

NOTICE OF PUBLIC HEARING

DEVELOPMENT PLAN AMENDMENT APPLICATION

Red River Planning District

Under authority of *The Planning Act*, the Red River Planning District Board will hold a public hearing at the time and location listed below to hear from those who wish to speak in support or objection, or to ask questions. For more info on how to register for the public hearing please contact the RRPD at 204-669-8880.

Wednesday
July 15th, 2026
5:30 PM

Council Chambers
3021 Birds Hill Road
RM of East St. Paul, MB

Note: property owners are responsible for notifying “tenants”

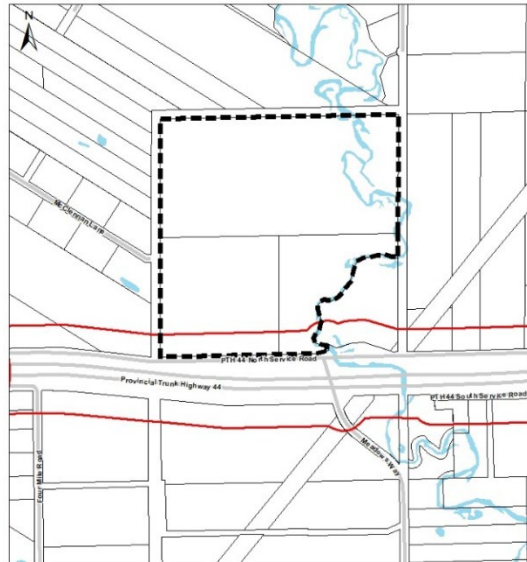
APPLICATION INFORMATION

Application File: DPA 294-25

Applicant: BlueStem Development

Property Location: PTH 44 North Service Road,
 RM of St. Clements.
 Roll # 252200, 252250,
 252350

Application Purpose:
 The applicant proposes to re-designate the properties to “General Development,” to facilitate future development of a multi-use complete community.



Current Designation	Designation Proposed by Applicant
<i>Resource and Agriculture</i>	Re-Designating to: <i>General Development</i>

A copy of the above-noted proposal and supporting material is available on the Red River Planning District website at <https://www.redriverplanning.com/hearings.php> or by contacting the Red River Planning District in person during normal business hours Monday to Friday at 2978 Birds Hill Road, East St. Paul, by phone at 204-669-8880, or by email at info@rrpd.ca





2978 Birds Hill Road
East St. Paul, Manitoba R2E 1J5
Toll Free: 800-876-5831
Phone: 204-669-8880
Fax: 204-669-8882

DATE: June 24, 2026

TO: Red River Planning District Board

FROM: Santan Singh, RPP, MCIP
Manager of Planning Services

RE: **Public Hearing Report**
Development Plan By-Law Amendment No. 294/25
RRPD Development Plan By-law (272/19)

Re-designation of land located:
PTH 44 North Service Road
R.M. of St. Clements

Roll Numbers:
252200, 252250, 252350

Appendix:

- Appendix A – RRPD Maps
- Appendix B – Development Plan Amendment By-law
- Appendix C – Government & Municipal Comments
- Appendix D – Applicant Provided Information

1.0 APPLICATION

To amend the Red River Planning District Development Plan By-law No. 272/2019 by redesignating approximately 142 acres (±) of land as follows:

From: *Resource and Agriculture*

To: *General Development*

The applicant advises that the purpose of the application is to facilitate the future development of a multi-use community. According to the applicant's submission, the proposed development concept includes approximately 140 fully serviced residential lots, together with parks, stormwater retention areas, trail connections, and other community amenities.

In support of the application, the applicant submitted a justification report dated May 21, 2026. The report includes information respecting:

- Background Analysis and Proposed Development;
- Land Management Analysis;
- Planning Support; and
- Supply and Demand Analysis.

The applicant's submission has been attached as an appendix to this report.

2.0 PROPOSED DESIGNATION

As noted, the applicant wishes to designate the subject properties to a *General Development* designation, in order to facilitate future residential development. The purpose of the proposed designation, as described in the *RRPD Development Plan*, is outlined below:

General Development

“Is a designation for areas where significant residential development exists or is planned, and where the extension of centralized wastewater services are planned. Neighbourhood commercial development that offer local residents with goods and services, small retail and food service establishments, and limited higher density residences may be appropriate at major nodes or along major transportation corridors.” (Development Plan, page 39)

This designation aligns with the applicant’s proposed future development.

3.0 BACKGROUND INFORMATION

3.1 Subject Property

The properties (Roll # 252200, 252250, 252350) are approximately 142 acres (+/-) in site area (according to RRPD GIS data) and are located north of Provincial Trunk Highway 44. The subject properties are zoned “A40” Agricultural Limited in the Zoning By-law and are designated *Resource and Agriculture* under the RRPD Development Plan.

Manitoba Agriculture department notes that the land has an agricultural capability of Class 2, with approximately 142 acres of prime agricultural land that is actively farmed.

The subject property is currently designated within the *RRPD Development Plan* as *Resource and Agriculture*. The purpose of the *Resource and Agriculture* designation, as described in the *RRPD Development Plan*, is:

“...a designation aimed at reserving land for agricultural and other natural resource related industries and uses.” (RRPD Development Plan, page 38)

The original application was submitted in September 2025 and subsequently underwent several revisions. Updated justification reports were submitted by the applicant in November and December 2025. A Public Hearing was originally scheduled for January 21, 2026; however, at the applicant's request, the hearing was postponed until further notice.

Following additional discussions with provincial review agencies and revisions to address outstanding concerns, the applicant recommenced the application process on May 21, 2026. An updated justification report dated May 21, 2026, was submitted by the applicant. The application was subsequently advertised in the Selkirk Record on June 18 and June 25, 2026.

3.2 Surrounding Area

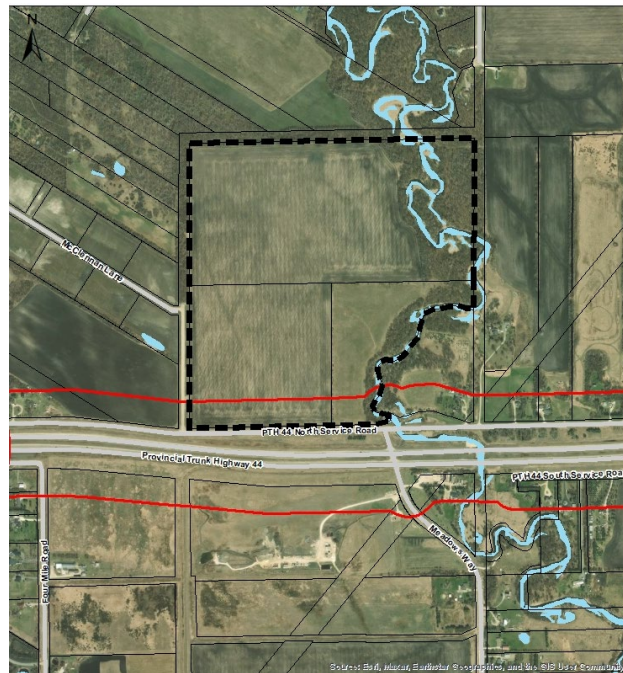
The subject property is surrounded by the following:

To the North: Rural residential properties along Wesley Drive and Pat Street designated as *Agriculture Restricted*.

To the South: Provincial Trunk Highway 44, then Agricultural properties designated as *Resource and Agriculture*.

To the West: McLennan Lane, then rural residential properties along McLennan Lane and Pioneer Road designated as *Agriculture Restricted*.

To the East: Cooks Creek, then Agricultural properties designated as *Resource and Agriculture*.



4.0 PROVINCIAL LAND USE PLANNING REGULATION (81/2011)

The Provincial Land Use Planning Regulation (PLUPs) 81/2011 applies to all land subject to *The Planning Act* and provides policy direction to planning authorities in the preparation, review, and amendment of development plans. As this application proposes to redesignate lands from *Resource and Agriculture* to *General Development*, the applicable Provincial Planning Regulation policies have been reviewed. Not all policies are applicable to this application.

Protection of Agricultural Land Policies

Policy 1.2.2; 1.2.4; 3.1.1; 3.1.2

The above-noted policies provide direction respecting the protection of agricultural land and the location of non-resource-related development. In general, these policies support the preservation of agricultural land, particularly prime agricultural land, and direct non-resource-related development to appropriate locations.

The subject lands comprise approximately 142 acres and are identified by Manitoba Agriculture as Class 2 agricultural land. Manitoba Agriculture advises that the lands are actively farmed and form part of a larger agricultural operation. Manitoba Agriculture further advises that approximately 120 acres are farmed as a single management unit, with the remaining lands utilized for pasture or forage production.

The applicant acknowledges that the lands are Class 2 agricultural land and, through its justification report, submits that the proposed redesignation is warranted in light of projected population growth, anticipated housing demand, limited supply of practical residential development lands, and the subject lands' proximity to East Selkirk and existing residential development.

Manitoba Agriculture advises that the proposed redesignation would remove approximately 142 acres of actively farmed prime agricultural land from the agricultural land base and has advised that the proposal is inconsistent with identified Provincial Land Use Policies. Manitoba Municipal and Northern Relations also identifies the lands as prime agricultural land and objects to the proposal.

Land Use Compatibility Policies and Settlement Pattern Policies

Policy 1.1.3; 1.2.1; 2.1.2; 2.1.3

The above-noted policies provide direction respecting compatible land use patterns and settlement development. The applicant states that Provincial Trunk Highway 44 and Cooks Creek provide physical separation between the proposed development and surrounding agricultural lands. The applicant further notes the presence of existing rural residential development in the surrounding area and submits that the proposal represents a logical location for future growth.

The subject lands are currently designated Resource and Agriculture within the RRPD Development Plan. Lands surrounding the subject properties are designated Resource and Agriculture and Agriculture Restricted.

Manitoba Municipal and Northern Relations advises that the subject lands are not located within, or contiguous to, an existing settlement area, General Development Area, or serviced residential area. Manitoba Agriculture similarly advises that the subject lands are not adjacent to or contiguous with existing General Development or Settlement Centre designated lands and identifies East Selkirk as the nearest serviced community.

The applicant's report identifies Provincial Trunk Highway 44 and Cooks Creek as physical features that separate the subject lands from surrounding agricultural areas. Additional approvals would still be required should the Development Plan Amendment be approved, including rezoning and subdivision approval, through which matters such as buffering, lot configuration, road design, and land use interface would be further reviewed.

Through those approvals the municipal Council can add conditions of approval to mitigate potential land use incompatibility (e.g. landscape buffering, location of building, restriction on land uses, etc.).

Land Use Demand

Policy 1.2.2; 1.2.3

The above-noted policies provide direction respecting the amount and location of land designated to accommodate future development. The applicant has submitted information respecting population growth, housing demand, and residential land supply within the R.M. of St. Clements. The applicant concludes that projected population growth and housing demand support the need for additional residential land and further concludes that a limited amount of designated residential land is realistically available for development.

The applicant's submission includes an assessment of designated residential land supply and concludes that existing designated lands may not be sufficient to accommodate projected growth over the planning horizon identified in the report.

Previous residential land supply work undertaken for the RRPD in 2017 identified a supply of designated residential land available for future residential development at the time the analysis was completed. The RRPD Board should keep in mind that this previous RRPD land supply and market demand analysis completed by the RRPD and Stevenson Advisors is now over 7 years old, and some portions of it could be outdated. In addition, many lands—such as the lands designated as *General Development* in south St. Clements along Henderson Highway, Dunning Road and Rebeck Road—are historically narrow river lots that are oftentimes not practical or efficient to develop

Infrastructure and Service Connections

Policy 1.3.1; 6.1.2; 6.2.2; 6.2.3; 6.2.7; 7.3.1; 7.3.4

The above-noted policies provide direction respecting the location of new development in relation to transportation infrastructure, wastewater and water services, and the efficient extension of public services.

The applicant proposes that the subject lands be developed as a fully serviced residential community with piped municipal water and wastewater services extending from East Selkirk. The applicant's report identifies the availability of future municipal servicing as a key component of the proposal.

On October 7, 2025, the R.M. of St. Clements provided a letter in support of the proposed development and advised that it supports the applicant's request to connect the proposed development to existing municipal water and wastewater infrastructure.

The subject lands have direct access to McLennan Lane and the PTH 44 North Service Road. Manitoba Transportation and Infrastructure, Highway Design Branch, does not object to the proposed amendment; however, the department has advised that it has concerns regarding the potential impact of the development on traffic operations along PTH 44 and the possibility of future residential development within surrounding lands. Manitoba Transportation and Infrastructure has requested that a Traffic Impact Study, drainage study, and access management plan be undertaken in conjunction with the R.M. of St. Clements for the development.

Manitoba Municipal and Northern Relations notes that the proposed development would be approximately two miles from the municipal sewer and water connection point in East Selkirk and has raised concerns regarding the extension of piped services to the subject lands.

Protection of Heritage Resources Policies

Policy 4.1.6; 4.1.7; 4.1.8

The above-noted policies provide direction when considering developing new areas with relation to the protection of heritage resources. In summary, heritage resources could include sites, objects, and any work of nature or human endeavor that is of value for its archaeological, paleontological, prehistoric, historic, cultural, natural, scientific or aesthetic features. Furthermore, these policies outlines that heritage resources should be preserved and protected.

The application proposes to establish a multi-use complete community on land that Manitoba Historic Resource Branch identifies that "*...the development footprint is located along Cook's Creek on landforms with archaeological potential and is intersected by known historical trails of the 19th century*". Manitoba Historic Resource Branch notes that prior to any development on the site, they are requesting that a heritage resource impact assessment (HRIA) be conducted for this property.

5.0 PROVINCIAL AND MUNICIPAL COMMENTS

This Development Plan Amendment application has been circulated for comments as per *The Planning Act* to Provincial Departments and adjacent municipalities with instructions to forward any comments to Red River Planning District prior to the public hearing, and, that no response by the date of the public hearing will be interpreted as having no concerns. The application has been circulated in order to afford Provincial Departments an opportunity to ensure that the application conforms to provincial policies, and to afford adjacent municipalities an opportunity to comment on any negative impacts that the application may have on their municipality.

The table below outlines the comments received (paraphrased) from provincial departments, agencies and adjacent municipalities. Copies of the original comments are provided in the appendix to this report.

PROVINCIAL DEPARTMENT MUNICIPALITY OR AGENCY	COMMENTS
MB Transportation and Infrastructure (Highway Design Branch)	Has concerns but does not object <ul style="list-style-type: none"> • This redesignation contrasts with existing surrounding designations • Concerns with potential traffic impacts to PTH 44 • They have plans for future improvements, access rationalization and an access management plan for this section of PTH 44 • Requiring a traffic impact and drainage study to be undertaken <ul style="list-style-type: none"> ○ May result in requirements to revise subdivision design • On-highway improvements may be required as a result of traffic impact study • Access management plan to be undertaken with R.M. of St. Clements; signed memorandum of understanding between R.M. and MTI as a condition of

	<p>approval</p> <ul style="list-style-type: none"> • Statutory requirements for PTH 44 apply <p>(See full comment in Appendix C)</p>
<p>MB Transportation and Infrastructure (Hydrologic Forecasting & Water Management Branch)</p>	<p>No concerns.</p> <p>No flood protection information for this area; recommendation that all new permanent structures be 1.5 metres above ordinary high-water level and minimum setback of 30.5 metres from top of waterway embankment as a precautionary measure.</p> <p>(See full comment in Appendix C)</p>
<p>MB Environment and Climate Change (Drainage and Water Rights Licensing Branch)</p>	<p>They note that it the responsibility of the local government or planning district to ensure that all by-laws and development plans are in compliance with all relevant acts, regulations, policies, procedures, and requirements relating to the Manitoba Drainage and Water Rights Licensing Branch – Drainage Section.</p> <p>(See full comment in Appendix C)</p>
<p>MB Agriculture (Sustainable Agriculture Branch)</p>	<p>Has Concerns and Objects</p> <ul style="list-style-type: none"> • The land is prime agriculture land (Class 2) • The land is actively farmed • There are existing undeveloped General Development lands (over 300 acres) • Would fragment prime agricultural land, disrupt farm operations, and potentially increase land-use conflicts <p>(See full comment in Appendix C)</p>
<p>MB Environment and Climate Change (Environmental Compliance and Enforcement)</p>	<p>They note that although the applicant’s report indicates that there is a letter from a consultant stating that they will engage in a wastewater servicing study and plan for the proposed development, the letter attached does not state this.</p> <p>(See full comment in Appendix C)</p>

MB Municipal & Northern Relations (Community Planning Services Branch)	Has Concerns and Objects <ul style="list-style-type: none"> • Actively farmed, prime agricultural land and should be preserved as an agricultural resource • Not within or contiguous to a settlement area, or contiguous with any other serviced residential area (See full comment in Appendix C)
Office of the Mining Recorder Manitoba (Mines Branch)	No comments.
MB Natural Resources & Indigenous Futures (Lands Branch)	No comments.
MB Sport, Culture, Heritage and Tourism (Historical Resource Branch)	They note that there is a reason to believe that any future development has a potential to impact heritage resources and therefore have concerns. They are requesting a heritage resource impact assessment (HRIA) to be conducted for this property prior to development. (See full comment in Appendix C)
City of Selkirk	No concerns.
R.M. of East St. Paul	No comments.

6.0 ANALYSIS AND RECOMMENDATION:

In considering a Development Plan Amendment application, the RRPD Board must determine whether the proposed redesignation is consistent with the RRPD Development Plan, *The Planning Act*, and the Provincial Land Use Policies Regulation.

The applicant has submitted a comprehensive planning justification in support of redesignating approximately 142 acres from Resource and Agriculture to General Development. The submission identifies projected population growth, anticipated housing demand, future municipal servicing, and the availability of residential land as the primary basis for the proposed amendment.

The application presents planning considerations that support additional residential development within the R.M. of St. Clements. However, the Board must also consider whether the proposed location is appropriate having regard to the applicable Provincial Land Use Policies.

The provincial review agencies continue to identify two principal policy concerns. First, Manitoba Agriculture advises that the proposal would redesignate approximately 142 acres of actively farmed Class 2 prime agricultural land and has concluded that the proposal is inconsistent with the Provincial Land Use Policies respecting agricultural land protection. Second, Manitoba Municipal and Northern Relations advises that the subject lands are not located within, or contiguous to, an existing settlement area, General Development Area, or serviced residential area. Manitoba Agriculture similarly advises that the lands are not adjacent to existing General Development or Settlement Centre designated lands.

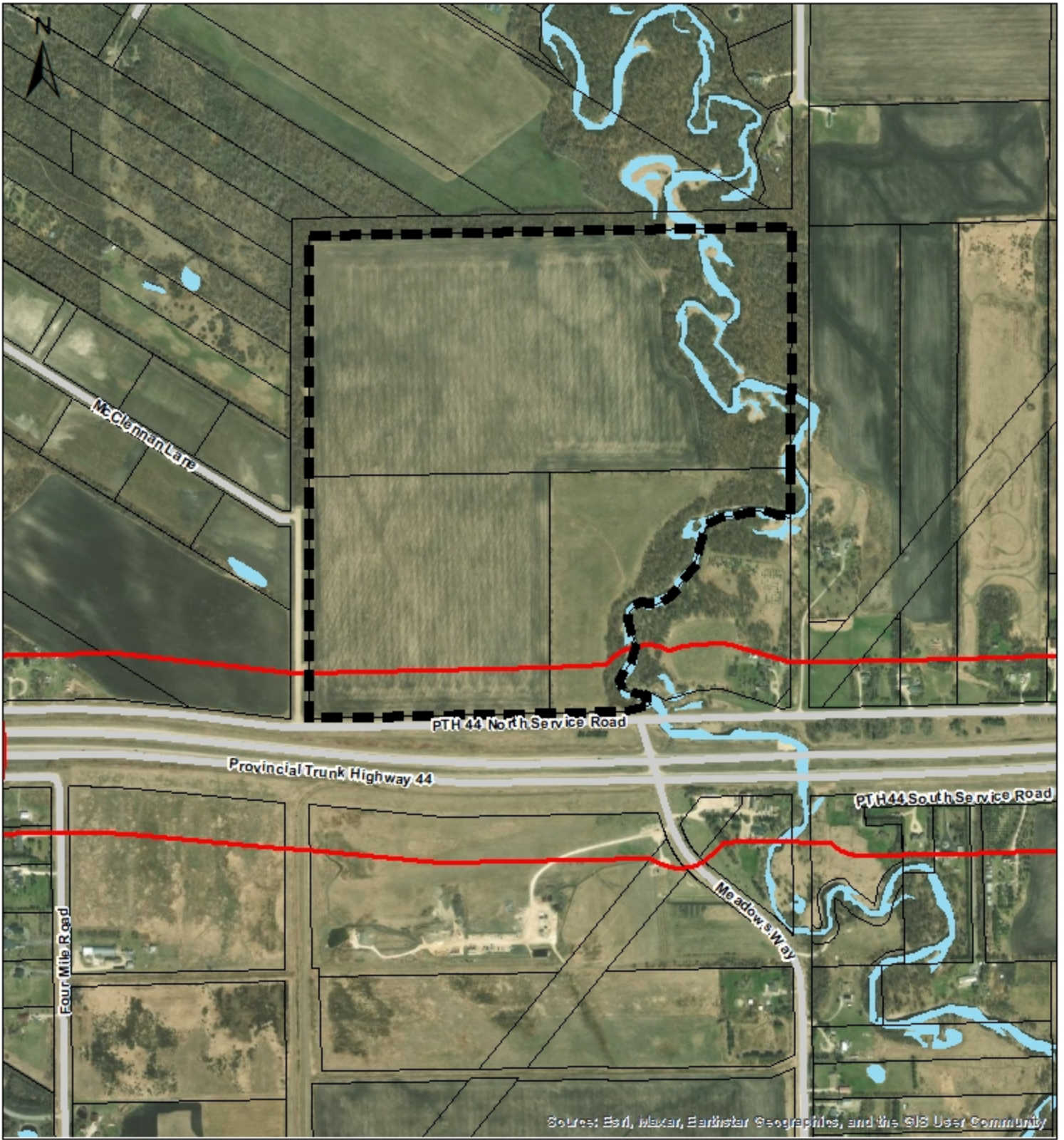
The applicant has provided planning rationale addressing future growth, housing demand, and the proposed development concept. However, based on the information currently before the Board, these submissions do not sufficiently address the outstanding policy concerns identified through the provincial review process respecting agricultural land protection and settlement pattern.

Comments from Manitoba Transportation and Infrastructure and Manitoba Historic Resources Branch identify additional technical requirements that would be addressed through future planning approvals should the amendment proceed.

On balance, while the proposal demonstrates planning merits related to future residential growth, the information before the Board does not provide sufficient justification to support redesignating the subject lands at this time.

Accordingly, it is recommended that Development Plan Amendment By-law No. 294/25 not be approved.

Appendix A – RRPD Maps





Sources: Esri, Maxar, Earthstar Geographics, and the GIS User Community

Schedule "A"

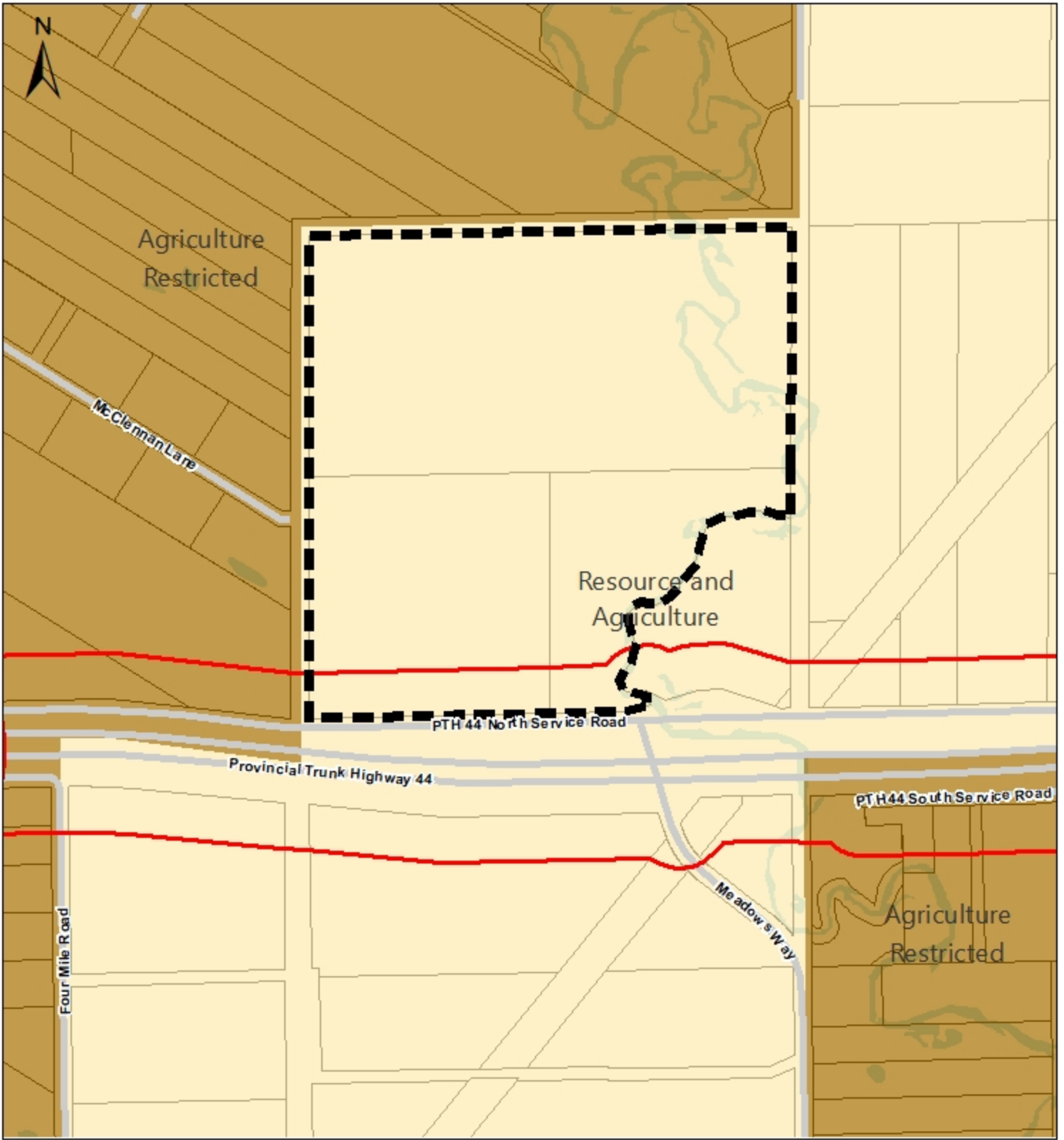
Development Plan 294/25
Roll # 252200, 252350, and 252250, RM of St. Clements

Development Plan No. 272/19, as ammended
FROM: "RA" Resource and Agriculture TO: "GD" General Development

Terms of Use/Disclaimer: All information is for display and estimate purposes only and is provided "as-is", the accuracy of information contained cannot be guaranteed and is in no way a legal representation of the municipality.

-  Subject Property
-  Highway Control Zones
-  Roads
-  Parcel Outline
-  Water Bodies






Schedule "A"

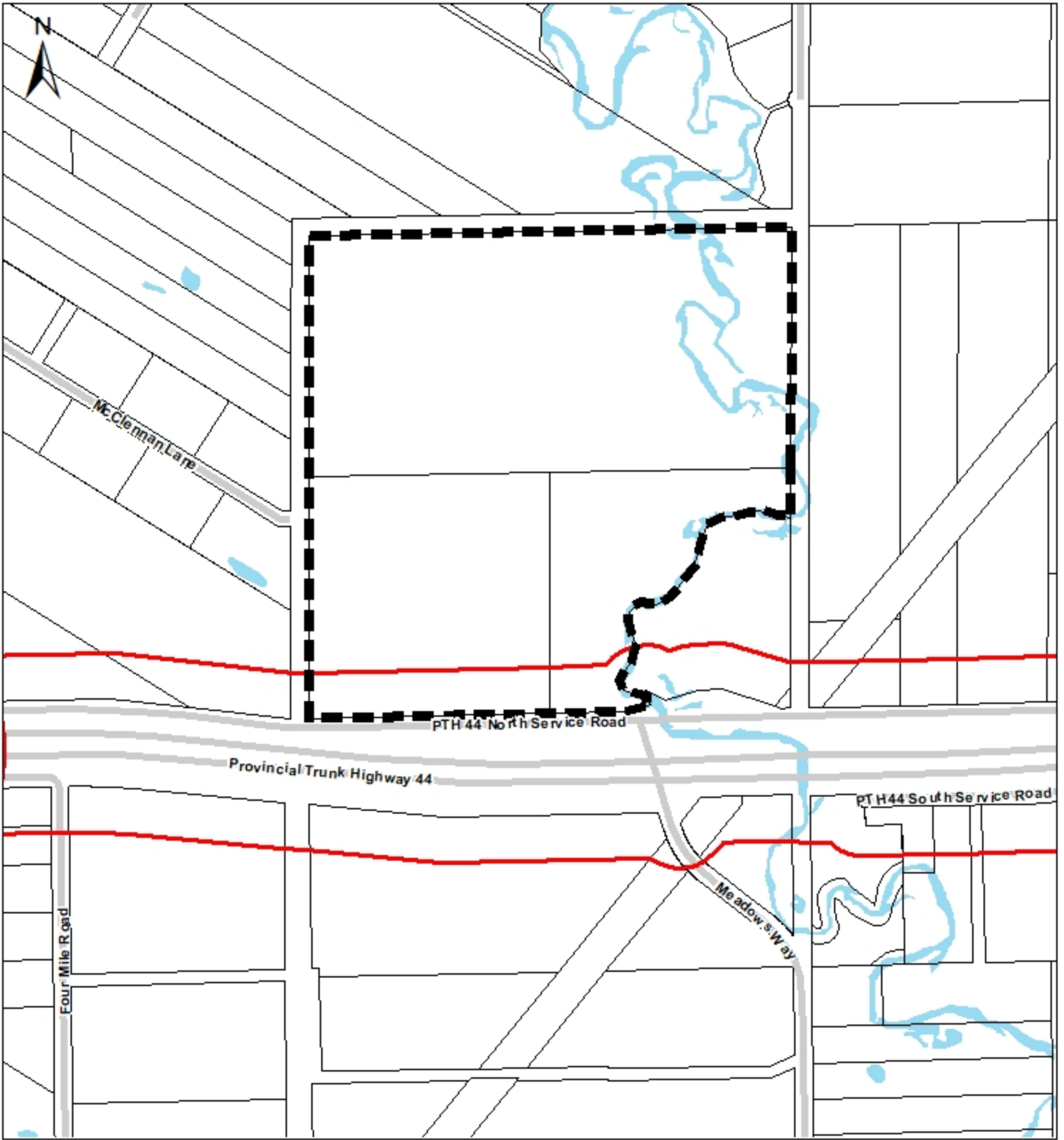
Development Plan 294/25
Roll # 252200, 252350, and 252250, RM of St. Clements

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-  Highway Control Zones
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-  Parcel Outline
-  Water Bodies

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Schedule "A"

Development Plan 294/25
Roll # 252200, 252350, and 252250, RM of St. Clements

Development Plan No. 272/19, as ammended
FROM: "RA" Resource and Agriculture TO: "GD" General Development

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-  Subject Property
-  Highway Control Zones
-  Roads
-  Parcel Outline
-  Water Bodies



Appendix B – Development Plan Amendment By-law

RED RIVER PLANNING DISTRICT

BY-LAW NO. 294 / 2025

BEING a By-law of the Red River Planning District Board to amend the *Red River Planning District Development Plan By-law No. 272 / 2019*, as amended;

WHEREAS Section 56 of *The Planning Act* provides that a Development Plan By-law may be amended in accordance with the *Act*;

NOW THEREFORE the Board of the Red River Planning District, in a meeting duly assembled, enacts as follows:

1. That the Development Plan *RRPD Land Use Designation Map 4 (R.M. of St. Clements) and Map 4A (Floodway and Area)* attached to and being part of the *Red River Planning District Development Plan By-law No. 272 / 2019*, is amended by re-designating:

**LOT 2 PLAN 72775 WLTO
EXC ALL THAT PORTION THEREOF WHICH MAY BE
REQUIRED FOR RIGHT-OF-WAY AND STATION
GROUNDS OF THE CANADIAN PACIFIC RAILWAY
IN SE ¼ 10-13-5 EPM
(CT# 3321253/1)
(Roll # 252250.000)**

AND

**THE S ½ OF THE SE ¼ OF SECTION 10-13-5 EPM
EXC FIRSTLY: THE ELY 1320 FEET PERP
AND SECONDLY: ALL THAT PORTION THEREOF
WHICH MAY BE REQUIRED FOR THE RIGHT-OF-WAY
OR STATION GROUNDS OF THE CANADIAN PACIFIC
RAILWAY
(CT# 3326435/1)
(Roll # 252350.000)**

AND

**THE N ½ OF THE SE ¼ OF SECTION 10-13-5 EPM
EXC: THAT PORTION WHICH MAY BE REQUIRED FOR
THE RIGHT-OF-WAY OF STATION GROUNDS OF THE
CANADIAN PACIFIC RAILWAY
(CT# 3326436/1)
(Roll # 252200.000)**

in the RM of St. Clements

As illustrated on Schedule 'A' of this by-law

From: Resource and Agriculture

To: General Development

DONE AND PASSED by the Board of the Red River Planning District assembled in the _____ in the Province of Manitoba this _____ day of _____ A.D. 2026.

READ A FIRST TIME THIS _____ day of _____ A.D. 2025.

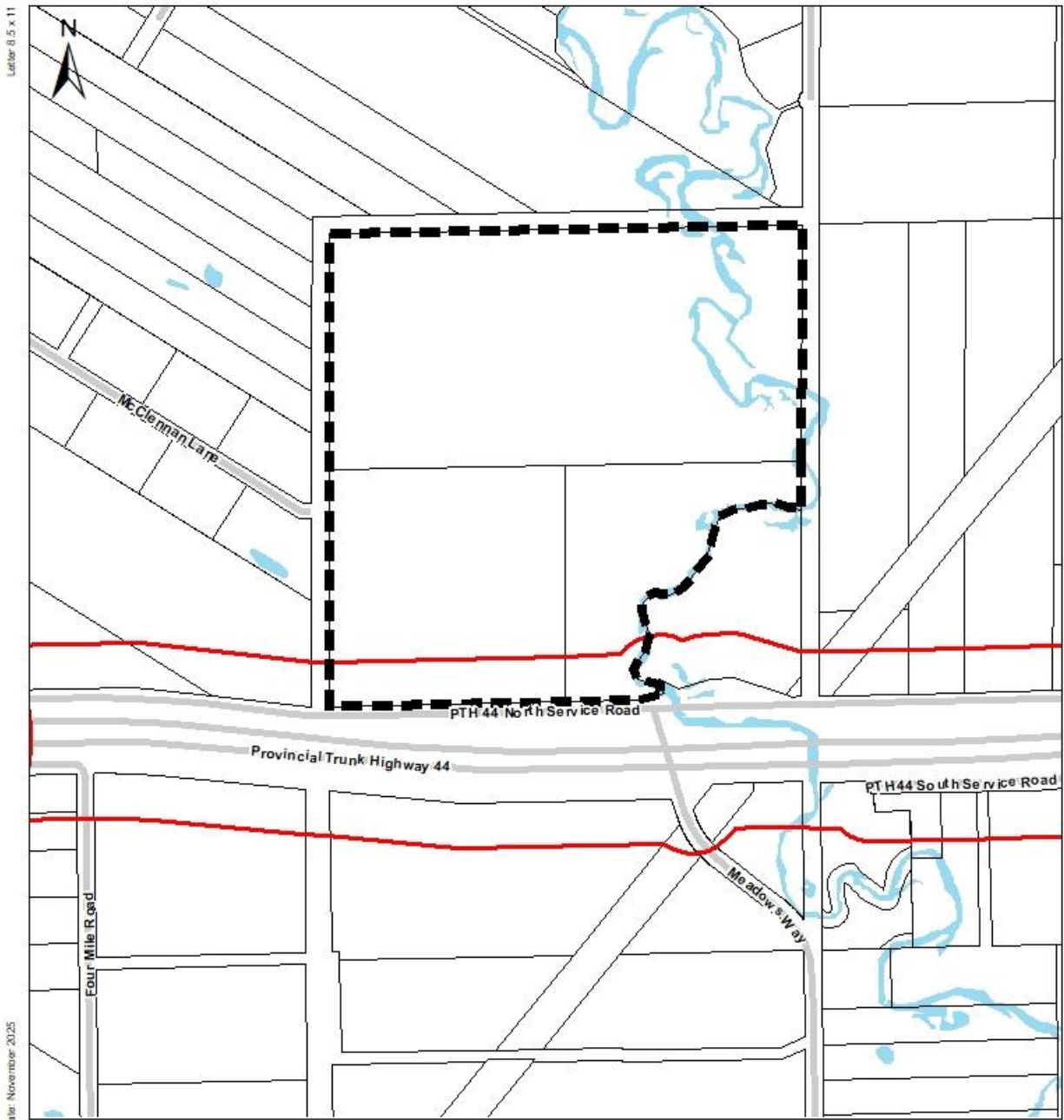
READ A SECOND TIME THIS _____ day of _____ A.D. 2026.

READ A THIRD TIME THIS _____ day of _____ A.D. 2026.

Chair







Executive Director

Schedule 'A'
Location Map / Proposed Amendment



Letter 0.5 x 11

Date: November 2025

<p>Schedule "A"</p>	<ul style="list-style-type: none">  Subject Property  Highway Control Zones  Roads  Parcel Outline  Water Bodies
<p>Development Plan 294/25 Roll # 252200, 252350, and 252250, RM of St. Clements</p>	
<p>Development Plan No. 272/19, as amended FROM: "RA" Resource and Agriculture TO: "GD" General Development</p>	
<p><small>Terms of Use/Disclaimer: All information is for display and estimate purposes only and is provided "as-is", the accuracy of information contained cannot be guaranteed and is in no way a legal representation of the municipality.</small></p>	

Appendix C – Government & Municipal Comments

COMMUNITY PLANNING BRANCH - SELKIRK COMMENTS

Santan Singh

From: +SEL1081 - Selkirk CRP <SelkirkCRP@gov.mb.ca>
Sent: June 17, 2026 9:45 AM
To: Valentina Esman
Cc: +SEL1081 - Selkirk CRP
Subject: RE: Red River Planning District - Development Plan By-law Amendment No. 294/25

Good morning Valentina,

I have reviewed the recirculated Development Plan Amendment By-law No. 294/25 on behalf of the Community Planning Services Branch of Manitoba Municipal and Northern Relations. By-law No. 294/25 proposes to redesignate approximately 142 acres of land in the Rural Municipality of St. Clements from 'Resource and Agriculture' to 'General Development' to facilitate the development of a serviced, ±140-lot residential community.

Our concerns expressed in our January 7, 2026 email generally remain and are summarized below:

- The subject land is prime agricultural land and would not be considered fragmented. The Provincial Land Use Policies (PLUPs) seek to protect agricultural lands for food production and from encroachment from other land uses.
- The subject land is not within or contiguous to a settlement area, or contiguous with any other serviced residential area. Rather, it will result in a creation of a new serviced settlement area. The PLUPs emphasize that development should be directed to existing settlement areas where existing services are available. If services are not available, development should be directed to areas where services, such as water and wastewater services, transportation, solid waste, schools, and emergency services, are planned, budgeted for and can be introduced in a timely manner. Additionally, it is unclear if it is cost-effective to extend piping over land that is currently designated 'Restricted Agriculture', a designation that does not support further infill or densification of the existing 4-acre residential lots.
- An updated Drinking Water and Wastewater Management Plan for the planning district has not been received, pursuant to The Planning Act. The DWWMP cannot be placed as a condition of approval as the Minister requires it for their consideration at the time of decision on the development plan amendment.

Our office does not recommend proceeding to second reading.

Thank you for the opportunity to comment.

Jessie Russell-Edmonds, MCP (she/her)
Acting Regional Manager

Community Planning Services Branch
Manitoba Municipal & Northern Relations
103 – 235 Eaton Avenue | Selkirk, MB R1A 0W7
O: (204) 785-5090 | M: (204) 785-5131

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From: Valentina Esman <valentina@rrpd.ca>
Sent: May 21, 2026 11:22 AM
To: +WPG112 - AGRLandUse <AGRLandUse@gov.mb.ca>; +WPG569 - Conservation_Circulars <ConCirculars@gov.mb.ca>; +WPG569 - Drainage <drainage@gov.mb.ca>; mwsreviews@gov.mb.ca; psfb@gov.mb.ca; peter.mraz@gov.mb.ca; +WPG1195 - Mines BR <mines_br@gov.mb.ca>; +WPG969 - Roadside Development <RoadsideDevelopment@gov.mb.ca>; +WPG1166 - MIT Water Review <MITWaterReview@gov.mb.ca>; +WPG574 - HRB Archaeology <HRB.archaeology@gov.mb.ca>; SM-Subdivision Circulars <subdivisioncirculars@hydro.mb.ca>; 'neteng.control@bellmts.ca' <neteng.control@bellmts.ca>; 'edowney@retsd.mb.ca' <edowney@retsd.mb.ca>; +SEL1081 - Selkirk CRP <SelkirkCRP@gov.mb.ca>; PPD-RegionalPlanning <regionalplanning@winnipeg.ca>; Pam Elias

<edo@weststpaul.com>; Sue <sue@rmofstclements.com>; Kayla Kozoway <kayla@rmofstclements.com>;
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<mb.surveysplanning@teranet.ca>; SHYMKO, Paul <paul.shymko@canadapost.postescanada.ca>; Cara Nichols
(planning@eaststpaul.com) <planning@eaststpaul.com>; braeden@rmofstandrews.com; Sarah Palson
<cao@dunnottar.ca>

Cc: eblackie@cityofselkirk.com; planningclerk@rmalexander.com; development@lacdubonnet.com; Sheila Mowat
<cao@rmofbrokenhead.ca>; eipd@eipd.ca; 'info@sipd.ca' <info@sipd.ca>; ddoucet@rmofspringfield.ca; Santan Singh
<santan@rrpd.ca>

Subject: Red River Planning District - Development Plan By-law Amendment No. 294/25

Hello,

On November 19th, 2025, the RRPD Board gave First Reading to Development Plan By-law Amendment No. 294/25.

With this Development Plan By-law Amendment, the applicant proposes to re-designate land within the RM of St. Clements from **Resource and Agriculture** to **General Development** in order to facilitate future development of serviced lots in a multi-use complete community including public area, lake area, sports area, parks, trails, and a community centre. Attached to this email is a copy of the by-law, the first reading report (including info from the applicant), and the public hearing notice.

A Public Hearing with the RRPD Board is tentatively planned for *July 15th, 2026, at 5:30pm.*

Should you have any comments regarding this Zoning By-law Amendment, please reply to me with a copy to selkirkCRP@gov.mb.ca by *June 17th, 2026.*

No response by this date will be interpreted as your office having no concerns with this application. Please circulate to anyone in your office that may have comments regarding this file.

If you require any additional information, please feel free to contact me.

Thank you,



Valentina Esman
Community Planner
Red River Planning District

2978 Birds Hill Rd. East St. Paul, MB R2E 1J8

Tel: 204-881-7808 Fax: 204-889-8882

www.rrriverplanning.com

Planning and Development Services for the Municipalities of:
Dunnottar – East St. Paul – St. Andrews – St. Clements – West St. Paul

DATE: June 17, 2026

TO: Santan Singh
Manager of Planning Services
Red River Planning District
2978 Birds Hill Rd.
East St. Paul, MB R2E 1J5

FROM: Michelle Erb
Agricultural Planning Specialist
Sustainable Agriculture Branch,
Department of Agriculture
545 University Crescent
Winnipeg, MB R3T 5S6

PHONE: 204-794-1804

SUBJECT: Red River Planning District Development Plan Amendment 294/2025 – Re-circulation

On behalf of Manitoba Agriculture, I have reviewed this proposed Development Plan Amendment from an agricultural perspective and in the context of the Planning Act, the Provincial Planning Regulation and the Red River Planning District Development Plan By-law 272/2019. This amendment proposes to re-designate approximately 142 acres in SE10-13-5E within the RM of St. Clements from Resource and Agriculture Area to General Development Area to facilitate future development of a new serviced community of 140 residential lots. We have the following comments to offer.

The SE 10-13-5E is mapped as having soils with Agricultural Capability Class 2 based on detailed soil survey (soil survey scale of 1:20,000). While the subject land consists of three titles, 120 acres are farmed as one management unit while the remaining 22 acres appear to be fenced for pasture or forage production. The Cooks Creek runs north-south on the eastern edge of the quarter section. This land represents prime agricultural land that is actively farmed. Adjacent lands include designated Resource and Agriculture Area and Agriculture Restricted Area. The subject land is not adjacent to or contiguous with designated, or serviced, “General Development” or “Settlement Centre” lands. The nearest serviced community is East Selkirk.

Relevant objectives and policies of the RRPD Development Plan By-law No. 18-09:

3.4 Municipal and Site Services Policies:

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

4.1 Resource and Agriculture Objectives:

- 4.1.a To protect, support and strengthen agriculture as the primary land use in the district.
- 4.1.c 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.

Resource and Agriculture Policies:

- 4.1.1 Resource and Agriculture areas shall be preserved for a full range and intensity of agricultural and resource based activities.
- 4.1.2 Development in the Resource and Agriculture areas will be restricted to agriculture, agriculture related, and resource based uses except as further provided herein.

- 4.1.3 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.

In the RRPD Development Plan, Settlement Centre and General Development land use designations are both described as accommodating residential development with piped municipal wastewater and / or drinking water systems, with complementary urban, semi-urban and suburban or neighbourhood land uses.

4.6 General Development Objectives:

- 4.6.a 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.
- 4.6.b To provide for the compatible and efficient use of land by minimizing conflicts between adjoining land uses.

General Development Policies:

- 4.6.14 In addition to addressing other applicable policies and requirements listed throughout this Development Plan, the proponent for new or expanded development, including subdivisions, may be required to provide information, to the satisfaction of the RRPD and / or Municipality, which demonstrates that:
- 4.6.14.1 There is sufficient demand for the proposed development.
- 4.6.14.2 The proposal is not wasteful of land.
- 4.6.14.5 That new roadways are linked to the existing transportation network, will facilitate the future extension of the transportation network into adjacent areas, and are designed in a manner that least interferes with through traffic on provincial roads and highways.
- 4.6.14.6 The proposed development will be adequately serviced with potable drinking water and wastewater disposal, and without negatively affecting the provision of these services to existing adjacent development.
- 4.6.14.7 That the proposed development can accommodate local and municipal services (e.g. solid waste disposal, access to fire protection, school bus routes, etc.) with reasonable efficiency and without undue cost to the local authority.
- 4.6.14.9 The proposed development is compatible with adjoining land uses, natural areas, wildlife and / or riparian habitat, and potential conflicts generated from the proposed development is minimized through buffering or other appropriate measures.

This proposal is inconsistent with the following Provincial Land Use Policies:

Policy Area 1: General Development, 1.2 Ensuring Compatibility Between Land Uses

1.2.2 - The designation of land for non-resource-related use should not be wasteful of land.

1.2.3 - The amount of land designated for non-resource related uses should be consistent with the demonstrated rate of change in the requirements for such land uses, taking into account the existing designations of such lands within the region.

Policy Area 2: Settlement Areas, 2.1 Strategic and Planned Settlement:

2.1.1 The emphasis of future development and growth should be on existing settlement areas where investments have already been made. As a priority, growth should be directed to urban centres that have appropriate public services to accommodate future development and growth.

2.1.2 Growth and development within settlement areas should occur in a planned and contiguous manner that emphasizes compact form.

2.1.4 Intensification of and reinvestment in existing development should be considered and encouraged before expansion into new growth areas, in particular for urban centres.

Policy Area 2.3 – Sustainable Rural Development

2.3.3 When considering establishing a new or expanding an existing rural residential or cottage development, the cumulative impacts of the development must be assessed to demonstrate that

the additional development will not:

- b) create the requirement for urban-like services, such as commercial development, neighborhood-scale facilities and services or institutional facilities, to serve the development;
- c) lead to the evolution of a new **urban centre**; or

Policy Area 3 – Agriculture, 3.1 Planning for Agriculture

3.1.1 - Agricultural lands must be identified and appropriately designated for agricultural use. Agricultural lands include:

- a) land with existing agricultural operations;
- b) prime agricultural land; and
- c) viable lower class land that is suitable for different types of mixed farming enterprises, including crop production, forage production and livestock grazing, provided that agricultural use of the land is consistent with its natural limitations and does not contribute to negative environmental impacts, such as soil degradation.

3.1.2 Land designated for agricultural use must be protected for agricultural operations, and from encroachment by new non-agricultural development which might unduly interfere with the continued operation or future expansion of agricultural operations.

A viable agricultural land base is essential to sustaining Manitoba's agricultural sector. This by-law proposes to remove 142 acres of actively farmed, prime agricultural land from the agricultural designation. The subject lands are not contiguous with existing General Development or Settlement Centre areas and would result in the creation of a new serviced residential community, requiring extending infrastructure where none currently exists.

Establishing a new General Development Area separate from existing serviced communities may increase development pressure on adjacent prime agricultural lands, particularly along the proposed service corridor. This approach is inconsistent with Manitoba's Provincial Land Use Policies, which promote compact growth within or adjacent to established centres to protect agricultural land and avoid inefficient infrastructure expansion.

Manitoba Agriculture objects to the by-law as proposed and does not recommend proceeding to second reading. Development should be directed to lands already designated for growth, where servicing exists. If these areas cannot be reasonably developed, the proposal would be more appropriately considered through a comprehensive review of the Planning District's Development Plan.

Thank you for the opportunity to comment. Please contact me by phone or email if you have any questions.

Michelle Erb, M.Sc., P.Ag.
Agricultural Planning Specialist

- c. Andrea McLean (AGR)
- Tony Szumigalski (AGR)
- Provincial Planning Services (MNR)



Transportation and Infrastructure

Technical Services and Operations Division

Highway Design Branch – Roadside Development Section

1420-215 Garry Street, Winnipeg, Manitoba, Canada R3C 3P3

T 204-430-7176 F 204-945-0593

e-mail: RoadsideDevelopment@gov.mb.ca

June 22, 2026

PD 100.10 Ex

Gillian Kolody, Community Planning Assistant
Red River Planning District
806-A Manitoba Ave
Selkirk, MB R1A 2H4
gillian@rrpd.ca

Dear Gillian:

**Re: Red River Planning District Development Plan Amendment 294-25
RM of St. Clements
SE ¼ 10-13-5E
Re-designation from “Resource and Agriculture” to “General Development”**

In response to your email dated May 21, 2026, we have reviewed the minor revisions to the above noted Development Plan amendment. The intent remains the same and is to re-designate the subject property from “Resource and Agriculture” to “General Development” in order to facilitate a 140 lot serviced single family residential development along with new public roads, parks and a trail system. The new public roads connect onto the PTH 44 service road and McLennan Lane (internal road).

Based on all available information, we do not object to this amendment.
However, we have the following comments:

- We note this re-designation will create an intensive residential community that contrasts with the surrounding lands (the proposed designation of General Development differs from the present surrounding designations of Agriculture Restricted and Resource and Agriculture);
- We have concerns with the potential impact to the traffic operations of PTH 44 that may result from this development and the possibility of future residential development within the surrounding lands (this re-designation may result in further amendments to the surrounding lands);
- Please be advised that Manitoba Transportation and Infrastructure have future plans for highway improvements, access rationalization and an access management plan along this stretch of PTH 44. Included in these plans are for direct access connections, including median openings, to be closed in the vicinity of the proposed re-designation and development;

- Manitoba Transportation and Infrastructure are requiring a traffic impact and drainage study to be undertaken. The traffic impact study is to include the future plans for highway improvement, noted access rationalizations and access management plan along this stretch of PTH 44 and McLennan Lane road connection onto the PTH 44 service road;
- Pending the outcomes of the traffic impact study, possible revisions to the subdivision design may be required;
- Please be advised that on-highway improvement agreement may be required between Manitoba Transportation and Infrastructure and the developer/RM of St. Clements pending the outcomes of the required traffic impact study;
- Manitoba Transportation and Infrastructure is requiring this access management plan to be undertaken in conjunction with the RM of St. Clements. Therefore, we are requesting that a signed Memorandum of understanding between Manitoba Transportation and Infrastructure and the RM of St. Clements to be made a condition of the approval of this amendment.

Please note the following statutory requirements affecting PTH 44.

Statutory Requirements:

Under the Transportation Infrastructure Act, a permit is required from Manitoba Transportation and Infrastructure to construct, modify, relocate, remove or intensify the use of an access. A permit is also required from Manitoba Infrastructure to construct, modify or relocate a structure or sign, or to change or intensify the use of an existing structure (including the alteration of existing buildings) within **76.2m** (250ft) controlled area from the edge of the highway right-of-way.

In addition, a permit is required from Manitoba Transportation and Infrastructure for any planting placed within **15 m** (50 ft) from the edge of the highway right-of-way.

Please e-mail or call if you have any questions regarding our comments.

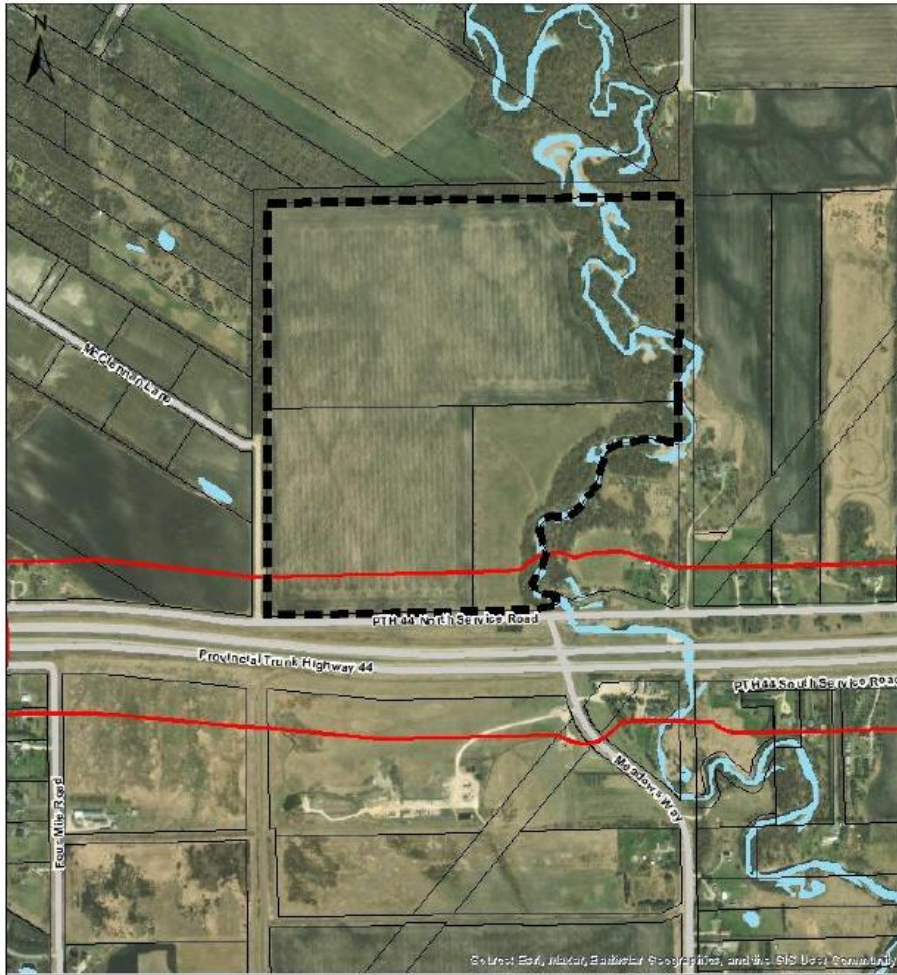
Thank You,

Original signed and e-mailed June 22, 2026

Jeff DiNella
Senior Development Review Technologist

Copy: Eastern Region; Roberta Coleman

Scale: 1:1



Date: November 2021

Source: Esri, Intel, Swire, GeoEye, and the GIS User Community

Schedule "A"

Development Plan 294/25
Roll # 252200, 252350, and 252250, RM of St. Clements

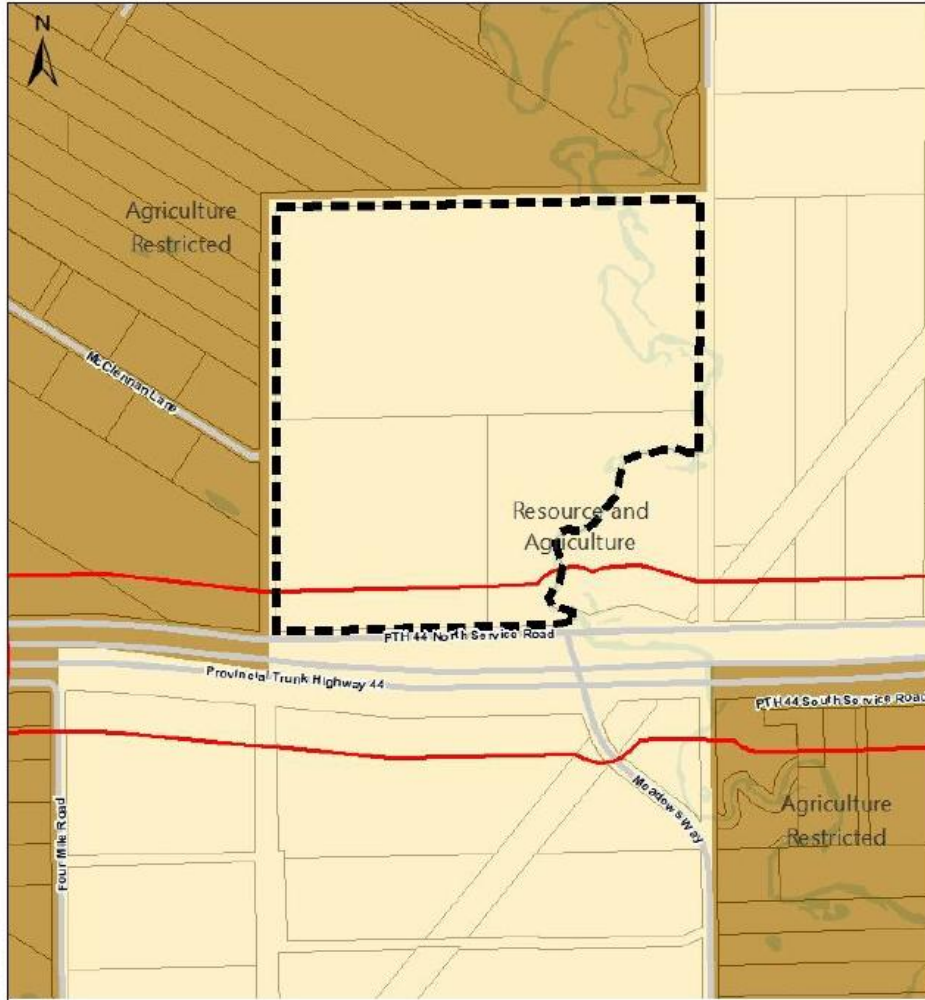
Development Plan No. 272/19, as amended

FROM: "RA" Resource and Agriculture TO: "GD" General Development

Terms of Use/Disclaimer: All information is for display and estimate purposes only and is provided "as-is". The accuracy of information contained cannot be guaranteed and is in no way a legal representation of the municipality.

-  Subject Property
-  Highway Control Zones
-  Roads
-  Parcel Outline
-  Water Bodies





Schedule "A"

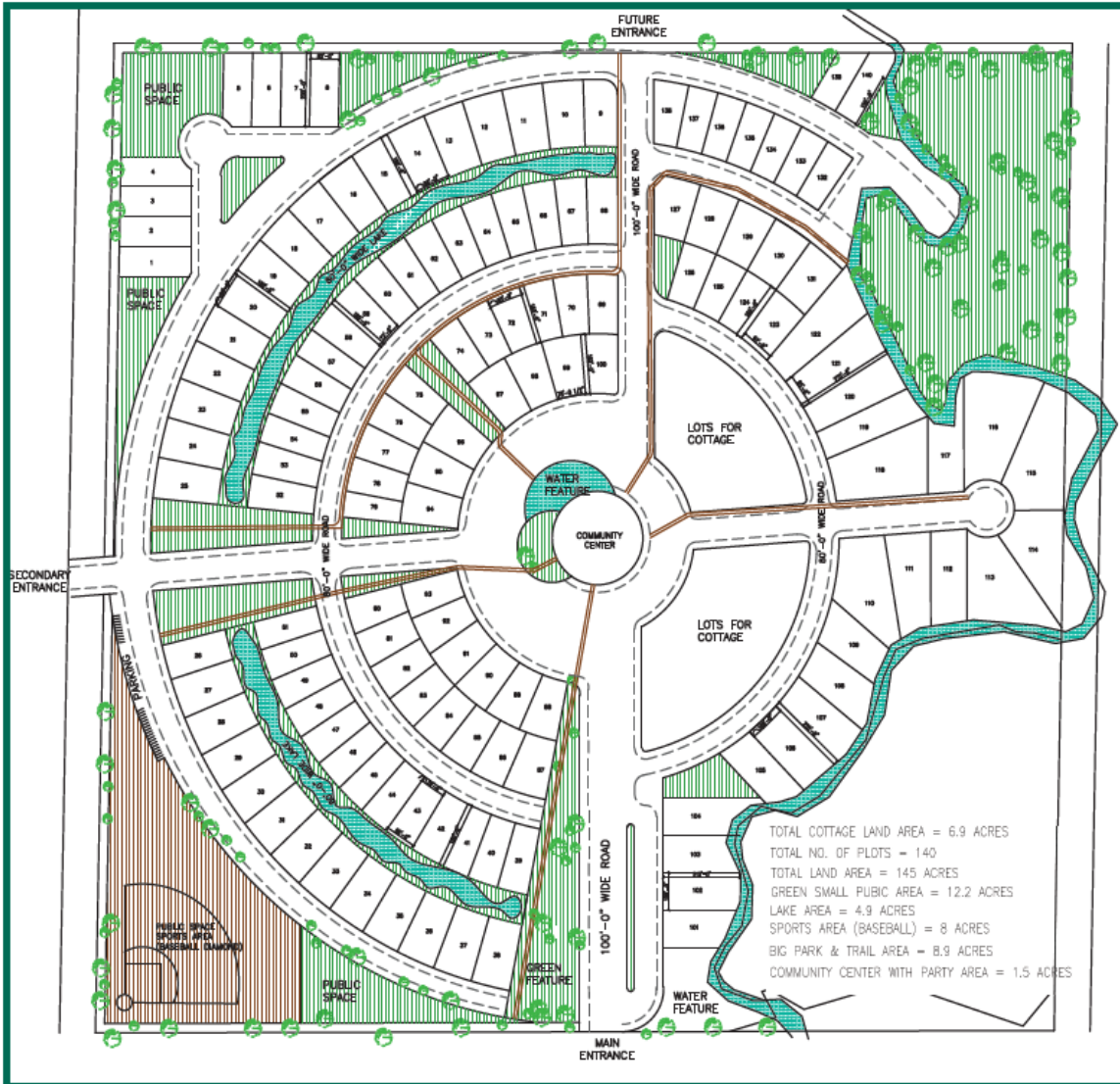
Development Plan 294/25
Roll # 252200, 252350, and 252250, RM of St. Clements

Development Plan No. 272/19, as amended
FROM: "RA" Resource and Agriculture TO: "GD" General Development

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-  Subject Property
-  Highway Control Zones
-  Roads
-  Parcel Outline
-  Water Bodies





Map 7 Preliminary Concept Design

RRPD Circulation Notice Report

To: Committee of the Whole

From: Tim Feduniw, Director of Sustainable Economic Development

Re: **Red River Planning District Development Plan
Amendment No. 294/2025**

Date: June 15, 2025

File Number: AR 072/26

Issue:

The Red River Planning District (RRPD) re-circulated notice of Development Plan Amendment No. 294/2025 following responses received through provincial circulation, which resulted in minor revisions to the application.

Strategic Impact:

No strategic impact.

Administrative Action:

Administration has no concerns to the development plan amendment.

Analysis:

In December 2025, the Red River Planning District circulated an application to redesignate approximately 145 acres of undeveloped land from "RA" Resource and Agriculture to "GD" General Development in the RM of St. Clements for review and comment. The site is located adjacent to Provincial Highway 44 and approximately 2.5 kilometres east of Provincial Highway 59.

The circulation received two responses, which resulted in revisions to the application and prompted re-circulation.

The first comment indicated that an updated Drinking Water and Wastewater Management Plan is required. The applicant has proposed that this requirement be addressed as a condition of approval for the Development Plan amendment.

The second comment is related to the proposed redesignation of lands from agricultural use to development. In response, the applicant provided additional analysis of existing land supply and its development potential, including consideration of constraints such as access, parcel configuration,

and ownership patterns. The revised submission outlines that, while the overall land base appears extensive, these constraints limit the actual amount of land that is readily available for development.

Overall, the comments received and the applicant's responses do not alter the intent of the proposed Development Plan amendment or the proposed development.

Administration did not identify concerns during the initial circulation and continues to have no outstanding concerns following the revised submission.

History:

An application has been made to amend the Red River Planning District (RRPD) Development Plan No. 272/2019 by redesignating lands from "RA" Resource and Agriculture to "GD" General Development to enable the creation of approximately 140 fully serviced residential lots.

The proposed subdivision includes serviced general development lots, cottage lots, a community centre, and park space. Municipal water and wastewater services are proposed to be extended from East Selkirk, and land drainage would be managed on-site through retention ponds. A Highway Traffic Impact Study will be prepared, with any resulting recommendations to be implemented should the development proceed.

On November 19, 2025, the RRPD Board gave First Reading to Development Plan Amendment No. 294/2025. Following circulation, comments were received which resulted in minor revisions to the development plan amendment application and subsequent re-circulation.

A public hearing for the Development Plan amendment is tentatively scheduled for July 15, 2026.

Public Participation: Not applicable

Climate Change Adaptation Impact: Not applicable

Climate Change Mitigation Impact: Not applicable

Background/Supporting Documents:

1. First Reading Report Package - Updated
2. Public Hearing Notice
3. Development Plan Amendment 294/2025 By-law
4. Financial Impact Statement

Santan Singh

From: +WPG569 - Drainage <drainage@gov.mb.ca>
Sent: May 25, 2026 9:36 AM
To: Valentina Esman
Subject: RE: Red River Planning District - Development Plan By-law Amendment No. 294/25

The responsibility lies with the local government or planning district to ensure that all bylaws, zoning bylaws, development plans, and amendments thereof are in compliance with the Water Rights Act, the Water Rights Regulation, and the policies, procedures and requirements of the Drainage and Water Rights Licensing Branch – Drainage Section. Water Control Works associated with any future development require authorization under the Water Rights Act prior to construction or installation.

Note #1 - Any filling or draining of regulated wetlands (Class 3, 4 or 5) constitutes the construction of water control works.

Note #2 – Class 6, 7 and Unimproved organic soils (ag capability) cannot be drained.

Rick Pemkowski CD

Water Resource Officer
Rick.pemkowski@gov.mb.ca Cel: 204 761-0013

From: Valentina Esman <valentina@rrpd.ca>
Sent: May 21, 2026 11:22 AM
To: +WPG112 - AGRLandUse <AGRLandUse@gov.mb.ca>; +WPG569 - Conservation_Circulars <ConCirculars@gov.mb.ca>; +WPG569 - Drainage <drainage@gov.mb.ca>; mwsreviews@gov.mb.ca; psfb@gov.mb.ca; peter.mraz@gov.mb.ca; +WPG1195 - Mines BR <mines_br@gov.mb.ca>; +WPG969 - Roadside Development <RoadsideDevelopment@gov.mb.ca>; +WPG1166 - MIT Water Review <MITWaterReview@gov.mb.ca>; +WPG574 - HRB Archaeology <HRB.archaeology@gov.mb.ca>; SM-Subdivision Circulars <subdivisioncirculars@hydro.mb.ca>; 'neteng.control@bellmts.ca' <neteng.control@bellmts.ca>; 'edowney@retsd.mb.ca' <edowney@retsd.mb.ca>; +SEL1081 - Selkirk CRP <SelkirkCRP@gov.mb.ca>; PPD-RegionalPlanning <regionalplanning@winnipeg.ca>; Pam Elias <edo@weststpaul.com>; Sue <sue@rmofstclements.com>; Kayla Kozoway <kayla@rmofstclements.com>; ctymko@sunrisesd.ca; +WPG569 - EnvCEInterlake <EnvCEInterlake@gov.mb.ca>; Teranet Manitoba - Surveys Planning <mb.surveysplanning@teranet.ca>; SHYMKO, Paul <paul.shymko@canadapost.postescanada.ca>; Cara Nichols (planning@eaststpaul.com) <planning@eaststpaul.com>; braeden@rmofstandrews.com; Sarah Palson <cao@dunnottar.ca>
Cc: eblackie@cityofselkirk.com; planningclerk@rmalexander.com; development@lacdubonnet.com; Sheila Mowat <cao@rmofbrokenhead.ca>; eipd@eipd.ca; 'info@sipd.ca' <info@sipd.ca>; ddoucet@rmofspringfield.ca; Santan Singh <santan@rrpd.ca>
Subject: Red River Planning District - Development Plan By-law Amendment No. 294/25

Hello,

On November 19th, 2025, the RRPD Board gave First Reading to Development Plan By-law Amendment No. 294/25.

With this Development Plan By-law Amendment, the applicant proposes to re-designate land within the RM of St. Clements from **Resource and Agriculture** to **General Development** in order to facilitate future development of serviced lots in a multi-use complete community including public area, lake area, sports area, parks, trails, and a community centre. Attached to this email is a copy of the by-law, the first reading report (including info from the applicant), and the public hearing notice.

A Public Hearing with the RRPD Board is tentatively planned for *July 15th, 2026, at 5:30pm.* Should you have any comments regarding this Zoning By-law Amendment, please reply to me with a copy to selkirkCRP@gov.mb.ca by *June 17th, 2026.*

No response by this date will be interpreted as your office having no concerns with this application. Please circulate to anyone in your office that may have comments regarding this file.

If you require any additional information, please feel free to contact me.

Thank you,



Valentina Esman
Community Planner
Red River Planning District

2978 Birds Hill Rd. East St. Paul, MB R2E 1J5

Tel: 204-861-7808 Fax: 204-869-8882

www.redriverplanning.com

**Planning and Development Services for the Municipalities of:
Dunnottar – East St. Paul – St. Andrews – St. Clements – West St. Paul**

DATE: 2026-06-01

TO: Red River Planning District
Attn: Valentina Esman
Community Planner
2978 Birds Hill Road,
East St. Paul MB R2E 1J5

FROM: Historic Resources Branch
Manitoba Sport, Culture, Heritage and Tourism
Main Floor – 213 Notre Dame Avenue
Winnipeg, MB
R3B 1N3

FOR: Jay Singh / 10210170 MB Ltd.
1043 Kittson Road, East Selkirk MB ROE 0M0

T: (204) 945-2118 F: (204) 948-2384
e: HRB.archaeology@gov.mb.ca

SUBJECT: By-Law Amendment No. 294/25
AAS File: AAS-26-25691 (following from AAS-25-24752)
Jay Singh / 10210170 MB Ltd.

Concerns

Further to your e-mail regarding the above-noted application, the Manitoba Historic Resources Branch (HRB) has examined the locations in conjunction with Branch records for areas of potential concern. Notably, the development footprint is located along Cook's Creek on landforms with archaeological potential and is intersected by known historical trails of the 19th century. These factors, although not exclusive to the analysis, indicate a reason to believe that any future planned ground disturbance, activity, and/or development within the area has the potential to impact heritage resources; therefore, the Historic Resources Branch has concerns.

Legislation

Under Section 12(2) of [The Heritage Resources Act](#) (the Act), if there is reason to believe that heritage resources or human remains upon or within or beneath lands are likely to be damaged or destroyed by any work, activity, development or project, then the Minister may require a proponent to apply for a heritage permit and conduct at his/her own expense, a heritage resource impact assessment (HRIA) and mitigation, prior to the project's start. As per sections 46 and 51 of the Act, there is an obligation to report any heritage resources and a prohibition on destruction, damage or alteration of said resources.

A Heritage Resource Impact Assessment (HRIA) is an assessment showing the impact that proposed work is likely to have upon heritage resources or human remains. HRIAs must be conducted by a qualified archaeological consultant under a heritage permit. Please find attached a flow chart outlining the general process of an HRIA.

HRIA Expectations

The Branch will work with the proponent/landowners and its consultant to draw up terms of reference for this project. Please allow for HRIA timelines in your planning as HRIAs are conducted in snow and frost-free conditions. Any exceptions require planning and consultation with the HRB.

Please find attached an archaeological consultants' list for reference. Due diligence should be conducted in order to assess quotes, services, and timelines.

If you have any questions, please contact as above for proper assignment and queuing.

Historic Resources Branch

Santan Singh

From: +WPG569 - Conservation_Circulars <ConCirculars@gov.mb.ca>
Sent: May 26, 2026 3:08 PM
To: Valentina Esman
Cc: +SEL1081 - Selkirk CRP
Subject: RE: Red River Planning District - Development Plan By-law Amendment No. 294/25

Good afternoon,

The Lands Branch has no comments on the Red River Planning District - Development Plan By-law Amendment No. 294/25.

Thank you.

Oladipo Akinpelumi
Resource Planning Specialist
Lands Branch
Natural Resource Stewardship Division
Department of Natural Resources and Indigenous Futures
Box 25 – 14 Fultz Boulevard | Winnipeg MB R3Y 0L6
Cell: 204-583-0355



From: Valentina Esman <valentina@rrpd.ca>
Sent: May 21, 2026 11:22 AM
To: +WPG112 - AGRLandUse <AGRLandUse@gov.mb.ca>; +WPG569 - Conservation_Circulars <ConCirculars@gov.mb.ca>; +WPG569 - Drainage <drainage@gov.mb.ca>; mwsreviews@gov.mb.ca; psfb@gov.mb.ca; peter.mraz@gov.mb.ca; +WPG1195 - Mines BR <mines_br@gov.mb.ca>; +WPG969 - Roadside Development <RoadsideDevelopment@gov.mb.ca>; +WPG1166 - MIT Water Review <MITWaterReview@gov.mb.ca>; +WPG574 - HRB Archaeology <HRB.archaeology@gov.mb.ca>; SM-Subdivision Circulars <subdivisioncirculars@hydro.mb.ca>; 'neteng.control@bellmts.ca' <neteng.control@bellmts.ca>; 'edowney@retsd.mb.ca' <edowney@retsd.mb.ca>; +SEL1081 - Selkirk CRP <SelkirkCRP@gov.mb.ca>; PPD-RegionalPlanning <regionalplanning@winnipeg.ca>; Pam Elias <edo@weststpaul.com>; Sue <sue@rmofstclements.com>; Kayla Kozoway <kayla@rmofstclements.com>; ctymko@sunrisesd.ca; +WPG569 - EnvCEInterlake <EnvCEInterlake@gov.mb.ca>; Teranet Manitoba - Surveys Planning <mb.surveysplanning@teranet.ca>; SHYMKO, Paul <paul.shymko@canadapost.postescanada.ca>; Cara Nichols (planning@eaststpaul.com) <planning@eaststpaul.com>; braeden@rmofstandrews.com; Sarah Palson <cao@dunnottar.ca>
Cc: eblackie@cityofselkirk.com; planningclerk@rmalexander.com; development@lacdubonnet.com; Sheila Mowat <cao@rmofbrokenhead.ca>; eipd@eipd.ca; 'info@sipd.ca' <info@sipd.ca>; ddoucet@rmofspringfield.ca; Santan Singh <santan@rrpd.ca>
Subject: Red River Planning District - Development Plan By-law Amendment No. 294/25

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If you require any additional information, please feel free to contact me.

Thank you,



Valentina Esman
Community Planner
Red River Planning District

2978 Birds Hill Rd. East St. Paul, MB R2E 1J5

Tel: 204-861-7808 Fax: 204-869-8882

www.redriverplanning.com

**Planning and Development Services for the Municipalities of:
Dunnottar – East St. Paul – St. Andrews – St. Clements – West St. Paul**

Santan Singh

From: +WPG1195 - Mines BR <mines_br@gov.mb.ca>
Sent: June 16, 2026 2:05 PM
To: Valentina Esman
Subject: RE: Red River Planning District - Development Plan By-law Amendment No. 294/25

Good afternoon,

No comments from Mines Branch.

Thanks,
Office of the Mining Recorder Manitoba
Mines_Br@gov.mb.ca

Confidentiality Notice

The contents of this communication, including any attachment(s), are confidential and may be privileged. If you are not the intended recipient (or are not receiving this communication on behalf of the intended recipient), please notify the sender immediately and delete or destroy this communication without reading it, and without making, forwarding, or retaining any copy or record of it or its contents. Thank you. Note: We have taken precautions against viruses, but take no responsibility for loss or damage caused by any virus present.

Le contenu de la présente communication, y compris tout fichier joint, est confidentiel et peut être privilégié. Si vous n'êtes pas le destinataire visé (ou si vous ne recevez pas la présente communication au nom du destinataire visé), veuillez en aviser immédiatement l'expéditeur et supprimer ou détruire le présent message sans le lire, en tirer des copies, le retransmettre ou en enregistrer le contenu. Merci. À noter : Nous avons pris des mesures de protection contre les virus, mais nous n'assumons aucune responsabilité pour ce qui est de la perte ou des dommages causés par la présence d'un virus.

From: Valentina Esman <valentina@rrpd.ca>
Sent: May 21, 2026 11:22 AM
To: +WPG112 - AGRLandUse <AGRLandUse@gov.mb.ca>; +WPG569 - Conservation_Circulars <ConCirculars@gov.mb.ca>; +WPG569 - Drainage <drainage@gov.mb.ca>; mwsreviews@gov.mb.ca; psfb@gov.mb.ca; peter.mraz@gov.mb.ca; +WPG1195 - Mines BR <mines_br@gov.mb.ca>; +WPG969 - Roadside Development <RoadsideDevelopment@gov.mb.ca>; +WPG1166 - MIT Water Review <MITWaterReview@gov.mb.ca>; +WPG574 - HRB Archaeology <HRB.archaeology@gov.mb.ca>; SM-Subdivision Circulars <subdivisioncirculars@hydro.mb.ca>; 'neteng.control@bellmts.ca' <neteng.control@bellmts.ca>; 'edowney@retsd.mb.ca' <edowney@retsd.mb.ca>; +SEL1081 - Selkirk CRP <SelkirkCRP@gov.mb.ca>; PPD-RegionalPlanning <regionalplanning@winnipeg.ca>; Pam Elias <edo@weststpaul.com>; Sue <sue@rmofstclements.com>; Kayla Kozoway <kayla@rmofstclements.com>; ctymko@sunrisesd.ca; +WPG569 - EnvCEInterlake <EnvCEInterlake@gov.mb.ca>; Teranet Manitoba - Surveys Planning <mb.surveysplanning@teranet.ca>; SHYMKO, Paul <paul.shymko@canadapost.postescanada.ca>; Cara Nichols (planning@eaststpaul.com) <planning@eaststpaul.com>; braeden@rmofstandrews.com; Sarah Palson <cao@dunnottar.ca>
Cc: eblackie@cityofselkirk.com; planningclerk@rmalexander.com; development@lacdubonnet.com; Sheila Mowat <cao@rmofbrokenhead.ca>; eipd@eipd.ca; 'info@sipd.ca' <info@sipd.ca>; ddoucet@rmofspringfield.ca; Santan Singh <santan@rrpd.ca>
Subject: Red River Planning District - Development Plan By-law Amendment No. 294/25

Hello,

On November 19th, 2025, the RRPD Board gave First Reading to Development Plan By-law Amendment No. 294/25.

With this Development Plan By-law Amendment, the applicant proposes to re-designate land within the RM of St. Clements from **Resource and Agriculture** to **General Development** in order to facilitate future development of serviced lots in a multi-use complete community including public area, lake area, sports area, parks, trails, and a community centre. Attached to this email is a copy of the by-law, the first reading report (including info from the applicant), and the public hearing notice.

A Public Hearing with the RRPD Board is tentatively planned for *July 15th, 2026, at 5:30pm.*

Should you have any comments regarding this Zoning By-law Amendment, please reply to me with a copy to selkirkCRP@gov.mb.ca by *June 17th, 2026.*

No response by this date will be interpreted as your office having no concerns with this application. Please circulate to anyone in your office that may have comments regarding this file.

If you require any additional information, please feel free to contact me.

Thank you,



Valentina Esman
Community Planner
Red River Planning District

2978 Birds Hill Rd. East St. Paul, MB R2E 1J5

Tel: 204-861-7606 Fax: 204-869-8662

www.redriverplanning.com

Planning and Development Services for the Municipalities of:
Dunnottar – East St. Paul – St. Andrews – St. Clements – West St. Paul

.....
DATE: May 21, 2026

TO: Valentina Esman
Red River Planning District
2978 Birds Hill Road
East St. Paul MB R2E 1J5

FROM: Matthew Sebesteny
Development Review Specialist
Hydrologic Forecasting and Water
Management Branch
Manitoba Transportation and
Infrastructure
2nd Floor - 280 Broadway
Winnipeg MB R3C 0R8

PHONE NO: (204) 915-5914

FAX NO: (204) 948-4764

E-MAIL: Matthew.Sebesteny@gov.mb.ca

**SUBJECT: Proposed Development Plan By-Law Amendment
Red River Planning District
File: 294/25**

Development Plan By-Law Amendment 294-25 proposes to re-designate land within the RM of St. Clements from *Resource and Agriculture* to *General Development* in order to facilitate future development of a multi-use complete community. Cooks Creek runs under PTH 44 and subsequently northbound through the eastern boundary of Roll 252250 and the eastern side of Roll 252200.

We do not have any flood protection information for this area; however, we recommend that all new permanent structures should be 1.5 m (5 feet) above the ordinary high-water level of any watercourse or waterbody, with a minimum setback distance of 30.5 m (100 feet) from the top of the waterway embankment as general precautionary measures against flooding and erosion.

ORIGINAL SIGNED BY
Matthew Sebesteny

Santan Singh

From: Cara Nichols <planning@eaststpaul.com>
Sent: June 1, 2026 4:01 PM
To: Valentina Esman
Subject: RE: Red River Planning District - Development Plan By-law Amendment No. 294/25

Hi Valentina,

I have no comments regarding Development Plan By-law Amendment No. 294/25, since it does not affect the RM of East St. Paul.



Cara Nichols B.Env.D, Architecture

Community Development Planner
Unit 1 - 3021 Birds Hill Road
East St. Paul, MB R2E 1A7
Office: (204) 668-8112 Fax: (204) 668-1987
Website: <http://www.eaststpaul.com/>

From: Valentina Esman <valentina@rrpd.ca>
Sent: Thursday, May 21, 2026 11:22 AM
To: +WPG112 - AGRLandUse <agrlanduse@gov.mb.ca>; ConCirculars@gov.mb.ca; drainage@gov.mb.ca; mwsreviews@gov.mb.ca; psfb@gov.mb.ca; peter.mraz@gov.mb.ca; +WPG1195 - Mines BR <mines_br@gov.mb.ca>; +WPG969 - Roadside Development <roadsidedevelopment@gov.mb.ca>; +WPG1166 - MIT Water Review <mitwaterreview@gov.mb.ca>; +WPG574 - HRB Archaeology <hrb.archaeology@gov.mb.ca>; SM-Subdivision Circulars <subdivisioncirculars@hydro.mb.ca>; 'neteng.control@bellmts.ca' <neteng.control@bellmts.ca>; 'edowney@retsd.mb.ca' <edowney@retsd.mb.ca>; +SEL1081 - Selkirk CRP <selkirkcrp@gov.mb.ca>; PPD-RegionalPlanning <regionalplanning@winnipeg.ca>; Pam Elias <edo@weststpaul.com>; Sue <sue@rmofstclements.com>; Kayla Kozoway <kayla@rmofstclements.com>; ctymko@sunrisesd.ca; +WPG569 - EnvCEInterlake <envceinterlake@gov.mb.ca>; Teranet Manitoba - Surveys Planning <mb.surveysplanning@teranet.ca>; SHYMKO, Paul <paul.shymko@canadapost.postescanada.ca>; Cara Nichols <planning@eaststpaul.com>; braeden@rmofstandrews.com; Sarah Palson <cao@dunnottar.ca>
Cc: eblackie@cityofselkirk.com; planningclerk@rmalexander.com; development@lacdubonnet.com; Sheila Mowat <cao@rmofbrokenhead.ca>; eipd@eipd.ca; 'info@sipd.ca' <info@sipd.ca>; ddoucet@rmofspringfield.ca; Santan Singh <santan@rrpd.ca>
Subject: Red River Planning District - Development Plan By-law Amendment No. 294/25

Hello,

On November 19th, 2025, the RRPD Board gave First Reading to Development Plan By-law Amendment No. 294/25.

With this Development Plan By-law Amendment, the applicant proposes to re-designate land within the RM of St. Clements from **Resource and Agriculture to General Development** in order to facilitate future development of serviced lots in a multi-use complete community including public area, lake area,

sports area, parks, trails, and a community centre. Attached to this email is a copy of the by-law, the first reading report (including info from the applicant), and the public hearing notice.

A Public Hearing with the RRPD Board is tentatively planned for *July 15th, 2026, at 5:30pm.*

Should you have any comments regarding this Zoning By-law Amendment, please reply to me with a copy to selkirkCRP@gov.mb.ca by *June 17th, 2026.*

No response by this date will be interpreted as your office having no concerns with this application. Please circulate to anyone in your office that may have comments regarding this file.

If you require any additional information, please feel free to contact me.

Thank you,



Valentina Esman
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Planning and Development Services for the Municipalities of:
Dunnottar – East St. Paul – St. Andrews – St. Clements – West St. Paul

Appendix D – Applicant Provided Information



Cooks Creek Estates

Background Analysis & Proposed Development

RECEIVED BY RRPD MAY 21ST 2026

Prepared for: The Rural Municipality of St. Clements and
The Red River Planning District
January 2025

ACKNOWLEDGEMENTS

This proposal was prepared in consultation with the Rural Municipality of St. Clements and the Red River Planning District. We appreciate their collaboration and guidance in advancing sustainable community planning.

EXECUTIVE SUMMARY

Executive Summary

Cooks Creek Estates is a proposed 145-acre, master-planned rural residential community in the RM of St. Clements, designed to provide a compact, serviced alternative to traditional large-lot rural development. Located east of Pioneer Road, west of Cooks Creek, and north of PTH 44, the site is surrounded by existing rural residential development and is separated from active agricultural lands by strong natural and transportation boundaries. The proposal includes serviced residential lots, a 55+ cottage-style community, public-use lands, a lake, parks, trails, and a community centre, creating a complete and connected neighbourhood.

The RM of St. Clements is one of Manitoba's fastest-growing municipalities, with a 6.5% population increase between 2016 and 2021 and sustained above-average growth over the past two decades. This growth has been concentrated in the southern portion of the municipality and has placed increasing pressure on the supply of developable residential land. The supply and demand analysis included in this report confirms a strong and growing need for additional residential lots, particularly serviced and moderately sized lots that are currently not available within the municipality. Without new lands designated for this form of development, St. Clements risks falling short of meeting housing demand and affordability objectives.

The proposed redesignation from Resource and Agriculture to General Development Area, and rezoning from AG80 Agriculture to RS Residential Serviced, aligns with the Provincial Planning Regulation and Provincial Land Use Policies by directing growth to suitable, non-agricultural lands, promoting compact and efficient land use, and supporting the economical provision of municipal

EXECUTIVE SUMMARY

services. The development avoids flood-prone and hazard lands, uses existing road and servicing networks, and preserves agricultural land by focusing growth where residential uses already exist.

The proposal is also fully consistent with the Red River Planning District Development Plan, which promotes orderly, contiguous, and sustainable development within General Development Areas. Cooks Creek Estates represents a logical extension of existing rural residential neighbourhoods, supports infill and densification, and offers a broader range of housing options while maintaining rural character. By concentrating growth on one side of PTH 44 and within a defined settlement area, the project minimizes land-use conflicts and infrastructure costs.

Taken together, the supply-and-demand evidence, strong policy alignment, and site context demonstrate that Cooks Creek Estates is a responsible, well-planned response to growth pressures in the RM of St. Clements. The proposed amendments will support long-term community sustainability, housing affordability, and the efficient use of land and public infrastructure.

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1.0 INTRODUCTION

1.1 General Introduction

The RM of St. Clements has experienced significant population growth, recording a 6.5% increase between 2016 and 2021—outpacing both provincial and national averages and positioning St Clements as one of Manitoba’s fastest-growing municipalities. This trend is projected to continue, driven by the municipality’s proximity to Winnipeg and East Selkirk. Over the past two decades, growth has remained consistently above average, with the majority concentrated in the southern portion of the municipality. This sustained demand has increased pressure on the supply of developable land, and municipal staff have confirmed a growing need for additional serviced residential lots. To support this continued growth, the municipality requires new lands to accommodate future development in a planned and orderly manner.

This report introduces the proposed development by outlining the location of the subject lands and the nature of the project. It then examines how the proposal aligns with the Provincial Planning Regulation and the Red River Planning District Development Plan. Finally, the report presents a detailed supply and demand analysis demonstrating the need for additional residential land to support continued growth.

1.2 Introduction to Proposed Development

The registered owner is proposing to redesignate an approximately 145-acre parcel of land in the RM of St. Clements from Resource and Agriculture to General Development to enable the establishment of Cooks Creek Estates, a planned multi-use complete community. The development will include serviced residential lots, a cottage-style 55+ community (condominium or small-lot format), public-use lands, a lake, parks, sports fields, trail networks, and a community centre.

To support this development, the subject lands would be redesignated to General Development Area and rezoned from AG80 Agriculture to RS Residential Serviced, and subdivided to accommodate residential lots, recreational amenities, and cottage units. The intent of these amendments is to enable a serviced rural living community within the RM of St. Clements.

Cooks Creek Estates follows the successful model of developments such as Grande Pointe, Meadowlands, and Taylor Farms by combining rural living with a well-planned neighbourhood design. The project aligns with provincial and federal objectives to increase housing supply and improve affordability by reducing land costs through smaller lot sizes. It responds to a growing demand for residential lots within the RM of St. Clements and the province as a whole, as demonstrated in this report. Smaller, serviced rural lots also allow for more efficient use of land and infrastructure, creating a more sustainable and environmentally responsible development pattern. The compact design supports municipal sewer servicing and represents a fiscally responsible approach by maximizing the efficiency of municipal infrastructure and services. This development offers residents larger lots set within green space and natural surroundings while providing a more manageable and compact alternative to traditional four-acre agricultural-restricted parcels.

1.3 Regional and Site Overview

The subject lands are currently designated Resource and Agriculture. The RM of St Clements would like to see the lands developed as a complete community. The subject lands are adjacent to a range of lots sizes which primarily consist of a cluster of larger 4 acre lots serviced by municipal roads, private septic, and individual wells, to larger undeveloped parcels. The area is bounded by Cooks Creek, Provincial Trunk Highways (PTH) 44 and 59. The study area (shown in map 1) also encompasses nearby lands, generally described as being east of Provincial Trunk Highway (PTH) 59, north of PTH 44, west of Cooks Creek and South of CIL Road.

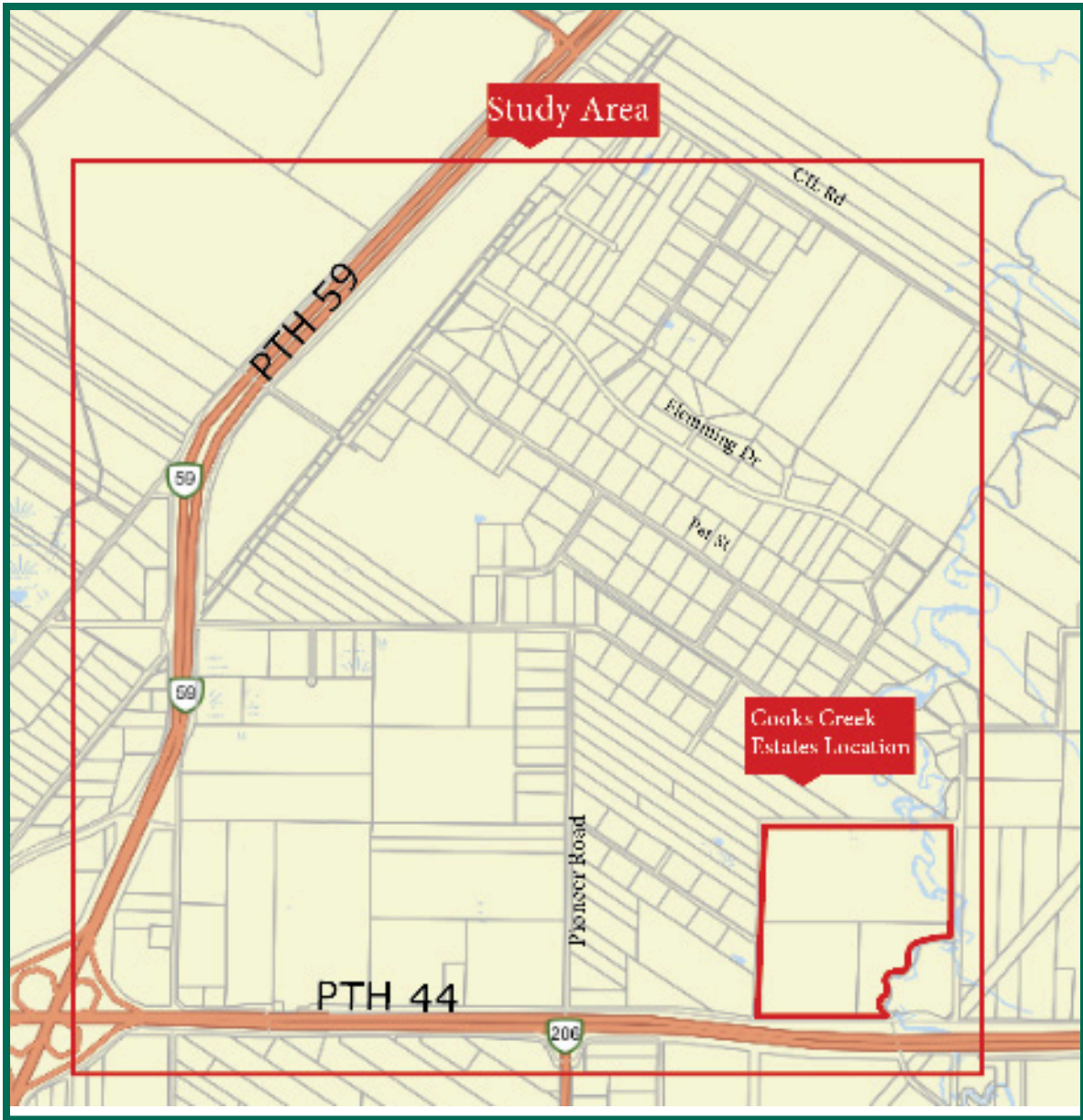
1.4 Introduction to the report

This report provides a detailed analysis of the subject lands and provides support for the redesignation of the 145 acres. This report begins by situating and introducing the parcel proposed for redesignation. It then

- Location, Land Use and detailed description of the subject site;
- Analysis of land management and planning;
- Planning rationale for supporting the re-designation;
- Supply and Demand; and
- Next steps

1.5 Methodology

The following analysis of the subject site is intended to provide a thorough understanding of the lands. The analysis included conducting background research, meetings with the RM of St Clements, The Red River Planning District and undertaking a supply and demand analysis. It also included discussions on servicing, transportation and drainage with JR Cousins.



Map 1 Study Area

2.0 LOCATION & LAND USE

2.1 Introduction to the Location

The 145-acre subject lands are located east of Pioneer Road, west of Cooks Creek, and north of Provincial Trunk Highway (PTH) 44, as illustrated in Map 2. The site is partially cleared and partially treed and is situated north of the recently developed four-acre residential lots along McClennan Lane.

To the north of the site, residential development is found along Pat Street and Fleming Drive, consisting of single-detached dwellings. Immediately west of the subject lands are recently developed four-acre lots along McClennan Drive, with a more established cluster of similar rural residential lots further west along Pioneer Road. Lands to the north and west are designated Agriculture Restricted and are primarily developed as low-density rural residential parcels served by an internal road network.

The lands to the south and east remain primarily agricultural in nature but are clearly separated from the subject property by strong physical boundaries—PTH 44 to the south and Cooks Creek to the east. These features provide natural and functional land use transitions. The broader area west of Cooks Creek, north of PTH 44, east of PTH 59, and south of CIL Road is generally characterized by larger, unserviced four-acre residential parcels within the General Development Area. Additional context is provided in Appendix B.



Map 2

Study Area with surrounding features

2.2 Introduction to the land

The Subject Lands are further described below.

- (a) Municipal Address: N/A
- (b) Location: North of Provincial Trunk Highway 44, east of Pioneer Road, West of Cooks Creek
- (c) Roll Numbers 252200, 252350, 252250
- (d) Certificate of Titles: 3321253, 3326435, 3326436
- (e) Municipal Caveat(s): 2867012/1, 2867011/1 and 2867012 easements by Centra Gas
5694129/1 Mortgage by Access Credit Union
- (f) Legal Description: Lot 2 Plan 72775 WLTO
EXC all that part which may be required for right-of-way and station ground of the Canadian Pacific Railway in SE ¼ 10-13-5 EPM

S ½ of the SE ¼ of Section 10-13-5 EPM
EXC Firstly: the ELY 1320 Feet Perp
Secondly: all that porting which may be required for right-of-way and station ground of the Canadian Pacific Railway in SE ¼ 10-13-5 EPM

N ½ of the SE ¼ section 10-13-5 EPM
EXC all that portion which may be required for right-of-way and station ground of the Canadian Pacific Railway in SE ¼ 10-13-5 EPM

(g) Registered Owners:	10210170 MB LTD
(h) Municipality:	RM of St Clements
(i) Development Plan	Red River Planning District
(j) Development Plan Designation:	Resource and Agriculture
(k) Zoning By-law:	Ag 80
(l) Land Area:	145 acres
(m) Fronting Streets:	Service Road to south and west
(n) Access Points	Service Road and McClellan Lane
(o) Sewer Main:	No
(p) Current Land Uses:	Vacant, undeveloped, agriculture
(q) Governing Bodies	Red River Planning District, RM of St Clements, Province of Manitoba

2.3 Adjacent Lands

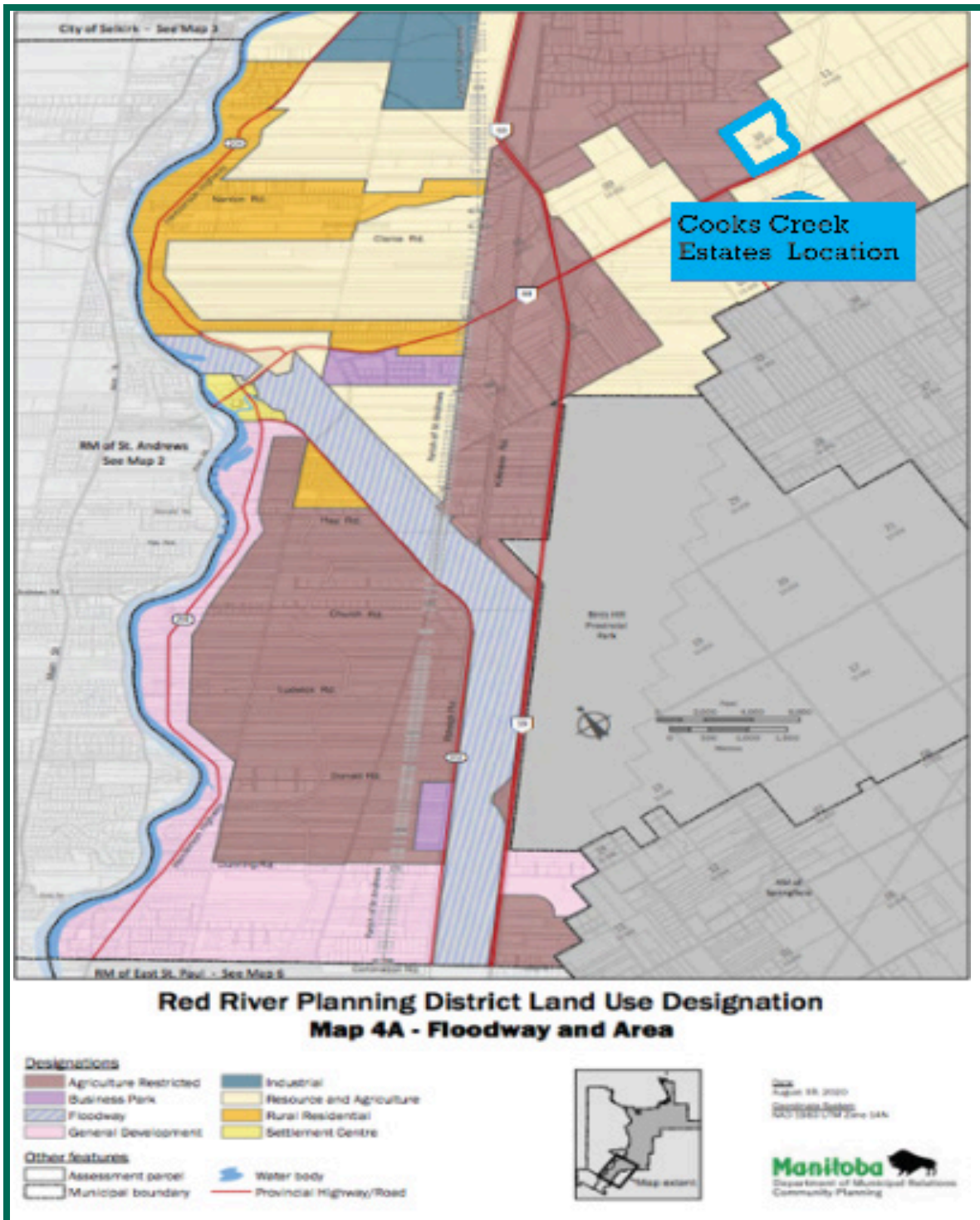
North:	Developed 4 acre residential lots, gravel roads an internal road system
South:	Provincial Trunk Highway 44, paved, 4 lane highway
East:	Cooks Creek
West:	Developed 4 acre residential lots, recently developed lots along McClennan. gravel roads. Internal road system.



Map 3 Adjacent Land Uses

2.3 Land Use Designation

The subject parcel is currently designated Resource and Agriculture according to the Red River Planning District Development Plan.



Map 4 Land Use Designations

2.3.1 Land Use Designation Description

The Resource and Agriculture designation is intended for agricultural uses. The designation provides for lands to be redesignated. To permit the proposed development the parcels would need to be redesignated from Resource and Agriculture to General Development. See the Land Use Planning Rationale and Supply and Demand sections for more information and support for the redesignation. See Appendix D for RM letter.

2.3.2 Plan Amendments

Section 5.4 of the RRPD Development Plan, “Plan Amendments and Review”, recognizes that development proposals or situations may arise that are not accommodated in the plan requiring amendments. Amendments will be evaluated against the Provincial Planning Regulation, research and data.

This report evaluates the amendment against the Provincial Planning Regulation, research and data.

3.0 LAND MANAGEMENT ANALYSIS

3.1 Servicing and Infrastructure

3.1.1 Water Main Facilities

- Currently the site is not serviced with water.
- Water is in East Selkirk. Services can be brought to the site and will be able to service the adjacent lands as well as the existing residential development.

3.1.2 Water Supply Consideration

- The existing reservoir is in East Selkirk, approximately 2 miles north west.
- According to the RM of St Clements the site can be serviced.
- Based on information provided by the RM of St Clements there is sufficient water supply for the envisioned land use.
- JR Cousins will conduct engineering services to design and service the site with piped water. See Appendix C.
- The piped water services will be available for both the proposed and the existing development.

3.1.3 Wastewater Facilities and Sewer Lines

- According to the RM of St Clements the site can be serviced with wastewater services and sewer.
- The existing wastewater treatment is in East Selkirk, approximately 2 miles north west of the site
- Based on information provided by the RM of St Clements there is sufficient capacity and availability for the proposed development.
- JR Cousins will engage in a wastewater servicing study and plan. See Appendix C.

3.1.4 Manitoba Hydro Lines

There is existing hydro in the area servicing the residential lots to the west and north.

- Hydro lines along Provincial Trunk Highway 44 to the south.
- Hydro lines along McClellan Lane and Pioneer Road to the west. Hydro along Pat Road to the North.

3.2 Transportation

3.2.1 Existing Road and Highway Network

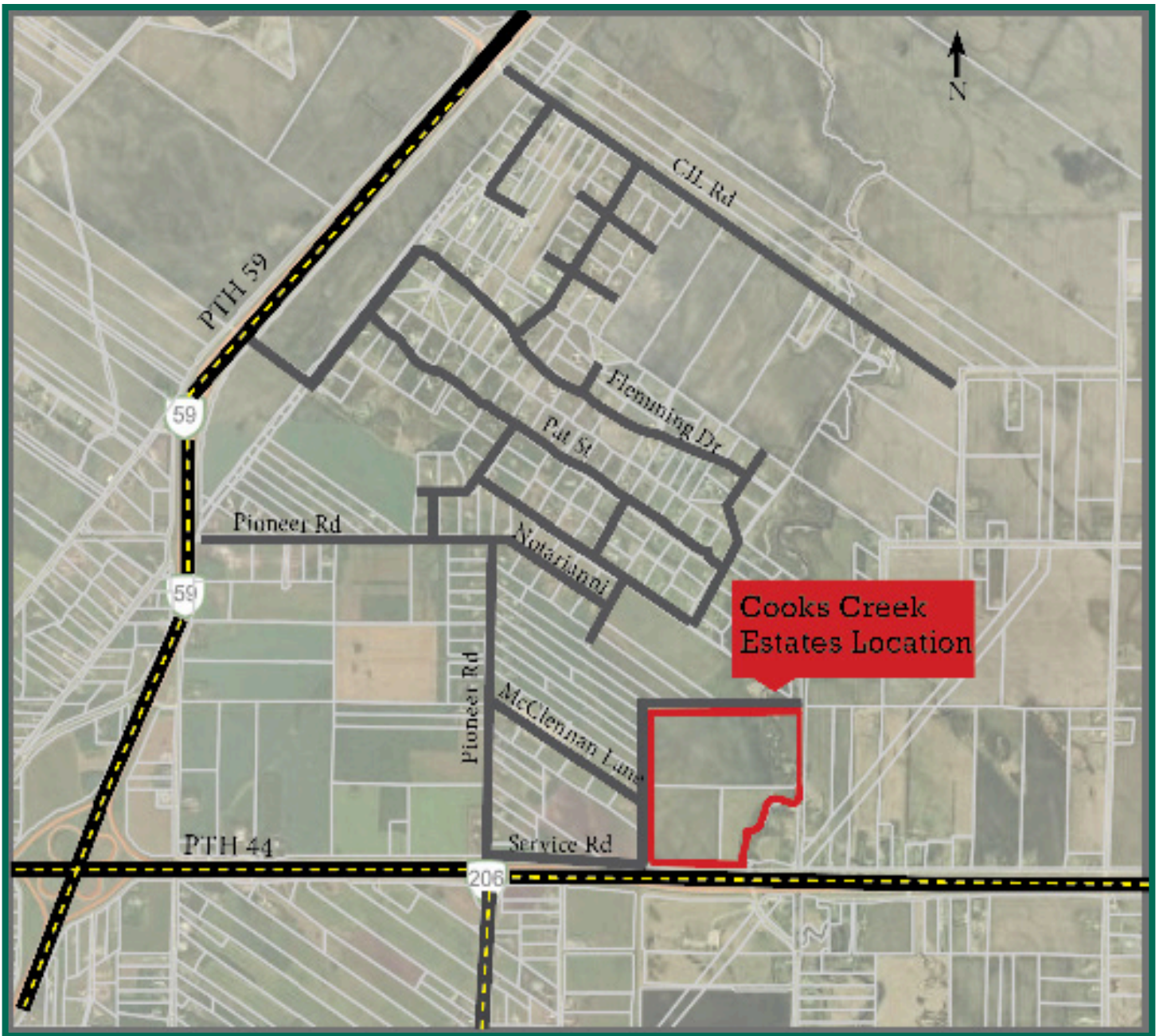
- PTH 44 – four lane, paved, located along the southern edge.
- PTH 59 – four lane, paved, located approximately two miles west of the proposed development.
- Pioneer Road – two lane, gravel road, west of the development.
- McClennan Drive - two lane gravel road immediately west of the proposed development.
- Service Road – two lane, gravel road immediately along the western and southern edges of the property.
- To the North and West is an extensive network of two lane gravel roads servicing 4 acre residential lots.

3.2.2 Highway Traffic Impact Study

As the proposed development is near Provincial Trunk Highway 44 and Provincial Trunk Highway 59, JR Cousins Engineering is conducting a Highway Traffic Impact Study. This study will assess the impacts of the proposed development on the highway traffic system. The Traffic Impact Study recommendations will be taken into consideration during the subdivision phase.

3.2.3 Transportation Consideration

- Future development will accommodate the recommendations of the Highway Traffic Impact Study.



Map 5 Map Highlighting the Existing Highway and Road infrastructure

3.3 Land Drainage

3.3.1 Drainage Plan

- JR Cousins will conduct a review of the proposed development and the land drainage. The findings of this report will be accommodated and followed.
- A preliminary review of the parcel indicated that drainage could effectively be accommodated on-site.

4.0 PROPOSED DEVELOPMENT

The 145 acre Cooks Creek Estates lands are to be:

- Re-designated from Resources and Agriculture to General Development Area;
- Re-zoned from "A" Agriculture to "RS" Serviced Residential; and
- Subdivided.

The 145 acre land will provide for a variety of land uses such as:

- A variety of serviced General Development Area Lots
- Public areas
- A lake area
- Sports area (baseball)
- Park and trails
- A community centre

The subject lots are to be needed to address housing demand and need (See Supply & Demand section) in the RM of St Clements as well as to accommodate a type and style of lot that is not currently available in the RM of St Clements (See Precedent section). The subject lots are necessary to accommodate the development of a comprehensively planned serviced General Development Area community. See Appendix D for RM letter.

5.0 PLANNING SUPPORT

5.1 Introduction to the support from the Provincial Land Use Policies and the Development Plan

In order to accommodate the proposed development at this site, a development plan amendment is required. Any development Plan amendment must be consistent with the Provincial Planning Regulations and the Policies contained the Red River Planning District (RRPD) Development Plan. This section of the report examines how the proposed redesignation is supported by and consistent with the Provincial Planning Regulations (Provincial Land Use Policies- PLUPs) and the RRPD Development Plan. The proposed change aligns with both policy frameworks, which encourage the logical expansion of settlement areas, the protection of agricultural land, and the efficient use of land and infrastructure. The PLUPs promote compact, sustainable forms of development that avoid the unnecessary consumption of land, while the RRPD Development Plan currently permits low-density four-acre residential development within the adjacent Agriculture Restricted designation.

The proposed redesignation to General Development Area enables a more compact and efficient development pattern, allowing for increased housing supply while preserving land as a finite resource. It supports the transition from existing four-acre rural residential development to a more serviced and sustainable community form. Overall, the amendment facilitates a residential typology not currently available in the municipality, encourages logical and contiguous growth, and is fully consistent with both the RRPD Development Plan and Provincial Land Use Policies.

5.2 Summary of Support from the Provincial Planning Regulation

Provincial Land Use Policies Summary of Support is provided below. A more in-depth study of the alignment is included in Appendix A. This section includes bullet lists of the policies and how the development complies. It then includes a table summarizing the policy, intent and how the development complies.

Overall Policy Alignment

The PLUPs guide how land and resources are protected while allowing responsible development. The site is adjacent to existing residential development and is separated from agricultural lands by a large highway (PTH 44) and Cooks Creek. These natural barriers create clear, and logical land-use boundaries.

The proposed redesignation from Resource and Agriculture to General Development Area aligns with PLUP goals by:

- Being a part of long-term, planned growth
- Compatibility with surrounding land uses
- Ensuring efficient use of land and infrastructure

PLUP 1.1.1 & 1.1.2 – Suitable Location for Development

Development is directed to appropriate lands that are already surrounded by residential uses.

The site is:

- Not flood-prone
- Not used for active agriculture
- Fragmented by existing development
- Ortho imagery confirms the surrounding lands function as rural residential, not farmland.

PLUP 1.2.1 – Compatibility

- Adjacent residential development (four-acre residential lots to the north and west)
- Existing road networks
- Natural boundaries (PTH 44 and Cooks Creek) separate the site from agricultural lands, reducing conflict.

PLUP 1.2.2 – Efficient Use of Land

- Increase housing supply
- Reduce land consumption
- Avoid the inefficiencies of four-acre rural parcels

St. Clements is experiencing strong population growth. The municipality currently lacks compact, serviced and affordable rural residential options

The proposal directly addresses this gap.

PLUP 1.2.6 — Appropriate Designation

Rural residential and cottage development must be located on land designated for that purpose.

This amendment correctly designates the land for residential use instead of allowing residential lots under agriculture designations or zones, the designation ensures lots are appropriately designated.

PLUP 1.3.1 — Efficient Public Services

Municipal wastewater and roads are:

- Nearby
- Extendable

Servicing the site supports:

- Densification
- Cost-effective infrastructure use
- Future infill

PLUP 1.4.1 — Sustainable Design

Compact, serviced lots:

- Reduce land waste
- Protect remaining agricultural land
- Use infrastructure more efficiently

PLUP 2.1.1 — Growth Near Existing Investment

The site extends an existing residential area with:

- Roads
- Nearby services

It represents logical infill and densification rather than leap-frog development.

PLUP 2.1.2 — Compact, Contiguous Growth

The proposal:

- Extends the current street network
- Builds outward from existing development
- Creates a compact settlement pattern

PLUP 2.1.3 – New Growth Areas

The site:

- Is directly adjacent to developed residential land
- Was previously considered for General Development in past planning reviews

PLUP 2.3.1 – Rural Character

The redesignation:

- Preserves natural features
- Provides larger rural-style lots
- Maintains a rural identity without wasting land

PLUP 2.3.2 – No Conflict with Resource Uses

The development:

- Does not interfere with agricultural operations as it is separated by a creek and highway from adjacent farmed lands
- Does not limit future urban or resource development

PLUP Policy	Policy Intent	How the Proposed Redesignation Complies
PLUP 1.1.1	Direct development to suitable locations	The site is surrounded by existing rural residential development and is not actively used for agriculture, making it a suitable location for residential growth.
PLUP 1.1.2	Avoid development on un-suitable land	The lands are not flood-prone or environmentally constrained and are fragmented by existing residential uses, making them appropriate for development.
PLUP 1.2.1	Ensure compatibility with surrounding land uses and transportation	The proposal mirrors the existing rural residential pattern to the north and west and is bounded by PTH 44 and Cooks Creek, creating clear land-use separation from agriculture. Proposal builds on existing transportation routes.
PLUP 1.2.2	Avoid wasteful use of land	Serviced, smaller lots increase housing supply and reduce the inefficient consumption of land compared to four-acre parcels.
PLUP 1.2.3	Match development to growth rates and housing needs	The RM of St. Clements is experiencing strong growth and has limited serviced residential options; the project responds directly to demonstrated demand. See supply & demand.
PLUP 1.2.6	Direct rural residential uses to appropriately designated lands	The amendment correctly designates land for rural residential use instead of allowing residential lots under agricultural zoning.

PLUP Policy	Policy Intent	How the Proposed Redesignation Complies
PLUP 1.3.1	Promote efficient and economical public services	Municipal wastewater and road infrastructure can be extended to the site, supporting efficient servicing and future infill
PLUP 1.4.1	Promote innovative, resource-conserving design	Compact, serviced lots reduce land consumption, protect remaining agricultural lands, and use infrastructure more efficiently
PLUP 2.1.1	Direct growth to existing serviced settlement areas	While not classified as a rural residential area, the surrounding development reflects an existing rural residential area with roads and nearby services.
PLUP 2.1.2	Ensure compact and contiguous growth	The proposal builds outward from existing residential development using the existing road network, creating a continuous and compact settlement. The lots are serviced and more compact than the surrounding 4-acre lots.
PLUP 2.1.3	Identify appropriate new growth areas	The lands are adjacent to developed residential areas and were previously considered for General Development.
PLUP 2.3.1	Preserve rural character in General Development Areas	Larger rural-style lots, green space, and natural features maintain rural character while avoiding inefficient land use.

7.2 Summary of Support from the Provincial Planning Regulation

RRPD Development Plan Policies Summary of Support is provided below. A more in-depth study of the alignment is included in Appendix A.

Purpose of the RRPD Development Plan

Guides growth across the Planning District, including the RM of St. Clements

Promotes:

- Efficient and sustainable land use
- Logical settlement patterns
- Protection of resources

The proposed redesignation supports these goals by directing growth to land that is already influenced by residential development and is no longer suited for agriculture.

Section 1 – Overall Plan Objectives

The subject lands:

- Are surrounded by existing rural residential development
- Are surrounded by existing road network
- Are bordered to the south by a major Highway
- Bordered by a creek
- Fragmented from adjacent agricultural uses by the existing development to the north and west and by the creek to the east and the highway to the south

The proposal:

- Expands on an existing residential development
- Provides the opportunity to convert adjacent low-efficiency 4-acre or 2-acre potential lots into serviced, compact residential lots
- Improves land efficiency and reduces environmental footprint

Objective 1.2 – Sustainable and Orderly Development

The proposal meets Objective 1.2 by:

- Aligning with the Provincial Planning Regulation (see previous section)
- Supporting sustainable development through:
 - Smaller, serviced lots
 - Reduced land consumption
 - More efficient infrastructure use
 - Promoting orderly growth by:
 - Extending existing roads
 - Creating logical infill
 - Connecting to surrounding residential areas
 - Protecting transportation corridors and supporting nodal-based development through extensions of the existing road network

Section 2 – Sustainable and Regional Development

The redesignation:

- Promotes compact urban form rather than scattered 4-acre lots
- Maximizes the use of existing and planned infrastructure
- Provides new housing options that are not currently available in the municipality
- Reduces land waste and long-term servicing costs

Section 3 – Resources, Services, and Infrastructure

The proposal:

Does not interfere with:

- Airports
- Aggregate resources
- Natural hazards

Provides:

- Safe and efficient transportation connections
- Logical road extensions
- Servicing with municipal wastewater
- Supports future infrastructure investment and infill

Section 4 – Land Use Designations

General Development Area (Section 4.3)

The proposal aligns with the intent of General Development Areas by:

- Providing an alternative rural-urban lifestyle option
- Using land efficiently
- Supporting long-term municipal servicing
- Concentrating growth to one side of PTH 44

Objective 4.6

The development:

- Promotes orderly growth (4.6a)
- Optimizes land and servicing efficiency (4.6b)
- Concentrates growth to one side of the highway to reduce conflicts (4.6e)

Key Policies

Policy 4.6.1 – Compatible Land Uses

Development matches surrounding residential uses to the north and west

Adjacent landowners have expressed interest in services and infill

Policy 4.6.3 – Infill & Municipal Services

Extends municipal sewer and supports long-term infrastructure investment

Policy 4.6.4 – Highway-Based Growth

Concentrates development on one side of PTH 44, reducing traffic conflicts and adhering to policy 4.6.4

Other Supporting Policies

The development:

- Provides a variety of housing types
- Includes parks, trails, and green space
- Is not wasteful of land
- Is not flood-prone
- Has all-weather road frontage
- Connects to the existing transportation network
- Is fully serviceable
- Is compatible with surrounding land uses

Conclusion

The proposed redesignation to General Development Area and the creation of Cooks Creek Estates are fully consistent with the objectives, policies, and intent of the Red River Planning District Development Plan. The project supports orderly growth, efficient land use, infrastructure sustainability, and a broader range of housing options for the RM of St. Clements.

RRPD Objective/ Policy	Policy Intent	How the Proposed Redesignation Complies
Section 1 – Overall Plan Objectives	Direct growth to appropriate locations and ensure efficient, sustainable land use	The subject lands are already influenced by surrounding residential development and are not suitable for continued agricultural use. The proposal infills and intensifies an existing residential area rather than extending into productive farmland.
Objective 1.2 – Sustainable Development	Encourage development consistent with the Provincial Planning Regulation and sustainable development principles	Smaller, serviced lots reduce land consumption, allow for municipal sewer servicing, and support more efficient infrastructure use, aligning with sustainable development goals.
Objective 1.2 – Transportation & Nodal Development	Protect transportation corridors and support nodal-based development	The development extends the existing internal road network and connects to established transportation corridors without creating new access conflicts.
Objective 1.2 – Orderly Growth	Promote orderly, connected, and compatible development	The proposal extends existing streets, provides logical infill, and connects with surrounding residential areas, creating a cohesive and well-planned neighbourhood.
Section 2 – Sustainable and Regional Development	Promote compact, efficient development patterns and a range of housing options	The redesignation replaces the surrounding current low-density four-acre development potential with compact, serviced lots, improving land efficiency and expanding housing choice.
Section 3 – Resources, Services, and Infrastructure	Ensure development is safely and efficiently served by infrastructure	The site can be serviced by municipal wastewater, has access to an existing road network, and avoids hazard areas, ensuring safe and cost-effective servicing.

RRPD Objective/ Policy	Policy Intent	How the Proposed Redesignation Complies
Section 4.3 – General Development Area	Provide alternative urban-rural lifestyle options while optimizing land and services	The proposal delivers a compact, serviced rural community that uses land and infrastructure more efficiently while maintaining a rural character.
Objective 4.6(a)	Promote orderly development without restricting growth	The proposal allows growth to continue in a planned manner through infill and logical expansion of the existing settlement pattern.
Objective 4.6(b)	Ensure efficient and compatible use of land	The development mirrors surrounding residential uses and uses smaller serviced lots to maximize land efficiency.
Policy 4.6.1	Provide compatible urban land uses and minimize conflicts	The proposal is compatible with adjacent rural residential development to the north and west and is separated from agricultural lands by Cooks Creek and PTH 44.
Policy 4.6.3	Support infill and extension of municipal services	The project extends municipal sewer servicing and supports long-term infrastructure investment and infill.
Policy 4.6.4	Concentrate growth along appropriate transportation corridors	Locating development on one side of PTH 44 supports safe and efficient growth patterns.
Other Section 4 Policies	Ensure land is serviceable, not flood-prone, and supports transportation, housing diversity, and efficient land use	The site is not subject to flooding, will be served by all-weather roads and municipal services, provides diverse housing options, and is not wasteful of land.

5.3 Conclusion

Overall, the proposed redesignation and development of Cooks Creek Estates is fully consistent with both the Red River Planning District Development Plan and the Provincial Planning Regulation. The project directs growth to an appropriate location that is already influenced by existing residential development, avoids productive agricultural land, and is separated from resource uses by strong physical boundaries. By providing compact, serviced rural residential lots, the development promotes efficient use of land, supports sustainable infrastructure investment, and responds to demonstrated housing demand. In doing so, it advances orderly, contiguous, and fiscally responsible growth while preserving the rural character and long-term planning objectives of the RM of St. Clements.

6.0 Supply & Demand

6.1 Introduction

There is a growing need for housing across the country and the province of Manitoba as a whole. This demand is well documented and noted as we read reports about Canada's housing crisis and see pushes from all levels of government to support the creation of additional housing units. The Manitoba Home Builders Association reports that "Canada is short 3.5 million homes and needs to double housing starts over the next decade to address the supply-demand imbalance and create long-term affordability"(Manitoba Home Builders, n.d.). The Fraser Institute concludes that Manitoba's home building has not kept pace with our strong population growth, resulting in higher prices and a shortage of housing units. "This housing shortage has pushed prices and rents upwards for Manitobans. Consequently, the Canada Mortgage and Housing Corporation (CMHC) estimates that 260,000 homes must be built in the province by 2030 to restore housing affordability for Manitobans."(Lafleur, 2023). The Fraser Institute concludes that "All levels of government must work together to address the growing gap between population growth and housing completions in the province" (Lafleur, 2023). In order to build houses to meet this demand, lots must be created for this housing. The proposed redesignation will allow for the creation of lots.

Stevenson Advisors Ltd Supply and Demand Analysis

This need for additional housing and lots extends more specifically into the RM of St Clements. In 2017, during the Red River Planning District Development Plan review process, Stevenson Advisors Ltd, the consultant hired by the Planning District, prepared a Supply and Demand Analysis to assist with future planning and growth strategies. This analysis was used to help shape the current RRPD Development Plan and determine land use designations throughout the Municipality. A complete copy of this report is available at https://www.redriverplanning.com/wcm-docs/docs/development_plan_update/rrpd_growth_strategy_-_employment_and_residential_lands_analysis_-_final.pdf for your review and reference.

The analysis noted that the population in St Clements grew by 7.7 percent from 2011 to 2016 meaning an average annual growth

rate of 1.5 percent. The report indicates that the population growth rate is higher than the Province average.

The study projects that St Clements population will continue to grow from 2016 to 2021 at an estimated rate of 5.1 percent (a further 1 percent annually). A separate look at census information from Statistics Canada builds on this report and further projected population growth is presented in the figure 3 below.

	Actual		Projected		
Year	2011	2021	2031	2041	2051
Population	10,505	11,586	12,778	14,903	15,543

Statistics Canada. Census Profile. 2011, 2021.

Figure 3 Population growth projections

The report observes that the population is expected to rise. Provincial projections suggest a growth rate of 1.3 to 1.4 percent annually to 2030. The report notes that across the province there is demand for housing and this demand will continue.

6.2 Additional Supply and Demand Analysis

The following comprehensive look at the supply and demand for residential lots builds off the 2017 report done by Stevenson Advisor. This in-depth review concludes that the population is growing and that additional housing is needed in the Municipality in both the urban and rural context.

6.2.1 Population

Between 2011 and 2021 the population of St. Clements has grown by 1,081 people.

If this trend continues in the future, then the RM stand to grow its overall population to 14,903 by 2041 and to over 15,000 by 2051, based on the projections in and figure 4 below.

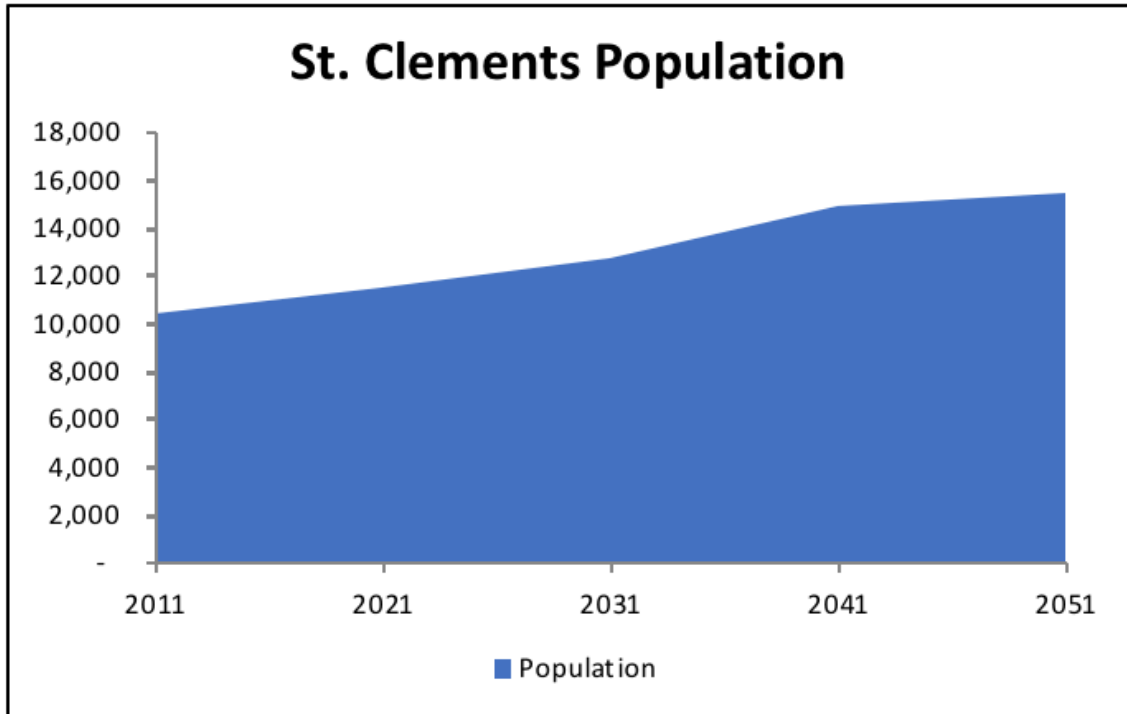


Figure 4 St. Clements Population growth

6.2.2 Age

At the same time that the population of St. Clements is growing, it is also getting older. As seen in figure 12 below, the number of children age 0-14 has been essentially stable between 2011 and 2021, and will likely continue to remain stable. The working age population ages 15 to 64 has increased between 2011 and 2021 by some 250 people. If this trend continues into the future then St. Clements will see the working age portion of the population grow to 7,810 in 2031 and as much as 8,310 by 2051. The number of seniors age 65 and older has also grown by some 860 people between 2011 and 2021. If this growth rate continues then St. Clements is projected to see some 3,135 seniors age 65 and older by 2031 growing to 4,895 by 2051.

Age Characteristics	Actual		Projected		
	2011	2021	2031	2041	2051
0 to 14 years	1,795	1,770	1,770	1,770	1,770
15 to 64 years	7,310	7,560	7,810	8,060	8,310
65 years and over	1,395	2,255	3,135	4,015	4,895

Statistics Canada. Census Profile. 2011, 2021.

Figure 5 RM of St Clements Age

These age characteristics and projections are also presented in figure 6 below.

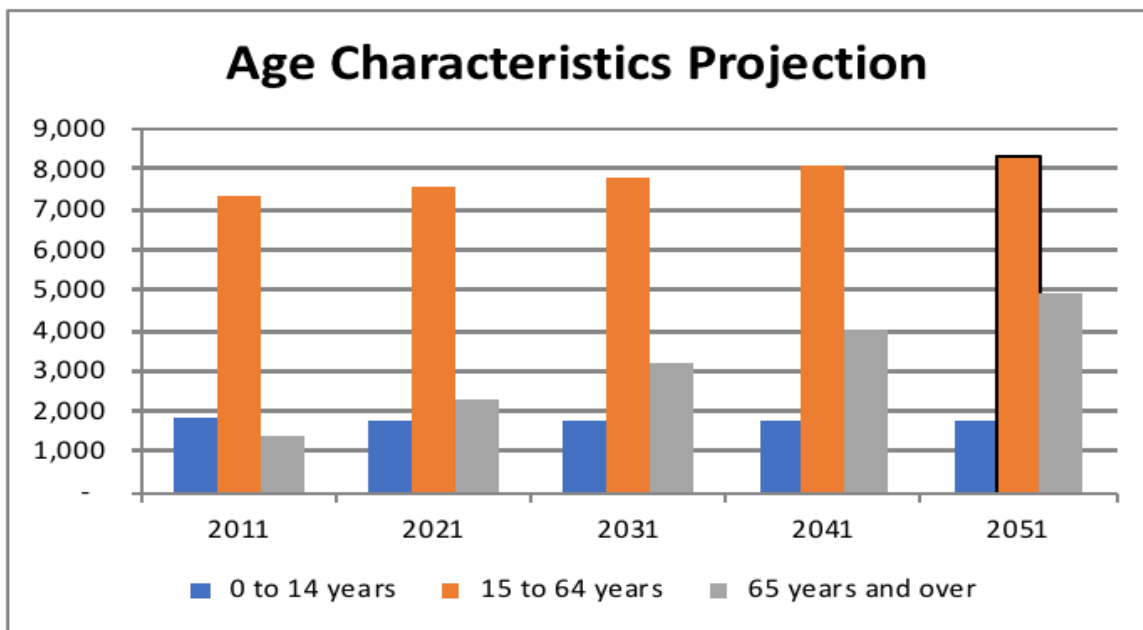


Figure 6 RM of St Clements Age Projections

6.2.4 The need for housing

As the population in St. Clements grows and ages there will be a need for additional housing for everyone. St. Clements will likely continue to grow in much the same pattern it has in the past. The data presented in figure 14 below uses the same Statistics Canada information sources and shows , St. Clements has added 610 dwellings between 2011 and 2021 – growth rate around 10.3% over ten years. If this trend continues then St. Clements is projected to need an additional 703 dwelling by 2031 and as many as 2,449 additional dwellings by 2051.

	Actual		Projected		
	2011	2021	2031	2041	2051
Total - Structural type of dwelling	3,990	4,600	5,303	6,114	7,049
Single-detached house	3,375	3,915	4,514	5,204	5,999
Semi-detached house	5	5	6	7	8
Apartment in a building that has fewer than five storeys	20	15	17	20	23
Apartment in a building that has five or more storeys	110	150	173	199	230
Other single-attached house	5	10	12	13	15
Movable dwelling	480	505	582	671	774

Statistics Canada. Census Profile. 2011, 2021.

Figure 7 Need for housing

In St. Clements, the vast majority of housing is in the form of detached single family houses, and is likely to continue into the future.

The projections for needed housing in the future are presented in the chart below

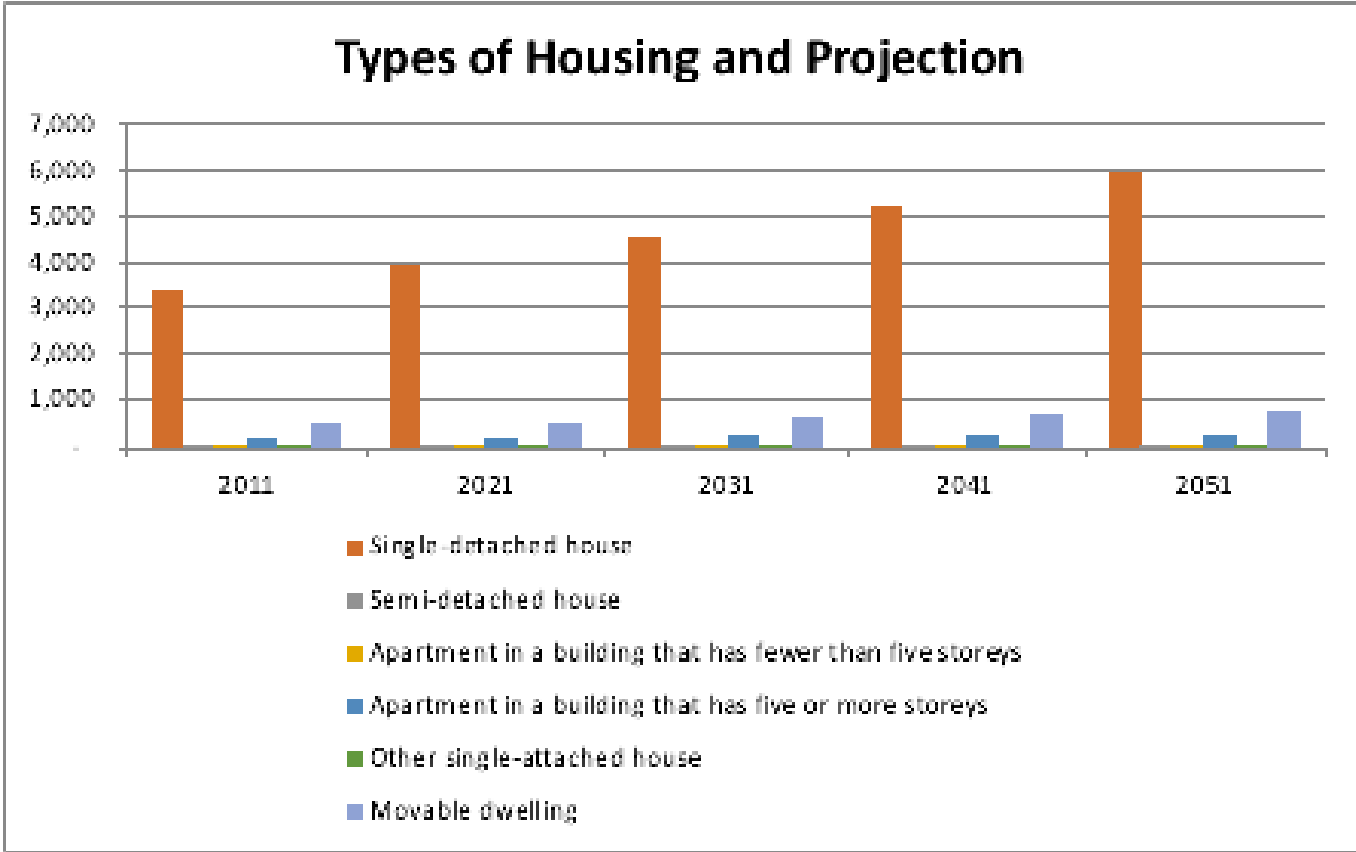


Figure 8 Type of Housing and Projection

Based on the above statistical information it becomes clear that there is a growing need for additional housing and lots within the Municipality.

6.3 Housing Needs Assessment

In August of 2023, the RM of St Clements hired Landmark Planning and Design to conduct a housing needs assessment. The purpose of the Housing Needs Assessment was to analyze and evaluate the current state of housing within the region, and to understand the short, medium, and long-term housing needs.

The Housing Needs Assessment did a statistical analysis of the municipality then projected growth rates and housing needs based on that analysis.

The report further validates the housing need data in the previous sections and concludes that the population in the municipality is growing, and that “a rapid increase of private dwelling units within the next 5 years is necessary in order to provide residents with sufficient housing. At the current rate of private dwelling units being added ... it would take 28 years to build the projected number of dwelling units needed by 2041.

Based on the 1.29% low-growth scenario, there will be an additional 2,183 residents by 2041. Assuming the average household size and the status quo development pattern, will remain steady at 2.5 people per household, the report notes that 1,354 dwelling units are required. Further they note that the number of single detached units needed at 1,153, see figure 9 below.

Status Quo Demand	
20 Year Demand Scenario (2021-2041)	Medium (1.29%)
Number of dwelling units required	1,354
Single-detached	1,153
Semi-detached	1
Row house	0
Apartment	49
Duplex	0
Other	129

Source: Census Canada (2021)

Figure 9 Landmark Planning Housing Need Status Quo

Considering the increasing need/demand for non-single-detached houses, by using an altered proportions of housing types within St. Clements where single-detached dwellings account for 20% less than the current proportion, by 2041, St. Clements is forecasted to require an additional 881 single-detached houses, 91 semi-detached houses, 89 row houses, 139 apartments, and 152 moveable/other-attached houses, see figure 10 below.

Increased Demand for Alternative Dwelling Types	
20 Year Demand Scenario (2021-2041)	Medium (1.29%)
Number of dwelling units required	1,354
Single-detached	881
Semi-detached	91
Row house	89
Apartment	139
Duplex	0
Other	152

Source: Census Canada (2021)

Figure 10 Chart Landmark Planning Housing Need Alternative Dwelling Types

The Housing Needs Assessment, Background Study and Analysis in this report all indicate that more housing is needed within the RM of St Clements.

6.4 What this means for St. Clements

In the coming years as the population of St. Clements continues to grow, there will be a need to add more housing. This means approving more lots to allow for housing to be constructed. The redesignation of the lands are needed to ensure that St. Clements can support the need for housing over the next 20 years.

6.5 Supply Assessment

This supply study notes that the residential land supply must be evaluated based on functional and developable capacity, not solely on the amount of land designated for residential or general development. Using the ARC GIS data available on the Province of Manitoba website, we calculated the total amount of land designated General Development and designated Agricultural within the RM of St Clements. Within the Rural Municipality of St. Clements:

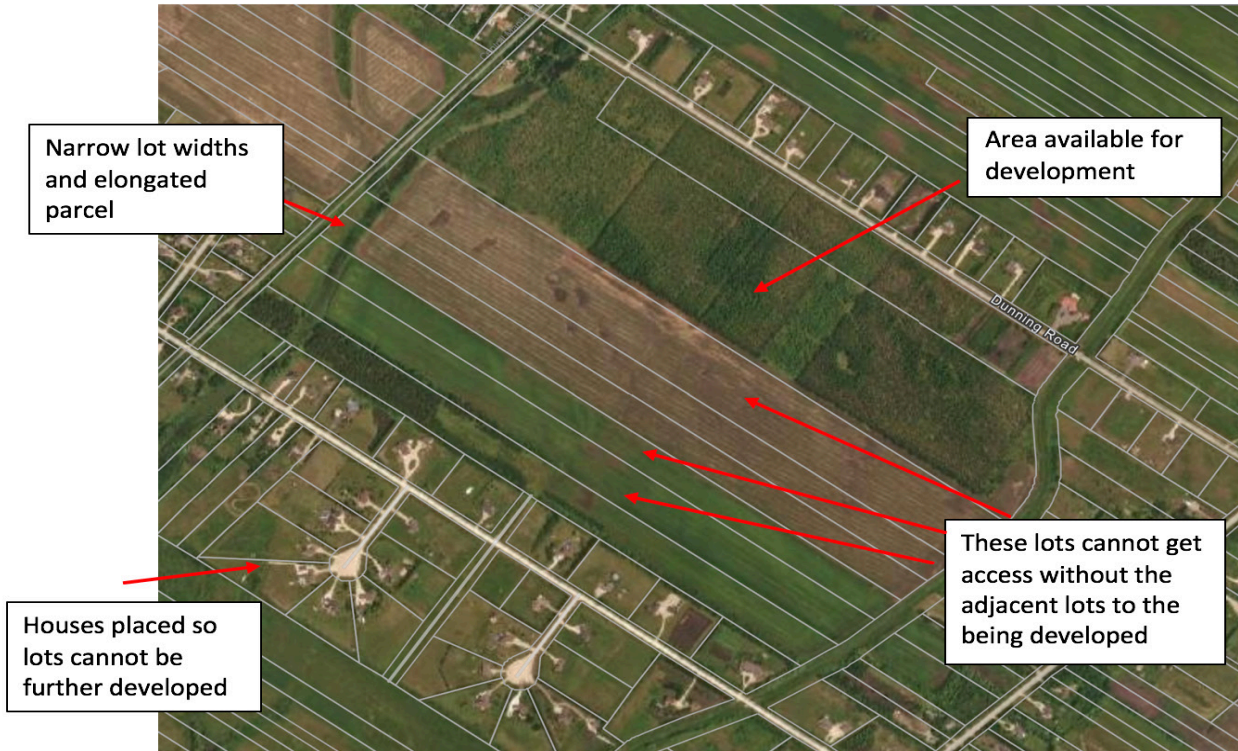
- Approximately 6,100 acres are designated General Development or Settlement Centre; and
- Approximately 181,152 acres remain designated for Agricultural use.

While the General Development and Settlement Centre designations appears extensive in aggregate, the actual supply of lands capable of near- to medium-term residential development is limited due to prevailing land patterns, ownership structures, proximity to the river, lands that is not appropriate for development, existing development and land usage as well as landowners of the parcels not developing the lands. Much of the designated General Development designated lands is already developed or exists in long River Lot configurations, which present significant constraints to comprehensive development, including:

- Narrow lot widths and elongated parcel configurations;
- Fragmented ownership across multiple individual landowners;
- Fragmented parcels that are severed by rail way, drainage plans or waterways; and
- The need for coordinated agreements among several owners to enable servicing, road networks, storm water management, and subdivision design.

As a result, development within these areas is unlikely to occur in a holistic or coordinated manner. Instead, such lands are more prone to incremental, parcel-by-parcel development, which limits the ability to plan comprehensively for infrastructure, transportation, open space, and community design. The aerial photograph below provides an example of the configuration, lot sizes, ownership and development patterns that make comprehensive planning challenging.

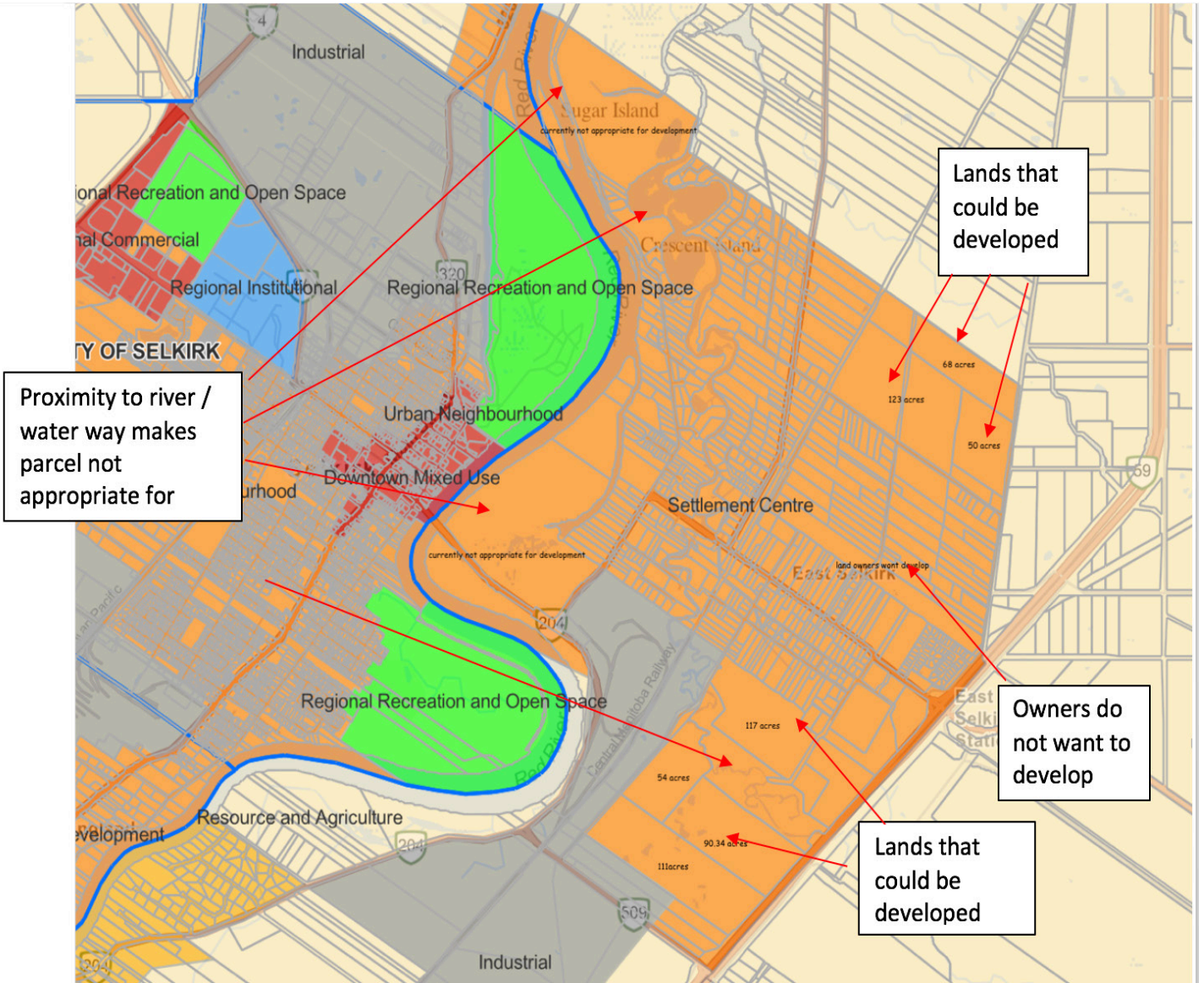
Map 4 below clearly shows an example of River Lot parcels that are designated General Development and have have multiple owners. The image depicts that many of the parcels cannot be accessed due to waterways/ drains, and rail lines. The image further emphasizes how current development restricts future growth – houses are placed so that lots cannot be further developed. Overall, the General Development parcels do not provide for comprehensive planning due to ownership and scale.



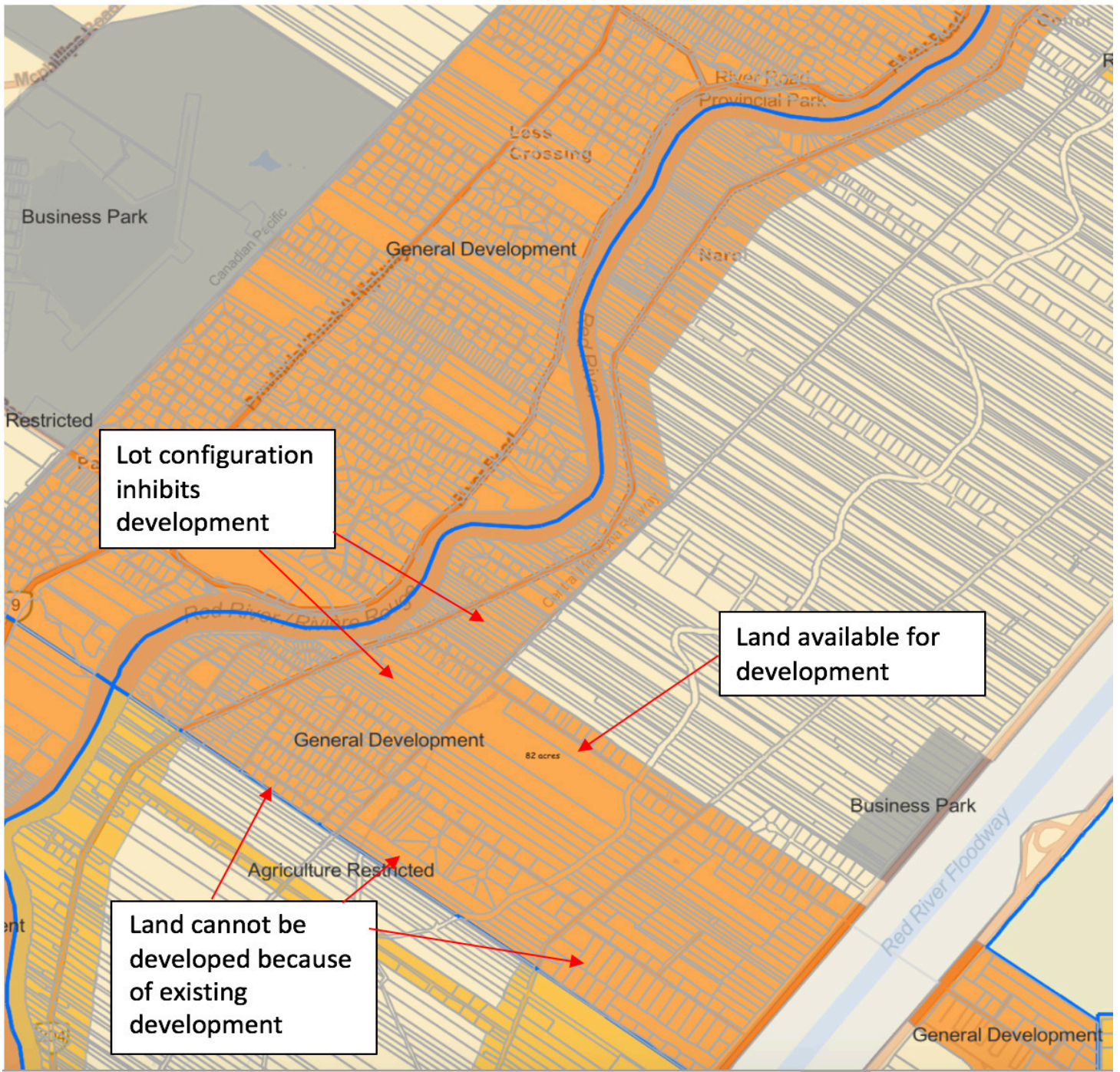
Map 6 Snapshot of lands designated General Development in the RM of St Clements

The supply analysis used the Provinces ArcGIS maps and the Manitoba Assessment maps. Area that was designated General Development Area or Settlement Area was identified. Land that was subject to the constraints discussed above (land that were already developed or lands that could not be developed due to fragmentation, ownership, lands that were subject to flooding/ water way, etc.) was removed. The supply amount was then calculated on the amount of land that was available for development in the General Development and Settlement Centre Areas

as being 695 acres. Maps 7 & 8 identify lands that cannot be developed and include acreages of parcels that can potentially be developed. Land that has been deemed undevelopable has been removed.



Map 7 Developable General Development Lands



Map 8 Map of Developable General Development

Map 7 shows 613 acres that could be developed once lands that are constrained are removed. Map 8 shows 82 acres that could be developed once lands that are constrained are removed. For a total of 695 developable acres. Using a commonly applied planning assumption of 10% of land for roads and municipal services and an additional 10% for green space, the net developable area is reduced accordingly. Based on this assumption, there is an estimated 555 acres of land available for residential development (see maps 7 & 8 above) showing lands that could be developed. Applying an average lot size of 2 acres (minimum amount required for lands serviced with sewer and water), this land base would yield approximately 277 residential lots.

Designation	Acres Available for Development	20% (roads and green space)	Land available for	Number of lots
General Development	82 acres	16.4 acres	65.6 acres	32 lots
Settlement Centre	613 acres	122.6 acres	490 acres	245 lots
Total	695 acres	139 acres	555.6 acres	277 lots

Table 1: Lands Available for development

The housing needs assessment contained within the supporting report indicates that the predominant housing demand within the municipality is for single-detached dwellings. The study estimates a requirement for approximately 1,153 single-detached units to meet anticipated status quo-growth rate.

When assessed in this context, the available land supply is insufficient to meet identified housing demand. The potential supply of approximately 277 lots represents only a fraction of the projected need, clearly demonstrating a significant shortfall between available developable land and anticipated residential requirements.

By contrast, the subject lands:

- Are under unified control, enabling comprehensive master planning;
- Can be efficiently serviced with municipal water and sewer;
- Support a coordinated subdivision layout, road network, and infrastructure system;
- Allow growth to occur in a planned and orderly manner, consistent

- with the intent of the PLUPs; and
- Protect other agricultural lands by allowing comprehensive planning to direct growth away from agriculture.

Accordingly, while St. Clements contains a significant amount of land designated for General Development, the effective supply of residential land that is realistically developable is constrained. The proposed redesignation responds to this practical limitation and aligns with PLUP 1.2.3 by ensuring that sufficient, serviceable residential land is available to meet anticipated growth in a coordinated and sustainable form. The proposal aligns with PLUP 1.2.3 by responding to demonstrated growth pressures.

Summary of the Supply Study

While the Rural Municipality of St. Clements contains 6,100 acres of land designated for residential development in the General Development and Settlement Centre Areas, the amount of land that is realistically capable of being developed in a comprehensive and timely manner is limited. The proposed redesignation addresses this gap by enabling a planned, serviced residential community that aligns with the intent of the Provincial Land Use Policies and supports orderly, sustainable growth.

7.0 Precedent

7.1 Precedent

Rural living opportunities, similar to what is being proposed in the RM of St Clements have been established in a number of municipalities including the RM of Ritchot, RM of Headingly, and the RM of St Andrews. This proposal to provide a serviced rural living opportunity in the RM of St Clements parallels what has been developed in these other municipalities.

7.2 Grande Pointe, RM of Ritchot

Grande Pointe in the RM of Ritchot offers fully serviced sewer and water lots. These lots range from 14,000 square feet (0.3 acres) to 20,000 square feet (0.4 acres). The lots “embrace rural living within a neighbourhood design.”(Grande Pointe Meadows, n.d.) The larger lots provide “room to breathe outside the hustle of the city ... with sizable yards so you are not living on top of one another.”

Grande Pointe, is a recently developed General Development Area development in the RM of Ritchot. It was established in the area between the Seine river and the old Provincial Trunk Highway 59. Similarly to Cooks Creek the area had some agricultural land but was bounded by natural and physical constraints, such as waterways, existing development, and a major transportation route (Provincial Trunk Highway 59). Grande Pointe is a serviced General Development Area development offering a rural living opportunity in close proximity to the City of Winnipeg. Grande Pointe Meadows, is designated Settlement Policy Area in the RM of Macdonald-Ritchot Development Plan. When designated for residential development, Grande Pointe was not adjacent to any other residential lands.

Figure 11 shows Grande Pointe layout and design. This includes smaller serviced rural lots that have paths, a road network, and stormwater retention.



Source: <https://grandepointemeadows.com/plan>
Figure 11 Map of Grande Pointe

Taylor Farms, RM of Headingly

Taylor Farms in the RM of Headingly offers a serviced residential lot that is “close enough to the City but far enough for quiet country feel.”(Taylor Farms, n.d.) Taylor Farms offers lots that range from 13,000 square feet to 20,000 square feet, are serviced and accessed by an internal road network. Taylor Farms is located in west of the City of Winnipeg in the RM of Headingly. The development is located south of Provincial Trunk Highway 1 and north of the Assiniboine River.

Taylor Farms, mirror the proposed Cooks Creek Estates development. Both are located along a water way, in close proximity to the City of Winnipeg and by a major Provincial Trunk Highway. Taylor Farms is designated Neighbourhood Policy Area in the RM of Headingly Development Plan. The majority of the land along the Assiniboine River and PTH 1 is designated Neighbourhood Policy Area. Neighbourhood Policy Area allows for the development of residential and commercial uses. This again, is similar to what is proposed for Cooks Creek Estates. The area along the River, adjacent to a major transportation route and adjacent to existing residential development designated for residential uses.



Source: <https://taylorfarm.qualicocommunities.com/>
Figure 19 Map of Taylor Farms

8.0 NEXT STEPS

8.1 The Steps

Step 1:

Amend the Development Plan

Step 2:

Discussion & Revision to By-law 294/25

Step 3:

Complete the redesignation

Step 4:

Engineering Studies: Conduct Highway Traffic Impact Study, Drainage Plan, Create servicing plan. JR Cousins Engineering has been engaged to undertake the required zoning. See Appendix C.

Step 5:

Apply for rezoning.

Step 6:

Apply for subdivision.

8.2 Step 1: Amend the Development Plan By-law 294/25

By-law 294/25 proposes to redesignate 142 acres from "Resource and Agriculture" to "General Development" to support the development of a fully serviced, comprehensively planned residential community. The proposed development includes significant amount of green space and public use land. The costs of servicing and developing the land will be solely the responsibility of the developer. The costs and ability for servicing the lands has been explored with the developers engineer and with the RM of St Clements. See Appendix C & D.

8.3 Step 2: Discussion & Revision to By-law 294/25

Manitoba Agriculture and Community Planning note that the proposed amendment is not in compliance with the Provincial Land Use Policies. The following outlines the concerns that were raised and provides additional information on Development Plan Amendment By-law 294/25.

In response to the provincial concerns that were noted the proposal was revised and additional information was provided. This included:

1. Rationalization for the proposed amendment
2. Addition of a supply study
3. Additional information based on the comment received
4. Researching amending the by-law to redesignate land from Agriculture Restricted to Resource and Agriculture to reduce the potential for additional 4 acre lots and minimize the impact to agriculture.

8.3.1 Legislative and Policy Framework Overview

The legislative framework is established by The Planning Act. The Planning Act requires that development plan amendments be **generally** consistent with the Provincial Land Use Policies. The Planning Act specifically states that amendments need to be generally consistent rather than in strict or literal conformity. This distinction provides the ability to use judgment in applying provincial policy to varied local and regional contexts.

The PLUPs are not prescriptive standards to be applied in isolation. Rather, they are intended to be implemented with flexibility and balance, recognizing that planning decisions must respond to real-world conditions, infrastructure capacity, land availability, and growth dynamics. In this regard:

- The PLUPs explicitly contemplate trade-offs between competing objectives;
- No single policy objective is intended to override all others in every circumstance; and
- Policy interpretation must consider the overall intent and outcomes of the proposed development.

In evaluating Development Plan Amendment By-law No. 294/25, it is therefore necessary to consider how the proposal performs against the PLUPs as a whole, rather than assessing individual policies in isolation.

The proposed amendment balances multiple, sometimes competing, policy objectives, including:

- Growth management, by directing residential development into a planned and defined area;
- Infrastructure efficiency, through fully serviced, developer-funded municipal water and sewer systems;
- Agricultural land protection, by consolidating development rather than encouraging dispersed rural residential growth; and
- Public health and environmental protection, by reducing reliance on private wells and septic systems.

When considered holistically, the proposal advances the overarching intent of the PLUPs by promoting orderly, efficient, and sustainable development.

8.3.2 Summary of Provincial Comments and Developer Response

The below section looks at specific policies and concerns that were raised by the government departments and provides additional analysis and information on each section.

8.3.2.1 Agricultural Land Use

Provincial Comment:

The subject lands consist of Class 2 prime agricultural soils, are actively farmed, and are surrounded by agricultural designations. (PLUP 3.1.2 and PLUP 2.2.6)

Response:

The subject lands are bordered by Cooks Creek (east), PTH 44 (south) and existing developed rural residential development to the north and west. While the designations of the adjacent lands may be agricultural the nature of the surrounding land is residential. The below images of the assessment roles shows that the land to the north and west is fragmented into small acre residential lots. These lots contain single family dwellings serviced by individual wells and septic fields It also depicts the clear fragmentation between the 142 acre parcel of land proposed for re-designation and the agricultural lands to the east and south by Cooks Creek and PTH 44. Looking at the land use paints a different picture than the land use designations.



Map 9: Map showing surrounding land uses/ Assessment parcels



Map 10: Map showing surrounding land uses

While agricultural land protection is recognized, PLUP 2.2.6 allows for urban expansion onto prime agricultural land where servicing and land availability make it the most appropriate option. In this case servicing, adjacent land uses and availability of an unfragmented parcel of land that is isolated make this the most appropriate site:

- The development will be fully serviced with municipal sewer and

- water;
- The proposal is comprehensive and avoids fragmentation of agricultural parcels;
 - Residential growth is consolidated within a defined area;
 - Buffering (Cooks Creek to the east is a natural buffer) and design measures (incorporating green space into the design) can mitigate land use conflicts; and
 - Surrounding large-lot residential development to the north and west is already placing pressure on adjacent agricultural lands.
- The redesignation represents a planned and strategic conversion consistent with the intent of the PLUPs.

8.3.2.2 Settlement Pattern and Location

Provincial Comment:

The subject lands are not contiguous with existing settlement areas and are located approximately two miles from the nearest fully serviced residential development. (PLUPs 2.1.1, 2.1.2, and 2.1.4)

Response:

The goal of PLUP 2.1 is to encourage planned, efficient, and compact development patterns, rather than to prohibit the establishment of new, comprehensively planned settlement areas where appropriate. The Provincial Land Use Policies emphasize orderly growth, infrastructure efficiency, and long-term sustainability, all of which are achieved through the proposed amendment.

First, the development is planned and comprehensive. While the subject lands are not directly contiguous with an existing serviced settlement area, the proposed development establishes a planned and coherent growth node, rather than contributing to incremental or piecemeal expansion. The lands are adjacent to existing established rural residential development.

PLUP 2.1 encourages planned and comprehensive development. The proposal is characterized by a unified planning framework, that ensures that residential growth occurs in a coordinated and orderly manner. Specifically, the development:

- Is planned at a neighbourhood scale, rather than through isolated lot-by-lot approvals;
- Will be implemented through a phased development approach,

- Provides a comprehensive subdivision layout, including coordinated road networks, servicing, green space and land use design.

This approach directly addresses the concerns raised by the province with the proposal not complying with PLUP 2.1.1 and 2.1.2 by avoiding inefficient and uncoordinated settlement patterns.

Second, the subject lands have a relationship to existing residential development. Although the lands are not contiguous with a major serviced settlement, the subject property is adjacent to existing large-lot residential uses that have an extensive internal transportation network. The surrounding development patterns demonstrate that residential growth pressure already exists in the area.

The proposed amendment provides an opportunity to manage and consolidate this growth pressure within a defined, serviced area, rather than allowing continued expansion through fragmented rural residential development. It also provides an opportunity for infill development.

Third, the development depicts servicing and infrastructure efficiency. The proposed development will be fully serviced with municipal water and sewer, eliminating the need for private wells and septic systems. This servicing approach:

- Supports public health and environmental protection;
- Protects the aquifer;
- Reduces the long-term risks associated with dispersed private servicing; and
- Aligns with PLUP objectives to promote efficient and sustainable infrastructure investment.

By directing growth into a serviced area, the amendment supports the orderly extension of municipal services and avoids inefficient, scattered infrastructure expansion.

Finally the development provides housing choice and community sustainability. The proposed development supports a diverse range of housing options, contributing to broader community objectives, including:

- Providing choice for residents within the municipality;
- Supporting aging in place by offering housing forms that allow residents to remain in the community as their needs change; and
- Creating a cohesive residential community with a clear identity and long-term viability.
- These outcomes align with the broader intent of the settlement policies to support complete and sustainable communities.

8.3.2.3 Summary

When assessed against the intent of PLUP 2.1, the proposed Development Plan Amendment:

- Avoids unplanned and inefficient settlement patterns;
- Encourages compact and clustered development;
- Establishes a planned and cohesive growth area;
- Consolidates residential development within a serviced framework;
- Responds to existing growth pressures; sustainable growth and financial accountability.

The applicant submits that the proposed amendment is consistent with the intent of the Provincial settlement pattern policies and represents sound land use planning.

8.3.2.4 Servicing and Infrastructure

Provincial Comment:

Concerns were raised regarding the length and location of the proposed municipal sewer and water extensions required to service the subject lands. (PLUP 1.3.1, 1.3.3, and 1.3.4)

Response:

The proposed servicing strategy is consistent with the intent and objectives of the Provincial Land Use Policies related to infrastructure planning, fiscal responsibility, and environmental protection.

The Provincial Land Use Policies do not prohibit the extension of municipal infrastructure where such extensions are planned,

efficient, and aligned with long-term growth objectives. Rather, PLUP 1.3 emphasizes that infrastructure investment should support orderly development, protect public health, and avoid unnecessary public costs. In this context, the proposed servicing approach demonstrates the following key principles:

Planned and Coordinated Infrastructure Investment

The proposed development will be serviced through a comprehensive, master-planned extension of municipal sewer and water, designed and constructed in advance of development. This approach ensures that infrastructure is:

- Properly engineered to municipal standards;
- Integrated into a coordinated subdivision and road network; and
- Sized and phased to align with anticipated development and long-term capacity.

This approach contrasts with incremental or reactive infrastructure extensions and supports orderly, predictable growth, consistent with PLUP 1.3.4.

Fiscal Responsibility and Cost Allocation

All required infrastructure extensions, including sewer and water, will be fully developer-funded, ensuring that:

- No unreasonable financial burden is placed on the Rural Municipality of St. Clements;
- Municipal taxpayers are not required to subsidize new development; and
- Infrastructure costs are appropriately borne by the benefiting development; and
- Development of services allows for service sharing and regional cooperation.

This funding model aligns with PLUP 1.3.3, which emphasizes cost-effective and fiscally responsible infrastructure planning.

Environmental and Public Considerations

From an environmental and public perspective, the proposed servicing strategy represents a more sustainable alternative to dispersed private servicing systems. Fully serviced development:

- Eliminates reliance on individual wells and septic systems;
- Reduces risks to groundwater quality;
- Supports consistent wastewater treatment and regulatory compliance; and

- Enhances long-term environmental protection.

By directing residential growth into a serviced area that is paid for by the developer, the proposal supports the intent of PLUP 1.3.4 to ensure that the development does not result in unexpected or unreasonable costs to the public. The servicing by municipal sewer and water allows for innovative design concepts that conserve land, reduces impact on agricultural land, and minimizes environmental impacts supporting PLUP 1.4. The design support public facilities and open green spaces that will provide a linkage along Cooks Creek (PLUP 1.4.2 and 1.4.3).

Strategic Growth Management

While the proposed sewer and water extensions are of notable length, they are associated with a single, comprehensive development area rather than multiple isolated extensions serving scattered parcels. This approach:

- Reduces long-term servicing inefficiencies;
- Avoids piecemeal infrastructure investment;
- Supports future planning certainty; and
- Establishes a defined serviced growth area that can accommodate residential development in an orderly manner.

In comparison, continued reliance on private servicing or fragmented extensions to serve individual parcels would result in less efficient land use patterns and increased long-term servicing challenges.

Summary

When assessed against the Provincial Land Use Policies as a whole, the proposed servicing and infrastructure strategy:

- Is planned, coordinated, and delivered in advance of development;
- Is fiscally responsible and fully developer-funded;
- Provides long-term environmental and public health benefits; and
- Supports orderly, sustainable growth consistent with provincial and municipal planning objectives.

The applicant submits that the servicing strategy appropriately addresses Provincial concerns and represents sound infrastructure planning in support of Development Plan Amendment By-law No. 294/25.

8.3.2.5 Drinking Water and Wastewater Management Plan

Provincial Comment:

An updated Drinking Water and Wastewater Management Plan is required. (The Planning Act, Section 62.2(1))

Response:

We acknowledge that a Drinking Water and Wastewater Management plan is required. As this requirement is procedural and can be addressed through a condition of approval. The absence of an updated plan at this stage does not undermine the land use planning rationale for the amendment. The Municipality has indicated that they are in the process of development the updated drinking water and wastewater management plan.

8.3.3 Redesignation of Additional Lands to Resource and Agriculture

As part of the review process, consideration was given to redesignating select lands from Agriculture Restricted to Resource and Agriculture. This approach was explored to provide assurance to the Province that the proposed redesignations would not result in a net loss of viable agricultural land.

In addition, opportunities to collaborate with adjacent landowners and the municipality were examined. While these lands are not included in the current proposal, a broader analysis identified a significant amount of land currently designated Agriculture Restricted or Settlement Area that is, in practice, undevelopable due to environmental constraints.

Specifically, properties identified as Agriculture Restricted being Roll Nos. 403100, 402350, 402425, 402427, 400600, 401000, 401300, 401200, and 401410—owned by either the RM of St. Clements or the Crown—totaling 207 acres that are undevelopable due to their proximity to the river and associated hazard lands. As a result, these lands are not suitable for development despite their current designation. Privately owned Roll 414450 totals 164 acres of land designated Agriculture Restricted that cannot be developed. Additionally rolls 442700 and 414500 that total more than 584 acres that are designated Settlement Area cannot be developed as they are low lying lands adjacent to the Red River.

While these parcels are not subject to redesignation under this by-law, their identification demonstrates that a considerable number of acres are effectively unavailable for development. This supports the conclusion that the proposed redesignation will not adversely impact the overall agricultural land base and, in effect, contributes to the protection of viable agricultural lands. It also shows that there are a considerable amount of acres that are designated Settlement Area that cannot be developed.

8.3.4 Conclusion

The developer submits that Development Plan Amendment By-law No. 294/25:

- Is generally consistent with the Provincial Land Use Policies;
- Reflects sound land use planning principles;
- Directs residential growth into a planned, serviced, and fiscally responsible form;
- Supports long-term infrastructure, environmental, and public health objectives; and
- The developer has shown an interest in working with the province and identifying land that cannot be developed for residential purposes.

8.4 Step 3: Complete the Redesignation

Complete the redesignation of the lands.

8.5 Step 4: Complete Engineering Studies

Conduct the engineering studies. Implement the findings of the studies on the design.

8.5 Step 5: Apply for rezoning

Once the Development Plan amendment has been given third reading a rezoning will need to occur that will zone the parcel to the appropriate zone.

8.6 Step 6: Apply for subdivision

Once the Development Plan amendment has been approved, a subdivision application will be submitted that will develop the parcel as is proposed in section 6.0 of this report.

9.0 CONCLUSION

The proposed redesignation is consistent with the intent and direction of the Provincial Land Use Policies, as it balances growth with the protection of agricultural resources while accounting for site-specific constraints. The identification of undevelopable lands within the existing Agriculture Restricted designation further demonstrates that the proposal will not result in a meaningful loss of viable agricultural land (see 8.3.3 and supply study).

The proposal is compatible with surrounding land uses and represents a logical and orderly extension of existing development patterns. Specifically, the redesignation of part of 10-13-5 EPM, west of Cooks Creek, to General Development Area provides an opportunity to introduce a rural residential option that is currently limited within the RM of St. Clements.

The supply and demand analysis clearly identifies an existing and growing demand for residential lots, with projections indicating continued pressure over the next 20 years. This is further supported by the broader, well-documented housing shortage across Manitoba and Canada, reinforcing the need to accommodate residential growth in appropriate locations.

The study demonstrates that the proposed redesignation complies with the Provincial Land Use Policies and is supported within the framework of the Red River Planning District Development Plan. While smaller lot residential development is technically permitted within the Agricultural Restricted Area, redesignation to General Development Area enables a more efficient and coordinated use of land.

Overall, the proposal supports responsible and forward-looking land use planning, aligns with provincial and regional policy, and contributes to addressing housing needs while maintaining the long-term sustainability of the agricultural land base.

10.0 APPENDIX A

Support from the Provincial Land Use Policies and the Development Plan

The proposed redesignation aligns with the Provincial Land Use Policies and the Policies contained in the Red River Planning District Development Plan. The Provincial Land Use Policies support the logical expansion of urban areas and the protection of agricultural land. The PLUPs also encourage compact, sustainable developments that are not wasteful of land. The Red River Planning District (RRPD) Development Plan currently allows for the development of the parcels into 4 acre parcels in the adjacent Restricted Agriculture designation. The proposed amendment allows for more compact development resulting in more efficient use of land and the preservation of a finite resource. The Red River Planning District Development Plan supports the preservation of land, the more efficient use of resources and the sustainable nature of the project. Overall, the proposed amendment from Resource and Agricultural to General Development Area allows for the provision of a residential typology that is currently not offered in the municipality, the logical expansion of surrounding 4-acre existing development, densifies growth, and complies with both the development plan and PLUPs.

THE PROVINCIAL LAND USE POLICIES

Guiding and protecting land use is both a provincial and municipal activity. The Provincial Land Use Policies (PLUPs) ensure that the Provinces interests in land and resources is maintained through a series of policy areas that protect resources, direct development, and ensure consistency across the province.

The PLUPs apply to all privately and municipally owned land. Any development plan amendment must comply with the PLUPs. This section reviews the re-designation of the 10-13-5EPM from Resource and Agriculture Area to General Development Area Area from the PLUPs lens.

Part 2 of the Provincial land use Policies note that sound land use development is long term, protects the public interest and is compatible. The proposed redesignation complies with this overarching vision of the PLUPs. The redesignation is long-term, in

Part 2 of the Provincial land use Policies note that sound land use development is long term, protects the public interest and is compatible. The proposed redesignation complies with this overarching vision of the PLUPs. The redesignation is long-term, in that it seeks to infill an area with logical growth and development by extending the existing road network east and south. Logically infilling an area that is adjacent to existing developed residential lands and separated from agricultural lands by PTH 44 and Cooks Creek. The amendment is supported by many surrounding landowners, many of whom would like to connect to the municipal services and infill existing residential lots. Finally the redesignation is compatible with the existing residential uses that surround the land proposed to be redesignated. The Provincial Land Use Policies seek to ensure that development is compatible. Cooks Creek Estates will create larger urban style serviced lots in a rural setting. This denser development is more sustainable and helps to preserve other agricultural land, by developing land that is not suitable for agricultural development due to adjacent land uses and lot configuration. It will also allow for the logical expansion of Residential areas and the provision of affordable housing and a housing option that is currently not available within the Municipality.

PLUP 1.1.1 & 1.1.2

PLUP 1.1.1 notes that planning must direct development to suitable areas and PLUP 1.1.2 notes that development should not happen on land that is not suitable for development. The parcels proposed for designation are surrounded by lots that are currently developed into 4-acre Agriculture Restricted Area lots. While these lots are designated Agriculture Restricted Area, the 4-acre residential development is more representative of a large-lot residential development than an agriculture parcels. The ortho photos (map 9) clearly show that the adjacent land is used for residential purposes not agriculture. The parcels proposed for redesignation are not subject to flooding or any other hazard. The area surrounding the land proposed for redesignation is not only fragmented but has many clusters of existing residential development. PTH 44 and Cooks Creek serve as natural separations between agriculture and residential lands. The redesignation allows for a compact development and follows existing natural boundaries. The proposed use is in keeping with the surrounding land uses to the west and north.

PLUP 1.2.1

PLUP 1.2.1 states that development must be compatible with surrounding land uses and with transportation systems. The proposed development is compatible with both the surrounding land uses and transportation systems. The area is adjacent to an existing developed Rural Residential development, the proposed layout mirrors the residential development to both the north and west. The parcel is bounded to the east and south by Cooks Creek and PTH 44. The highway and creek clearly delineate this parcel from the agricultural lands to the south and east. While the area to the north and west are designated Restricted Agriculture the land is already developed as a larger lot General Development Area. This being smaller residential lots. The type and style of surrounding land uses likewise validate the compatibility of the land use.

PLUP 1.2.2

The designation of land for non-resource related use should not be wasteful of land. The proposed development offers serviced lots. This more compact style of development increases the number of proposed lots (versus the 4 acre styles to the west and north) subsequently reducing the wastefulness of the land.

PLUP 1.2.3

PLUP 1.2.3 notes that land designated for non-resource related uses should be consistent with the rate of change. There has been huge growth and development within the RM of St. Clements. At the same time reports have shown the need for more housing – specifically affordable housing. The supply and demand section of this report shows the growth of the municipality as well as the demand for additional residential parcels. There is currently no land that provides for a serviced more compact General Development Area opportunity in the RM of St Clements.

PLUP 1.2.6

Rural residential and cottage development must be directed to land designated for that purpose. The intent of this designation is to appropriately designate the land rural residential to reflect the use and comply with PLUP 1.2.6. Designating the land as Restricted

Agriculture would allow the creation of 4-acre lots, or as has been approved within the RM of St Clements 2-acre lots. The intent of this amendment is to appropriately designate the residential land use.

PLUP 1.3.1

PLUP 1.3.1 notes that development should support the strategic and economical provision of accessible public services to meet current and projected needs. Wastewater services are in close proximity and can be extended to the development ensuring the strategic provision of public services. This will also allow for other developments to access services and encourage infill and densification. The development will assist in meeting both current and projected housing needs within the municipality, which are discussed below. Further the development builds off the existing road network.

PLUP 1.4.1

PLUP 1.4.1 notes that innovative design concepts should be used to promote conserving natural resources, minimizing conflict and preserving the natural landscape. The proposed redesignation reduces the General Development Area lot size to increase density, reduce the wastefulness of land and conserve resources. The development of the land into smaller lots is a more efficient use of land which reduces the demand for more lands for development in the future. It also uses resources and services more efficiently.

PLUP 2.1.1

PLUP 2.1.1 States that the emphasis of future development and growth should be on existing settlements areas where investments have already been made. As a priority, growth should be directed to urban centres that have appropriate public services to accommodate future development and growth. Land uses surrounding the area proposed to be re-designated are developed into 4 acre lots served by an internal road network. While the area is designated restricted agriculture, the type and style of development is more reflective of General Development Area. Designating the land General Development Area extends an existing residential development and allows for the infill and densification of an existing developed area. There are existing

services that run close to the property and can service the lots. Further the existing road network shows that there is a logical extension from the adjacent street network.

PLUP 2.1.2

PLUP 2.1.2 states that growth and development within settlement areas should occur in a planned and contiguous manner that emphasizes compact form. This development style and pattern extend residential development and utilize the extend the road network. Showing the contiguous manner and compact form.

PLUP 2.1.3

To enable the planned expansion of settlement areas, lands additional to those designated for the settlement area may be identified as areas for new growth. New growth areas must be located adjacent to compatible, existing development. The proposed designation extends a developed area. In the last development plan review this entire section was proposed to be designated general development.

PLUP 2.3.1

PLUP 2.3.1 notes that new General Development Area must be designated and planned in a way that preserves the rural character. The redesignation preserves the natural features and is larger than land in urban centres but it is not wasteful. The proposed redesignation would help plan and preserve the natural and rural character of the area by providing larger lots which are similar in nature to the lots west of the development. These lots are distinct from urban areas based on their size, shape, and location.

PLUP 2.3.2

The redesignation complies with PLUP 2.3.2 as it would not interfere with the expansion of the urban centre or resource related uses.

THE RED RIVER PLANNING DISTRICT DEVELOPMENT PLAN

The Red River Planning District (RRPD) Development Plan guides growth and development within the Planning District, which includes the RM of St Clements. The current RRPD development plan, by-law 272-19, was adopted in August of 2020. It seeks to direct growth to appropriate areas, and ensure the efficient, sustainable use of land. This amendment seeks to accomplish both of these goals. It directs residential growth in an area that is not suitable for agriculture due to the surrounding land uses. It also seeks to direct growth to an area that is appropriate for residential development. It seeks to promote the sustainable and efficient use of land through compact development.

Support for the redesignation is found throughout the Planning Districts Development Plan. While there are many objectives and policies throughout the development plan that support this redesignation a few of the key objectives and policies are highlighted below.

Section 1

Section 1 of the plan identifies the overall objectives of the Development Plan. The proposed redesignation complies with many of the objectives as it infills an area that is already developed with residential uses and is not appropriate for agriculture due to adjacent land uses and the constraints and configuration of the lots. It intensifies the use of the land by creating smaller residential lots serviced by sewer instead of 2 acre or 4 acre lots serviced by on-site wastewater management systems.

Objective 1.2

Objective 1.2 "Encourage land development in a manner that is consistent with the Provincial Planning Regulation and the principles of sustainable development." The redesignation meets this objective as it infills and allows for the logical development of the area. Further, the lots are smaller and serviced which preserves land while encouraging sustainable development of the area. This has been explored in greater detail in the section above.

Objective 1.2

Objective 1.2 "To encourage development that protects transportation corridors and enhances nodal based public transportation." The proposed development will expand on the existing road network by extending the internal roads to allow for the logical infill on land that has a nodal based public transportation system.

Objective 1.2

Objective 1.2 states that development "will promote orderly growth." The redesignation promotes orderly growth through the style and type of development proposed. The development extends existing roads, promotes connection between the land to the

north and the south and maximizes the use of the land by having smaller lots. The proposed development infills the area, as the development logically extends an existing residential development and will create future connectivity and connection in the area. The development is harmonious with the surrounding area and is not subject to risks from natural hazards. The development does not involve any aggregate extraction areas and does not negatively impact existing infrastructure and is cost effective.

The proposed redesignation complies with the policies and objectives of Section 2.0, Sustainable and Regional Development. The development is an efficient and effective use of land. The Development promotes compact urban development with smaller serviced residential lots versus the 4 acre lot provided for in the Restricted Agriculture Area. Reducing the lot size allows for more compact development and maximizes the use of the land. It extends the future road network by increasing the number of lots using the road. The development and redesignation are being done to provide for smaller residential lots which are a viable alternative to the 2 acre or 4 acre residential lot. This promotes a variety of housing options versus what is typically promoted on the larger lots. The compact development supports a more sustainable use of the land by decreasing the footprint and maximizing the use of the land. The redesignation is being done to more effectively and efficiently utilize the land.

The proposed development complies with the policies and objective of Section 3.0 Resources, Services, and Infrastructure. The development does not create conflicts with airports. It provides safe, efficient, and integrated transportation connections. The area is protected from hazards.

Section 4.0 of the Development Plan is the land use designations.

Section 4.3 pertains to areas designated General Development Area.

The objectives identify the intent of the area which is to provide an alternative urban lifestyle option. Objective 4.6a, indicates that General Development Area promote the orderly development that will not restrict growth but ensure the optimization of resources. The proposed development optimizes the use of land by offering compact serviced lots. The development ensures the

compatible and efficient use of land, as is noted in objective 4.6.b. The amendment and proposed development are in keeping with objective 4.6.e as growth is directed to one side of the highway to limit cross highway traffic.

Policy 4.6.1

Policy 4.6.1 plans for Urban land uses that are compatible and minimize conflict. The proposed development is compatible with the surrounding residential land uses. Many adjacent land owners are interested in connecting to services and infilling the area.

Policy 4.6.3

Allow for infill to improve municipal services such as piped water and wastewater service. As the parcel will be serviced this will allow improvements to municipal services.

Policy 4.6.4

Policy 4.6.4 directs growth to one side of a highway. As proposed developing this site would concentrate development on one side of the highway.

Other Policies in section 4:

- Provides a range of housing options and reduces reliance on automobiles,
- Development incorporates trails and parks and recreational facilities,
- There is demand,
- The development is not wasteful of land
- The lots have frontage along a public road
- Create lots that reflect the rural character,
- That there is demand (see supply and demand),
- Development that is not wasteful of land
- Lands not subject to flooding
- Developments with frontage along all-weather roads
- Linkages with existing transportation network
- Adequately serviced
- Adequate drainage,
- Development that can accommodate municipal services, and

- Development that is compatible with adjacent land uses.

The parcels proposed for redesignation are compatible with the surrounding land uses. There is demand for additional residential development in the RM of St Clements, the area is not subject to flooding. The proposed development includes the extension of the existing road network and creation of all-weather public roads. The development can handle municipal services and is compatible.

Overall the proposed amendments are consistent with the objectives and policies identified in the RRPD Development Plan.

Appendix B: Business Case

Cooks Creek Estates General Development Proposal

Cooks Creek Estates is a proposed master-planned residential community by 10210170 MB Ltd., located within the Rural Municipality of St. Clements. The project envisions the transformation of approximately 145 acres of land—currently designated Resource and Agriculture—into a serviced, single-family residential neighbourhood within the General Development designation of the Red River Planning District (RRPD) Development Plan.

The plan establishes a complete community framework offering approximately 140 fully serviced residential lots, complemented by parks, stormwater retention areas, and an interconnected trail system. The development embodies the Province’s vision for sustainable, well-serviced growth, providing country living with modern infrastructure while preserving the natural landscape and rural character that define St. Clements.

Vision and Purpose

Cooks Creek Estates will create a cohesive, livable, and sustainable neighbourhood that:

- Integrates municipal sewer and water servicing to enhance environmental protection and long-term infrastructure efficiency.
- Provides affordable, attainable homeownership opportunities for local residents and newcomers.
- Encourages healthy lifestyles through active-transportation routes, parks, and recreational spaces.
- Supports the RM of St. Clements’ vision of responsible growth, by maximizing existing infrastructure and transportation corridors.

This proposal seeks to redesignate the lands from Resource and Agriculture to General Development and rezone them to permit the establishment of a fully serviced, low-density residential subdivision consistent with both the Red River Planning District Development Plan By-law 272-19 and Manitoba’s Provincial Land Use Policies (PLUP).

Infrastructure and Servicing

The development will extend municipal water and wastewater systems from East Selkirk, in partnership with the RM. Preliminary engineering by JR Cousins Consultants Ltd. confirms that servicing extension is feasible, and capacity exists within the municipal systems. This strategic infrastructure investment will:

- Support not only Cooks Creek Estates but also enable future infill and growth in adjacent areas.
- Promote cost-effective municipal expansion aligned with St. Clements' long-term asset-management strategy.
- Encourage sustainable use of municipal resources while reducing the need for on-site septic systems.

Community and Economic Benefits

- A range of lot sizes to attract diverse households.
- Significant increase in municipal assessment and tax base, improving fiscal sustainability.
- Public amenities and open-space network that support active living and enhance community identity.
- Logical, contiguous growth pattern that compliments existing four-acre developments to the west and north.
- Strategic location near Provincial Trunk Highways 44 and 59, offering excellent regional access to employment, education, and services.

Policy Alignment Matrix

Policy Framework | Key Objectives | Alignment of Cooks Creek Estates

- Provincial Land Use Policies (PLUP) Promote sustainable, compact growth that optimizes land and infrastructure use (PLUP 1.2.2, 2.1.1).
- The development introduces a compact, serviced residential form that efficiently uses land and existing infrastructure.
- Support compatible land uses and logical expansion adjacent to existing development (PLUP 1.2.1, 2.1.3) The site is contiguous with existing residential areas and bounded by PTH 44 and Cooks Creek, creating clear, natural limits to development.
- Encourage housing diversity and affordability to meet provincial demand (PLUP 1.3.1).
- The additional residential lots address Manitoba's housing supply gap

- while maintaining rural character.
- Aligns with the RRPD Development Plan By-law 272-19 to ensure efficient, sustainable use of land; promote orderly growth (Sections 1 & 2).
- The project extends municipal services in an orderly manner and infills a logical growth corridor.
- Supports compact serviced residential nodes within General Development areas.
- The redesignation enables a serviced residential node consistent with the RRPD's growth strategy.
- RM of St. Clements Policy Objectives Balance growth with environmental stewardship and infrastructure efficiency
- Incorporates stormwater retention, green buffers, and phased servicing.
- Strengthen local housing supply and attract investment.
- Provides new housing inventory, stimulates construction employment, and expands assessment revenue.
- Maintain the municipality's rural identity | Retains green corridors and open spaces, reflecting the rural landscape and community values.

The proposal aligns with:

- Provincial Land Use Policies (PLUP) – through compact, sustainable, serviced rural growth;
- Red River Planning District Development Plan – supporting logical, contiguous expansion of residential development west of Cooks Creek;
- Municipal Housing Needs Assessment (2023) – addressing an urgent need for new serviced residential lots within St. Clements.

10210170 MB Ltd. is committed to working collaboratively with the RM of St. Clements to implement a cost-sharing program for extending sewer and water services from East Selkirk. This infrastructure investment will not only service Cooks Creek Estates but will also enable future growth and infill development in the surrounding area, maximizing municipal value.

supply and infrastructure efficiently, while preserving the rural character that defines the RM of St. Clements.

Conclusion

Cooks Creek Estates is a proposed master-planned, multi-use complete community by 10210170 MB Ltd., located within the Rural Municipality of St. Clements. The development will provide a balanced mix of serviced General Development Area lots, housing, cottage sites, and community recreation amenities, designed to address Manitoba's growing housing demand while maintaining the area's natural character and country lifestyle.

Cooks Creek Estates represents a forward-looking, fiscally responsible, community-oriented growth opportunity that aligns local aspirations with provincial policy direction. By redesignating the land to General Development, the RM of St. Clements positions itself to deliver new housing supply, modern infrastructure, and sustainable growth while protecting the rural character that defines its identity.

This proposal stands as a model for efficient rural expansion—a complete, serviced neighbourhood that leverages existing municipal systems, supports Manitoba's housing goals, and establishes a long-term framework for orderly, environmentally conscious development within the region.

The project envisions the transformation of approximately 145 acres of land, currently designated Resource and Agriculture, into a serviced General Development Area neighbourhood that integrates piped sewer, water, and paved road infrastructure. The proposed redesignation and rezoning will allow the creation of serviced residential lots, cottage lands, and parks, trails, lake and sports areas, including a community centre and storm water retention lake designed for dual use as a recreational and environmental feature.

This initiative directly supports the Province of Manitoba's Housing and Land Use Policy Framework, contributing to housing affordability, land efficiency, and sustainable growth. The development provides a unique opportunity for country living with modern services, offering residents the benefits of rural space and community engagement while maximizing the efficient use of municipal infrastructure

Appendix C

Letter of intent from JR Cousins



October 8, 2025

Jeff DiNella
Senior Development Review Technologist
Manitoba Transportation and Infrastructure
1420 – 215 Garry Street
Winnipeg, MB R3C 3P3

Via Email

G-887.02

Dear J. DiNella,

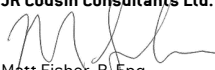
Re: PTH 44 Subdivision – Letter to Manitoba Transportation and Infrastructure

A residential subdivision (approximately 130 acres) is proposed to be subdivided along PTH 44 across from Road 28E, to the west of Cooks Creek. The proposed subdivision is in the land re-zoning phase. As part of the subdivision's conditional approval, it is understood that a traffic impact study will be required to analyze the impacts on PTH 44, Pioneer Road (Road 27 E) and the existing service road as a result of the subdivision.

The developer is intending to engage JRCC to prepare the traffic impact study, and will complete any intersection upgrades recommended in the traffic impact study.

Sincerely,

JR Cousin Consultants Ltd.


Matt Fisher, P. Eng.
Senior Municipal Engineer



Appendix D

Letter from the RM



May 5, 2026

10205680 Manitoba Limited
Cook's Creek Estates

To whom it may concern,

On behalf of the administration of the Rural Municipality of St. Clements, thank you for your recent presentation and for submitting the supporting materials related to the proposed Cook's Creek Estates development. The time and effort invested in outlining the vision, planning considerations, and long-term objectives of this project were both informative and appreciated.

Administration has completed an initial review of the concept report and supporting submission materials, including the proposed land use framework, servicing considerations, and planning rationale. Based on this review, administration is pleased to advise that the proposal appears to be generally consistent with the Municipality's long-range growth objectives and the intent of orderly, comprehensively planned, and serviced residential development.

Administration notes several encouraging aspects of the proposal, including the focus on single-family residential dwellings, the staged and coordinated approach to land development, and the integration of servicing and infrastructure considerations that reflect sound planning practice. We are also encouraged by the emphasis on fostering a cohesive community environment that promotes a high quality of life, a sense of belonging, and overall well-being for future residents, values that strongly reflect the Municipality's identity and vision as "The Place to Be."

Furthermore, administration recognizes that a development of this scale and character has the capacity to attract new residents to the Rural Municipality of St. Clements, thereby strengthening our local economy. Increased residential growth can support existing businesses, encourage new commercial opportunities, and enhance the long-term viability of local services and infrastructure.

On the basis of the concept and planning merit currently before administration, we are supportive of the continued advancement of this proposal into the formal planning review process. Administration's position reflects the information provided to date and is intended to encourage the applicant to proceed with the preparation of a formal application. It does not constitute a recommendation in respect of any future statutory application, nor does it prejudice or predetermine the outcome of any required regulatory process.

Rural Municipality of St. Clements
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1043 Kittson Road
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Any future application will be subject to the full statutory review process as prescribed under the Planning Act, including technical review, public notice, a public hearing, and formal consideration and decision by Council. Administration is committed to working constructively with you throughout this process to support a development outcome that is well-designed, appropriately serviced, and of lasting benefit to the broader community.

We wish you every success as you move forward with this initiative and look forward to the opportunities it will bring.

Sincerely,

Deepak Joshi

Chief Administrative Officer

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