, and should have adequate surface drainage; and
  - k. The site be adjacent to and have direct frontage and access on a developed public all-weather road.
13. Concept or secondary plans that include servicing and phasing components shall be required for the creation of large multi-lot residential subdivisions.
14. Development proposals within areas which are currently zoned to allow for subdivision will be reviewed and considered on the basis of the anticipated outcome of secondary plans within the vicinity.
15. Subdivisions shall be linked to the transportation network and facilities by a road in such a manner that it least interferes with through traffic on provincial roads and highways. Integration with existing subdivisions should also be considered.
16. Subdivision design shall minimize impact to ecologically sensitive lands and consider all modal transportation options for future residents.
17. No subdivision of land shall be permitted within 400 meters of an abandoned or active sewage lagoon and waste disposal ground unless approved by the appropriate environmental authority. The subdivision of land within 400 meters of an abandoned sewage lagoon or waste disposal ground may be permitted if it

can be demonstrated that methane gas generated will not create a problem to the development and be confirmed by Manitoba Conservation.

### **Livestock Operation Policies**

18. The expansion of or establishing new livestock operations shall not be permitted in areas designated Rural Residential.

### **Commercial and Industrial Policies**

19. In general, commercial developments shall only locate in Rural Residential areas when no suitable urban location exists or where their activities or nature is more suitable to a rural location. Commercial development proposals that require a small land area, urban services, or are non-agriculturally related will be discouraged in the Rural Residential areas unless they service the local population.
20. Industrial development and uses shall not be permitted in the Rural Residential areas.
21. In approving commercial uses in Rural Residential areas the following criteria shall be considered:
  - a. The size and type of operation;
  - b. Compatibility with the surrounding land uses and activities;
  - c. The requirement for provision of municipal services;
  - d. The potential for adverse affects on surface and groundwater, air quality, noise levels, and other characteristics important to the region;
  - e. Adjacent land uses and activities, particularly sensitive land, ecological reserves, heritage marshes, wildlife management areas, and Provincial Parks or voluntarily protected areas, such as those established by a Conservation Agreement;
  - f. The preparation of secondary plans may be required; and
  - g. Review by Manitoba Infrastructure and Transportation if there is to be an impact on provincial roads or highways.
22. Home based businesses may be allowed in the Rural Residential areas subject to their size, compatibility with surrounding uses, servicing requirements, impacts to offsite infrastructure, and impact on the environment. Where proposals are within the vicinity of a provincial highway, a copy of the proposal should be sent to Manitoba Infrastructure and Transportation for their review.

### **C. Implementation**

The objectives and policies for rural residential development shall be implemented through zoning by-laws, subdivision control procedures, development agreements, the issuance of development permits and public works programs, and by following the principles and guidelines of sustainable development.

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## Resort (R)

The Planning Area has a broad range of resources that provide an assortment of recreation opportunities for local and regional users. There are many historical sites in the Planning Area that serve as tourism and recreational resources. Some historic sites are interpretive sites, maintain their historical function, or are now museums. Red River North is a partnership of the City of Selkirk, the RM of St. Andrews and the RM of St. Clements that promotes tourism in the area.

The Red River is a recreational and heritage asset to the Planning Area. There have been several efforts to enhance the Red River Corridor North recently including the City of Selkirk waterfront enhancement project north of the lift bridge. The goals of this development were to stimulate downtown revitalization, create an all-season community destination, enhance multi-modal connectivity along the river, and to celebrate Selkirk's river port heritage. Rivers West is dedicated to developing the Red River corridor as a destination focusing on creating year round recreational, tourism, economic and conservation opportunities. River Road has also been upgraded and the corridor has been given a historic parkway designation.

Cottage, resort, and camp development and associated tourism are common along the shores of Lake Winnipeg, the 10th largest fresh water lake in the world. The population around the lake and associated recreational areas swell during the summer months. The beauty and reputation of Lake Winnipeg's beaches also attracts visitors from other parts of the province, the US, and around the world. It is estimated that recreation and tourism along the shores of Lake Winnipeg and Red River is \$110M annually.

The district is home to many seasonal properties that help diversify the tax base of the region. This natural resource adds value to adjacent properties in all municipalities and degradation of this resource could lead to declining property values and lost recreational opportunities. In addition to recreational development, the Planning Area is experiencing an increase in permanent residences in recreational areas as baby boomers retire to these areas.

Lake Winnipeg's health has been deteriorating over the last couple of decades. Lake Winnipeg has the highest drainage to surface area ratios of all the great lakes in Canada. Approximately 24,500 square kilometres of land drains into the lake and has contributed to problems with nutrient loading beyond the natural processing capacity of the lake. An excess of nutrients in the lake has caused harmful toxic algae blooms that deplete oxygen supplies in the water. These water quality changes can impact:

- the aesthetic appeal of the lake,
- safety of water for recreational uses and consumption,
- aquatic habitat,
- the fishing industry,
- biodiversity, and
- long-term ecosystem sustainability.

The district provides excellent opportunities for viewing wildlife, as well as for hunting, fishing and trapping. Cottaging and camping areas are available throughout the District, and other recreation facilities include community clubs, ball parks, curling clubs and golf courses. Major parks within or adjacent to the Planning Area include: Selkirk Park, Lockport Park, Netley Creek Provincial Park, Grand Beach Provincial Park, Hydro Park, and Birds Hill Park.

Much of the waters edge in the Planning Area has already been developed, and there are large recreational subdivisions at Beaconia, Grand Marais, Gull Lake, and the outskirts of Dunnottar and Winnipeg Beach. Cottage developments along the lakeshore are common as well as significant backlot infill in some areas. Of concern are single tiers of cottages along lakeshores, which limit the possibility of backshore cottage development. Unless backshore cottage owners have easy access to the beach, the attractiveness of backshore sites is limited. This is becoming a concern because it will be difficult to attract the tourists outside of Provincial Parks when there is a limited amount of public beach area. More area provided for public recreation would facilitate public access to beach areas. Beach frontage without cottages enables ease of access for both backshore cottage owners and for the general public.

The best tool to use to prevent problems associated with a lack of shoreline access for future recreation development is the effective use of public shoreline reserves. These public reserves work best when there are adequate and well-designed areas for general public activities, such as picnicking, camping, and the like. This ensures that the shoreline reserve is used as an access corridor, and is not overused. Public shoreline reserves also preserve the natural state of the shoreline (something usually lost when it is privately owned) which in turn protects its beauty and attractiveness, and prevents or mitigates natural processes of erosion, which benefits both cottage owners and the general public. In this way they also help to protect property from flooding and erosion.

Increased cottage and recreational development is desirable because of the associated increased tax revenue in cases where land use challenges and the costs associated with recreation development, such as the provision of road access, groundwater protection, the need for development standards, and the preservation of public reserve areas are sufficiently handled. Many cottage areas have outdated and potentially dangerous sewage disposal systems. There is a need for the requirement of holding tanks and strict sewage management standards, in order to ensure public safety. Development standards should ensure that cottage development takes place on land that is not subject to flooding or that is comprised of unstable soil profiles unsuitable for permanent structures. There is a need for adequate public reserve areas to be identified, and the establishment of regulations that would help ensure these areas remain unmodified and free of private property.

#### **A. Objectives**

In addition to the objectives described in Part III and IV, the following objectives are established:

1. To provide recreation opportunities by identifying areas that should be protected for resort development and supporting the optimum development of outdoor recreational resources based on the natural capability of the land.
2. To locate resort development in areas where agricultural activities will be the least affected.
3. To ensure that resort developments are designed in a manner that is in keeping with sound land use planning, can be serviced appropriately, incorporate principles of sustainable development, provide for adequate open space and privacy, and are protected from the intrusion of incompatible land uses.

4. To prevent the use or alteration of the natural resources and characteristics of the natural landscape (water, shoreline and natural vegetation), in a way that would diminish their value.
5. To recognize and avoid or alleviate natural hazards such as flooding, poor drainage, high water table, shoreline erosion, etc. which might endanger public health and safety, cause property damage, or make municipal servicing more costly.
6. To provide adequate access to the shoreland (particularly in areas capable of supporting family beach activities), public day use areas, and campgrounds adjacent to beach areas if desirable.
7. To ensure adequate sewage management and potable water supply is provided to cottage areas.
8. To minimize interference with wildlife habitat, particularly waterfowl migration stopping areas. Because marshes are important for water purification and provide habitat for fur bearing animals and waterfowl, the implications of cottage development in marsh areas should be considered.
9. To promote and encourage boating and recreational activities on Lake Winnipeg especially those with the least ecological impact such as kayaking and canoeing. Consideration should be given to the possible impacts of boating on waterfowl and fish habitat.
10. To promote communication and cooperation among local government, the general public, and appropriate government bodies in order to ensure optimum utilization of the resort areas.

**B. Policies**

In addition to the policies described in Part III and IV, the following policies are established:

1. Resort area developments shall be subject to the following criteria:
  - a. Resort area development shall be directed towards sites with a low potential for agricultural activities, including livestock production, due to poor soil conditions (Agriculture Capability Class 5 to 7) or other physical constraints which make the use of the land for agriculture unfeasible, and shall be directed towards sites where the proposed development will not unduly interfere with existing or proposed agricultural operations.
  - b. Developments shall be sufficiently separated from existing agricultural operations to ensure they will not cause conflicts and be consistent with Provincial Regulations;
  - c. Where Resort area development is considered appropriate, it shall be encouraged to develop in a pattern which efficiently uses land, infrastructure, and public services while offering adequate public shoreline access.
  - d. Resort area developments will be encouraged to locate where there is an adequate supply of potable water.
  - e. Where new Resort area development proposes on-site waste treatment, it shall be developed in accordance with Provincial Regulations.

- f. In order to avoid the unwarranted fragmentation of land, a development proponent shall be required to demonstrate that there is sufficient demand and insufficient supply of lots prior to subdivision approval being granted.
2. Where ecologically sensitive land exists in Resort areas these areas shall be protected.
3. Resort areas shall be afforded protection from adjacent uses that would degrade or endanger their primary function. Any intensive residential, industrial, agricultural, or commercial development or subdivision, which could conflict with a resort area, shall not be permitted in areas adjacent to a recreation area. Buffer zones around recreation areas will be provided for in the zoning by-laws.
4. Areas that are not immediately required for recreational uses within designated Resort areas may be zoned in the subsequent zoning by-laws as agricultural districts which shall treat compatible agricultural activities as permitted uses during a transitional period until the land is converted to recreational uses.

#### **Shoreland Policies**

5. Recreation opportunities in Resort areas should not be developed beyond the capability of the resource base as determined by the Planning Area Board. A comprehensive recreation capability study may be required to fully assess the potential and carrying capability of sites.
6. Structure shall not be built below the 100 year flood level, or on land subject to other physical hazards such as poor drainage, a high water table, or shoreline erosion unless the hazard has been eliminated or protected against.
7. Acceptable recreational uses would include day use areas, camping areas, seasonal dwelling areas and other recreational uses depending on the land capability and suitably as determined by the Planning Area Board.
8. A 100 foot (30 m) public reserve should be established from the ordinary high water mark adjacent to all surface waters to protect or re-establish functioning riparian areas where they have been altered to help stabilize banks, provide aquatic and wildlife habitat, and protect water quality.

#### **Commercial Policies**

9. Small scale commercial development and uses that serve the local population may be allowed.
10. Larger scale commercial developments may be allowed on the basis of secondary planning.
11. Development shall be consistent with the natural environment and major significant alterations shall not be permitted. In order to preserve the natural environment, the attractiveness of the area, and to reduce the hazard of erosion:
  - a. The indiscriminate clearing of trees shall be restricted;
  - b. Changing of slope or drainage patterns shall not be allowed unless appropriate and will aid in the reduction of erosion or drainage problems;

- c. Maintenance or rehabilitation of natural vegetative cover along Lake Winnipeg and associated waterways to protect and enhance wildlife and fisheries habitat and to prevent erosion, siltation and reduce runoff shall be promoted; and
- d. Activities that discharge pollutants shall be restricted in their location and precautionary safeguards that prevent or mitigate the impact of pollutants shall be incorporated.

### **Subdivision Policies**

- 12. The proposed development should suit the topography and consideration should be given to conserving natural vegetation, drainage features and the natural lay of the land.
- 13. New cottage subdivisions with high capability beach area should have a public reserve area, public road access, sufficient parking space, a beach access area, garbage cans, and public washrooms. Where possible such areas shall be separate from the cottage areas.
- 14. Dedication of land for open space will be encouraged for major new developments in accordance with the provisions of *The Planning Act*. Dedication of land should be reserved for the purpose of park and recreation development in the immediate area.
- 15. The shoreline reserve in areas of high quality beach should be a minimum of 100 feet and be adequate to meet environmental needs and to provide for public access.
- 16. The Planning Area Board shall consider the demand for the subdivided land when approving a resort development.
- 17. A continuous tier of cottages fronting on the water should be discouraged in order to ensure that public access to the shoreline is available.
- 18. Secondary plans shall be required when deemed necessary by the Planning Area Board for the creation of larger resort subdivisions.
- 19. Development proposals within areas which are currently zoned to allow for subdivision will be reviewed and considered on the basis of the anticipated outcome of secondary plans within the vicinity.
- 20. Development agreements may be used to set forth conditions with regard to roads, landfill, building type restrictions, public reserve, effluent disposal, staging and other matters.
- 21. Holding tank or other approved systems such as low pressure systems of sewage waste disposal shall be required for all future developments and must be consistent with Provincial environment regulations. Only on large lots with no soil or drainage problems may septic fields be permitted. Liquid waste disposal sites should be available for holding tank effluent.
- 22. Wells in cottage areas should be constructed to standards that limit the risk of contamination.
- 23. Culverts in private driveways should be of adequate size to prevent restriction of natural and man-made drainage systems.

**C. Implementation**

The objectives and policies for Resort area development shall be implemented through secondary plans, zoning by-laws, subdivision control procedures, development agreements, the issuance of development permits, public works programs, by following the principles and guidelines of sustainable development, and other programs that are deemed appropriate. The Board will continue to work with Red River North, and Rivers West to create recreational opportunities.

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## **Settlement Centre (SC)**

The major settlement centres in the Selkirk and District Planning Area and its municipalities are Clandeboye, East Selkirk, Grand Marais, Libau, Lockport, Middlechurch, and Petersfield which function more or less as service centres for the surrounding area. They also function as administrative and service centres for their respective municipality.

Except for Lockport and Middlechurch, settlement centres in the District are compact and well defined. Lockport is generally focused around the dam and lock on the Red River. Middlechurch is spread out along Main Street from the boundary of the City of Winnipeg to River Springs on large residential lots giving the appearance of a rural residential area. There are also several areas that are more suburban-like in character with piped sewer systems.

At present the standard and level of municipal services in most settlement centres is quite basic, with the exception of the suburban type developments in the Middlechurch area that have neighbourhood sewer systems. The provision of waste water treatment is being planned for the Settlement Centres of East Selkirk, Grand Marais, Lockport and Middlechurch. As mentioned in the section dealing with Municipal Services and Infrastructure, waste water management systems are anticipated in these areas within the next two to five years. Waste water servicing in Clandeboye, Libau and Petersfield is unlikely to occur within this time frame.

### **Clandeboye, RM of St. Andrews**

Clandeboye serves as the administrative centre for the RM of St. Andrews. The limited growth it has experienced has been due to its role as a residential community for commuters to Selkirk from Winnipeg.

The pattern of development at Clandeboye is fairly dispersed and as such on-site sewage disposal has not threatened groundwater potability. Some new growth may be accommodated beyond the community's edge.

### **East Selkirk, RM of St. Clements**

East Selkirk serves as the administrative centre for the RM of St. Clements. Increased residential development in and around East Selkirk can be attributed to commuters to Selkirk and Winnipeg. Recent well water testing has identified significant contamination. As a result, sewer and water improvements are being planned.

Physical expansion of East Selkirk is limited to the west and the south by land use and natural constraints. Based on improved infrastructure, expansion could take place to the north and southeast.

### **Grand Marais, RM of St. Clements**

Grand Marais serves primarily as a service centre for seasonal residents, users of Grand Beach Provincial Park, and permanent residents in and near the community. It is anticipated that growth will be based on initiatives to enhance the community's economic base and the aging of the population at large as more seniors take up permanent residence within the resort area.

While Lake Winnipeg serves to attract population, it creates physical limitations to growth due to shoreline erosion and flooding. As such, most new residential development will result from the replacement of existing dwellings

and densification. Given the proximity to the Lake and limited piped service provision caution will have to be exercised in order to avoid environmental degradation from waste water and sewage disposal.

#### **Libau, RM of St. Clements**

Libau serves as a rural service centre that has experienced population decline over past decades. While growth is not limited by physical constraints, potential for new development is limited and can be accommodated within the existed built up area.

#### **Lockport, RMs of St. Clements and St. Andrews**

The community of Lockport is divided by the Red River and linked by the Lockport Bridge. Most development has been commercial in nature, serving significant tourist and recreation traffic. Several new condominiums have been constructed on the St Clements side of the bridge and are serviced by a piped sewer. While there is good economic and residential development potential for the area, given its natural assets and proximity to Winnipeg, Selkirk, and the area's historic resources, further development on both sides of the river will necessitate servicing upgrades.

#### **Middlechurch, RM of West St. Paul**

While the Middlechurch community is centred just north of the Perimeter Highway in the RM of West St. Paul, its proximity to the City of Winnipeg has resulted in residential and commercial development on both sides of Main Street (PTH No. 9), extending it from the boundary of the City of Winnipeg to River Springs and in the south approximately halfway between Main Street (PTH No.9) and McPhillips St. (P.T.H. 8), including a portion of land immediately north of the Perimeter Highway. The majority of development has occurred on large rural residential lots with onsite servicing. However, there are also several areas that are more suburban in character with piped sewer systems. Several institutional housing projects have also taken place within the area.

Middlechurch is the fastest growing settlement centre within the Planning Area. Continued population growth can be anticipated given its location next to the City of Winnipeg, proximity to employment areas in the region, and limited residential development opportunities in north Winnipeg. Several new residential and commercial developments are now at the proposal stage. New developments should be accommodated as part of a strategy to address existing environmental and transportation concerns by upgrading and expanding services. A secondary plan which focuses on sustainable development and a servicing feasibility study is being prepared for the area. The boundaries for the Middlechurch have been established to illustrate the logical integration of services and connectivity within this community.

#### **Petersfield, RM of St. Andrews**

Petersfield is a service centre for the area's permanent population and for recreational developments along Netley Creek and nearby Lake Winnipeg. While there are no piped services, there has been some new development in recent years. It is anticipated that most future development may be accommodated without crossing PTH No. 9 and Netley Creek.

## **A. Objectives**

In addition to the objectives described in Part III and IV, the following objectives are established:

1. To promote the development of settlement centres to function as administrative and service centres to provide a full range of social, commercial and institutional facilities to the residents of the region.
2. To direct all new urban type developments to locate in the City of Selkirk and existing settlement centres rather than establish new competing centres.
3. To direct growth of existing settlement centres to one side only of provincial trunk highways and provincial roads.
4. To preserve land for expansion of settlement centres in an orderly, sustainable, and economical manner.
5. To protect settlement centres from those land use activities that have the potential of being detrimental to the health, safety and general welfare of the community.
6. To aim at making available a full range of municipal services such as piped water and sewers, paved streets, sidewalks, street lighting, fire fighting and the like in settlement centres.
7. To avoid and prevent wherever possible conflicts between different urban type land uses.
8. To alleviate costs and inconveniences arising from providing services to poorly located and unplanned developments.
9. To protect properties and residents from land uses, activities and natural hazards that are or have the potential of being detrimental to the health, safety and general well-being of the residents of the community.
10. To promote mixed use nodal development along major transportation corridors in a manner that support public transit services.

## **B. Policies**

In addition to the policies described in Part III and IV, the following policies are established:

1. Any proposal which is or would have the effect of establishing a new settlement centre outside of the existing settlements shall not be approved. A group of houses for family members or staff residences shall not be considered to be the beginning of a settlement centre.
2. Expansion of settlement centres shall be directed away from prime agricultural land, livestock production operations and other resource-related uses to avoid incompatibilities and so that land is not prematurely taken out of production or its use prematurely inhibited.
3. Developments shall not be permitted in areas subject to hazards such as flooding, erosion, subsidence or similar hazards unless the hazard is eliminated or protected against prior to or during development.

4. Growth of settlement centres shall be directed in a manner that piped water, sewers, public transportation and other municipal services can be extended at an economically feasible cost.
5. Infilling and revitalization of existing built-up areas shall be encouraged as a means to accommodate new development in settlement centres. Where suitable vacant infill land is not available, new development shall be encouraged to locate adjacent to built-up areas where public services can be efficiently and economically expanded.
6. The growth of settlement centres bordering one side of a provincial highway shall be directed to that side of the highway to limit cross highway traffic and protect the integrity of the transportation system. No new additional accesses will be granted to PTH 101.
7. Subdivision of land for rural residential development will not be allowed in the periphery of a settlement centre unless such a proposal is in accordance with an adopted secondary plan and would not adversely affect or block the growth of the settlement centre.
8. Land uses shall be so grouped and located so as to be compatible with the existing or proposed land uses.
9. Design of development should facilitate the economical provision of public utilities and municipal services. These will include services, such as, among others, piped water, sewers, paved roads, street lighting and the like. Before approving any subdivision application, feasibility of providing municipal services should be established through the preparation of secondary plans
10. Where large undeveloped areas are being considered for future development, an overall secondary plan shall be prepared for the area, in order to provide for an efficient, well-planned development.
11. Development proposals within areas which are currently zoned to allow for subdivision will be reviewed and considered on the basis of the anticipated outcome of secondary plans within the vicinity.
12. As a condition of approving a subdivision in a settlement centre where a central sewage disposal system does not exist, the building lots shall be of adequate size to permit the effective functioning of an on-site sewage disposal system in accordance with Provincial regulations.
13. Proposed developments should respect local ecosystems, protect natural capital, and not exceed the carrying capacity of the land.
14. The planting of landscaping is be encouraged especially along public rights-of-way, public open spaces and in areas in public view.
15. Residential areas shall be developed and maintained with a view to creating a high quality of life for residents and a safe and pleasant living environment with high quality public spaces for community service, recreation and alternative transportation facilities such as school sites, parks, playground and the like.

16. Mobile homes should be located in mobile home parks or a mobile home subdivision. Mobile home areas should have the same amenities as those provided in other residential areas.
17. Mixed Use Nodal areas shall seek to provide a range of housing options and goods and services to the local community, while reducing reliance on automobiles and promoting sustainable development practices.
18. All new subdivisions shall be serviced by municipal wastewater services or holding tanks. Holding tanks are only to be used should municipal services not yet be available (See SDPA Wastewater Management Plan for more detail). If holding tanks are used, they must be located to enable future connection to municipal services. Properties utilizing holding tanks must connect to municipal services once available

### **Commercial**

19. Commercial uses shall be encouraged to locate in commercial clusters in a central commercial area of the settlement centre.
20. Commercial uses which cater to highway traffic (for example: motels, gas stations and the like), and those which require large sites (for example: drive-in businesses, lumber yards and the like), shall be grouped and located on sites zoned for highway commercial areas which may be adjacent to provincial highways.
21. Highway commercial areas shall be designed to least interfere with the flow of traffic which may require service roads. If a service road is proposed within the control area of a provincial highway then a permit will be required from the Highway Traffic Board or Department of Infrastructure and Transportation.
22. Development in highway commercial areas shall have a high quality of design. Regulations will be established to control and regulate outdoor storage and advertising.
23. Home-based businesses are secondary to a primary residential use and shall not have adverse effects on neighbouring land uses. Where proposals are within the vicinity of a provincial highway, a copy of the proposal should be sent to the Manitoba Infrastructure and Transportation department for their review.
24. Regional commercial development shall be directed to areas designated "Regional Commercial"

### **Industrial**

25. Industrial uses considered obnoxious, noxious, or dangerous by reason of noise, smoke, lighting, hours of operation, vibrations, and / or hazardous materials shall be directed to areas designated Industrial or Business Park.
26. Light industrial or employment uses may be considered in areas designated Settlement Centre and the Planning Board or a Council of a member municipality may require that industrial areas be physically separated from other uses by means of a buffer strip.
27. Industrial uses should have convenient access to transportation facilities and traffic accessing industrial areas should not travel through residential areas.

### **Trails, Parks, and Open Space**

28. Trails, parks and open space should be designed to meet the needs of the local community with passive and/or active recreational facilities and provide amenities for alternative transportation.
29. Where a regional plan or strategy for alternative transportation or parks exists, the design of the park or open space shall respect the regional plan or strategy.
30. To acquire and assemble land for parks and open spaces, a municipal council may require, where needed, applicants for subdivision of land to dedicate land in accordance with the provisions contained in The Planning Act (Section 135).

### **Institutional**

31. Institutional uses such as government offices, public service facilities including health care facilities and public services provided by non-profit service clubs should be located in areas from where intended services may be provided efficiently.
32. Those institutional uses which may adversely affect adjacent uses, e.g. storage yards, may be treated as conditional uses under a zoning by-law.

### **Resort**

Development densities in Grand Marais and Petersfield are such that they have been designated Settlement Centres. However, these areas also have unique physical characteristics resulting from their proximity to water bodies or tributaries. In many ways these communities are considered recreational and seasonal areas. In order to address and preserve the existing natural features, the following policies apply to Grand Marais and Petersfield Settlement Centres:

33. Uses which alter natural resources and/or natural landscapes (water, shoreline and natural vegetation), in a way that would diminish their ecological or monetary value shall not be permitted.
34. Development not compatible with the natural environment and major significant alterations shall be avoided. In order to preserve the natural environment, the attractiveness of the area, and to reduce the hazard of erosion:
  - a. The indiscriminate clearing of trees shall be restricted;
  - b. Changing of slope or drainage patterns shall not be allowed unless appropriate and will aid in the reduction of erosion or drainage problems;
  - c. Maintenance or rehabilitation of natural vegetative cover along Lake Winnipeg and associated waterways to protect and enhance wildlife and fisheries habitat and to prevent erosion, siltation and reduce runoff shall be promoted; and
  - d. Activities that discharge pollutants shall be restricted in their location and precautionary safeguards that prevent or mitigate the impact of pollutants shall be incorporated.

35. Public Reserve dedication along waterways shall be strongly encouraged.
36. To ensure that development(s) will not negatively impact highly valued ecological lands and that mitigative measures will be required to minimize against any associated impacts.
37. Any/all development proposals within 1 mile of Crown land must not adversely affect the ecological integrity of these lands. Any proposal within this area will be subject to review and comment by Manitoba Conservation.
38. Lands located within 30 metres of the ordinary high water mark of Lake Winnipeg shall be protected from natural habitat loss and degradation.
39. Development proposal shall be sited at an adequate distance from ecologically sensitive areas to minimize potential impacts on species at risk and associated habitat.

### **C. Implementation**

The above development objectives and policies shall be implemented as follows:

- The preparation of Secondary Plans;
- Adoption of zoning by-laws;
- Subdivision control process;
- District Wastewater Management Plan;
- Truck route restrictions;
- Issuance of building permits;
- Development agreements; and
- Applying the principles and guidelines of sustainable development.

**Maps 1-8 illustrate Settlement Centre designations.**

**Maps 17-22 illustrate development constraints, wastewater collection and treatment infrastructure phasing, road transportation networks, and areas designated for mixed use development.**

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## General Development (GD)

The General Development areas are meant to encompass areas where there is significant residential development and where the extension of wastewater sewers are planned. In general the soils in these areas are not conducive to on-site waste disposal and have areas where septic fields are already failing. In order to protect the health of the residents and protect the water resources such as surface water, groundwater, the Red River, and Lake Winnipeg, the extension of wastewater sewers is contemplated under this development plan.

General Development areas already contain a mix of uses that support the residential population. Mixed use nodes have begun to be developed at major intersections along Henderson Highway (PR 204) and Main Street (P.T.H. 9). For example, along Main Street nodes can be found at St. Andrews Road and Parkdale Road. This development plan encourages the further development of these nodes as areas that service the local population. It is envisioned that if a transit service was established that bus stops and park and rides would be associated with these nodes. Neighbourhood commercial development that services local residents with convenience goods and services, small retail and food service establishments, and limited higher density residences in nodal areas may be appropriate in these areas.

To facilitate the extension of services, subdivision of properties shall be encouraged. Higher densities will improve the economic feasibility of extending services.

### A. Objectives

In addition to the objectives described in Part III and IV, the following objectives are established:

1. To promote the orderly development in a manner that will not restrict growth, but rather ensure the optimization of resources and the safe and economic provision of municipal services.
2. To provide for the compatible and efficient use of land by minimizing conflicts between adjoining land uses.
3. To ensure that uses located within general development areas do not adversely affect adjacent uses.
4. To ensure that development in general development areas remains compact and is not adversely affected by the uses on their periphery.
5. To promote mixed use nodal development along major transportation corridors that support public transit services.
6. To direct growth of General Development areas to one side of provincial trunk highways and provincial roads where possible to limit cross highway traffic and protect the integrity of the transportation system.

## **B. Policies**

In addition to the policies described in Part III and IV, the following policies are established:

1. Urban land uses within the General Development areas shall be limited to ensure compatibility with existing land uses. Any new development shall occur in such a manner so that adjoining land uses are compatible and potential conflicts between uses is minimized. The use of buffers may be required to minimize conflicts;
2. Expansion of general development areas shall be directed away from prime agricultural land, livestock production operations and other resource-related uses to avoid incompatibilities and so that land is not prematurely taken out of production or its use prematurely inhibited.
3. Developments that create hazardous situations or are subject to environmental hazards shall not be permitted unless the hazard has been removed or appropriate remedial measures have been taken that will protect life and property and are within the guidelines of provincial environmental and health authorities.
4. Minimum lot sizes shall be established in the respective Zoning By-laws to permit effective on-site disposal of sewage and to minimize the risk of groundwater pollution. Where lot sizes and soil conditions can not support the effective operation of a septic field, holding tanks shall be used.
5. Subdivision and higher density residential development may be considered to enable improved municipal services such as piped sewer and water.
6. The growth of General Development areas bordering one side of a provincial highway shall be directed to that side of the highway.
7. Proposals involving large multi-lot subdivisions shall require the preparation of secondary plans.
8. Development proposals within areas which are currently zoned to allow for subdivision will be reviewed and considered on the basis of the anticipated outcome of secondary plans within the vicinity.
9. Agricultural activities which may have a negative affect on the quality of life within settlement centres will be restricted in close proximity thereto. A buffer zone that limits agricultural activity and land use in close proximity to settlement centres shall be established in the Zoning By-law. Relocation of conflicting land uses will be encouraged.
10. Mixed Use Nodal areas shall seek to provide a range of housing options and goods and services to the local community, while reducing reliance on automobiles and promoting sustainable development practices.
11. All future subdivisions within General Development areas shall be serviced with municipal wastewater services. Holding tanks are only to be used should municipal services not yet be available (See SDPA Wastewater Management Plan for more detail). If holding tanks are used, they must be located to enable future connection to municipal services. Properties utilizing holding tanks must connect to municipal services once available.

### **Commercial and Industrial Policies**

12. Neighbourhood commercial uses shall be allowed to locate in General Development areas where there is a need for local resident services provided they are consistent with the residential character of the area, are appropriately zoned and do not create adverse off-site transportation impacts.
13. Highway commercial uses may be allowed to locate in General Development areas provided that land use conflicts can be mitigated, they are appropriately zoned, and they use do not create adverse off-site transportation impacts.
14. Commercial uses which cater to highway traffic (for example: motels, gas stations and the like), and those which require large sites (for example: drive-in businesses, lumber yards and the like), shall be grouped and located on sites zoned for highway commercial areas which may be adjacent to provincial highways.
15. Highway commercial areas shall be designed to least interfere with the flow of traffic which may require service roads. If a service road is proposed within the control area of a provincial highway then a permit will be required from the Highway Traffic Board or Department of Infrastructure and Transportation.
16. Development in highway commercial areas shall have a high quality of design. Regulations will be established to control and regulate outdoor storage and advertising.
17. Home-based businesses are secondary to a primary residential use and shall not have adverse effects on neighbouring land uses, and shall be regulated by the respective Zoning By-law. Where proposals are within the vicinity of a provincial highway, a copy of the proposal should be sent to the Manitoba Infrastructure and Transportation department for their review.
18. Regional Commercial development shall be directed to areas designated Regional Commercial.
19. Industrial uses shall be directed to areas designated Industrial or Business Park.

### **Trails, Parks, and Open Space**

20. Trails, parks and open space should be designed to meet the needs of the local community with passive and/or active recreational facilities and provide amenities for alternative transportation.
21. Where a regional plan or strategy for alternative transportation or parks exists, the design of the park or open space shall respect the regional plan or strategy.
22. To acquire and assemble land for parks and open spaces, a municipal council may require, where needed, applicants for subdivision of land to dedicate land in accordance with the provisions contained in The Planning Act (Section 135).

### **Institutional**

23. Small scale institutional uses may be permitted in General Development areas to service the local population.

24. Large scale regional institutional uses shall be encouraged to locate in areas designated Regional Institutional.
25. Those institutional uses which may adversely affect adjacent uses, e.g. storage yards, may be treated as conditional uses under a zoning by-law.

### **C. Implementation**

The above objectives and policies shall be implemented as follows:

- Secondary plans;
- Adoption of zoning by-laws;
- Subdivision control process;
- District Wastewater Management Plan
- Issuance of building permits; and
- Development agreements.

**Maps 1-8 illustrate General Development designations**

**Maps 17-22 illustrate development constraints, wastewater collection and treatment infrastructure phasing, road transportation networks, and areas designated for mixed use development.**

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## **Industrial and Business Park (I and BP)**

It is the intent of the Development Plan to direct industrial development of appropriate classes to the City of Selkirk and Industrial or Business Park areas in the Planning Area where an appropriate range of services can be provided. However, industrial uses shall be allowed to establish in accordance with the policies outlined in this section outside of these designated areas due to:

- a requirement for larger parcels of land,
- a lack of suitable sites,
- the hazardous nature of the development,
- the potential nuisance created by associated traffic,

Industrial development generally refers to activities involving manufacturing, processing, and / or the storage of goods and materials. Light industrial uses have limited outside storage of material, while heavy industrial uses generally need large outside storage areas. Depending on the type of industry, they may be considered a nuisance due to associated noise, dust, traffic, unsightliness, or emissions.

Attractive, fully serviced, well planned business parks or employment areas are essential to promote clean economic growth. Industrial growth offers employment opportunities and municipal tax benefits. It must be environmentally sensitive and not diminish quality of life.

Appropriate planning allows for the possibility of a full range of industrial developments, serviced or unserved, that can bring employment to the region and contribute to tax revenues while protecting residential areas from undue nuisances such as noise, traffic, and odour. Planning can also reduce the tension and conflict that development can cause by stating long term land uses in a development plan that the community and Council adopt. In this way, a development plan can reduce the number of potential land use conflicts and gives residents a sense that their property and investments will be protected.

Industrial designated land in the Planning Area is limited to three sites. The Gerdau Steel Rolling Mill and Mandak Metal Processors, and surrounding area, in the City of Selkirk and RM of St. Andrews, is one area where heavy industrial uses are located. Across the Red River in East Selkirk there is the Manitoba Hydro station and former CIL lands that are designated for heavy industrial uses. Finally, in the City of Selkirk the area north of the existing business park and west of Main Street at the north end of the city is also designated Industrial in consideration of future development potential.

Business Park designated lands are located within the McPhillips Business Park, Grassmere Rd. at PTH No. 8, the St. Andrews Airport, and the RM of St. Clements Business Park in addition to smaller established business throughout the District

## **A. Objectives**

In addition to the objectives described in Part III and IV, the following objectives are established:

1. To support intensive industrial development within existing and designated industrial lands within the Planning Area.
2. To make available an adequate supply of serviced land in appropriate locations to meet the ongoing needs of the Planning Area and Capital Region for various types of industry.
3. To provide planned locations for intensive industrial developments, in an environmentally sustainable manner.
4. To facilitate economic development by providing a supply of industrial land adequate to meet the demand for development, as well as land in strategic locations which are accessible to major transportation infrastructure and can be supported by market conditions.
5. To encourage industries with similar characteristics to cluster together to avoid land use incompatibilities with adjacent land uses and disruption of the established transportation system.
6. To ensure that future industrial and business park development does not negatively impact on adjacent land uses.
7. To reduce or eliminate land use conflicts between industry and other land uses both within the planning district and adjoining jurisdictions.
8. To ensure that industrial areas provide for a safe and healthy work environment, and are developed in a sustainable and environmentally safe manner.

## **B. Policies**

In addition to the policies described in Part III and IV, the following policies are established:

1. Generally heavy industrial area development shall be encouraged to locate in the Planning Area's Industrial areas where appropriate municipal services are available. However, properly designated industrial developments may be appropriate in rural areas in following circumstances:
  - a. They require larger parcels of land and no suitable sites exist within currently designated areas;
  - b. They require a rural location because of the development's hazardous nature or potential nuisance created by associated traffic; and,
  - c. There is a need to separate a development from population centres because of potential danger to public safety or nuisance from materials associated with the operation of the development.

2. Industries that are dependant upon an abundant water supply which may affect the potable water supply will not be encouraged to locate in the rural industrial areas.
3. Development should not be permitted in areas subject to flooding, erosion, or bank instability, unless detailed analysis of the specific site, prepared by a qualified engineer can prove the development to be safe from the aforementioned hazards.
4. Industrial developments shall be considered subject to the following siting criteria:
  - a. Industrial developments shall be directed towards sites with low potential for agriculture including livestock production, and where the proposed development will not unduly interfere with existing or proposed agricultural operations;
  - b. Where industrial development is considered appropriate, it shall be encouraged to develop in a pattern which efficiently uses land, infrastructure and public services;
  - c. Industrial developments will be sited in clusters along one side of a provincial highway, provincial road or municipal road. Where necessary, internal service roads may be utilized to control access onto major highways;
  - d. Industrial developments should be located as close to an urban or rural settlement centre as is safe, nuisance-free and practical in order to strengthen existing communities and provide employment within close proximity to settlement areas. However, such development should be planned in such a manner that they do not impede the orderly expansion of communities with piped water and sewer services;
  - e. Lot sizes and soil conditions shall permit the effective functioning of on-site sewage disposal services approved in accordance with Provincial Environmental Regulations, as well as provide for adequate building separations in order to minimize hazards such as fire and provide adequate buffer to neighbouring uses;
  - f. Proposals involving multi-lot subdivisions will require the preparation of or be consistent with existing adopted secondary or sector plans; and
  - g. In order to avoid the unwarranted fragmentation of land, a development proponent shall be required to demonstrate the development's viability and that there is sufficient demand for that development.
5. Development proposals may require a detailed analysis of the specific site by a qualified engineer and may require the following information:
  - a. the design of an adequate surface drainage system, both in terms of the local and the downstream drainage network, the developer / proponent may be required to obtain a Water Rights License for any surface drainage associated with the development;
  - b. the provision of an adequate supply of potable water by well for each lot;

- c. the feasibility of the proposed sewage disposal system and the protection of the groundwater source;
  - d. the compatibility of the surrounding land use;
  - e. the possible development of adjacent lands; and,
  - f. a description of emergency services for the area;
  - g. preparation of a secondary plan.
6. Where feasible and appropriate, design guidelines shall be incorporated into municipal zoning by-laws and development agreements to ensure that the visual image of development is maintained, and that an overall high standard of development takes place.
  7. Expansion of industrial development in the southern part of the City of Selkirk, west of the C.P.R. right-of-way shall be directed south of the Hydro right-of-way to the southern City limits along Pittsburgh Avenue. Future development in this area should be in partnership between the City of Selkirk and the R.M. of St. Andrews.
  8. The area located in the City of Selkirk between the northern limit of the Business Park and the sewage treatment plant may be provided with water service through an extension of the existing water distribution system or by private well.
  9. Non-conforming uses in the area south of the north Selkirk Industrial Park and east of P.T.H. 9A should be encouraged to relocate and the area redeveloped to a Business Park standard in order to increase the attractiveness of this entrance into the City of Selkirk.
  10. Industrial development in the area north and east of the downtown area, south of Taylor Avenue, should be discouraged. This area should be redeveloped for general commercial, tourist and recreation uses.
  11. Industries presently located in non-industrial areas should be encouraged to relocate to appropriate industrial areas to reduce the impact or potential for impact of incompatible land uses. Should relocation of existing industry be impractical, steps should be taken to minimize the negative impact on adjoining property.
  12. In order to ensure overloading of the water and sewage collection system requirements do not occur, each new industry or expansion to existing industries should be evaluated prior to development approval.
  13. Expansion of industrial lands should be staged according to the servicing pattern. Development priority should be given to lands already serviced.
  14. Development proposals shall be consistent with adopted secondary plans.
  15. Development proposals within areas which are currently zoned to allow for subdivision will be reviewed and considered on the basis of the anticipated outcome of secondary plans within the vicinity.

16. Development of the existing Business Park in the City of Selkirk shall be directed to the north and west of the Business Park limits.

**C. Implementation**

The Industrial and Business Park development policies shall be implemented by means of:

- Secondary Plans;
- Zoning By-law;
- Subdivision Control;
- The issuance of Development Permits and Building Permits;
- Development Agreements with respect to provisions of services, use of land and other matters;
- The preparation of Secondary or Sector Plans;
- Undertaking studies that illustrate the demand and feasibility of development proposals; and
- Industrial areas shall be designated on the Land Use Classification Plan on the Development Plan Maps.

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## Part 6 – City of Selkirk

As the largest urban municipality in the Interlake, the City of Selkirk has certain types of land uses that are not necessarily found in the surrounding rural municipalities. The City of Selkirk, located on PTH 9, has many of the amenities of a larger urban centre yet still maintains a unique sense of rural character.

Selkirk is able to offer its residents a majority of services. The City of Selkirk has its own RCMP Detachment and volunteer firefighting detachment. The City contains a General Hospital, ambulance service and Mental Health Centre. Within the City boundaries are: 5 Charter Banks; numerous lawyers and chartered accountants; a number of federal and provincial government offices; and a Provincial court house. The City provides schools for all grades including a Regional Comprehensive High School which encompasses both academic and vocational training. Selkirk has a wide range of recreational activities for all ages. The City has: two community pools; a recreation complex; arena and curling rink; an eighteen hole golf course; and a public park which provides an immense amount of recreational activities.

This part of the Development Plan, in addition to the sustainable development and resource policies, applies to these unique areas of Selkirk as designated on the attached maps. The following designations are not meant to be exclusive to the City of Selkirk but because the City has a different built form from the rural municipalities, it warrants a distinct place in the Development Plan. This part of the Development Plan describes the following designations.

**DOWNTOWN MIXED USE:** an urban central business district where commercial, office, and residential uses are encouraged to locate with close proximity to each other or in the same building.

**REGIONAL COMMERCIAL AND INSTITUTIONAL:** areas designated for accommodating institutional and commercial uses that primarily service residents outside of a local neighbourhood.

**REGIONAL RECREATION AND OPEN SPACE:** large areas or facilities that provide private or public active or passive recreational facilities which service residents outside of a local neighbourhood.

**URBAN NEIGHBOURHOOD:** Areas with a mix of housing types as well as institutional, commercial, educational, and recreational uses at a scale and density that is compatible with one another.

**Map 1 depicts the land use designations within the City of Selkirk.**

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## Urban Neighbourhood (UN)

The housing types within the Urban Neighbourhood area of the City of Selkirk include: detached single-family dwellings, apartments, townhouses, and planned unit developments. Detached single-family dwellings are the dominant housing type.

The goal of the Urban Neighbourhood designation is to ensure all residential development is planned in an orderly, cost-effective manner. Provisions should be made for a wide variety of housing types in an environmentally pleasant residential setting.

The City of Selkirk has a low vacancy rate for rental accommodations and some demand for single family dwelling residential lots. The City has experienced limited residential growth for almost a decade and demographic characteristics have shifted with a smaller number of young adults and more seniors and Aboriginal people.

Selkirk's recent commercial expansion has increased employment opportunities. The limitations of the housing market have presented issues to new businesses locating in Selkirk. Commercial and industrial expansion should result in demand for new housing development.

Selkirk's older areas, especially in and around the downtown are fractured with scattered vacant lots and buildings. Many of those properties are well suited for multiple-family, institutional and mixed use developments.

Selkirk has become a community of choice as a retirement centre for rural residents in the Interlake region because it offers full commercial, medical and professional services which are not available in other smaller settlement centres. Due to the low vacancy rate for existing multiple-family dwellings, there is a need for housing for seniors in the form of rental apartments and/or condominiums.

### A. Objectives

In addition to the objectives described in Part III and IV, the following objectives are established:

1. To provide and maintain a supply of residential land to meet housing demands, taking into consideration opportunities to retro-fit older housing stock.
2. To provide and maintain an adequate variety of housing types to meet the needs of all residents.
3. To provide and maintain services ancillary to residential development.
4. To encourage LEED building and neighbourhood standards for housing developments.
5. To encourage residential development that applies sustainability principles; hence facilitating an efficient use of municipal services and energy resources.
6. To provide for neighbourhood commercial development that does not conflict with adjacent residential development.

## **B. Policies**

In addition to the policies described in Part III and IV, the following policies are established:

1. Based on the present trend, short term (5 to 10 years) residential growth can be accommodated in the area to the west of the C.P.R. right-of-way, between Strathnaver and Manitoba Avenue, and by infill of vacant residential lands.
2. In order to maximize the investment in infrastructure, development priority should be given to land already serviced, and the up-zoning of properties suitable for higher density residential and mixed use development.
3. Large residential subdivision proposals shall require the preparation of or be consistent with adopted secondary plans.
4. Rehabilitation and conservation of existing housing stock should be encouraged to protect property values and preserve the existing housing stock.
5. Complimentary ancillary uses and services should be provided in residential areas such as parks, recreational facilities, schools, neighbourhood commercial services, and limited institutional uses such as churches, childcare facilities, seniors housing and nursing homes.
6. Home occupations may be permitted within residential areas but should not detract from the residential character of the area in which they are located. Home industries shall not be permitted in residential districts.
7. An affordable housing strategy for the City of Selkirk should be established to ensure that new residential development projects include an affordable housing component and provide opportunities for home ownership. The strategy may consider alternative ownership models such as cooperatives.
8. The Zoning By-law shall provide for appropriately located high rise apartments, mixed use, planned unit developments, LEED developments, provisions for energy efficient developments meeting Manitoba Hydro power smart standards, and residential zoning categories recognizing and protecting a range of housing types.
9. Provision should be made for a wide variety of housing types in an environmentally attractive residential setting.

### Multiple-Family

10. This housing type, ranging from four-plexes and walk-up apartment blocks to high rise buildings, shall be permitted in appropriate locations and zoning districts in the Urban Neighbourhood areas. Appropriate locations may be areas that are:
  - a. Located close to community facilities, commercial areas and/or places of employment;

- b. Located on sites having access to a major arterial street or on sites at or close to an intersection of two arterial streets or within walking distance to a transit node such as a bus stop;
- c. Located on the periphery of single-family dwelling areas provided a buffer separates the two housing type densities or any other conflicting adjacent land use; or,
- d. Located in close proximity to commercial and downtown areas.

#### Planned Building Group Projects

- 11. Mixed types and forms of housing can create a very attractive and liveable residential environment and shall be permitted in Urban Neighbourhood areas if it is properly designed to integrate with the surrounding neighbourhood. These developments may include complementary commercial development.

#### Specific Purpose Housing Projects

- 12. Concentrations of any specific purpose housing should not occur in residential areas.
- 13. The Planning Area Board supports the integration of special needs housing in the Urban Neighbourhood areas and the Downtown by:
  - a. seeking, through consultation, an acceptable balance between neighbourhood interests and the needs of rehabilitation, care, and group homes; and
  - b. addressing the needs of low income people by encouraging adequate, safe, and affordable housing together with any necessary support services.

#### Mobile Homes

- 14. The establishment of new mobile home park subdivisions may be permitted in the Urban Neighbourhood area in the appropriate zoning district.

### **C. Implementation**

The above objective and policies shall be implemented by way of:

- Secondary plans such as an affordable housing strategy;
- Zoning by-laws;
- Subdivision control process;
- Issuance of building permits and enforcement of the building code; and
- Development agreements.

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## **Downtown Mixed-Use (DM)**

The City of Selkirk has recently completed a waterfront enhancement project north of the lift bridge. The goals of this development were to stimulate downtown revitalization, create an all-season community destination, enhance multi-modal connectivity along the river, and to celebrate Selkirk's river port heritage. The waterfront is the site of recreational fishing and special event celebrations.

Selkirk's waterfront district has seen significant public and private investment to spur the revitalization of Downtown. There are numerous vacant parcels and surface parking lots that could be redeveloped to further enhance the area. Residential and mixed use development would provide employment opportunities in a walkable environment with a full range of services and recreation opportunities nearby.

Much of old Downtown Selkirk is lined with historic buildings, dating back to the turn of the century and beyond. During the summer months, the city offers self guided walking tours of the area where residents and guests alike can enjoy the scenery and learn some of the history about each building.

### **A. Objectives**

In addition to the objectives described in Part III and IV, the following objectives are established:

1. To support continued development of the waterfront and vicinity as Selkirk's "meeting place" for community activities.
2. To encourage the adaptive reuse of historic buildings.
3. To encourage a variety of commercial enterprises to support tourism in the Downtown.
4. To encourage mixed-uses for buildings.
5. To encourage higher density residential development.
6. To protect and enhance the character of Manitoba Ave and Main Street as a "neighbourhood main street".

### **B. Policies**

In addition to the policies described in Part III and IV, the following policies are established:

1. Promote downtown development to stimulate revitalization and capitalize on existing infrastructure by:
  - a. Encouraging and creating a plan to address the retention, recruitment, development, and incubation of unique and important businesses;
  - b. Encouraging and supporting the adaptive reuse of heritage buildings and the location of government office and staff in the downtown;

- c. Ensuring that the zoning by-law support the concept of mixed land uses and compact urban form in the downtown; and
  - d. Encouraging construction on vacant lots.
- 2. Encourage downtown living in the City of Selkirk by:
  - a. Supporting the creation of a pedestrian friendly downtown;
  - b. Supporting the creation of a visually attractive downtown; and
  - c. Encouraging mixed-use residential development that integrates retail, personal, recreational, and institutional services required by the local population.
- 3. Promote a safe downtown by:
  - a. Encouraging all public and private development in the downtown to be designed with site and building design principles (Crime Prevention Through Environmental Design) that promote safety and security; and
  - b. Encouraging graffiti control.
- 4. Promote the unique character of the downtown by:
  - a. Supporting special events at the Waterfront and in the downtown area; and
  - b. Supporting and encouraging affordable activities in the downtown that foster a spirit of celebration and festivity and that promote the participation of all residents and visitors.
- 5. Encourage accessibility to and within the downtown by:
  - a. Promoting universal design in all public and private development projects;
  - b. Linking to East Selkirk and adjacent neighbourhoods with attractive transportation routes and access points with emphasis on multi-modal connections;
  - c. Using streets and sidewalks, river corridors, pathways, and greenspaces as an interconnected network to integrate the downtown and connect it with the whole city;
  - d. Supporting cycling and other alternative modes of transportation to and within the downtown; and
  - e. Supporting cost-effective public transit to move people to and within the downtown.
- 6. Encourage the expansion and diversification of non retail activities such as government services, professional services, post secondary education services, arts and cultural services, and financial services.

7. To encourage land intensive commercial and institutional uses to establish on land designated Regional Commercial and Institutional.
8. The development of multiple family dwellings shall be encouraged to locate in the downtown district and/or along Main Street.
9. Promote the development of the Selkirk waterfront area between the bridge and Marine Museum property with an emphasis on recreational/cultural/ tourism uses.
10. Encourage new public facilities and office uses to locate in close proximity to the waterfront to enhance “the meeting centre” theme for the water front.
11. Selkirk’s rich historical background shall be encouraged to be considered in site and building design of new facilities and renovation of older buildings. This rich history may be the seed for an architectural design theme which presents Selkirk as an interesting destination point.
12. Incentives and design guidelines shall be considered to enhance historical resources in the downtown.

**C. Implementation**

The above objectives and policies shall be implemented using tools such as:

- Secondary plans;
- Zoning by-laws;
- Subdivision control process;
- Design Guidelines;
- Issuance of building permits; and
- Development agreements.

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## Regional Recreation and Open Space (RT and OS)

The availability of quality recreation facilities and open space adds to the quality of life and satisfaction for local residences. Strong community spirit and soul are often grown around community interaction at public recreation events and programs. Furthermore, cities like Selkirk showcase their quality of life and lifestyle opportunities by hosting recreational and cultural events.

Selkirk has several facilities and spaces dedicated to recreation, both indoor and outdoor such as the Selkirk Arena, park, harbourfront, marine museum, and golf course.

With the increasing global emphasis upon health and quality of life, individuals of all types have become interested in a variety of recreational activities. The City should ensure its ability to provide fitness/recreational facilities to individuals with varying fitness abilities or rehabilitation needs.

### A. Objectives

In addition to the objectives described in Part III and IV, the following objectives are established:

1. To provide recreation and open space to meet a variety of community needs and contribute to the community's quality lifestyle.
2. To preserve areas with aesthetic value and access to the river edge.
3. To separate non-compatible land uses with open space or landscaped buffers in order to minimize conflicts.
4. To present Selkirk as a regional center hosting recreational and cultural events.
5. To expand Selkirk's array of recreational facilities to incorporate such assets as an indoor soccer dome, youth skateboard park, and wellness centre.

### B. Policies

In addition to the policies described in Part III and IV, the following policies are established:

1. The Planning Area Board shall support the integration of rivers, parks, and green spaces by:
  - a. Enhancing year-round access to the Red River through the provision of boat launches, docks, river trail systems, and other conveniences;
  - b. Protecting, preserving, and enhancing natural amenities and linking them where feasible; and
  - c. Encouraging the private sector to incorporate open space, landscaping, and alternative transportation amenities into development projects.

2. Selkirk's trail system should be expanded and strategically linked beyond Selkirk Park to include other scenic areas such as the waterfront and the golf course for recreational use and active transportation.

**C. Implementation**

The above objectives and policies shall be implemented by means of:

- Public shore land reserves shall be required in any new subdivision adjacent to the Red River, and those properties shall be designated a "public reserve" on formal subdivision plans.
- A multi-use trail system throughout the City should be introduced. This trail system would incorporate pre-existing scenic routes such as: Selkirk Park, the Waterfront and Golf Course. Consideration should be given to inter-municipal trail linkages and Trans-Canada Trail improvements.
- Open space areas may be achieved in new subdivisions through the design of environmental ponds and waterways. These properties shall be set aside as "public reserve" on subdivision plans, and the cost of these facilities shall be by the developers.

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## **Regional Commercial and Institutional (RC and RI)**

The City of Selkirk is an emerging regional centre serving the Interlake area and east side Lake Winnipeg beaches community. The commercial service area contains approximately 75,000 persons within a forty-five minute drive or 60,000 within a thirty minute drive. The construction of PTH #4 connecting PTH #9 and #59 was a principal factor in Selkirk serving as a regional service centre.

Selkirk's position as a regional centre has been strengthened by the establishment of "Selkirk Crossing" retail area along Manitoba Avenue. Development in the area has increased traffic along Manitoba Avenue and as such the City of Selkirk has commissioned a traffic study in partnership with Manitoba Department of Infrastructure and Transportation which recommends infrastructure improvements. There is an interest as well in ensuring the health of the older downtown area and commercial areas of Main Street as well.

The most prominent regional institutional uses are the Selkirk Mental Health Centre and the Selkirk and District Hospital, both located in the northwestern part of the City. Other institutional land uses, such as religious, educational, social and cultural establishments, are mostly contained within neighbourhood areas or are located downtown. Institutional developments should be guided in a manner which will maximize their positive impact upon the community.

### **A. Objectives**

In addition to the objectives described in Part III and IV, the following objectives are established:

1. To expand Selkirk's regional centre drawing power by offering greater service variety and selection while enhancing Selkirk's downtown and Main Street commercial district thereby making Selkirk an exciting community to live and/or visit.
2. To expand Selkirk's commercial economic base thereby increasing employment opportunities for local citizens.
3. To ensure that infrastructure improvements are planned to address the effects of further development to municipal infrastructure and undue costs are not borne by the municipality.
4. To assure availability of adequate land in appropriate locations to meet the institutional needs of the City and the District.
5. To ensure City institutional uses are developed in a manner harmonious to the environment and in keeping with the character of the area.
6. To support education/health services to meet the needs of the City, District and Province.
7. To support the redevelopment of institutional facilities such as the Selkirk Mental Health Centre.

## **B. Policies**

In addition to the policies described in Part III and IV, the following policies are established:

1. To encourage the expansion and diversification of large land intensive uses in Regional Commercial and Institutional areas.
2. Regional commercial developments which attract large volumes of traffic shall be designed to least interfere with the flow of traffic which may require service roads. If a service road is proposed within the control area of a provincial highway then a permit will be required from the Highway Traffic Board or Department of Infrastructure and Transportation.
3. Development in Regional Commercial and Institutional areas shall have a high quality of design.
4. Regional Commercial and Institutional areas shall provide adequate off street parking.
5. The design of institutional buildings should be in keeping with the character of the area where practical.

## **C. Implementation**

The Regional Commercial and Institutional policies shall be implemented by means of:

- Development standards in Zoning By-laws;
- Subdivision Review and Approval;
- The issuance of Development Permits and Building Permits;
- Development Agreements;
- The preparation of Secondary or Sector Plans;
- Undertaking studies that illustrate the demand, feasibility, and life cycle costs of development proposals.

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## Part 7 – Plan Implementation

This Part outlines a variety of tools that the Planning District has available to implement the Plan, including both the traditional tools that govern plans of subdivision, zoning by-laws, minor variances, consents, development agreements and also policies that provide guidance as to the form of municipal influence needed to fulfill this Plan's objectives. Also presented is a framework for ongoing monitoring processes that will ensure that the Plan is effective over the long term.

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### Tools to Managing Growth and Change

The *Planning Act* provides traditional tools that govern plans of subdivision, zoning by-laws, minor variances, consents and development agreements. These are the basis for the day-to-day development approval process.

The *Planning Act* provides tools to help municipalities create new parks, open space and community infrastructure for the additional residents and workers that growth brings. Used thoughtfully and consistently, these mechanisms ensure balanced growth that will help make the Planning District a good place to live, work and play. These tools include park dedication standards and phasing programs, to ensure that community infrastructure is in place prior to development, the designation of special improvement zones, capital levies and site plan control, to ensure that trees and landscaping are provided and that development is well designed, functional and integrated into the urban fabric.

This section of the Plan contains the required authorization and policies for these tools.

#### A. Zoning By-Laws

They establish land use zones and requirements. They clearly define the land to which certain uses may or may not be assigned; control the location, bulk and shape of buildings to be constructed on building sites; prescribe minimum building sites and dimensions; and prescribe minimum acreages to be devoted to public use. In this regard, the Development Plan is used as a guide in preparing or amending the Zoning By-Law. For example, in studying an application for rezoning, the local authority should base its decisions on the objectives, the principles, the policies and the land use proposals laid down in the Development Plan.

#### B. Subdivision Regulations

They allow the local authority to control the subdivision of land under the authority vested in it by the *Planning Act*. The *Planning Act* provides that a subdivision of land shall not be approved unless the Planning District Board and the Municipality in which the land proposed for subdivision is located, has by resolution given its recommendation, with or without conditions. Hence, the Planning District Board may approve a subdivision plan only when the policies of the Development Plan and Municipal by-laws are complied with. The street pattern, location of public uses and provision of adequate easements and rights-of-way, can therefore, be controlled by the Municipality. Again, decisions regarding the approval of proposed plans of subdivision are guided by the objectives, principles and policies of the Development Plan.

### **C. Building Regulations**

Through a Building By-law adopted under The Manitoba Building and Mobile Homes Act, the Planning District Board can establish the minimum provisions or standards which new and renovated buildings have to meet, in order to protect the safety and health of the public. This will control the minimum standard of construction and maintenance within a developed or redevelopment area.

### **D. Public Works Programs**

If public works or services are undertaken in accordance with the policies set out in the Development Plan, the Municipality will have a good chance of controlling the rate and direction of development, by its policy regarding the installation of public facilities and services. For example, control over the growth of residential areas may be exercised by extending public facilities and services into vacant land, only if it meets the objectives, principles, policies and land use proposals set out in the Development Plan and detailed in adopted Secondary Plans where required by the Development Plan.

### **E. Development Agreements**

Wherever applicable, a developer may be required to enter into agreement with the Municipality regarding the level and standards of workmanship for services and utilities, the dedication of land for public uses, the phasing of development, the developers' financial commitments to the public, the posting of bonds to guarantee the completion of the project or services in the subdivision. This will ensure that the development will take place in such a manner that the general well being of the surrounding property owners or the community as whole, will be protected.

### **F. Wastewater Management Plan**

The SDPA Wastewater Management Plan outlines the planned implementation of centralized wastewater treatment infrastructure across the more densely populated areas of the SDPA. It serves as a background document supporting the Development Plan and is revised as new information becomes available. The plan is a reference plan and is not policy. The Wastewater Management Plan will be used in the preparation of Secondary Plans and Concept Plans to support the objectives and policies of the Development Plan.

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## **Making Things Happen**

Successful implementation of this Plan depends to a large degree on whether its policies can guide local development and action in a variety of contexts over the next 20 to 25 years. This Sub-section contains policies to ensure that planning is sensitive to local conditions in the designated development centers of the Planning District, while at the same time advancing the Plan's core principles and building on its broad objectives. Implementation of this Plan may be guided by the initiation of a number of specific action plans and strategies available to the District Board and Councils as follows.

### **A. Corporate Strategic Plan**

Corporate Strategic Plans may be prepared by the District Board and Municipal Councils in support of budget making:

- They serve as an a link between the District Development Plan and the localized priorities, phasing and budget allocations determined by Municipal Councils; and
- Set the stage for the preparation of five year capital strategies to implement initiatives proposed by Council and for the annual review of the District Development and Secondary Plans and validation of local planning priorities.

Corporate Strategic Plans strive to:

- Increase corporate efficiency and effectiveness by providing municipal staff and Council with a comprehensive overview of programs, priorities and budget allocations across the corporation that are important to achieving the goals of the District Development and Secondary Plans; and
- Nurture cross departmental and inter-governmental partnership and cooperation.

### **B. Secondary Plans**

Division 2 of the Act provides for the adoption of Secondary Plans, which under the Selkirk and Area District Plan set the stage for the development of designated growth areas, to stimulate and guide development in keeping with the District Development Plan's objectives and include opportunities for public and government agency input and validation of the Secondary Plan's implementation strategies.

1. Secondary Plans are to be prepared under the District's Growth Management Strategy for designated centers within the Planning District. The areas demonstrating one or more of the following characteristics:
  - a. Locations which under the District Plan will be guided through the transition from reliance upon private services to public services and require comprehensive planning, to identify and guide suitable development or redevelopment options;
  - b. Areas targeted for major public or private investment; and

- c. Areas where development is occurring, or proposed at a scale intensity or character, which necessitates reconsideration or reconfiguration of local streets, block plans, public works, open space or other public services or facilities.
2. Secondary Plans are intended to identify and promote the desired type and form of physical development. Their objective is to achieve highly functional and attractive communities and plan for development which displays the appropriate fit, scale and relationships among land uses.
3. Implementation strategies under Secondary Plans will identify or indicate the following:
  - a. Overall capacity for development in the area;
  - b. Opportunities or constraints posed by unique environmental, economic, heritage, cultural and other features or characteristics;
  - c. Policies for development, redevelopment, intensification and/or infilling;
  - d. Urban design objectives, guidelines and parameters;
  - e. Necessary infrastructure investment with respect to any aspect of transportation services, environmental services, community and social facilities, cultural, entertainment and tourism facilities, pedestrian systems, parks and recreational services, or other local or municipal services; and
  - f. Impacts on traffic along municipal and provincial roads and provincial trunk highways.

Secondary Plans represent a link between the Corporate Strategic Plan and the objectives of the Development Plan. Appropriate amendments to Municipal zoning by-law may be required to implement Secondary Plans.

### **C. Improvement Strategies**

Promoting rehabilitation, revitalization and redevelopment within the Planning District where inter-jurisdictional and both public and private interests are impacted. The focus of these plans may be the revitalization of the City of Selkirk downtown; inter-municipal sewer and water treatment strategy, highway access management plans for PTH #9 between the cities of Winnipeg and Selkirk, provide access to industrial and business parks to improve the safety and efficiency of truck traffic flow; rejuvenation of neighbourhoods and stimulating employment and industrial development within the Planning District.

Improvement Strategies may be prepared to promote the maintenance, rehabilitation, revitalization and/or conservation of selected lands, buildings and communities facing challenges of transition, deficiency or deterioration or for any other environmental, social or community economic development reason and their preparation will include opportunities for public and government agency input and validation of the Improvement Strategy's policies and implementation programs;

1. Area Improvement Strategies may be identified for areas exhibiting one or more of the following:
  - a. Physical decline in local building stock;
  - b. Conflicts between incompatible land uses or activities;

- c. Deficient or deteriorated public infrastructure and/or amenity, including parks, open spaces, community facilities and streetscapes;
- d. Barriers to the improvement or redevelopment of vacant or underutilized land or buildings, such as contaminated soil, fragmented ownership, or financial disincentive to private investment; and
- e. Declining social, environmental and/or economic conditions.

2. Area Improvement Strategies may be prepared as part of the Secondary Plan to provide direction regarding one or more of the following:

- a. Strategic inter-governmental partnerships and coordinated public/private investment to repair or upgrade municipal infrastructure, integration of regional highway transportation networks, community services and/or public amenities;
- b. Allocation of public funds, in the form of grants, loans or other finance instruments, for the physical rehabilitation or improvement of private land and/or buildings, including rehabilitation of contaminated properties;
- c. Municipal acquisition of lands or buildings and any subsequent clearance, rehabilitation, redevelopment or resale of these properties; and
- d. Other municipal actions, programs or investment for the purpose of stimulating, strengthening community stability, facilitating local physical or economic growth, improving social or environmental conditions, or promoting neighbourhood revitalization.

3. Area Improvement Strategies represent implementation strategies which may be linked to Secondary Plans in support of the objectives and policies of the District Development Plan.

Appropriate amendments to Municipal zoning by-laws may be required to implement an Area Improvement Strategy.

#### **D. Concept Plans**

Concept plans are reference plans, not policy plans. They represent design layout concepts prepared at the direction of the District Board or Municipal Council.

1. Concept plans provide direction for how new developments within designated Rural and Urban

Centres may be organized to:

- a. Ensure the efficient provision of infrastructure services;
- b. Demonstrate how site development will be organized to ensure compatibility with adjoining land uses and transportation systems; and
- c. Provide design features for special purposes such as landscaping, buffers, open space, and pedestrian and vehicular accesses.

Concept plans may be linked to a Secondary Plan in support of the objectives and policies of the District Development Plan. Concept Plans will also involve consultation with Provincial agencies and other interested stakeholders in order to guide future development in a sound and sustainable manner.

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## The Plan Guides Actions

As a statutory document for guiding growth and change in the Planning District, the Development Plan gives direction to the Planning District Board and Municipal Councils on their day-do-day decision making. Policy maps provide a geographic reference for the Planning District's urban and regional planning directions to guide Secondary Plan initiatives, inform budget processes, corporate strategic planning and public investments and programs. If the Planning District is to move closer to the future envisioned by the Plan, in addition to giving direction to capital expenditures for infrastructure projects, the Plan must guide other related decisions of the Planning District Board. The *Planning Act* requires that all by-laws enacted and public works undertaken by the Planning District and by its partner municipalities conform to its Plan. Whether it be a policy decision with a minimal price tag or a major capital expenditure, decisions should be evaluated against the goals and objectives of this Plan. All municipal departments, agencies and boards have a role to play in realizing the vision, applying the principles and achieving the quality of life objectives of the Plan.

- *Municipal by-laws and public works to conform to this Plan.*
- *Decisions and actions of the Planning District Board, City of Selkirk and Rural Municipal Councils of West St Paul, St. Andrews, St. Clements and staff, including public investment in services, service delivery and infrastructure, to be guided by this Plan.*
- *Secondary Plans providing strategies and guidelines consistent with this Plan will be adopted, identifying priorities, detailed strategies, guidelines and actions, to advance the vision, goals and objectives of this Plan.*
- *Maintaining community infrastructure and assets in a state of good repair is a municipal investment priority.*
- *The need for new municipal investment to replace, enhance or build new infrastructure to implement this Plan, will be identified through Secondary Plan strategies. These will include Area Improvement Strategies, community service and facility strategies and other similar initiatives, based on population and employment growth and existing unmet needs.*
- *District resources, especially lands, buildings and infrastructure will be used to their best strategic advantage, to advance the objectives of this Plan and associated implementation plans and campaigns and to leverage other public and private investment.*

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## The Future is a Shared Responsibility

Municipal governments cannot build great communities on their own. The District Board, the City and Rural Municipal Councils can lead by example, but ultimately, leadership needs to be shared with business, other public institutions, non-governmental organizations, community groups, residents and community volunteers to unleash ideas, energies and resources in common ventures. A community is successful when all sectors care enough to give their time, effort and money to enhance the quality of life in their community. A City and the Rural Municipalities with an engaged and informed citizenry and business sector will attract greater levels of involvement and investment from other levels of government. This can be accomplished by:

1. Achieving the goals and objectives of this Plan will be a shared responsibility where the Planning District Board and Municipal Councils can lead by:
  - a. example and pursue excellence and leading edge practices in all fields of municipal endeavour;
  - b. advocate for legislative powers and sustainable revenue sources commensurate with the expectations placed on the Planning District and Municipal Councils to deliver services and programs and an excellent urban/rural quality of life;
  - c. exert influence through policy levers and partnerships; and
  - d. seek partnerships with other levels of government, the business sector and non-governmental and community organizations.
2. Initiating campaigns to promote creative community partnerships, public engagement and community based leadership and where appropriate, link with existing initiatives, to maintain a vital, attractive, inclusive and economically competitive District.
3. Initiating campaigns to engage community groups, business and industry, non-governmental organizations, educational, arts and cultural communities, Planning District Board and representatives of other levels of government, to achieve progress over time, in the implementation of the District Development Plan.

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## Monitoring Performance

Over the life of the Plan, it is probable that course correction will be needed and policy changes may be warranted from time to time. Similarly new implementation initiatives may be needed and priorities may require adjustment in response to the varied and changing conditions in the Planning District. Monitoring facilitates the ability to respond to these changes and can improve the quality of decision-making. Responsiveness, adaptability and continuous improvement will be enhanced through a commitment to tracking key indicators of social, economic, environmental and fiscal conditions and by understanding the real changes to quality of life and their underlying causes.

Progress and success can be determined from periodic assessments of the Plan's key elements and agenda. These periodic assessments will look at the success of the growth and revitalization strategies of the Plan, the quality of the living, working and recreational environments that have been created and the Planning District's evolving relationship with the broader economic region. These assessments may reveal new emerging priority areas that may be addressed by changes to the Plan itself. As required by the *Planning Act*, every five years the Planning District Board will determine whether it is necessary to review the Plan.

The following explanations provide guidance for the understanding and interpretation of the text, maps, schedules, figures and images of this Plan.

1. The Plan should be read as a whole to understand it's comprehensive and integrative intent as a policy framework for priority setting and decision-making;
2. Policy Maps are part of the Plan. Other maps or illustrations contained in the Plan do not reflect official policy but are provided as reference material.
3. The bold italic text contains the policies of the Plan. Other non-policy text within the Plan which is not bold italic is provided to give context and background and assist in understanding the intent of the policies;
4. Boundaries illustrated for land use designations on Policy Maps are general, except where they coincide with fixed, distinguishable features such as roads, railroads, watercourses and other clearly defined physical features. Where the general intent of the Plan is maintained, minor adjustments to boundaries will not require amendment to this Plan;
5. The indication of any proposed roads, parks, municipal services or infrastructure in policy text or on Plan maps or schedules, will not be interpreted as fixed as per location or interpreted as a commitment by the District or the Municipalities to provide such services within a specific time frame. The nature, location and timing of infrastructure will be part of the scope of more detailed Secondary Plans.
6. The indication of any proposed roads, parks, services of infrastructure in policy text or on Plan maps or schedules, will not be interpreted as necessarily being specifically or solely the responsibility of the City or the Rural Municipalities to provide, finance or otherwise implement.

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## Part 8 – Glossary

**AFFORDABLE HOUSING:** Adequate shelter which costs less than 30% of the household income.

**AGGREGATE:** Sand and gravel or crushed rock.

**APPROVING AUTHORITY:** (i) the Minister, or (ii) the Board of the Planning Area that is authorized by an order of the Minister to act as an approving authority within the area of jurisdiction of the Board, or (iii) a municipal Council, or (iv) designated employee or officer.

**ARCHAEOLOGICAL SITE:** Means any historic site containing historical resources which are buried or partially buried on land or submerged or partially submerged beneath the surface of any water course or permanent body of water.

**BOARD:** The Selkirk and District Planning Area Board.

**BUFFER:** An area of land or physical feature intended to separate land uses or developments that are generally incompatible.

**COMPATIBLE LAND USE:** Land use activities which are able to co-exist without creating undesirable effects or interference.

**CONCEPT PLAN:** A plan which may show the general arrangement of future roadways, building lots, major physical features, drainage, and open spaces of a particular site or area and how they are integrated into the existing roadways, services, and surrounding area.

**CONDITIONAL USE:** Means the use of land or building which, due to its unique characteristics and/or potential impacts, requires review and approval from Council as per the zoning by-law.

**CONSERVATION SUBDIVISION:** means a flexible, density-neutral approach to subdivision design in which dwelling units are concentrated on a small portion of a parcel, allowing most of the land to be protected as natural open space. (B/L 219-14)

**CONTIGUOUS PARCEL:** means an uninterrupted area of land. (B/L 219-14)

**DEER WINTERING AREA:** The area of land as defined by the provincial Department of Conservation for the protection of white-tailed deer.

**DETRIMENTAL:** Undesirable or harmful as determined by the Selkirk and District Planning Area Board.

**DEVELOPMENT:** (a) means the construction of a building on, over or under land; (b) a change in the use or intensity of the use of a building or land; (c) the removal of soil or vegetation from land; and (d) the deposit or stockpiling of soil or material on land and the excavation of land.

**ECOLOGICAL RESERVE:** Crown land that has been established to preserve unique and rare examples of plants, animals, and geological features.

**ECONOMY:** means the global system of managing resources and of producing, distributing and consuming goods and services.

**ENVIRONMENT:** includes air, land, water, flora, and fauna.

**FARMSTEAD:** The land area used by the farm operator for a habitable residence, animal shelters, and buildings used for the farm operation, normally in a single cluster and located within the confines of a shelterbelt, if established.

**FISH HABITAT:** Spawning grounds and nursery, rearing, food supply and migration areas on which fish depend directly or indirectly in order to carry out their life processes as per the *Fisheries Act*.

**FULL RANGE OF FARMING ACTIVITIES:** Any farming activity within the laws of the Province of Manitoba including all types and sizes of farming fields, and livestock and poultry production operations.

**FULL-COST ACCOUNTING:** Means accounting for the economic, environmental, land use, human health, social and heritage costs and benefits of a particular decision or action to ensure no costs associated with the decision or action, including externalized costs, are left unaccounted for.

**FRACTIONAL 1/4 SECTION:** That portion of a 1/4 Section as surveyed by the Dominion of Canada National Survey, which is less than 160 acres of land and which is not covered by water.

**HEALTH:** Means the condition of being sound in body, mind, and spirit and is to be interpreted in accordance with the objects and purposes of *The Sustainable Development Act*.

**HERITAGE COMMITTEE, MUNICIPAL:** Means a group of persons appointed by a By-law of a municipality, to provide advice to the municipality on heritage issues as described in *The Heritage Resources Act*.

**HERITAGE DESIGNATION:** Refers to the process of legally protecting sites, whether by the Province or by the local municipality as set forth in *The Heritage Resources Act*.

**HERITAGE RESOURCE:** Includes (i) a heritage site; and (ii) any work or assembly of works of nature or of human endeavour that is of value for its archaeological, palaeontological, prehistoric, historic, cultural, natural scientific or aesthetic features.

**HERITAGE SITE:** Means any site containing heritage resources that has been designated by either the Province or municipality.

**INFILL DEVELOPMENT:** Refers to new development within existing built up areas on lands which are currently vacant or underutilized and is considered at both a neighbourhood and individual lot basis.

**LANDSLIDES:** Are all types of localized movements, except subsidence, of the earth's crust caused fundamentally by gravity and taking place because of some inherent instability in the arrangement of the materials.

**LAND SUBJECT TO FLOODING:** Lands subject to flooding are all lands subject to flooding by the 100 year flood, a recorded flood exceeding the 100 year flood, a recorded flood exceeding the 100 year flood, or a flood specified by the Water Resources Division in areas protected by flood control works.

**LIMITED RANGE OF FARMING ACTIVITIES:** Shall mean a restricted range of farming activities as opposed to "full range" of farming activities.

**LIVEABILITY:** Encourages inclusive communities that support diversity and social and environmental sustainability.

**LIVESTOCK OPERATION:** Means a permanent or semi-permanent facility or non-grazing area where at least ten animal units of livestock are kept or raised either indoors or outdoors, and includes all associated manure collection facilities, but does not include an auction mart.

**MAJOR PROVINCIAL HIGHWAY:** Means a highway designated in *Provincial Land Use Policies (184/94)* as a major provincial highway because of its importance as a regional, provincial, interprovincial or international highway.

**MITIGATIVE MEASURES:** Refers to any steps or procedure used to reduce the impact of a development, and may comprise field salvage or project re-design.

**MOBILE HOME PARK:** means a parcel of land upon which mobile home spaces are provided.

**100 YEAR FLOOD:** Is a flood which is likely to occur, on the average, only once in 100 years or more specifically, a flood which has a one percent chance of being equalled or exceeded in any years. Also described as a one percent flood or a flood having a return period of 100 years.

**ORDINARY HIGH WATER MARK:** The highest level of water that normally occurs; the occurrence of said level being so common as to mark on the soil a character, in respect to vegetation, distinct from that of the bank.

**PRIME AGRICULTURAL LAND:** Land having Classes 1, 2 and 3 soils as classified by the agricultural land capability system of the Canada Land Inventory and interpreted as such by the Manitoba Soil Survey and by the Department of Manitoba Agriculture, Food and Rural Initiatives.

**PROVINCIAL PARK:** A park designated as such under the authority of *The Provincial Parks Act*.

**PROVINCIAL ROAD:** Means a highway declared to be a provincial road under *The Highways and Transportation Act*.

**PROVINCIAL TRUNK HIGHWAY:** Means a highway declared to be a provincial trunk highway under *The Highways and Transportation Act*.

**QUARRY MINERALS:** Means the following minerals obtained by quarrying: shale, clay, peat, silica rich sand, dolomite, limestone or any other quarry minerals as defined in Consolidated Regulation 65/92 of *The Mines and Minerals Act*.

**RECREATION DEVELOPMENT:** Any development, whether intensive or extensive which facilitates recreation in a special area such as campground developments and trails.

**RIPARIAN AREAS:** An area of land on the banks or in the vicinity of a water body, which due to the presence of water supports, or in the absence of human intervention would naturally support, an ecosystem that is distinctly different from that of adjacent upland areas.

**SEASONAL DWELLING:** A residence for part of the year used primarily for recreation pursuits and not as a permanent residence, often referred to as a cottage.

**SECONDARY PLAN:** A plan adopted by by-law of a municipality or Board typically supported by background studies and includes policy statements and proposed initiatives for a specific area that may involve:

- issues and objectives arising out of the Development Plan;
- sustainable development strategies;
- future development including phasing, density, servicing, patterns, and forms of development;
- plans of subdivision, design, road patterns, transportation, building standards, drainage, major physical features, buffers, open space or other land use and development matters;
- economic development or the enhancement or special protection of heritage resources or sensitive lands; and
- areas requiring buffering and/or protection including cultural, ecologically, and archeologically significant areas.

**SENSITIVE LAND:** (a) land that is susceptible to flooding, permafrost, erosion, or that has unstable slopes or poor drainage; (b) areas of special significance for animal, bird or plant life, including wetlands, forests, and nesting areas; and (c) land on which any development is likely to harm ecological diversity.

**SHORELAND:** Land within 1,000 feet of the ordinary high water mark of a lake, sea or inlet thereof; or land within 300 feet of the ordinary high water mark of a river, stream, watercourse, creek, spring or other body of water.

**SMALL SCALE FARMING:** Farming activities usually utilizing a small parcel of land where the activities are specialized in nature (e.g. nurseries, horticulture, and bee keeping).

**SUBSIDENCE:** The vertical settlement, lowering or falling of the earth's surface.

**SUSTAINABILITY:** Means the capacity of a thing, action, activity or process to be maintained indefinitely in a manner consistent with the spirit of the Principles of Sustainable Development and Guidelines for Sustainable Development set out in Schedules A and B to *The Sustainable Development Act*.

**SUSTAINABLE DEVELOPMENT:** Meeting the needs of the present without compromising the ability of future generations to meet their own needs.

**UNIVERSAL DESIGN:** A practice of planning and designing the environment to accommodate individuals over a lifetime and looks at physical access to buildings, services and landscapes.

**VIAABLE LOWER CLASS AGRICULTURAL LAND:** Land which is not prime but which is used for farming or has the potential of being used for farming.

**VISITABILITY:** A movement which seeks to change the standards for residential construction requirements to include consideration of specific features that make it easier for persons with mobility limitations to live and visit.

**WATER BODY:** Any body of flowing or standing water, whether naturally or artificially created, and whether the flow or presence of water is continuous, intermittent or occurs only during a flood, including but not limited to a lake, river, creek, stream, slough, pond, marsh, swamp and wetland, including ice on any of the forgoing.

**WATER COURSE:** An open, defined channel, river, drain or ditch either naturally or artificially created, which intermittently or continuously contains moving water.

**WETLANDS:** Class 2 or 3 land as defined by the land capability system of the Canada Land Inventory for Waterfowl.

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# Appendix A

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## Development Plan Land Use Designation Maps

Map 1 – City of Selkirk

Map 2 – RM of West St. Paul

Map 3 – RM of St. Andrews North

Map 4 – RM of St. Andrews South

Map 5 – RM of St. Clements North

Map 6 – RM of St. Clements North Central

Map 7 – RM of St. Clements South Central

Map 8 – RM of St. Clements South

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## Development Constraint Maps

Map 9 – St. Andrews Airport Land Use Buffers

Map 10 – Regional Drainage System

Map 11 – City of Selkirk

Map 12 – RM of West St. Paul

Map 13 – RM of St. Andrews

Map 14 – RM of St. Clements

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## Infrastructure Maps

Map 15 – Waste Water Collection and Treatment Phasing- Winnipeg primary service provider/Mixed-use nodes and Park and Ride locations

Map 16 – Waste Water Collection and Treatment Phasing-Inter-municipal systems as primary service provider/Mixed use nodes and Park and Ride locations

Map 17 – Sewer and Water Infrastructure Existing and Proposed.

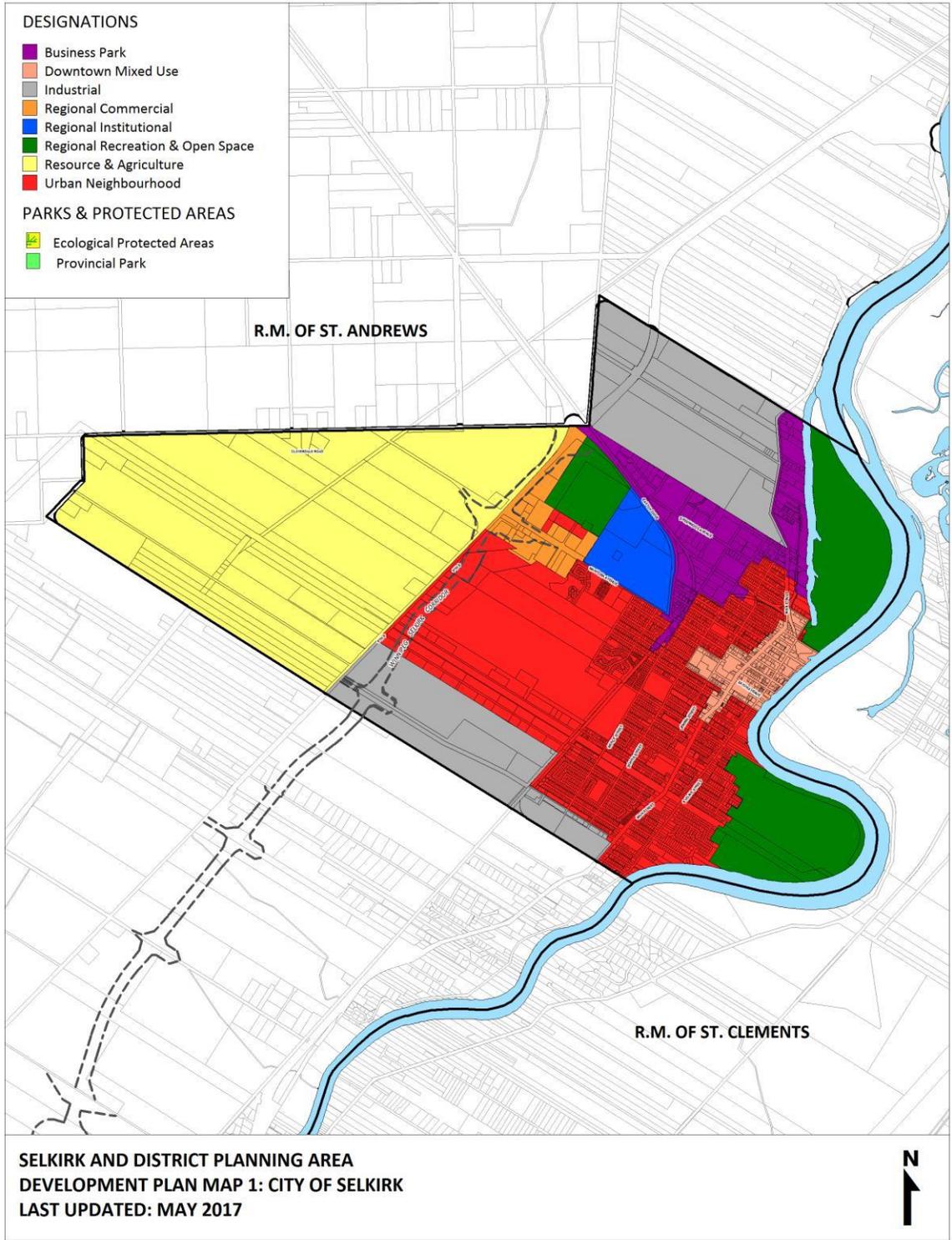
Map 18 – Road Network Transportation Map City of Selkirk

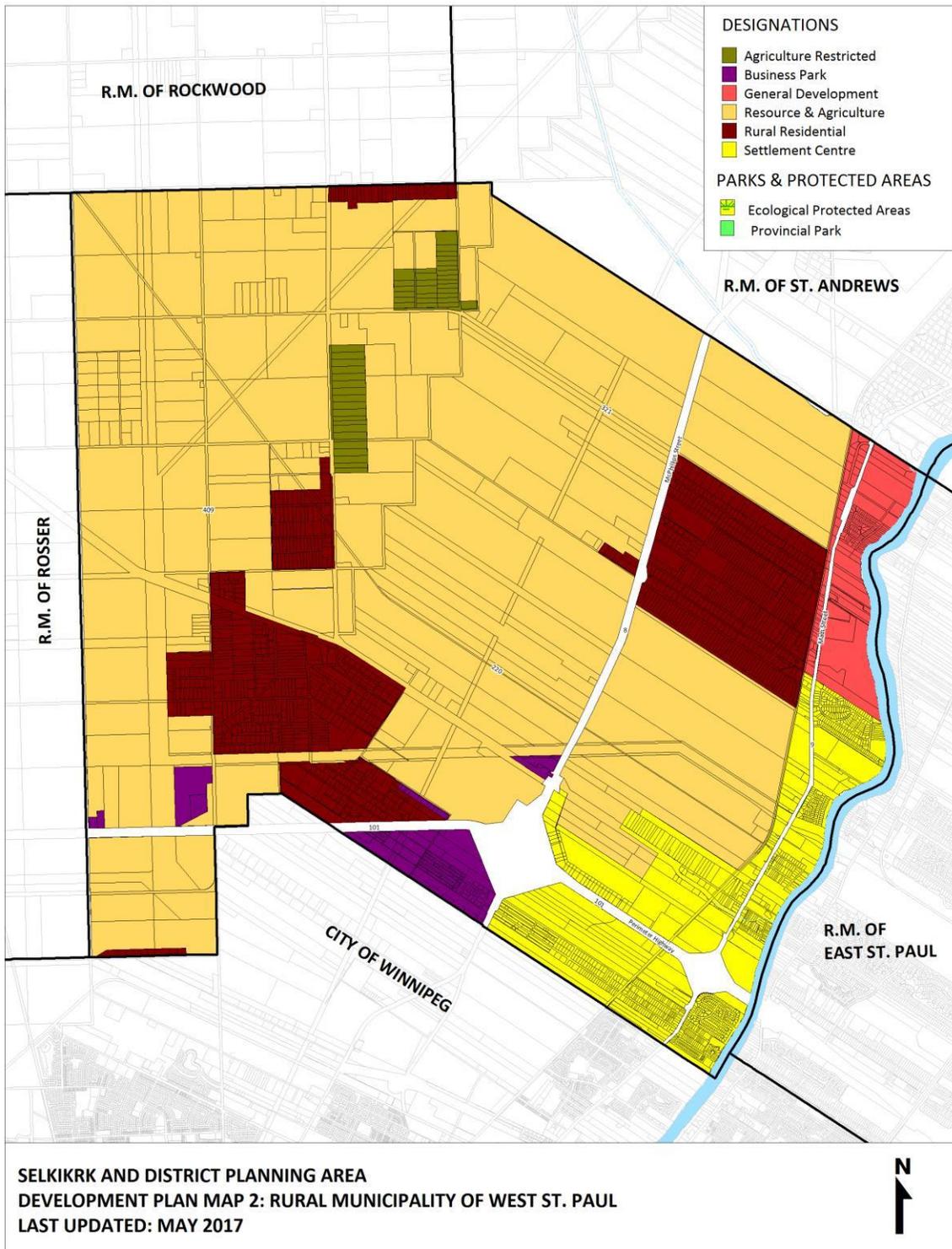
Map 19 – Road Network Transportation Map RM of West St. Paul

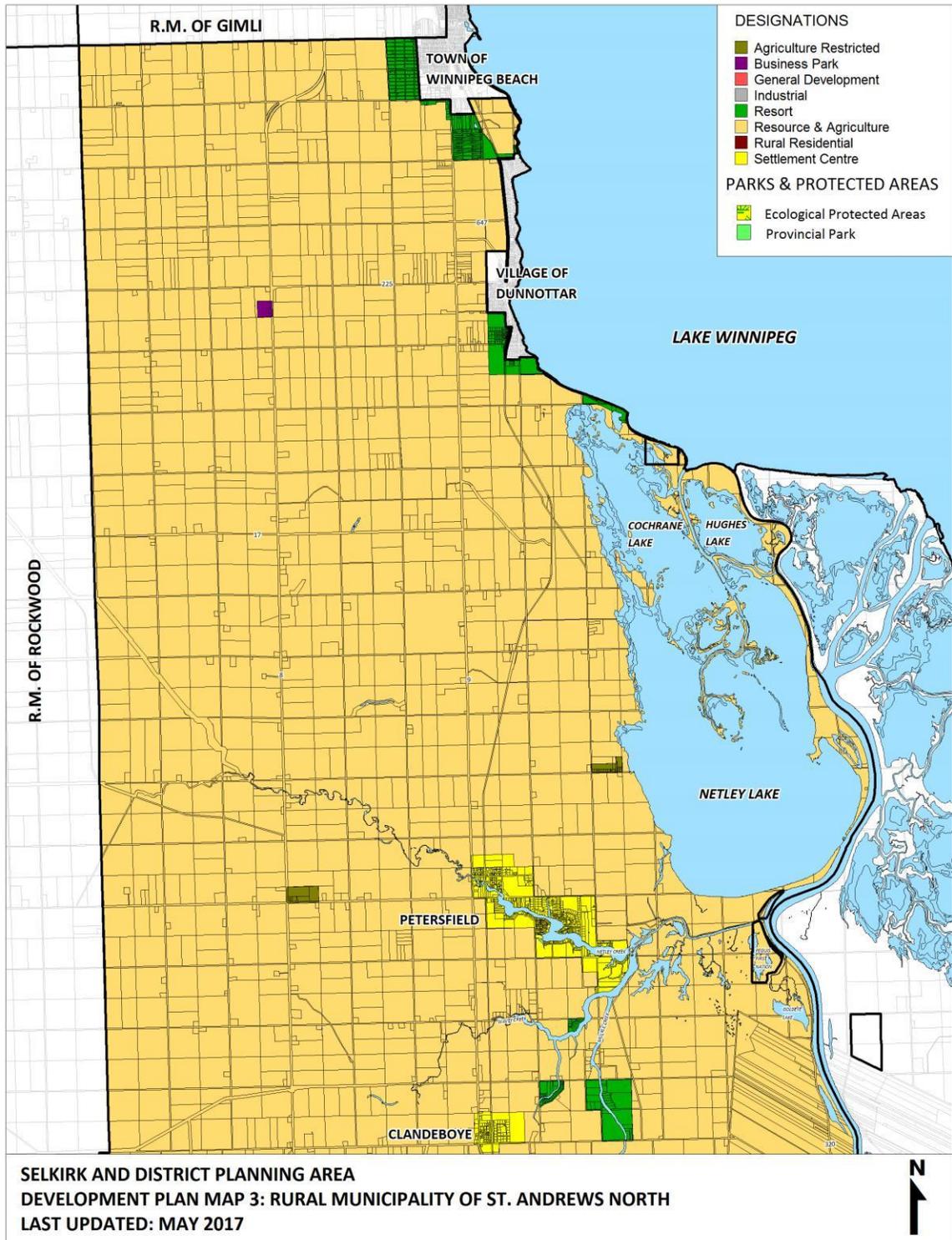
Map 20 – Road Network Transportation Map RM of St. Andrews

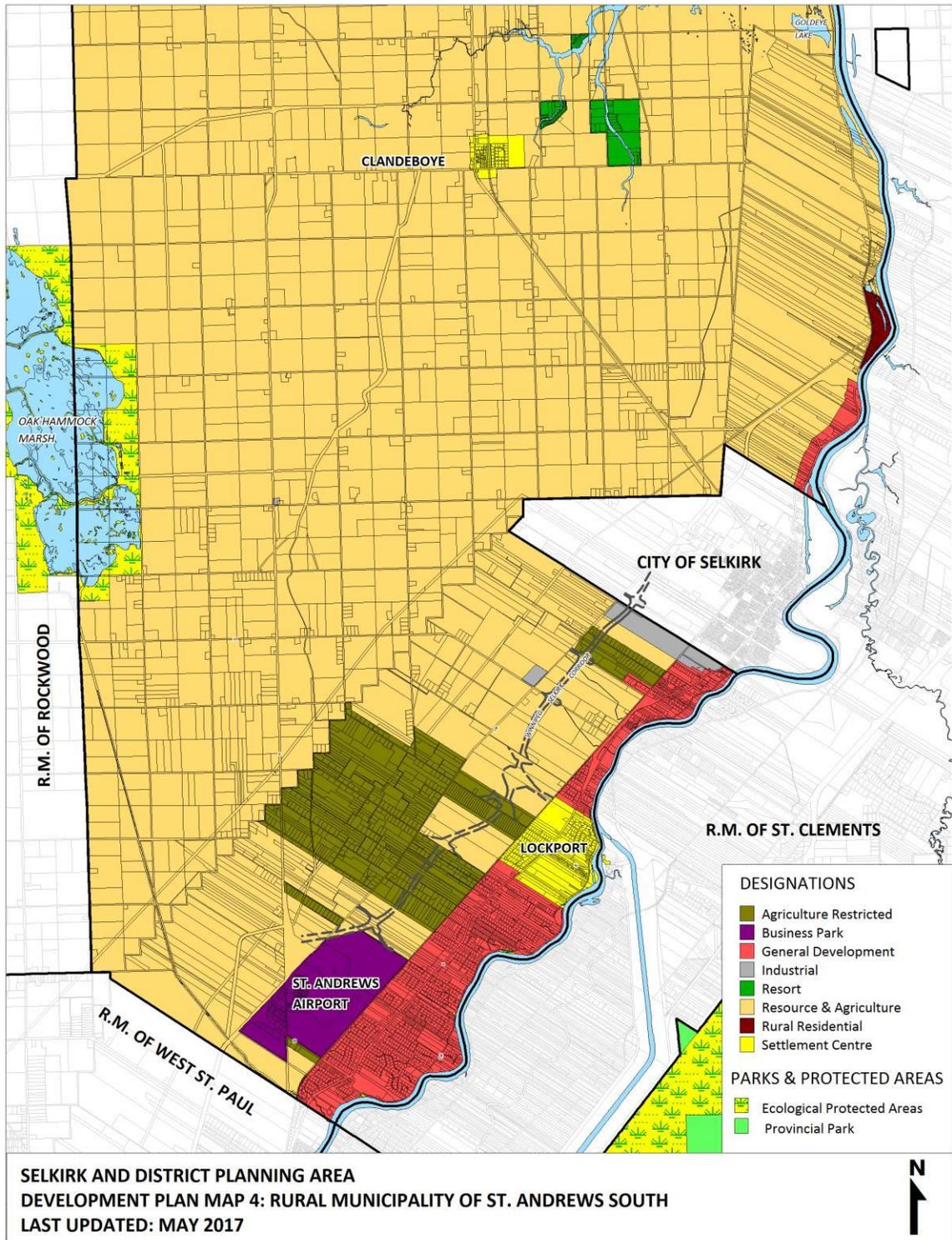
Map 21 – Road Network Transportation Map RM of St. Clements - Overview

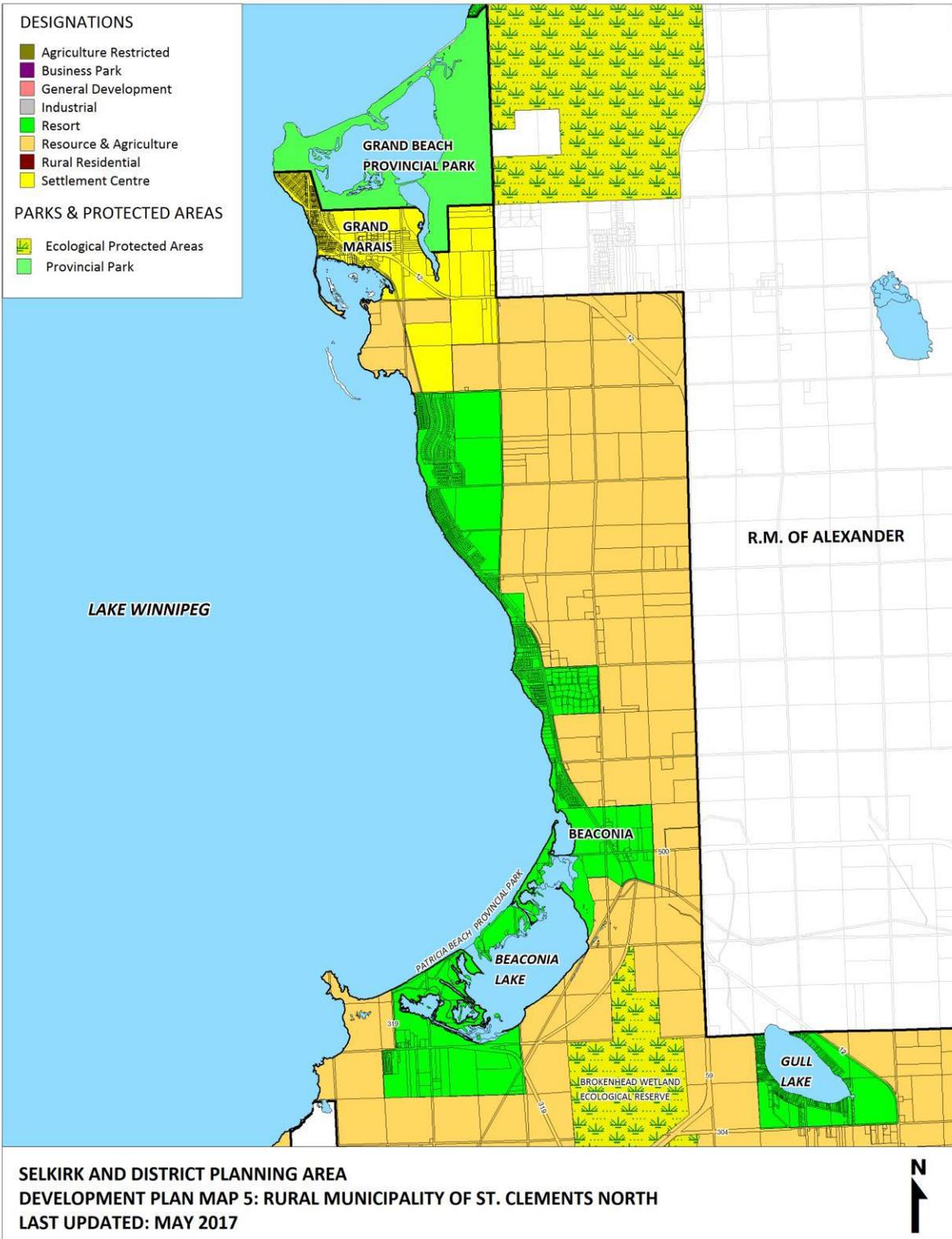
Map 22 – Road Network Transportation Map RM of St. Clements – Detailed

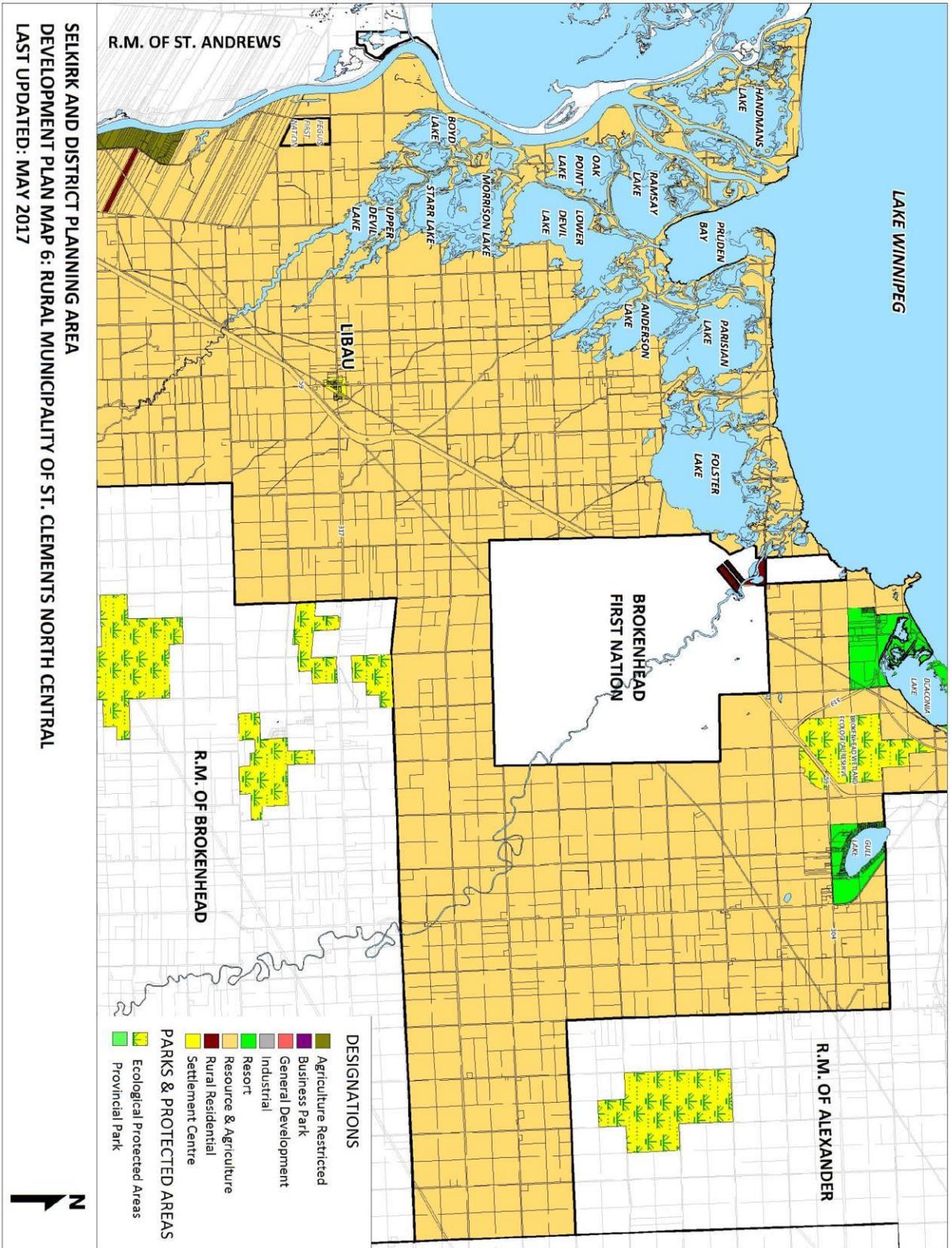


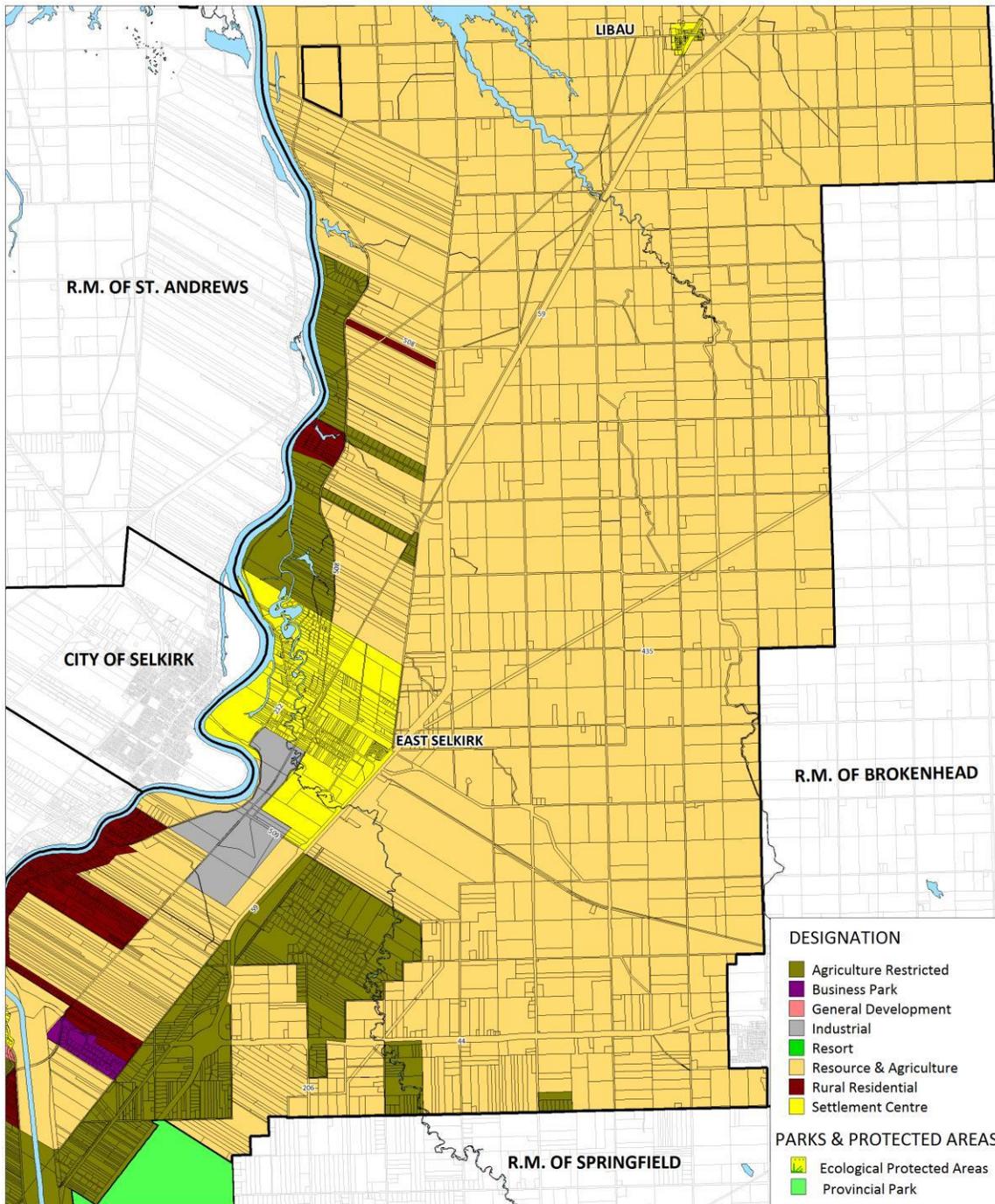






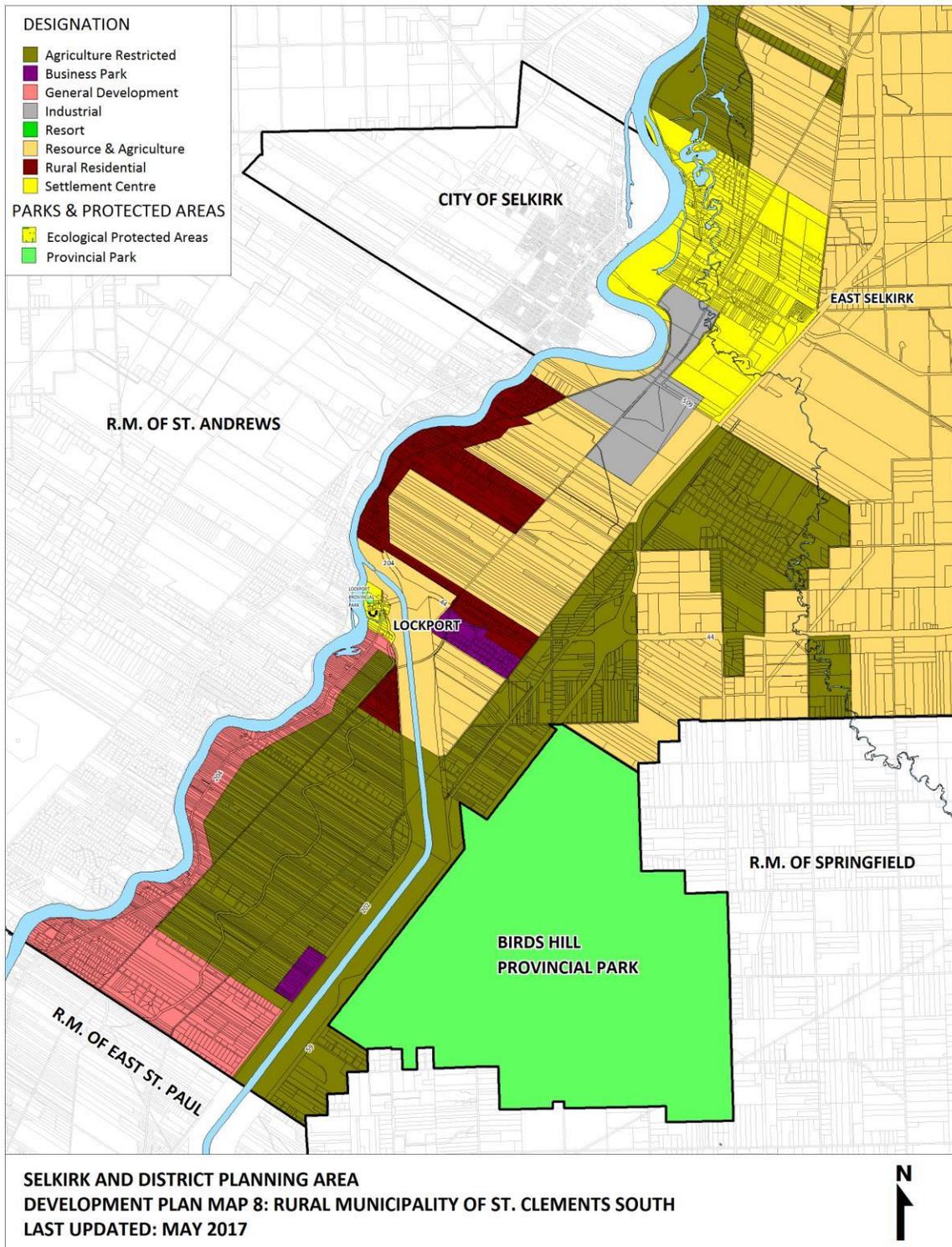


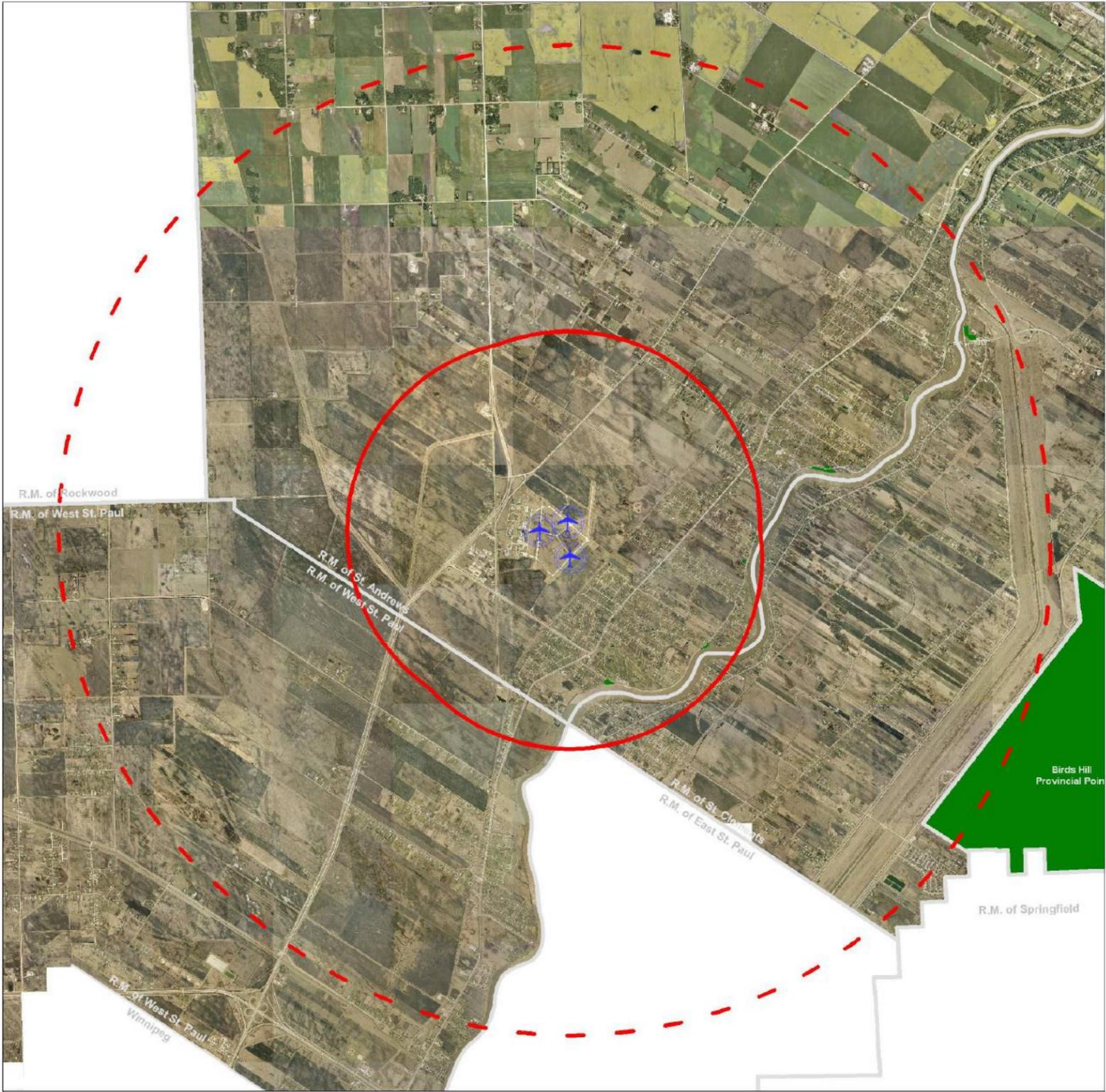




**SELKIRK AND DISTRICT PLANNING AREA  
 DEVELOPMENT PLAN MAP 7: RURAL MUNICIPALITY OF ST. CLEMENTS SOUTH CENTRAL  
 LAST UPDATED: MAY 2017**

**N**  
  
 NOTE: MAP NOT TO SCALE





**St. Andrews Airport  
Land Use Buffers**

Scale: 1 in = 7,500 ft  
1 cm = 900 m

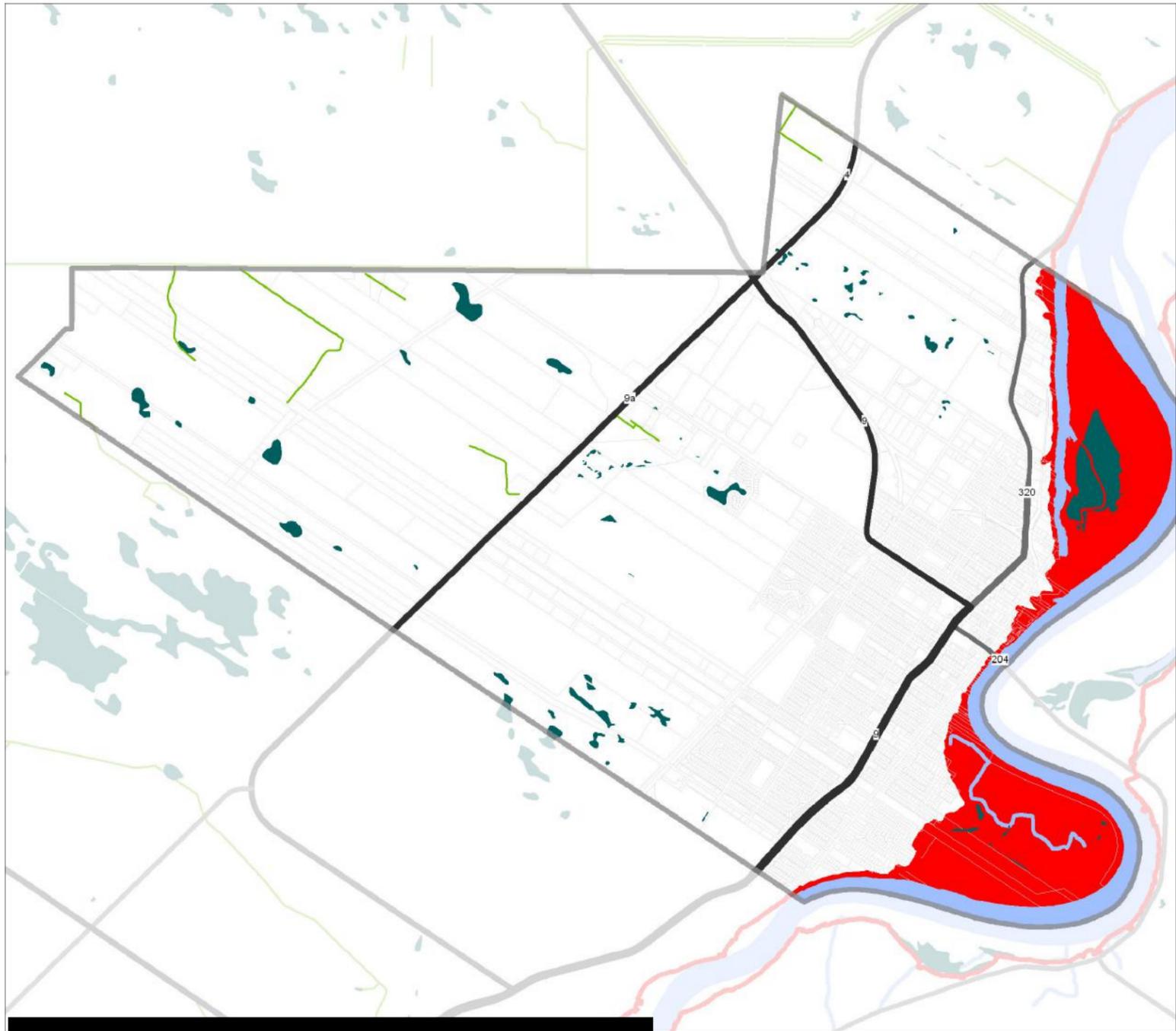
**Transport Canada Recommended Buffers**

-  Land Use Buffer Zone (3.2 km)
-  Bird Hazard Buffer Zone (8 km)

-  Airport Runway
-  Provincial Park

**Development Constraint Map 9**





**City of Selkirk**  
Development Constraints

Scale: 1 in = 3,350 ft  
1 cm = 402 m

**LEGEND**

*Constraint boundaries are general and not intended for site-specific delineation.*

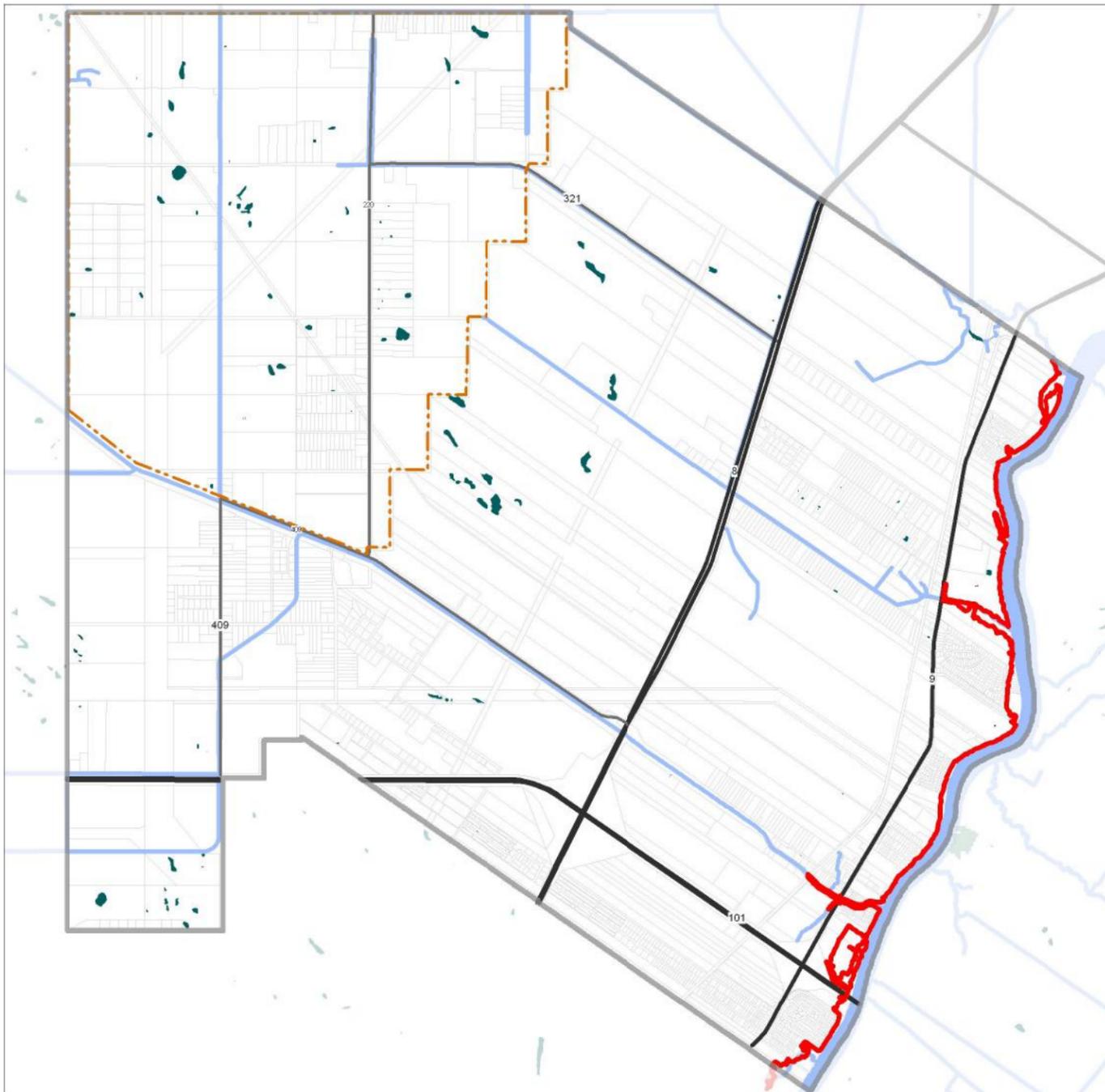
**Surface Water**

- River/Stream
- Low-lying or Wet Area
- Drain
- River/Stream

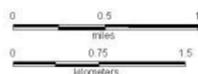
**1997 Flood Level**

- High-water Boundary

**Development Constraint Map 11**



**West St. Paul**  
Development Constraints



**LEGEND**

*Constraint boundaries are general and not intended for site-specific delineation.*

**Surface Water**

- Rivers/Streams/Drains
- Low-lying or Wet Area

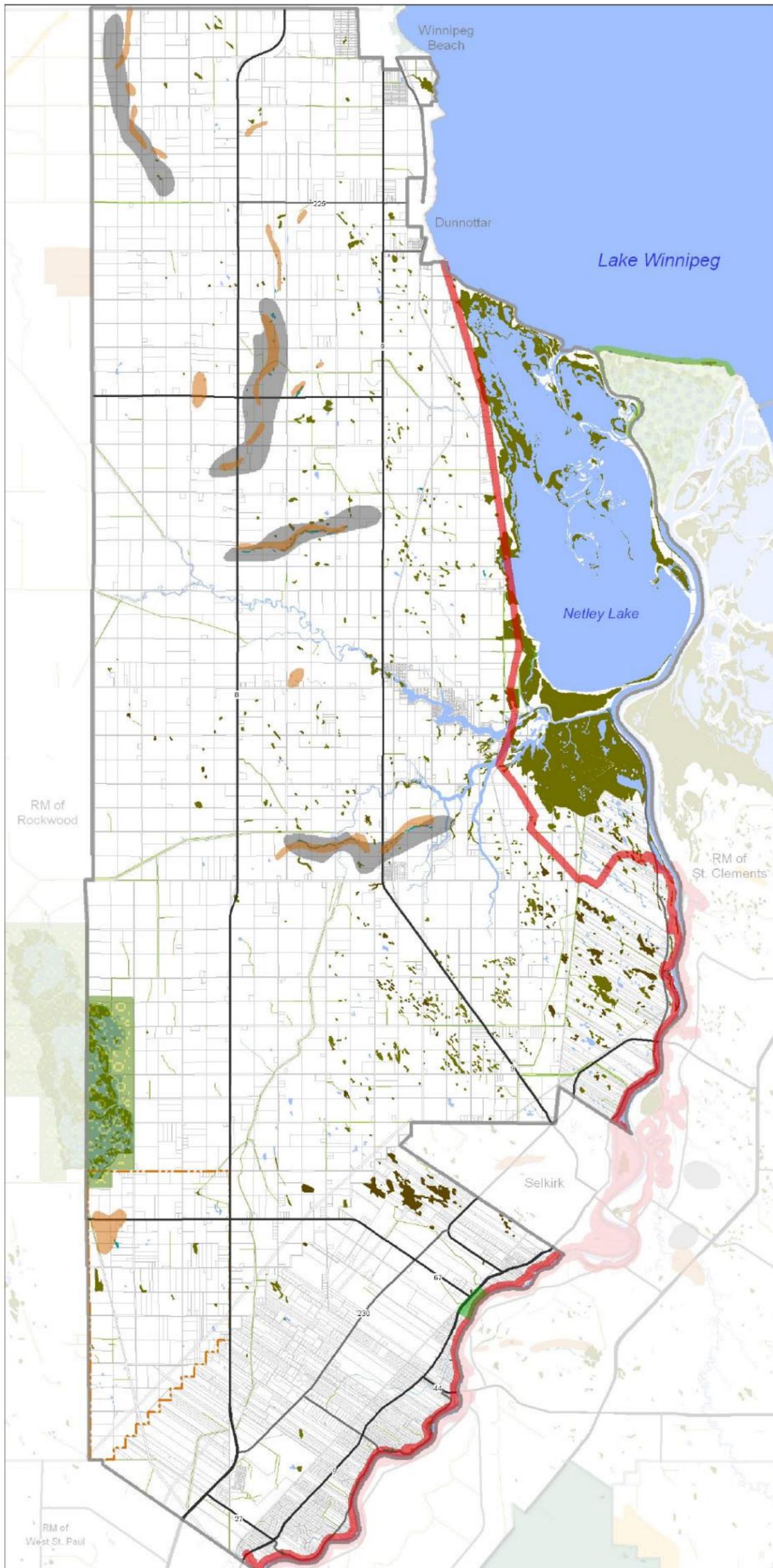
**Rockwood Sensitive Area**

- Area Subject to Environment Act Regulation

**1997 Flood Level**

- High-water Boundary

**Development Constraint Map 12**



**R.M. of St. Andrews  
Development Constraints**



**LEGEND**

*Constraint boundaries are general and not intended for site-specific delineation.*

**Surface Water**

- Lake/River/Stream
- Marsh
- Non-marsh in Marsh Area
- Water in Quarry/Pit
- Swamp

- Drain
- River/Stream

**1997 Flood Level**

- High-water Boundary

**Groundwater Pollution Hazard Areas**

- General Area

**Rockwood Sensitive Area**

- Area Subject to Environment Act Regulation

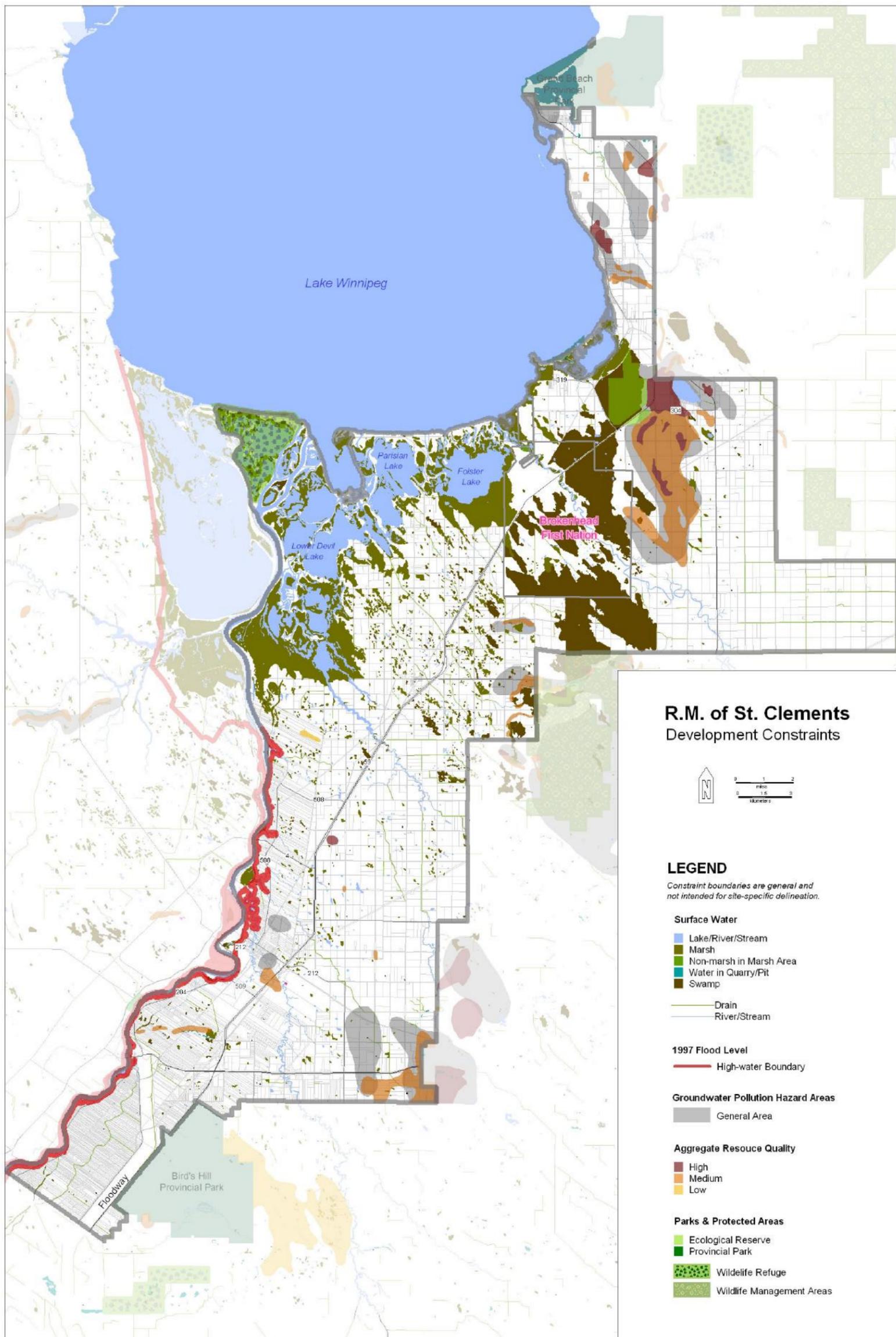
**Aggregate Resource Quality**

- Medium

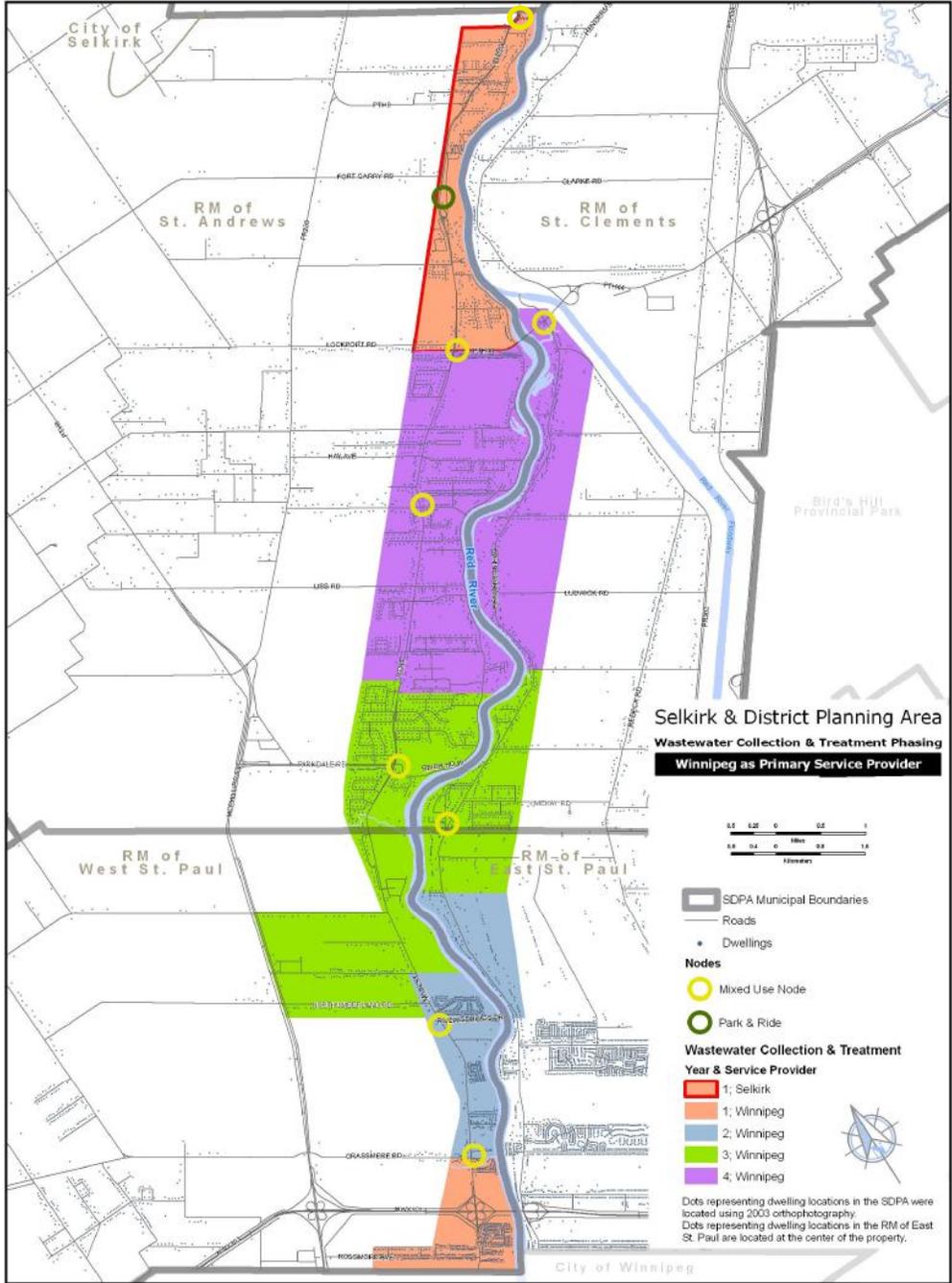
**Parks & Protected Areas**

- National Park of Canada
- Provincial Park
- Wildlife Management Area

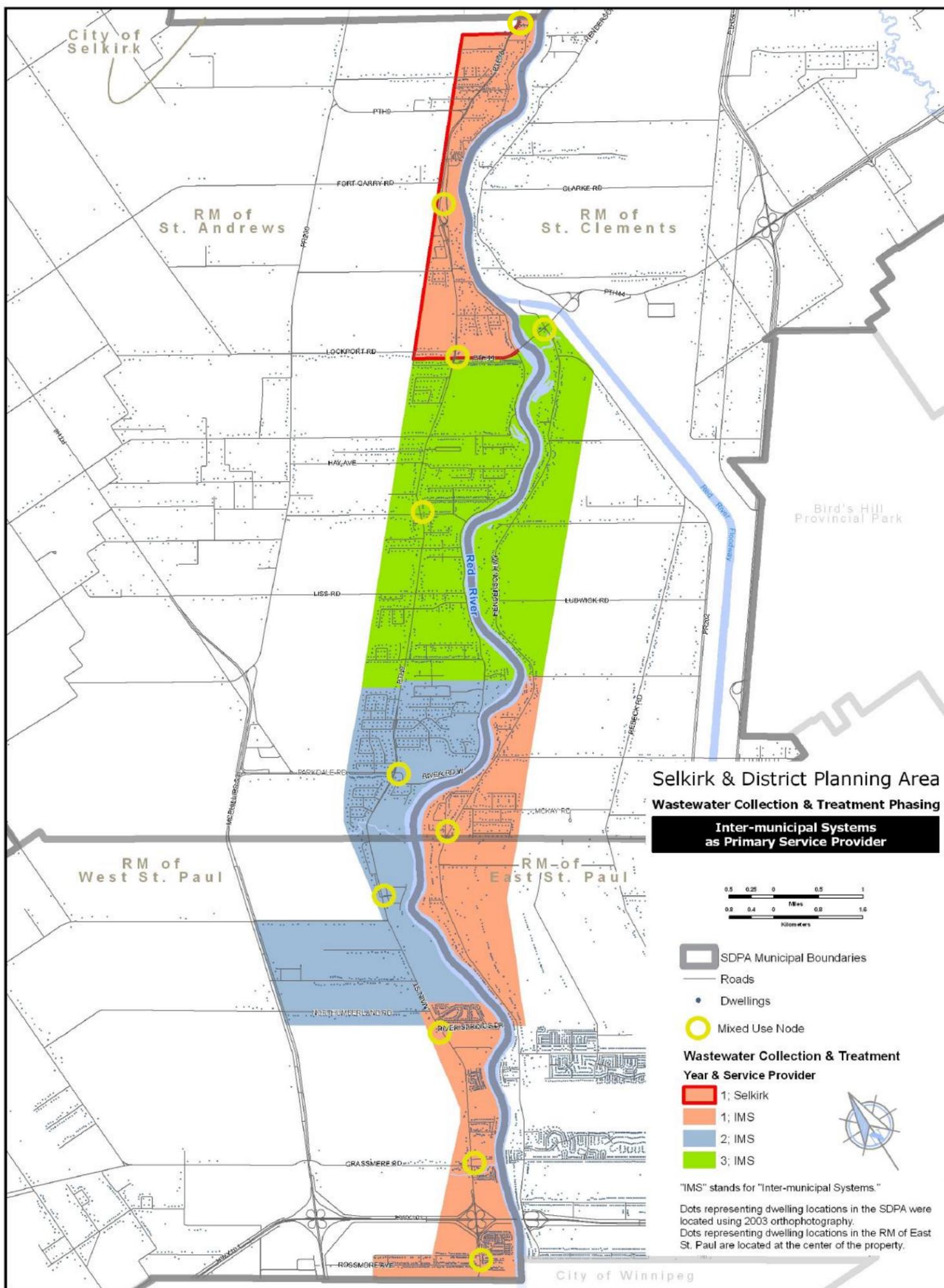
**Development Constraint Map 13**



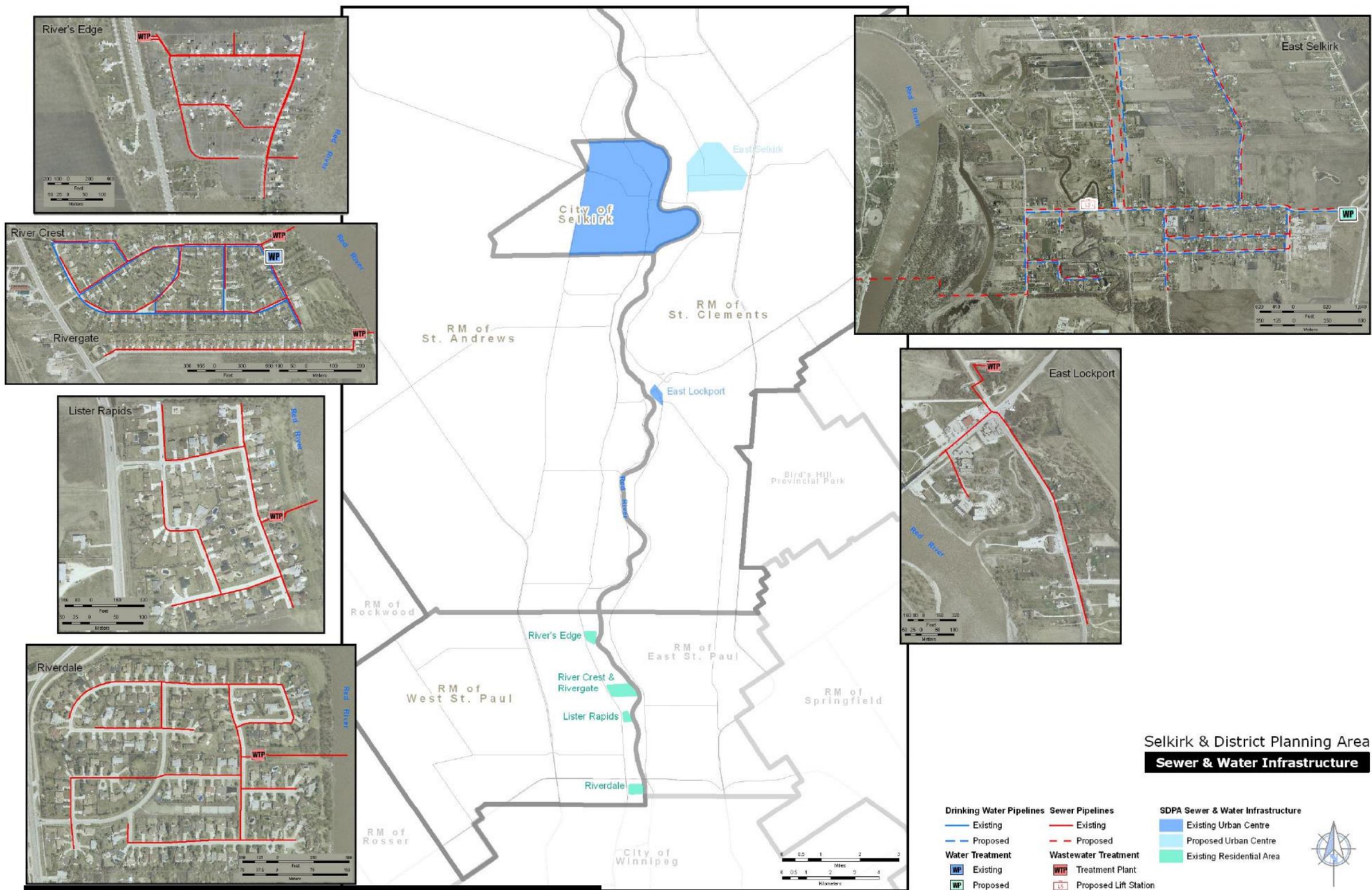
**Development Constraint Map 14**



**Waste Water Collection and Treatment Phasing**  
**Map 15 - Winnipeg Option**



**Waste Water Collection and Treatment Phasing**  
**Map 16 Inter-municipal Option**

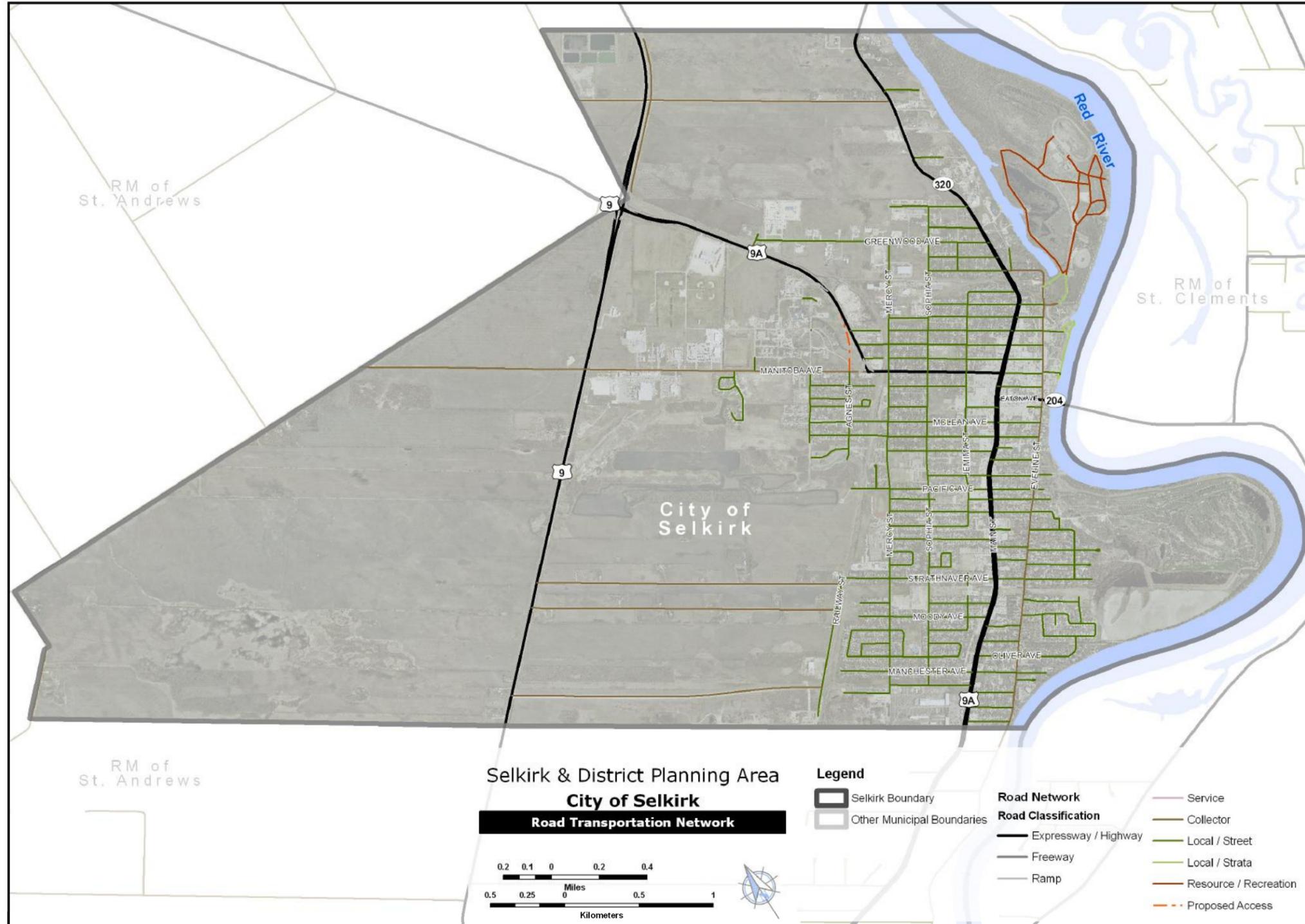


**Sewer and Water Infrastructure Map 17**

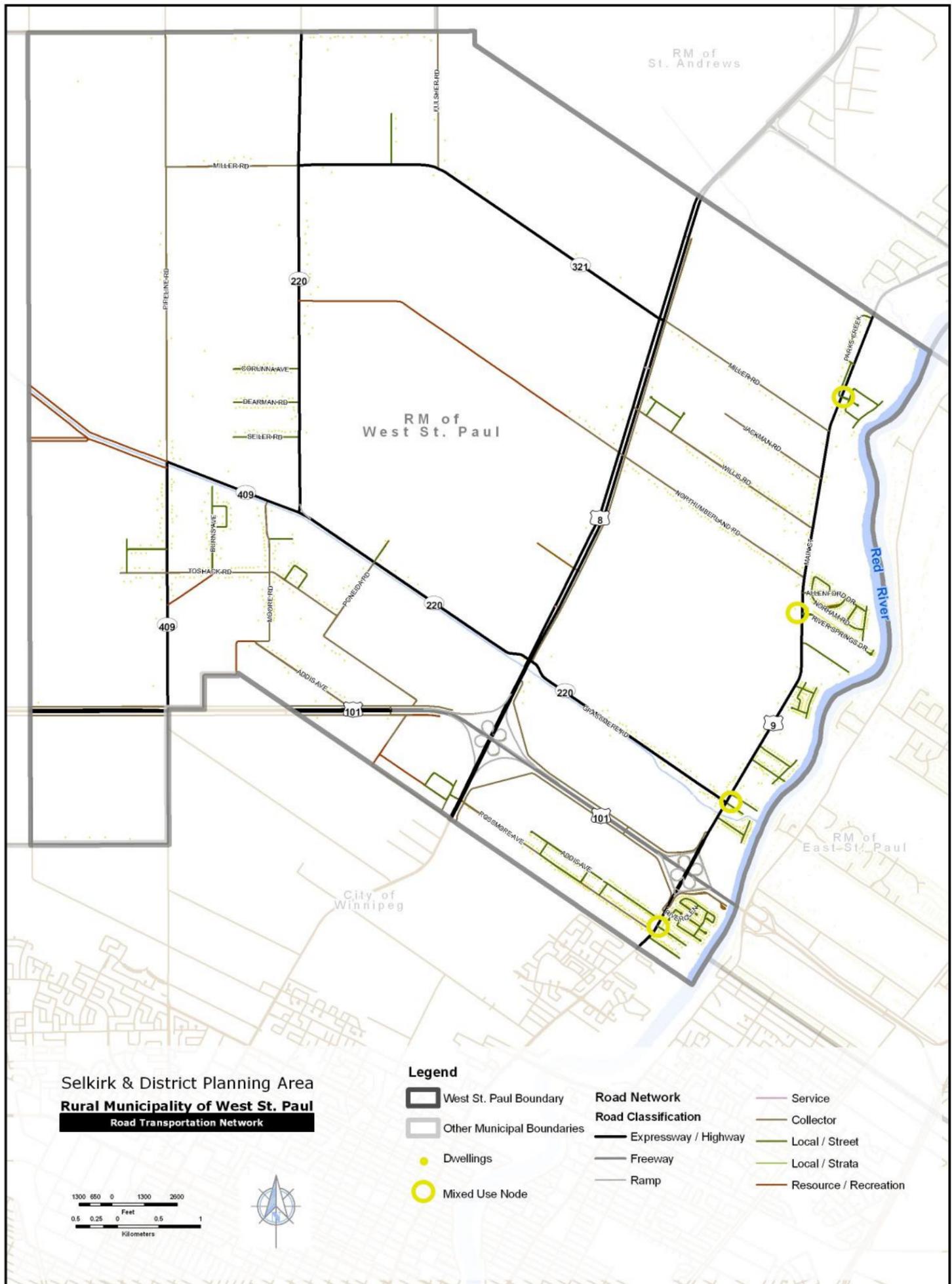
**Selkirk & District Planning Area  
Sewer & Water Infrastructure**

- |                                 |                             |  |
|---------------------------------|-----------------------------|--|
| <b>Drinking Water Pipelines</b> | <b>Sewer Pipelines</b>      | <b>SDPA Sewer &amp; Water Infrastructure</b> |
| — Existing                      | — Existing                  | Existing Urban Centre                        |
| - - Proposed                    | - - Proposed                | Proposed Urban Centre                        |
| <b>Water Treatment</b>          | <b>Wastewater Treatment</b> | Existing Residential Area                    |
| WP Existing                     | WTP Treatment Plant         |  |
| WP Proposed                     | LS Proposed Lift Station    |  |

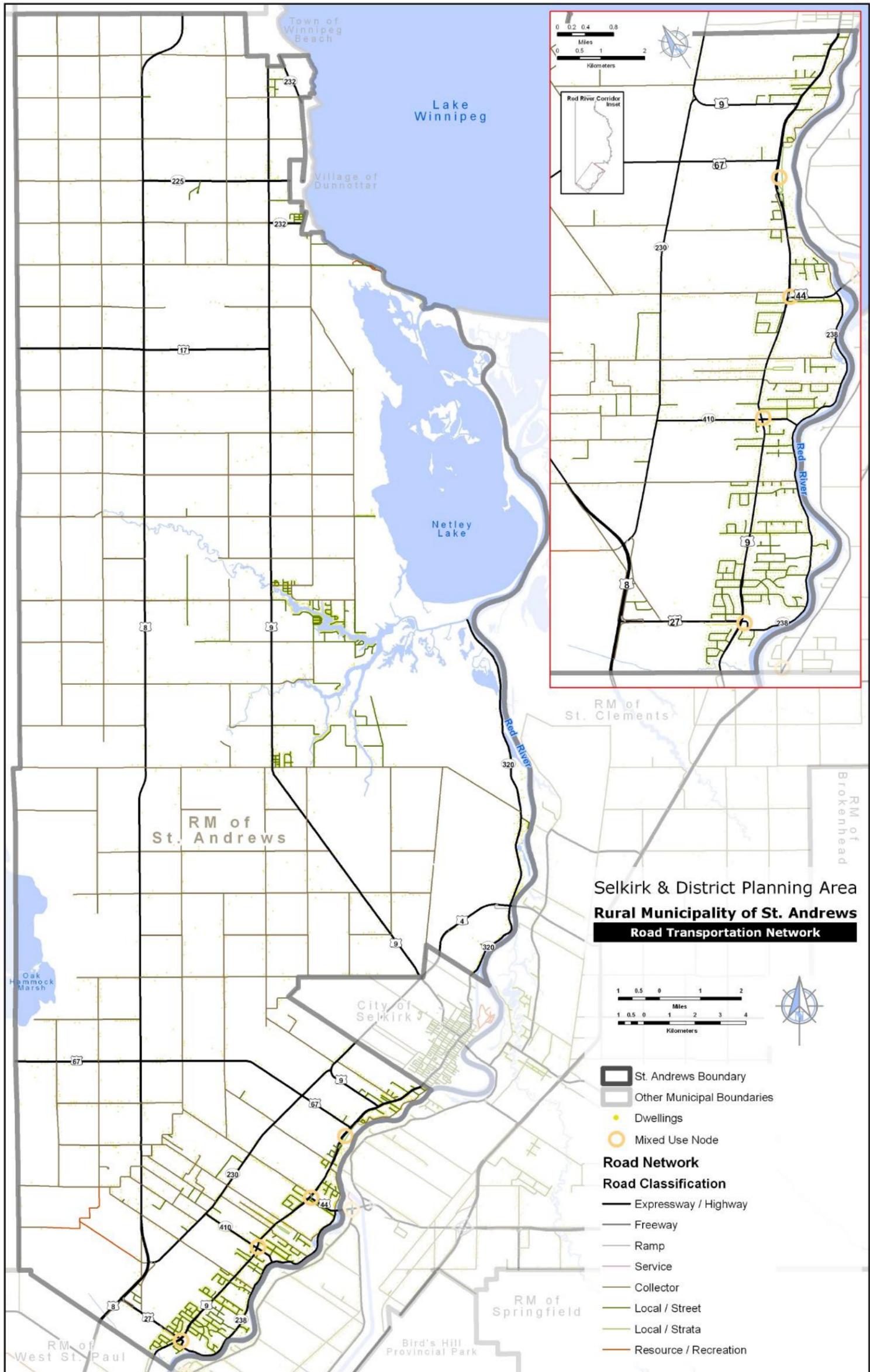




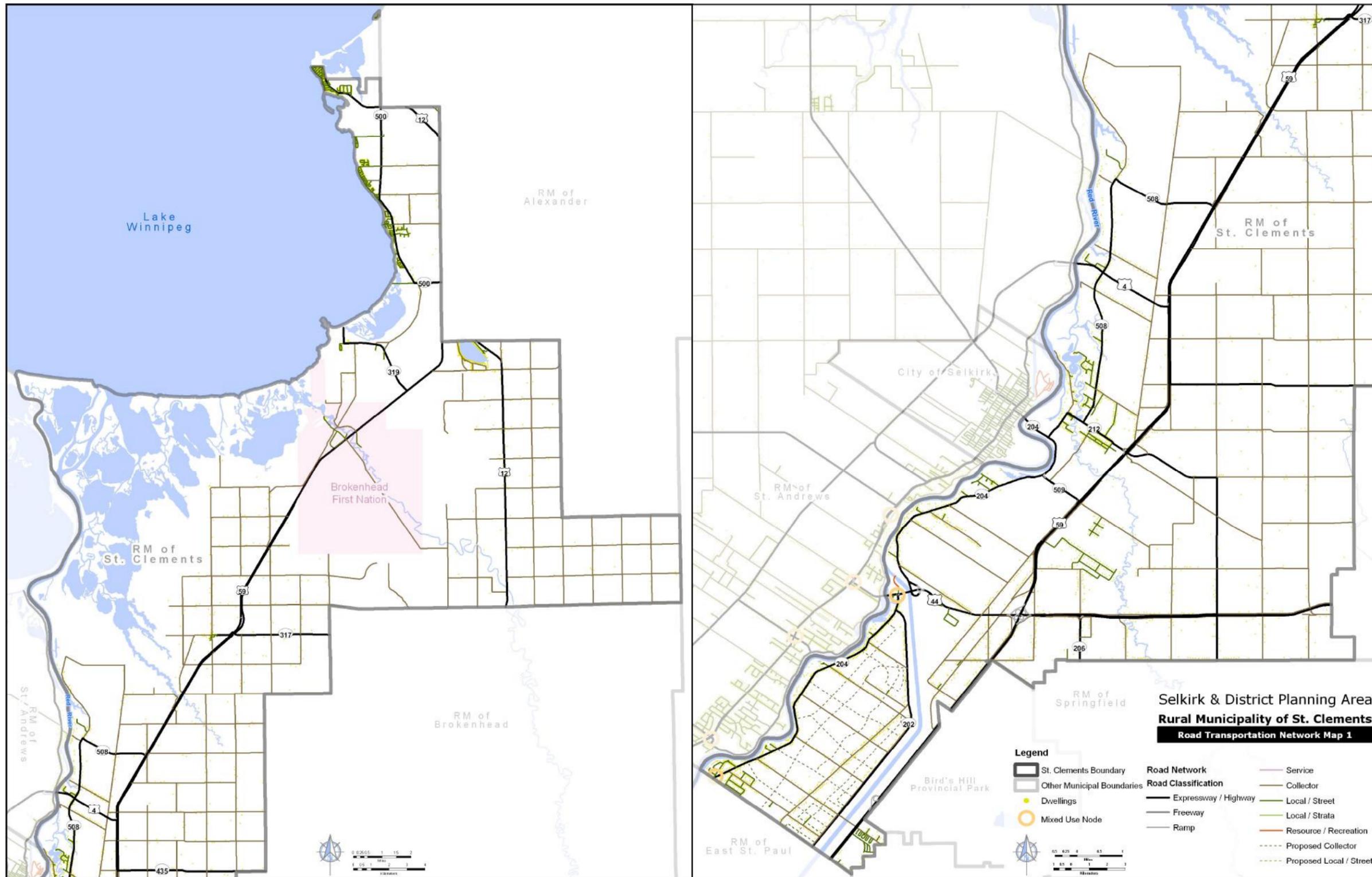
**Transportation Selkirk Map 18**



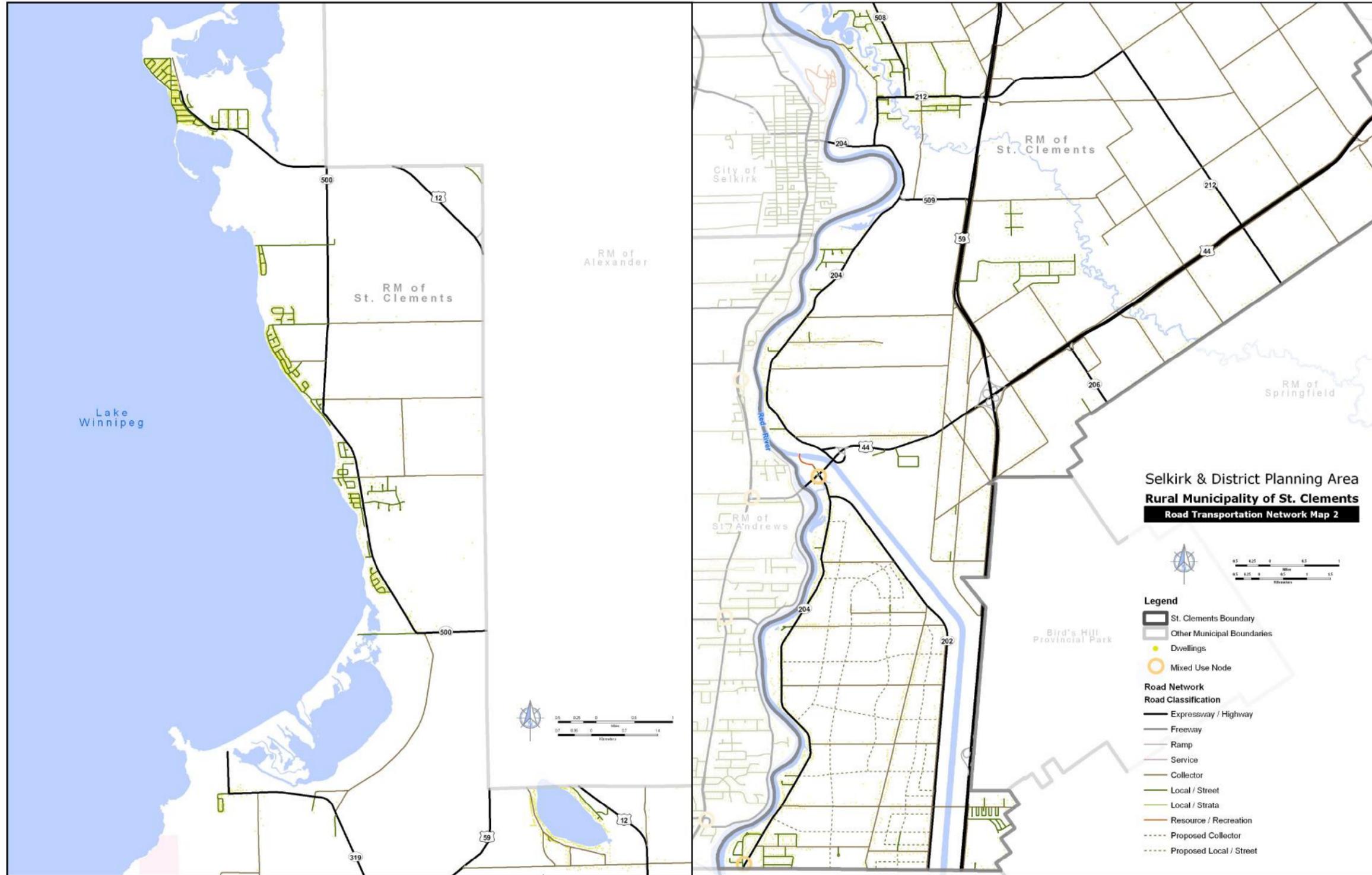
**Road Network Transportation RM of West St. Paul Map 19**



**Road Network Transportation  
RM of St. Andrews Map 20**



**Road Network Transportation  
RM of St. Clements Map 21 - Overview**



**Road Network Transportation  
RM of St. Clements Map 22 – Detailed**

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## Waste Water Servicing Plan

# Selkirk and District Planning Area Wastewater Servicing Plan

Prepared by: Selkirk and District Planning Area Board  
October, 2010

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Appendix A - Proposed Wastewater Servicing Strategy Table

Appendix B – MAP 1: PROPOSED SOUTH RM ST CLEMENTS WASTE WATER  
SERVICING STRATEGY

Appendix C – MAP 2: PROPOSED RM OF ST ANDREWS WASTE WATER SERVICING  
STRATEGY

Appendix D – MAP 3: PROPOSED SOUTH RM ST CLEMENTS WASTE WATER  
SERVICING STRATEGY

## Introduction

This document examines the planned implementation of centralized wastewater treatment infrastructure across the more densely populated areas of the Selkirk and District Planning Area (SDPA). The current situation for Municipalities in the planning district will be detailed followed by a discussion of the environmental need for upgraded systems in anticipation of future population growth. An overview of options for servicing different areas of the planning district will be provided along with the development plan policies intended to shape implementation. The basis for this report is the analysis undertaken by the Red River Infrastructure Committee, the Planning Board's development plan review, and current initiatives to address existing deficiencies and future needs.

## 1.0 Current Situation

Development within the SDPA utilizes several different methods of wastewater treatment. The main type of wastewater management system for urban and settlement centers is piped collections systems with centralized treatment. These are typically a gravity sewer system that flow to a sewage treatment plant where it is treated before being released into the Red River.

Beyond the urban and settlement centre areas, onsite treatment systems are utilized for wastewater disposal. There are four on-site wastewater systems used in the Planning District: septic systems, holding tanks, ejector fields, and grey-water fields. Septage from septic systems and holding tanks is pumped and truck-hauled to the City of Winnipeg's North-End Treatment Plant for disposal. In many cases treatment systems are inadequate due to age, capacity limits, and suitability for local conditions.

### 1.1 City of Selkirk

The City of Selkirk has an urban standard sewer system and wastewater treatment plant. Approximately 40 percent of the system is combined sanitary and storm sewers resulting in overloading during major storm events.

The Selkirk wastewater treatment plant has a dry weather treatment capacity of 11.4 mL/day. The design wet weather capacity is three times greater at 34.1 mL/day with a hydraulic capacity of 40.4 mL/d. Assuming a usage of 327 litres/person/day<sup>1</sup> this equates to a current usage of 31.1 mL/day.

### 1.2 RM of West St. Paul

The RM of West St. Paul utilizes a series of wastewater treatment plants to service small pockets of development. The existing central treatment plants are:

- River Crest: service capacity of 178 m<sup>3</sup> (142 homes)
- River Dale: service capacity of 192 m<sup>3</sup> (52 homes)
- Lister Rapids: service capacity of 87 m<sup>3</sup> (69 homes)

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<sup>1</sup> Environment Canada estimates the average Canadian to produce 327 litres/person/day

- River Springs: service capacity of 59 m<sup>3</sup> (44 homes)
- Rivers Edge: service capacity of 122 m<sup>3</sup> (97 homes)

In addition, Middlechurch Senior's Home and St. Benedict's Centre have their own, non-municipally operated sewage treatment plants. The remainder of the municipality utilizes onsite wastewater disposal methods.

### **1.3 RM of St. Andrews**

The RM of St. Andrews does not currently have any municipally operated systems. However, there are non-municipal systems in Lower Fort Garry National Historic Site (Parks Canada), Larter's Golf Course and St. Andrews School. Highway Gardens Mobile Home Park, Lockport School and St. Andrews Airport are also serviced by small, independent wastewater facilities.

### **1.4 RM of St. Clements**

The RM of St. Clements contains two wastewater treatment facilities located in Lockport and Grand Marais. The Lockport facility is located near the intersection of Henderson Hwy. and Hwy. 44 and services 250 residences in addition to local commercial businesses. The facility is currently near capacity but could potentially be upgraded to accommodate additional development.

The wastewater facility at Grand Marais services the resort area. The existing capacity is for 262 permanent residences and 2489 seasonal residences. The facilities are currently being upgraded in response to planned development.

## **2.0 Need for Improved Wastewater Treatment**

The need for improved wastewater treatment across the SDPA can be attributed to two primary aspects: anticipated population growth and existing environmental issues. These two factors constitute the rationale for upgrading, expanding, and/or establishing new wastewater facilities.

### **2.1 Projected Growth**

Recent population projections have estimated the population of the SDPA to increase by almost 20,000 people by 2030. However, population growth will not be uniformly dispersed. Given the proximity of much of the district to the City of Winnipeg, it has been assumed that areas within a commutable distance (the commutershed) of the City of Winnipeg will grow more rapidly than the rest of the SDPA.

The commutershed is geographically defined as the area south of the northern limits of the City of Selkirk and includes the City of Selkirk, the RM of West St. Paul and the southern portions of the RMs of St. Andrews and St. Clements. This area is projected to grow by 15,486 people by 2030 (or 2.42%<sup>2</sup> per year).

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<sup>2</sup> Conference Board of Canada, 2009

In contrast, the area beyond the commutershed will have much more modest levels of growth. The population is projected to grow at a rate of 1.42% resulting in population growth of 3636 people by 2030.

Consequently, the total population of the SDPA is projected to grow from 41,904<sup>3</sup> (as of September 2010) to 61,016 people by 2030<sup>45</sup>. Such growth will be at a higher density and concentrated in the Winnipeg to Selkirk Corridor where onsite systems are not permitted and the focus of efforts to introduce/improve centralized wastewater treatment has occurred.

## 2.2 Environmental Issues

From an environmental perspective, current onsite and centralized treatment practices require change. Septic systems in the Red River Corridor are failing primarily due to unsuitable soil resulting in serious environmental concerns. In addition, centralized treatment plants in West St, Paul are operating without Environment Act Licenses.

Failing septic systems have also resulted in health concerns: the East Selkirk and Henderson/Lockport areas are currently under health orders due to contamination of well water from failing septic systems. In addition, existing centralized treatment facilities are failing and in some cases untreated sewage is entering the Red River.

As a result of such environmental concerns, in 2009 the Provincial Government placed a moratorium on new septic systems within the Red River Corridor. This was followed by the updated *MR 83/2003- On-site Wastewater Management Systems Regulation* which further restricted the area (minimum of two acres) and lot width (198 feet) for new septic systems or where subdivision would create such a situation.

Consequently, there is an urgent environmental need for centralized sewage treatment in many areas of the SDPA to correct the current situation and facilitate anticipated demand due to population growth in an environmental responsible manner.

## 3.0 Potential Servicing Options and Phasing

In order to accommodate the projected population in an environmentally friendly manner, and correct the current situation, changes to the way wastewater is handled in the SDPA are essential. The following section outlines the options and potential phasing for centralized wastewater services in different areas of each municipality (see Appendix A - Proposed Wastewater Servicing Strategy Table for summary of the various initiatives and options).

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<sup>3</sup> To calculate the population of the commutershed, a GIS exercise was devised which calculated the total number of dwellings within the commutershed. The commutershed was defined by PTH 4 and Road 80N in St. Clements and Bowser Rd. in St. Andrews and is depicted on the attached map. As a result, the entire area south of this boundary was determined to be the SDPA commutershed. This includes all of the City of Selkirk, RM of West St. Paul, and the southern portions of The RMs of St. Andrews and St. Clements.

<sup>4</sup> 3.0 people per dwelling was used as the average people per dwelling in the proposed Development Plan

<sup>5</sup> Annual percent growth calculated using the following formula: Percent change = (Value present - Value past)/Value past\*100/period or  $[(103,200-67,300)/67,300*100]/22 \text{ years} = 2.42\%$

### **3.1 City of Selkirk**

Future growth within the City of Selkirk will be serviced by the existing central wastewater treatment facility. There are planned upgrades to the existing system to eliminate 1/3 of the combined sewers.

### **3.2 RM of West St. Paul**

The RM of West St. Paul and the RM St. Andrews have partnered to build a \$14.7 million regional wastewater treatment plant designed to service a population of approximately 9,000 people. There is also the potential for wastewater treatment services to be extended from the City of Winnipeg. All options will result in the decommissioning of existing treatments plants (see Appendix B - RM of West St. Paul Phasing).

**South West St. Paul:** This area is defined as the area of the RM between the City of Winnipeg and Perimeter Hwy. There are two options for servicing this area. The first option is to utilize the planned regional wastewater treatment plant. The second option is to connect to the City of Winnipeg wastewater treatment service. Both options are anticipated to take approximately 1 to 3 years to implement.

**North West St. Paul:** This area is defined as the area of the RM between the Perimeter Hwy. and the RM of St. Andrews. The option for this area is to be serviced by the regional wastewater treatment plant. The anticipated timeframe for this is 3 to 5 years.

### **3.3 RM of St. Andrews**

As discussed above, West St. Paul and St. Andrews have partnered to build a \$14.7 million regional wastewater treatment plant. This plant will service the southern areas of the RM of St. Andrews from the RM of West St. Paul to Hwy. 44. The area to the north, between Hwy. 44 and the City of Selkirk can be serviced either by the regional treatment facility or through extension of the City of Selkirk services (see Appendix C - RM of St. Andrews Phasing).

**South St. Andrews:** This area is defined as the area of the RM between West St. Paul and Hwy. 44. The only option for this area is to be serviced by the regional wastewater treatment plant. This will occur in two phases: from the RM of West St. Paul north to Parkton Rd. and then from Parkton Rd. north to Hwy. 44. There is also potential to extend the services to the St. Andrews Airport business park area. The anticipated timeframe for both phases is 3 to 5 years.

**North St. Andrews:** This area is defined as the area between Hwy. 44 north to the City of Selkirk. There are two options for this area. The first is extending the City of Selkirk service south to service this area. The second is to extend the regional wastewater treatment facility north to service this area. To date services have been extended to Mapleton Lane Life Lease condominiums from the City of Selkirk. Both options are anticipated to take between 3 and 5 years to implement.

### 3.4 RM of St. Clements

The RM of St Clements has three areas which are currently, or are in need of centralized wastewater services. In the case of East Selkirk and the Lockport/Henderson Highway corridor the need is driven by public health orders from failing septic systems. In contrast, Grand Marais and the Grand Beach Provincial Park have existing systems servicing the resort area which are currently being expanded to accommodate planned development (see Appendix D - RM of St. Clements Phasing).

**Lockport/ Henderson Highway:** This area is defined as the area between the RM of East St. Paul north to Lockport on the west side of the floodway. There are two potential options: the first option involves upgrading the existing Lockport wastewater treatment facility to service the entire area. The second option is to connect to the East St. Paul treatment facility. Both options have two phases with the first phase servicing the southern limits of the area between East St. Paul and Dunning Rd within 1 to 3 years and the second phase servicing the rest of the area within 3 to 5 years.

**East Selkirk:** The Municipal Board has approved a new treatment facility for East Selkirk. The plant is planned to service 300 homes in the Settlement Centre with capacity for 300 more. Implementation of this facility is anticipated to take 1 to 3 years.

**Grand Marais:** The existing Grand Marais treatment plant is currently being expanded to include a constructed wetlands as the method of wastewater treatment and will service the existing Settlement Centre as well as planned development in the area. In addition there may be an opportunity to partner with Manitoba Conservation – Parks Branch to provide service to the Grand Beach Provincial Park.

## 4.0 Implementation

The Development Plan breaks objectives and policies into several sections to address a broad array of issues within the Planning District pertaining to wastewater treatment. It should be noted that although the Development Plan designates lands, there is still the requirement for the completion of Secondary Plans and Zoning By-law amendments. As indicated in the policies below, such plans include sewer and/or water provisions.

Below are the existing policies within the proposed Development Plan pertaining to wastewater treatment:

### Part 4 - Resources, Services and Infrastructure- Municipal Services and Infrastructure-Waste Water Management.

#### B. Policies

1. Densification of residential development in the City of Selkirk, Settlement Centres, and General Development Areas where appropriate services can be provided will be encouraged to make the provision of sewer and water services increasingly fiscally feasible.
2. Large development proposals shall be guided by secondary or concept plans to consider phasing of infrastructure and in order to determine service provisions requirements for the subject property as well as adjoining lands.

9. Options for effective waste management and treatment shall be considered to ensure cost effectiveness and sustainability.
10. New or expanded development, including proposed subdivisions, shall be limited so as to ensure that there are facilities and the capacity in place to adequately manage the waste that will be generated. This includes solid, liquid and septage waste.
11. No new zoning for new development will be permitted within the General Development, Settlement Centre and adjoining Rural Residential areas until secondary plans and plans for improved municipal infrastructure and services, including sewer and/or water, have been prepared.

## **Part 5-Land Use Designation**

### **Rural Residential, Subdivision Policies**

#### **B. Policies**

10. Development shall be guided by Secondary plans which shall outline future servicing options including phasing, time lines and where on-site services shall continue to operate.
12. Rural residential developments shall be sited to minimize conflict with adjacent uses and shall adhere to the following siting criteria:
  - c. All services can be provided with reasonable efficiency and without undue cost to the municipality and that the configuration of the lots does not increase the difficulty for the municipality to provide wastewater sewer services in the future;
  - d. Lot sizes be no less than 2.0 acres if domestic effluent is disposed of on-site and to accommodate future proper functioning of a septic field or other approved method of on-site disposal;
  - e. Lot configurations are not wasteful of land and facilitate the expansion of wastewater sewer services in the future;
13. Concept or secondary plans that include servicing and phasing components shall be required for the creation of large multi-lot residential subdivisions.
14. Development proposals within areas which are currently zoned to allow for subdivision will be reviewed and considered on the basis of the anticipated outcome of secondary plans within the vicinity.

### **Resort**

#### **B. Policies**

21. Holding tank or other approved systems such as low pressure systems of sewage waste disposal shall be required for all future developments and must be consistent with Provincial environment regulations. Only on large lots with no soil or drainage problems may septic fields be permitted. Liquid waste disposal sites should be available for holding tank effluent.

### **Settlement Centre**

#### **B. Policies**

9. Design of development should facilitate the economical provision of public utilities and municipal services. These will include services, such as, among others, piped water, sewers, paved roads, street lighting and the like. Before approving any subdivision application, feasibility of providing municipal services should be established through the preparation of secondary plans.
10. Where large undeveloped areas are being considered for future development, an overall secondary plan shall be prepared for the area, in order to provide for an efficient, well-planned development.
11. Development proposals within areas which are currently zoned to allow for subdivision will be reviewed and considered on the basis of the anticipated outcome of secondary plans within the vicinity.
12. As a condition of approving a subdivision in a settlement centre where a central sewage disposal system does not exist, the building lots shall be of adequate size to permit the effective functioning of an on-site sewage disposal system in accordance with Provincial regulations.

## **General Development**

### **B. Policies**

4. Minimum lot sizes shall be established in the respective Zoning By-laws to permit effective on-site disposal of sewage and to minimize the risk of groundwater pollution. Where lot sizes and soil conditions can not support the effective operation of a septic field, holding tanks shall be used.
5. Subdivision and higher density residential development may be considered to enable improved municipal services such as piped sewer and water.
7. Proposals involving large multi-lot subdivisions shall require the preparation of secondary plans.
8. Development proposals within areas which are currently zoned to allow for subdivision will be reviewed and considered on the basis of the anticipated outcome of secondary plans within the vicinity.

## **Part 7 Implementation**

### **B. Secondary Plans**

Division 2 of the Act provides for the adoption of Secondary Plans, which under the Selkirk and Area District Plan set the stage for the development of designated growth areas, to stimulate and guide development in keeping with the District Development Plan's objectives and include opportunities for public and government agency input and validation of the Secondary Plan's implementation strategies.

1. Secondary Plans are to be prepared under the District's Growth Management Strategy for designated centers within the Planning District. The areas demonstrating one or more of the following characteristics:

- a) Locations which under the District Plan will be guided through the transition from reliance upon private services to public services and require comprehensive planning, to identify and guide suitable development or redevelopment options;
  - b) Areas targeted for major public or private investment; and
  - c) Areas where development is occurring, or proposed at a scale intensity or character, which necessitates reconsideration or reconfiguration of local streets, block plans, public works, open space or other public services or facilities.
2. Secondary Plans are intended to identify and promote the desired type and form of physical development. Their objective is to achieve highly functional and attractive communities and plan for development which displays the appropriate fit, scale and relationships among land uses.
3. Implementation strategies under Secondary Plans will identify or indicate the following:
- a) Overall capacity for development in the area;
  - b) Opportunities or constraints posed by unique environmental, economic, heritage, cultural and other features or characteristics;
  - c) Policies for development, redevelopment, intensification and/or infilling;
  - d) Urban design objectives, guidelines and parameters; and
  - e) Necessary infrastructure investment with respect to any aspect of transportation services, environmental services, community and social facilities, cultural, entertainment and tourism facilities, pedestrian systems, parks and recreational services, or other local or municipal services;
  - f) Impacts on traffic along municipal and provincial roads and provincial trunk highways.

## Conclusion

The existing wastewater treatment situation in the SDPA is limited and is resulting in severe environmental problems. To address such problems and adequately accommodate a projected population increase, centralized wastewater treatment options must be explored and implemented. The discussion in this document provides proposed options for centralized servicing of the SDPA and how such options will be phased.

The existing policies in the proposed development plan provide a policy context for implementing centralized wastewater services in Settlement Centre and General Development policy areas. Further detail concerning the wastewater treatment is being provided through secondary planning initiatives which will examine the location and phasing of wastewater services. Ultimately, these policies will frame the development approval process and dictate the order, density, and phasing of development.

## Proposed Wastewater Servicing Strategy Table

Municipality	Location	Current Situation		Proposed/Planned Servicing Strategy			
		Facilities (service capacity)	Existing Capacity	Future Servicing Options	Phasing	Timeframe	Funding
RM West St. Paul	South West St. Paul	River Dale (152 homes)  Non-municipal school, and Care home facilities	At capacity	A. Regional treatment facility <sup>1</sup>  B. Connection to the City of Winnipeg <sup>2</sup>	1. City of Winnipeg boundary to Perimeter Hwy.	1-3 years	\$14.7 Million
	North West St. Paul	River Crest (142 homes) Lister Rapids (69 homes) River Springs (44 homes) Rivers Edge (97 homes)	All facilities are at capacity	A. Regional treatment facility	1. Perimeter Hwy. Rd. to RM of St. Andrews <sup>3</sup>	3-5 years	
RM St. Andrews	South St. Andrews	No municipal facilities		A. Regional treatment facility	1. RM of West St. Paul to Parkton Rd.  2. Parkton Rd. to PTH 44	3-5 years  3-5 years	Potential partnership with Parks Canada - Lower Fort Garry
	North St. Andrews	No municipal facilities  Non-municipal school and Parks Canada facilities	Parks Canada facility requires upgrading	A. Connection to the City of Selkirk  B. Connection to the regional treatment facility	1. City of Selkirk boundary south to PTH 44	3-5 years	
RM St. Clements	Lockport/ Henderson Highway	Lockport (250 homes plus commercial/recreational development)	Limited additional capacity	A. Upgraded Lockport facility  B. Connection to the RM East St. Paul treatment facility	1. Southern area between East St. Paul and Donald Rd.	1-3 years	\$4 Million
					2. Area between Dunning Rd. and Lockport	3-5 years	
	East Selkirk	No municipal facility  Non-municipal school facility		A. New treatment facility <sup>4</sup>	1. 300 homes in the East Selkirk settlement centre	1-3 years	FCM and Water Services Board Funding
	Grand Marais	Grand Marais (262 permanent homes and 2489 seasonal residences)	Capacity is currently being upgraded	A. Upgraded treatment facilities	1. Planned growth within the Grand Marais settlement centre	Facilities are currently being upgraded	Inter-municipal agreement with the RM of Alexander, Parks Branch, and partnership with developer

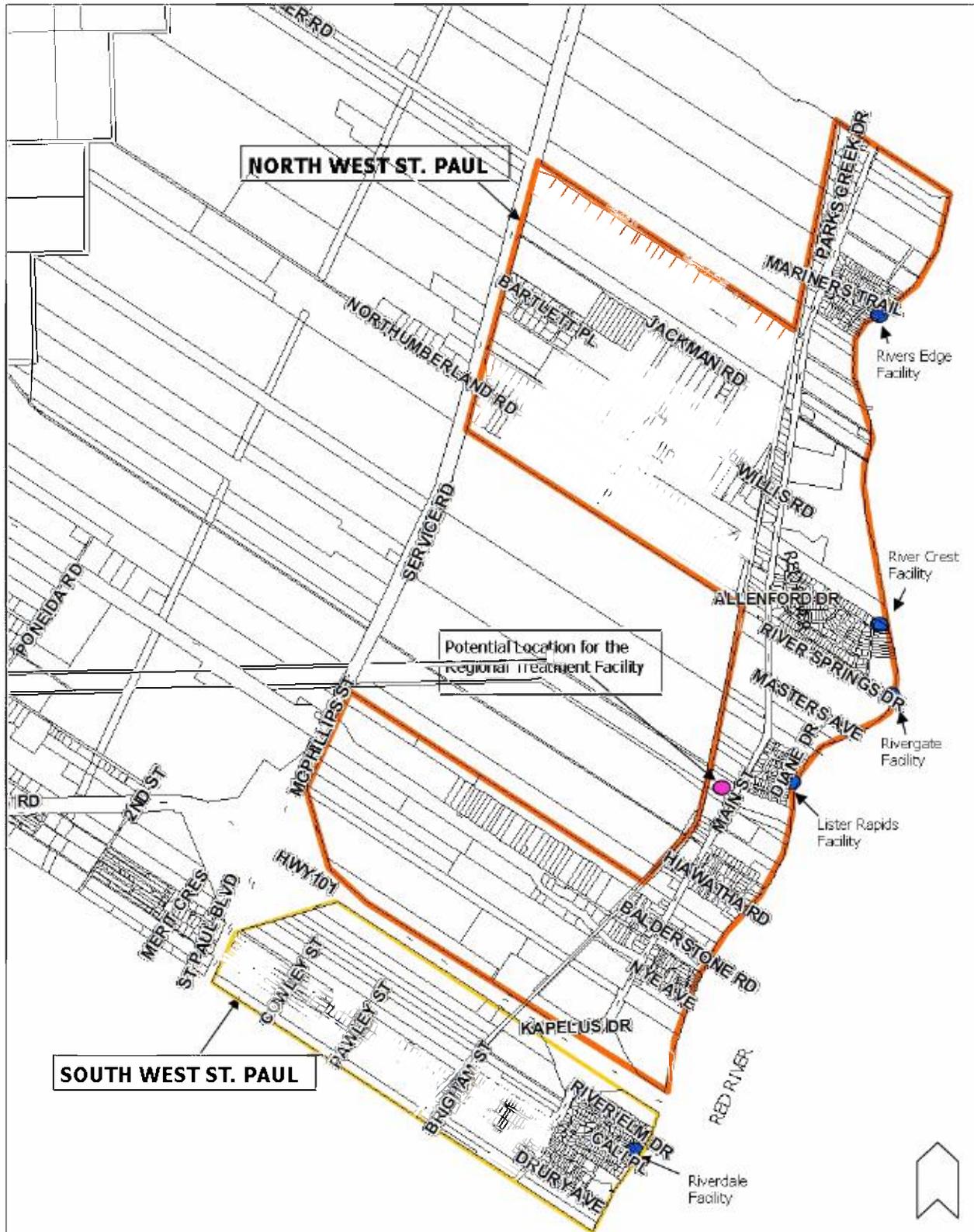
<sup>1</sup> The Regional treatment facility will have capacity for 9,000 people

<sup>2</sup> Connection to the City of Winnipeg would likely only include the area of the RM on the south side of Hwy.

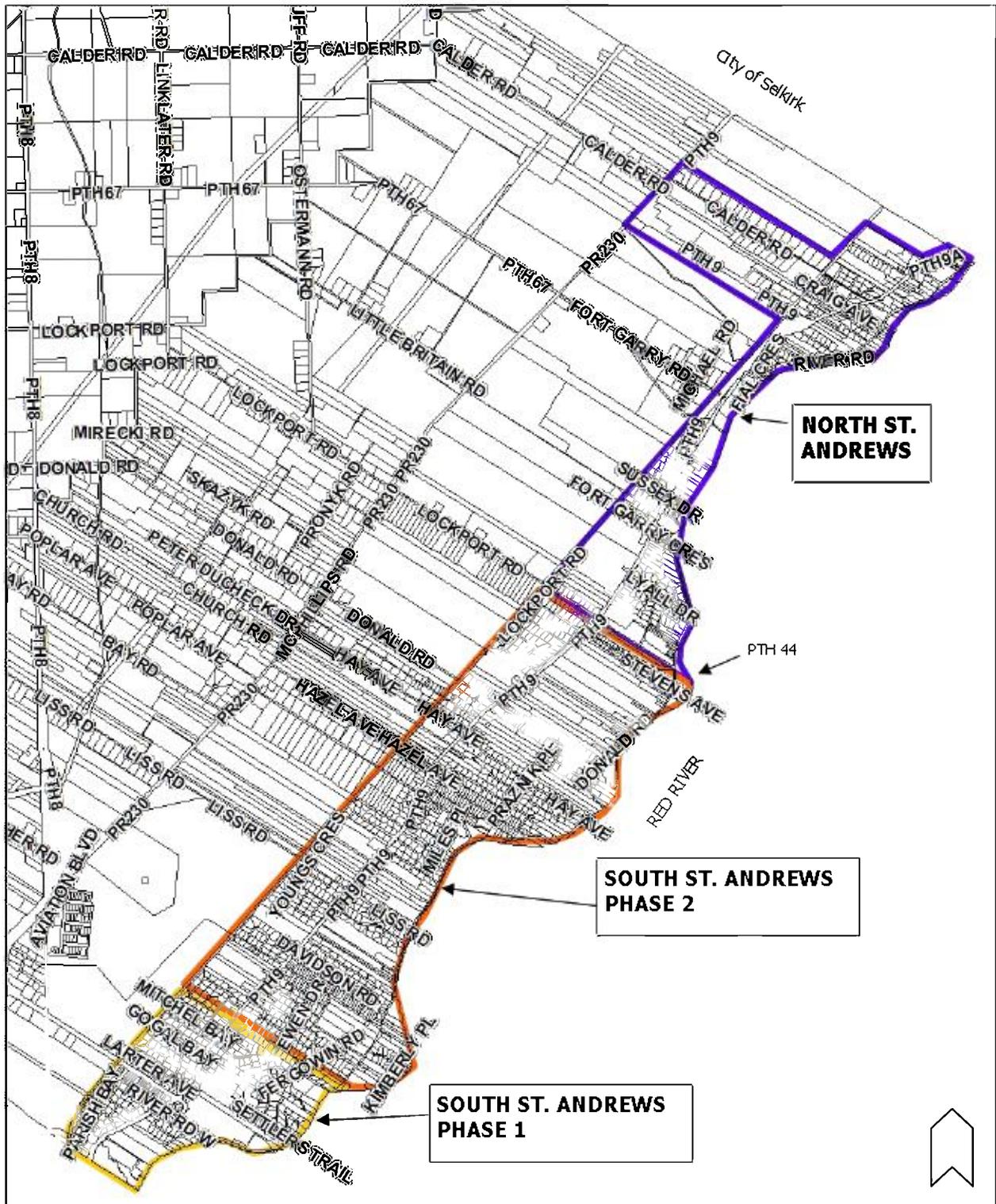
<sup>3</sup> North West St. Paul phase 1 and St. Andrews phase 1 will occur concurrently

<sup>4</sup> East Selkirk facility will connect to 300 home and have capacity for 300 more

# MAP 1: PROPOSED RM OF WEST ST PAUL WASTE WATER SERVICING STRATEGY



# MAP 2: PROPOSED RM OF ST ANDREWS WASTE WATER SERVICING STRATEGY



# MAP 3: PROPOSED SOUTH RM ST CLEMENTS WASTE WATER SERVICING STRATEGY

