

# NOTICE OF PUBLIC HEARING

## VARIANCE APPLICATION

R.M. of St. Clements

Under authority of *The Planning Act*, the municipal Council 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 municipality at 204-482-3300.

**Tuesday**  
**March 24<sup>th</sup>, 2026**  
**6:00 PM**

**Council Chambers**  
**1043 Kittson Road,**  
**RM of St. Clements, MB**

*Note: property owners are responsible for notifying “tenants”*

### APPLICATION INFORMATION

**Application File:** VO 2, 2026

**Applicant:** Sylvia Urciuol & Eugene Heinrichs

**Property Location:** Henderson Hwy, Ludwick and Rebeck Roads, St. Clements  
**Roll #:** 15021,15400,15700,15900,16100,16300,16440,16500  
**Legal:** CT2198353/1, CT2023590/1, CT3130900/1, CT3347022/1, CT1960823/1, CT3073961/1, CT3178383/1, CT3300607/1 respectively



#### Application Purpose:

The applicant proposes to reduce the minimum site area of the seven-teen (17) Proposed Lots and one (1) Residual as part of the conditions for subdivision application S26-3130 in the “AR” Agriculture Restricted zone.

Variance Request in “AR” Agriculture Restricted zone	Zoning By-law Requirement	Proposed by Applicant
Site Area for (Table 11, Section 5.4)	4 acres (min.) in site area and 198 ft in the width	<b>Proposed Lots 1- 17:</b> 2.01-2.57 ac, 99.6 ft- 357.7 ft <b>Residual under CT 2198353/1 (East and West) –</b> 3.52 ac, 248-485 ft

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](mailto:info@rrpd.ca)

## VARIANCE APPLICATION REPORT

<b>Date</b>	Monday, March 16, 2026
<b>Application File</b>	<b>VO 2, 2026</b>
<b>Applicant</b>	Sylvia Urciuol & Eugene Heinrichs

### SUBJECT PROPERTY INFORMATION

<b>Property Location</b> <ul style="list-style-type: none"> <li>- Street Address</li> <li>- Roll #</li> <li>- Legal</li> </ul>	Henderson Hwy, Ludwick and Rebeck Roads, St. Clements 15021,15400,15700,15900,16100, 16300,16440,16500 CT2198353/1, CT2023590/1, CT3130900/1, CT3347022/1, CT1960823/1, CT3073961/1, CT3178383/1, CT3300607/1 respectively
<b>Zoning</b>	<b>"AR" Agriculture Restricted zone</b> RM of St. Andrews Zoning By-law No. 4066
<b>Development Plan Designation</b>	<b>"AR" Agriculture Restricted designation</b> RRPD Development Plan By-law No. 272/19
<b>Property Size</b>	± 91 ac acres in total area (+/-) N/A feet in width (+/-)  <i>NOTE: Information is based on GIS data</i>

### APPLICATION DETAILS / PROPOSAL

Variance Request in "AR" Agriculture Restricted zone	Zoning By-law Requirement	Proposed by Applicant
Site Area for (Table 11, Section 5.4)	4 acres (min.) in site area and 198 ft in the width	<b>Proposed Lots 1- 17:</b> 2.01-2.57 ac, 99.6 ft- 357.7 ft <b>Residual under</b> CT 2198353/1 (East and West) – 3.52 ac, 248-485 ft

#### Application Purpose

The applicant proposes to reduce the minimum site area of the seven-teen (17) Proposed Lots and one (1) Residual as part of the conditions for subdivision application S26-3130 in the "AR" Agriculture Restricted zone.

There are Residual lots remaining with smaller that required width measurements, however no variance needed for unaltered width according to the sec. 3.31.1.3 of the ZBL of St. Clements.

The municipality has no concerns with this application as it is a condition of subdivision application S26-3110, MTI Highway has no concerns either.

### **OPTIONS FOR COUNCIL'S CONSIDERATION**

Under section 97(1) of *the Planning Act*, on completion of the public hearing, Council may:

- (a) reject the requested variance; or
- (b) varying the application of specific provisions of the zoning by-law with regard to the affected property in the manner specified in the order if the variance
  - (i) will be compatible with the general nature of the surrounding area,
  - (ii) will not be detrimental to the health or general welfare of people living or working in the surrounding area, or negatively affect other properties or potential development in the surrounding area,
  - (iii) is the minimum modification of a zoning by-law required to relieve the injurious affect of the zoning by-law on the applicant's property, and
  - (iv) is generally consistent with the applicable provisions of the development plan by-law, the zoning by-law and any secondary plan by-law.

### **RECOMMENDED CONDITIONS OF APPROVAL**

Should Council approve the requested zoning variances, the following conditions are recommended:

1. This variance is limited to what has been presented in this application. Any further changes, replacement or additions that are not in substantial conformance with the application would require a new approval;
1. Applicant / owner obtains all required permits from the Red River Planning District and the municipality, if required.

# RRPD LOCATION MAP



Letter: 8.5 x 11

Date: January 2026

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

## SUPPORTIVE MAPPING

Variance Order VO 2, 2026

4994/5012/5016/5024 Rebeck+340 Ludwick+5545 Henderson, RM of St. Clements

Designation: "AR" Agricultural Restricted, "GD" General Development

Zoning: "RR" Rural Residential, "AR" Agricultural Restricted

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.

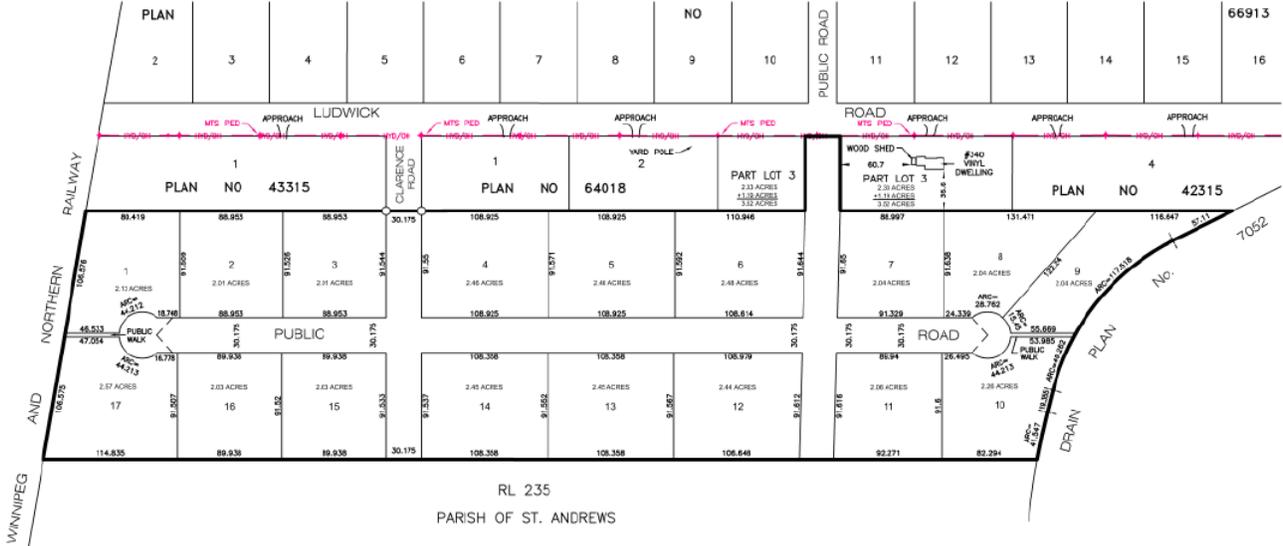
-  Highway Control Zones
-  Rail
-  Subject Property
-  Roads
-  Parcel Outline
-  Water Bodies



**ADDITIONAL INFORMATION – SUBDIVISION APPLICATION MAP**

SUBDIVISION APPLICATION MAP  
 LUDWICK ROAD  
 RM OF ST. CLEMENTS  
 OF PART OF  
 RL 230-234 PARISH OF ST. ANDREWS

METRIC



Note:  
 This map has been prepared for subdivision application purposes only.  
 This is not a final survey.

**BARNES & DUNCAN** 1906  
 SURVEYING, ENGINEERING & PLANNING  
 6 Donald Street 180-A, 5th Street  
 Winniepeg, MB Morden, MB  
 R3L 0K6 R6M 1C9

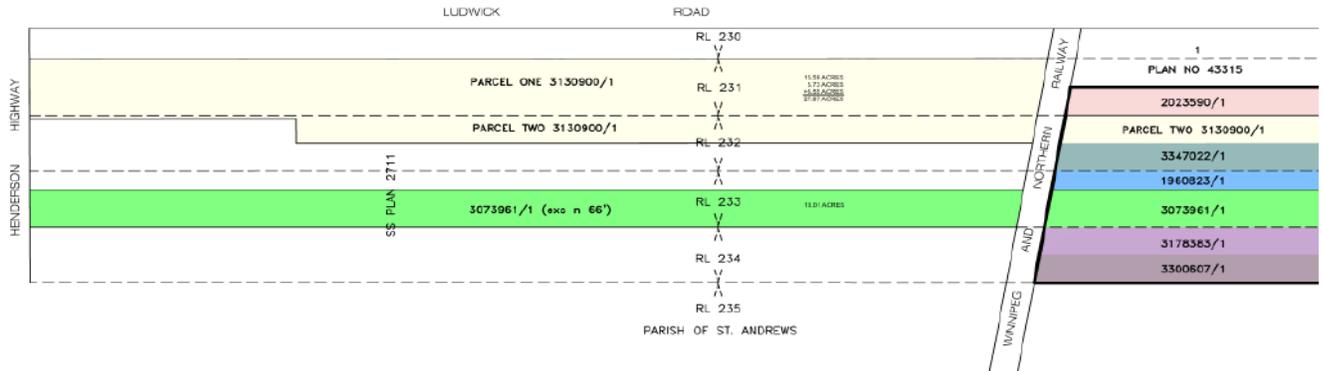
Our File: 21-0194  
 Acad dwg: 21-0194-3 SAM  
 Field Book: B&D 1568-34:37  
 Drafter: HD

HYDRO CABLES (OVERHEAD) - - - - - HO/9H  
 POWER POLE - - - - - ●  
 GUY WIRE ANCHOR - - - - - ●  
 TOTAL AREA OF LAND DEDICATED TO THE PUBLIC = 9.05 ACRES  
 THE LAND AFFECTED BY THIS PROPOSAL IS SHOWN HEREON BORDERED THUS - - - - -  
 THE TOTAL AREA OF LAND AFFECTED BY THIS PROPOSAL = 47.04 ACRES  
 IRON POSTS FOUND AND CONFIRMED ARE DESCRIBED AND SHOWN THUS ○

This survey was made between the 28th day of June, 2022, and the 26th day of July, 2024  
 Prepared by: Scott J. Dunphyroth, M.L.S.  
 16th day of March, 2026

Page 1 of 1  
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TITLE PLOT  
 LUDWICK ROAD  
 RM OF ST. CLEMENTS  
 OF PART OF  
 RL 230-234 PARISH OF ST. ANDREWS



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 SURVEYING, ENGINEERING & PLANNING  
 6 Donald Street 180-A, 5th Street  
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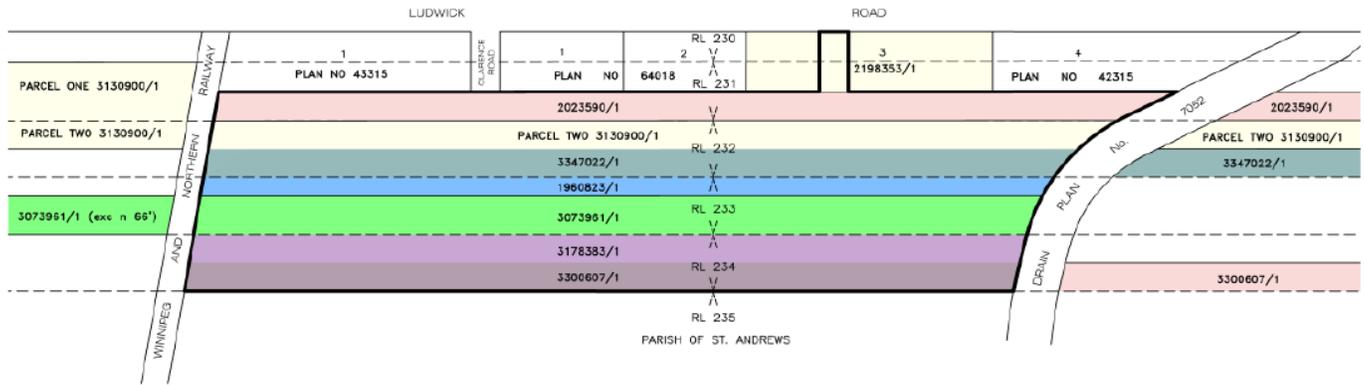
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 Field Book: NA  
 Drafter: HD

THE LAND AFFECTED BY THIS PROPOSAL IS SHOWN HEREON BORDERED THUS - - - - -

Prepared by:  
 Scott J. Dunphyroth, M.L.S.  
 16th day of March, 2026

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TITLE PLOT  
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**BARNES & DUNCAN** 1906  
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6 Donald Street  
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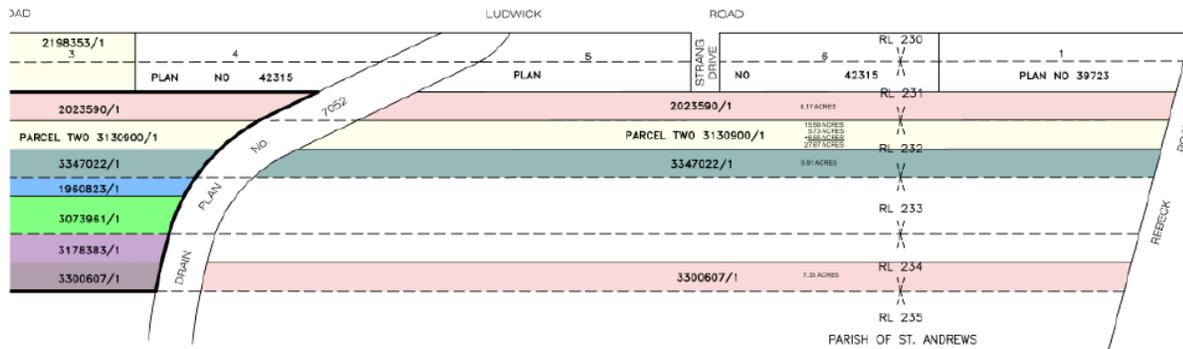
THE LAND AFFECTED BY THIS PROPOSAL IS SHOWN HEREON BORDERED THUS - - - - -

Prepared by:  
 Scott J. Dumphyrok, M.L.S.  
 16th day of March, 2026

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TITLE PLOT  
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 SURVEYING, ENGINEERING & PLANNING

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Our File: 21-0194  
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THE LAND AFFECTED BY THIS PROPOSAL IS SHOWN HEREON BORDERED THUS - - - - -

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**ADDITIONAL INFORMATION - THE LETTER OF INTENT**

# Subdivision

Support for the Subdivision of  
PT RL 231, 232, 233 and 234 Parish of St Andrews  
Being Part of Rolls 15021, 15400, 15700, 15900, 16100, 16300, 16440, and 16500

Certificate of Titles Nos.  
2023590, 3130900, 2760492- cancelled, 1960823, 3073961, 3300607, 2198353  
and 3178383

Bluestem Development  
Allison Driedger  
[bluestemdevelopment@gmail.com](mailto:bluestemdevelopment@gmail.com)

**INTRODUCTION:**

This report examines and researches how the subdivision of part of River Lots 231, 232, 233, and 234 Parish of St Andrews is a logical extension of the existing Development, complies with the Red River Planning District Development Plan is needed based on multiple supply/ demand scenarios, and follows existing precedent.

Registered owners, C Joyce Banash Frego, Garry and Penny Kaminski, Sylvia Urciuoli, D Weslak, MA Kelly, Sage Heinrichs, Margaret Epp, Denis and Bonnie Pescitelli and BMH Mgmt propose to develop 17 (seventeen), 2 (two)- acre lots south of Ludwick Road, as shown below bounded in black in Figure 1 and more close up in Figure 2. The areas is partly treed and partly cleared, as is shown in Figure 3 below. The parcels proposed for development are parts of river lots that are bounded by Drain Plan 7052 to the east and the Winnipeg and Northern Railway to the west. The segments of the lots proposed for development are fragmented and lack connectivity with the land to the east and west due to registered Drain Plan 7052 and the Winnipeg and Neighbourhood Rail Line, both of which serve to fragment and sever the parcels.

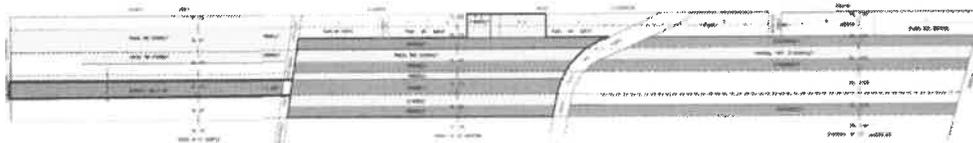


Figure 1: Map from Barnes and Duncan Identifying the entirety of the affected parcels

Figure 2 below is the close up of the area proposed for development.

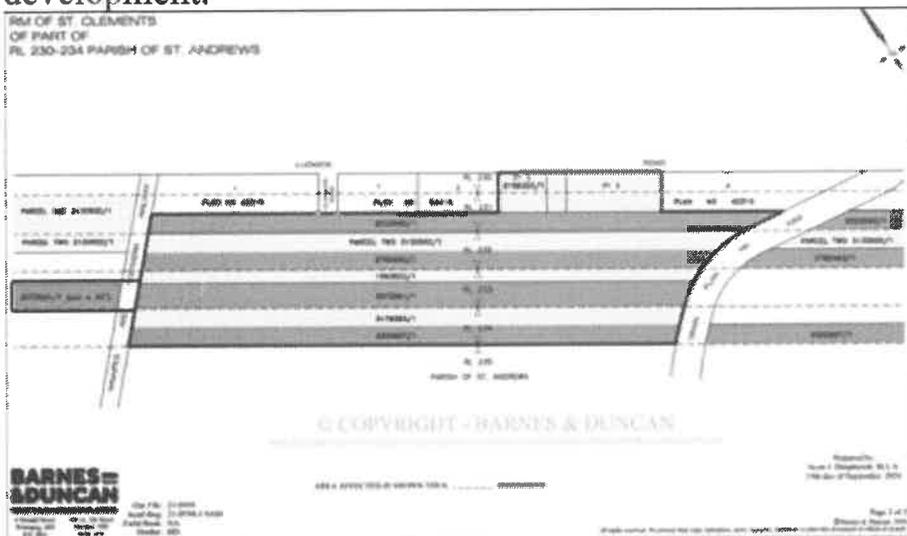


Figure 2: Close up of the portions of the affected parcels

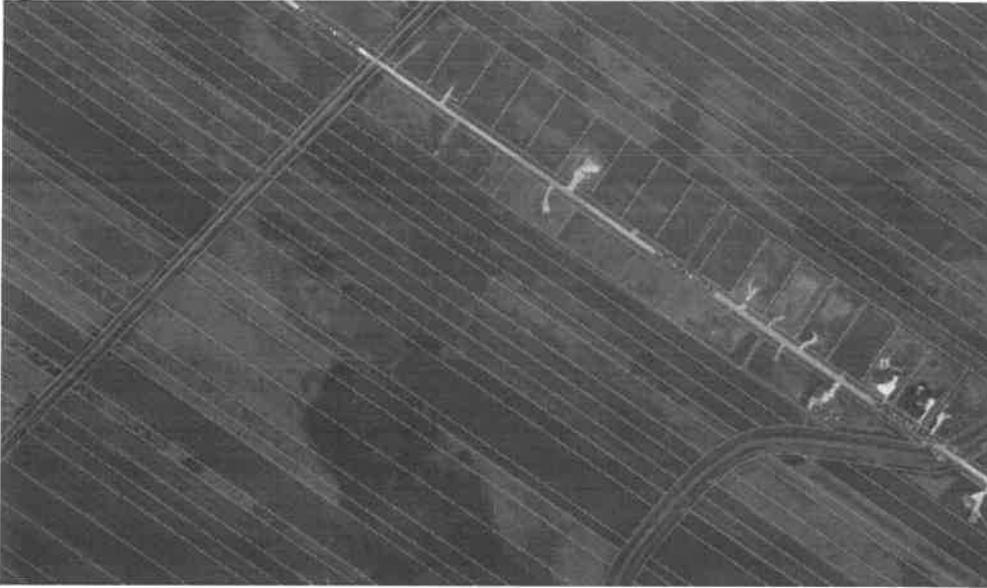


Figure 3: Aerial Photograph of the affected lands from the Manitoba Assessment Website

The image above clearly shows the lack of connectivity to the parcels between the lands on either side of the Rail Line or the Drainage Plan.

**PARCELS PROPOSED FOR DEVELOPMENT:**

The parcels proposed for development are identified by Manitoba Assessment as being part of roll number 15021, 15400, 15700, 15900, 16100, 16300, 16440, and 16500. They are legally identified as being part of RL 231, 232, 233, and 234 Parish of St Andrews and Lot 3 Plan 42315. The parcels are described in greater detail in table 1 below.

NAME	ROLL	CERTIFICATE OF TITLE	CIVIC	TOTAL SITE AREA	Legal
C Joyce Banash Frego	15400	2023590	5024 Rebeck Rd	13.2 acres	RL 231 Parish of St. Andrews
Garry and Penny Kaminski	15700	3130900	-	18.95 acres	RL 232 Parish of St Andrews
Sylvia Urciuoli	15900	3347022	5016 Rebeck	13.48 acres	RL 232 Parish of St Andrews
D Weslak and MA Kelly	16100	1960823	5012 Rebeck Rd	9.03 acres	RL 233 Parish of St Andrews
Sage Heinrichs	16300	3073961	5545 Henderson Hwy	18.49 acres	RL 233 Parish of St Andrews
BMH Management	16440	3178383	-	13.8 acres	RL 234 Parish of St Andrews
Margaret Epp	16500	3300607	4994 Rebeck Rd.	13.57	RL
Denis and Bonnie Pescitelli	15021	2198353	340 Ludwick Rd	4 acres	Lot 3 Plan 42315

Table 1: Subject property descriptions

The subject parcels are located south of Ludwick Road, East of the Red River/ Henderson Highway, north of Donald Road and

west of Rebeck Road. Figures 1, 2 and 3 outline the subject properties. Rolls 16440 and roll 16300 extend to Henderson Hwy and the existing General Development Designation.



Figure 4: Showing Area to be developed

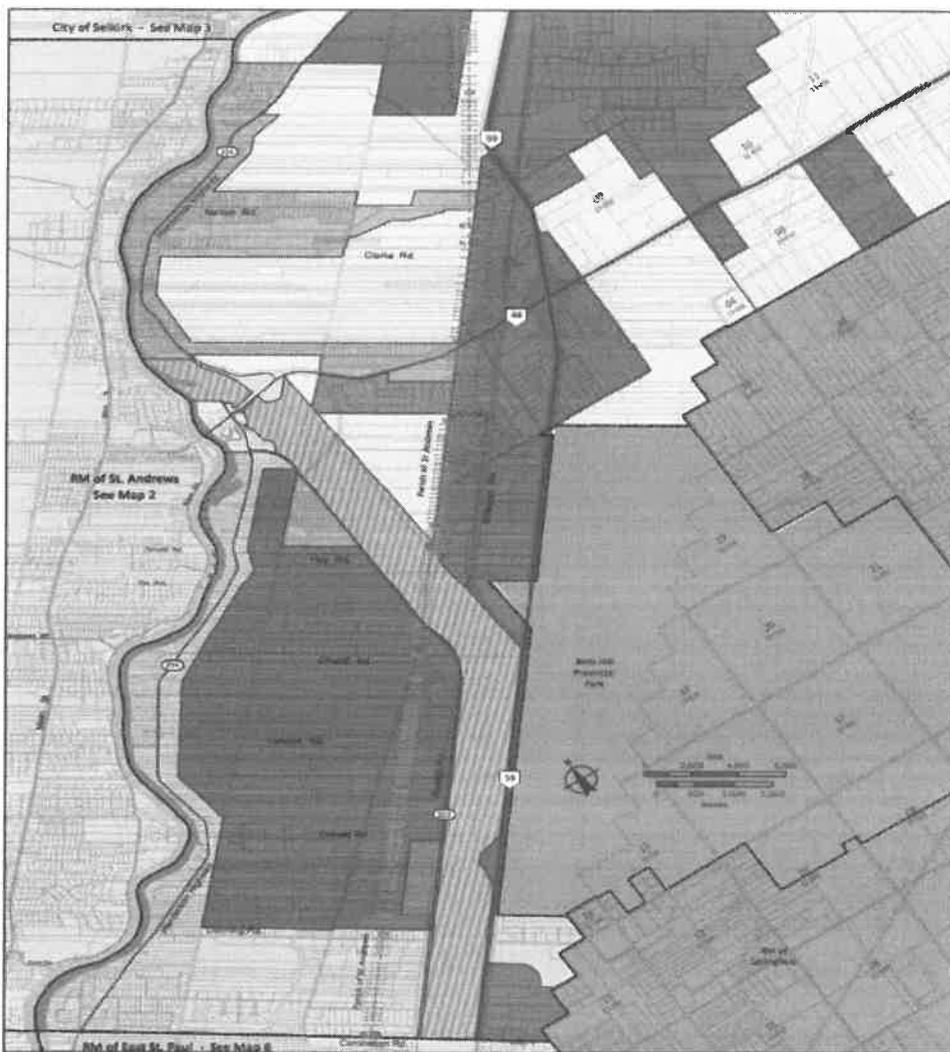
The parcels proposed for subdivision are all parts of River Lots that are located in the Parish of St Andrews. The parcels range in size from 4 acres to 18 acres, collectively the River Lots are long and narrow and are bisected by the Winnipeg and Northern Railway and/or drain plan 7052. The River Lots are fragmented and, in many cases lack actual access to portions proposed for development due to the railway or drainage ditch as is shown in Figure 3 above.

#### **DEVELOPMENT PLAN:**

According to the Red River Planning District Development Plan, the parcels are currently designated Agriculture Restricted (Figures 5 and 6). Agriculture Restricted areas are intended to provide a variety of lot sizes to accommodate residential development and small scale agricultural operations on the same lot. Section 4.0 of the Red River Planning District Development Plan notes that “AGRICULTURE RESTRICTED (AR): Is a designation that allows small scale agricultural operations on smaller lots, and **low density non-farm residential uses**. This designation may also act as a buffer between large scale agricultural enterprises and rural residential or urban development.” Policy 4.2.11 allows the subdivision of Agricultural Restricted areas into 4 acre lots. Policy 4.2.11 provides for smaller infill lots in the area north of Coronation

Rd., west of PR 202., east of Henderson Hwy., and south of Lockport. The subject lands are located within the area described above.

The existing designation provides for the subdivision of the affected lands into smaller 4 acre parcels and in some cases provides for the subdivision of even smaller residential lots that are located along existing roads, as is the case in with the lots along Ludwick.



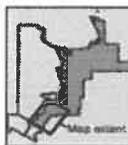
**Red River Planning District Land Use Designation  
Map 4A - Floodway and Area**

**Designations**

- Agriculture Restricted
- Business Park
- Floodway
- General Development
- Industrial
- Resource and Agriculture
- Rural Residential
- Settlement Centre

**Other features**

- Assessment parcel
- Municipal boundary
- Water body
- Provincial Highway/Road



Date:  
August 28, 2009  
Coordinate System:  
NAD 83 UTM Zone 18N



Figure 5: Red River Planning District Land Use Designation Map

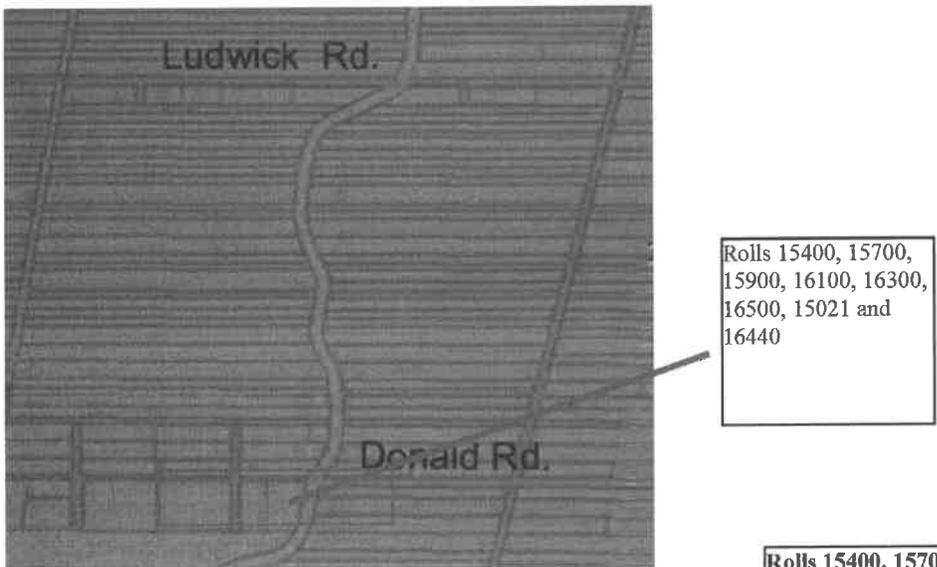


Figure 6: Close up of the Red River Planning District Land Use Designation Map

Rolls 15400, 15700,  
15900, 16100, 16300,  
16500, 15021 and  
16440

**PROPOSAL**

Collaboratively the registered owners of all affected parcels are proposing to develop portions of the parcels that are land locked into 2 acre lots. The portion proposed for development is generally described as being south of Ludwick Road, West of the drain plan 7052 and east of the Winnipeg and Northern Railway from Restricted Agriculture. The proposed development allows the logical infill of residential lots, as there are existing residential lots and future street network connections along Ludwick Road. The infill fits with the residential lots and a future road network along Donald Road to the south. Figure 7 below shows how the parcels are proposed to be developed.





Road Stubs  
off Ludwick  
Road and  
Donald Road

Figure 8: Aerial photo from Manitoba Assessment showing the existing road network

The proposal is in keeping with the overall style and type of development that exists in this portion of the Municipality. The area is predominantly smaller lots with many residential parcels and clusters. The proposed development allows the logical infill development of the landlocked parcels.



Figure 9: Assessment image showing the affected parcels boundaries

The proposed development allows for the logical expansion of the area, building on the type and style of development that exists and enhancing the existing road infrastructure and network.

## INTENT

The intent of the proposed subdivision is to create seventeen (17) 2-acre parcels, as shown

above in figure 7. This project aligns with the current Provincial and Federal goal of providing affordable homeownership for Manitobans and Canadians. The smaller lot size will effectively reduce lot prices and increase supply both of which result in more affordable housing. It meets a growing need for lots in the RM of St Clements and the Province as a whole, as is explained in the section below. Precedent for the subdivision has been approved in the municipality as well. The development is supported by the Red River Planning District Development Plan policies.

## **SUPPORT FROM THE DEVELOPMENT PLAN**

The proposed development aligns with the Policies contained in the Red River Planning District Development Plan. The Red River Planning District (RRPD) Development Plan currently allows for the development of the parcels into 4 acre parcels and in certain areas provides for smaller lots. The proposed development allows offers 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 development allows for the logical expansion of existing development, densifies growth, and complies with the development plan.

## **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 development seeks to accomplish both of these goals. It directs residential growth in an area that is not suitable for agriculture due to the lot configuration and constraints such as the railway, drainage ditch, road network, narrow river lot layout and existing residential development. 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 development is found throughout the Planning Districts Development Plan. While there are many objectives and policies throughout the development plan that support this development a few of the key objectives and policies are highlighted below.

**Section 1** of the plan identifies the overall objectives of the Development Plan. The proposed development 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.

**Objective 1.2** “Encourage land development in a manner that is consistent with the Provincial Planning Regulation and the principles of sustainable development”. The development meets this objective as it infills and allows for the logical development of the area.

**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 road stubs to allow for the logical infill on land that has a nodal based public transportation system.

**Objective 1.2** states that development “will promote orderly growth”. The development 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 road stub 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 development 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 development with 2 acre lots. Reducing the lot size allows for more compact development and maximizes the use of the land. The proposed development extends the future road network by increasing the number of lots using the road. 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 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 4.2 pertains to areas designated Agriculture Restricted.

**Objective 4.2.a & b** provide for smaller holding and a variety of lot sizes for residential development.

**Policy 4.2.11** allows non-farm residential that should generally be 4 acres. However, Policy 4.2.11.1 recognizes that there are areas where smaller scale residential development and infill residential development may be located.

Overall the proposed development is consistent with the objectives and policies identified in the RRPD Development Plan.

## **SUPPLY & DEMAND FOR RESIDENTIAL LOTS**

There is a growing need for housing across the country and the province 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 development creates lots that will help address the housing shortage.

## 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](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 10 below.

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

*Statistics Canada. Census Profile. 2011, 2021.*

*Figure 10 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.

## 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.

### 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 figure 8 above and figure 11 below.

*Figure 11 St. Clements Population growth*

### Age

At the same time that the population of St. Clements is growing, it is also getting older. As seen in figure 10 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 12 RM of St Clements Age*

These age characteristics and projections are also presented in figure 13 below.

*Figure 13 RM of St Clements Age Projections*

### 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
<b>Total - Structural type of dwelling</b>	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 14: 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 15 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.

## **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 1354 dwelling units are required. Further they note that the number of single detached units needed at 1,153, see figure 16 below.

*Table 4: St. Clements Housing Demand by Type (2021-2041)*

<b>20 Year Demand Scenario (2021-2041)</b>	<b>Status Quo Demand</b>
	<b>Medium (1.29%)</b>
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 16 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 17 below.

Table 5: St. Clement Altered Housing Demand by Type (2021-2041)

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 17 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.

### 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 development of the lands are needed to ensure that St. Clements can support the need for housing over the next 20 years.

### PRECEDENT

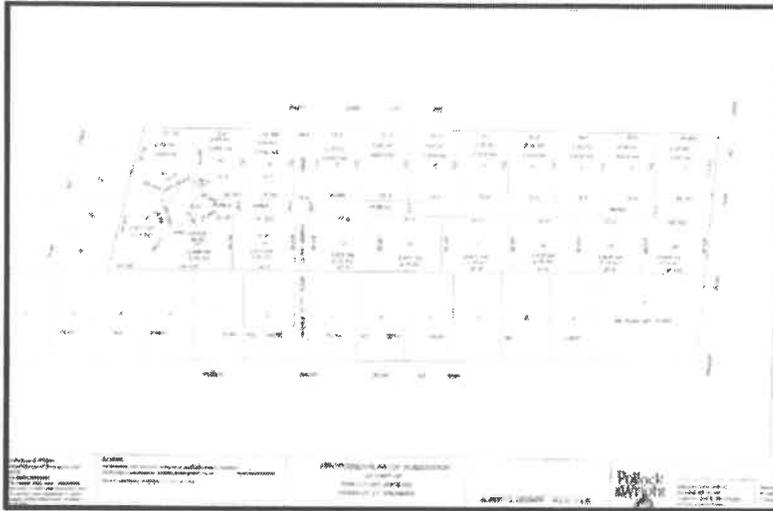
The above sections clarify that the proposed subdivision generally complies with the policies identified in the Red River Planning District Development Plan, and that there is a demand and need for residential lots. This section identifies subdivision of a similar nature and scale that have been approved and development in close proximity to this site setting precedent for the approval of this subdivision. In particular, subdivisions S22-2980 and S22-3014 both created multiple lots that did not meet the minimum 4 acre requirement, a public road and were located in close proximity to the area proposed for development. Setting the precedent for the area to be developed into smaller residential lots of a similar nature in this area.

### Subdivision file S22-2980

In January of 2023 the RM of St Clements Council approved by resolution 2023-049, subdivision file S22-2980 which proposed the creation of 20 (twenty) lots and a public road in portions of OTM Lots 267, 268 and 269 Parish of St. Andrews, as is shown below in Figure 18.

## **1. PROPOSAL**

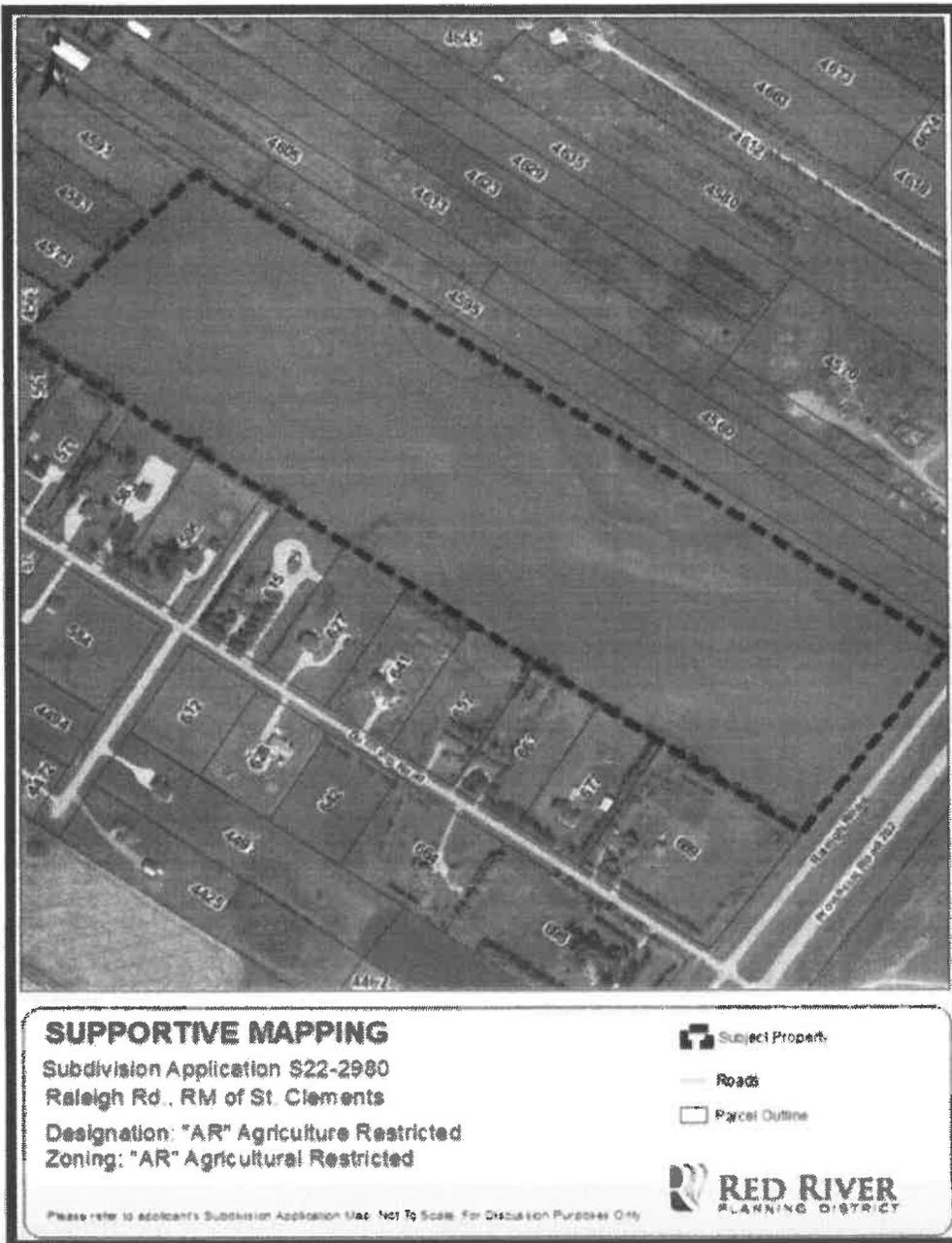
The applicant is seeking to create twenty (20) lots from an existing parcel.



Subdivision Application Map (see Appendix C for full size version)

*Figure 18: Subdivision Application Map for Subdivision file S22-2980*

Subdivision S22-2980 proposed the creation of 20 (twenty), approximately 2 (two) acre lots and a public road on lands that are designated Agricultural Restricted, as shown above is Figure 18. The subdivision involved multiple River Lots, the development of a public road and lots that are below the required 4 (four) acre minimum. Figure 19, below, shows the parcel prior to subdivision. The parcel involves multiple river lots and has road stubs for future development. A copy of the Resolution approving the subdivision is attached in Appendix 1 for reference. The application was supported by both the Province, The Municipality and the Planning District. The development shows that smaller lot residential development are appropriate in this area, and the effectiveness of neighbours working collaboratively. This development is in a similar location and setting as this proposed subdivision.



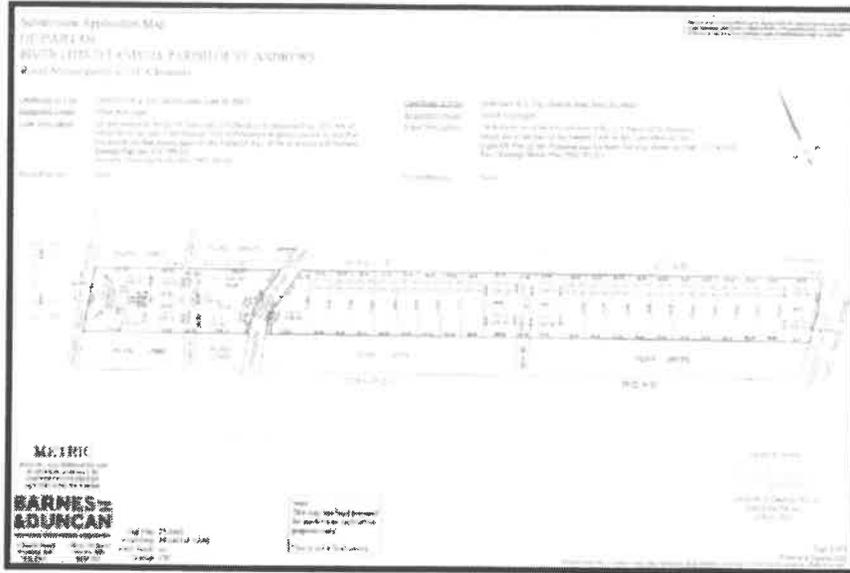
*Figure 19: parcel proposed for subdivision in application S22-2980 aerial photograph*

**Subdivision file S22-3014**

In September of 2023, the RM of St Clements Council approved by resolution 2023-545, subdivision file S22-3014 which proposed the creation of 33 (thirty-three) lots and a public road in portions of River Lots 213 and 214 Parish of St Andrews, as is shown below in Figure 20.

## 1. PROPOSAL

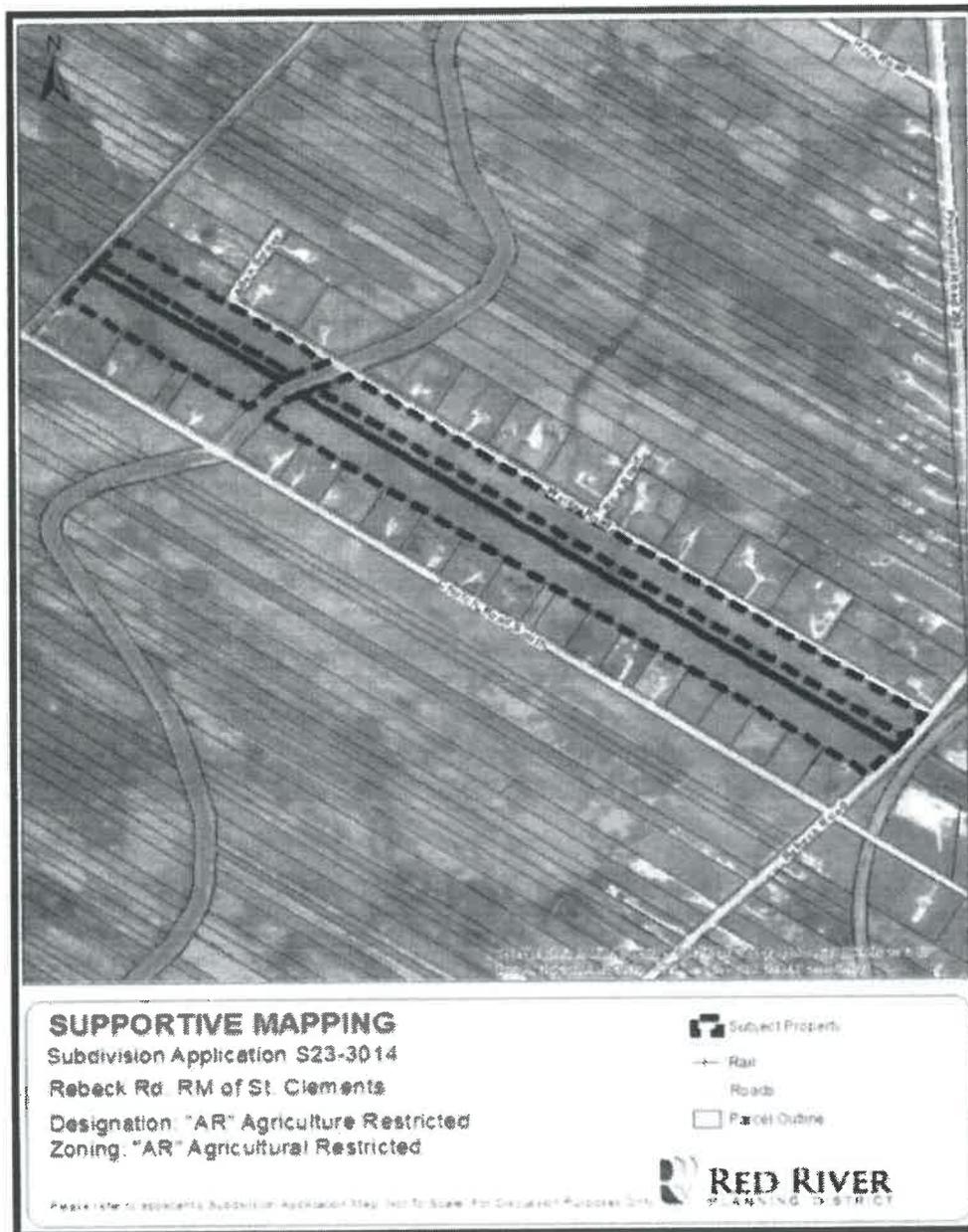
The applicant is seeking to create thirty-three (33) lots from three existing parcels.



Subdivision Application Map (see Appendix C for full size version)

*Figure 20: Subdivision Application Map for Subdivision file S22-3014*

Subdivision S22-3014 proposed the creation of 33 (thirty-three), approximately 2 (two) acre lots and a public road on lands that are designated Agricultural Restricted. The subdivision involved multiple River Lots, the development of a public road and lots that are below the required 4 (four) acre minimum. Figure 21 below shows the parcel prior to subdivision. Resolution and Report to Council is attached in Appendix 2 for reference.



*Figure 21: parcel proposed for subdivision in application S22-3014 aerial photograph*

The above subdivisions are similar in nature to the proposed development.

## CONSULTATION

As part of the preliminary background work the landowners connected with adjacent residential land owners. A letter of intent was provided showing the property owners the proposed design and layout. This provided an opportunity to gather feedback and support for the development.

## CONCLUSION

This report provides a comprehensive background analysis on the development of parts of River Lots 231, 232, 233 and 234 in

the Parish of St Andrews. This report has shown that the proposed development aligns with the current Red River Planning District Development Plan. The policies allow for the extension. The location and design of surrounding developments portray that the land is intended to be developed. The report shows that there is an evident need for, and lack of supply of, residential land within the Rural Municipality of St. Clements. The need was emphasized throughout the report and in previous reports by other independent consultants. Further this report identifies that the development of the property will help address some of the need for residential parcels in a logical manner by expanding an existing residential area.

The report concludes by noting that smaller lot residential development is provided for the Agricultural Restricted Area, and precedent for this type and style of development has been established.

## REFERENCES

La fleur, Steve. November 23 2023. Manitoba's gap between homebuilding and population growth widest in 40 years. Fraser Institute. Accessed December 7, 2024 at: <https://www.fraserinstitute.org/commentary/manitobas-gap-between-homebuilding-and-population-growth-widest-40-years>

Landmark Planning. 2023. Rural Municipality of St. Clements – Housing Needs Assessment – Final Report. Landmark Planning and Design Inc.

Manitoba Home Builders, n.d. Worried about the future of housing in Winnipeg? Accessed December 6, 2024 at: <https://www.homebuilders.mb.ca/our-industry/housing-supply/>

Statistics Canada. 2012. Census Profile. 2011 Census.

Statistics Canada. 2017. Census Profile. 2016 Census.

Statistics Canada. 2023. Census Profile. 2021 Census.

□

Appendix 1  
Resolution Approving the subdivision

Resolution No: 2023-048

Moved By: Dave Sutherland  
 Seconded By: Glen Besarovich

Re: Subdivision Application No. 822-2980 Proposal of Terracon Development Ltd. to subdivide all those portions of OTM Lots 267, 268, and 269 Parish of St. Andrews which lie to the west of the western limit of the road allowance west of and adjoining RLY Plan 12 W.L.T.O. (L. Div) etc. firstly; out of said Lot 268 the SLY 66 feet prop and secondly; out of all above lots, Plan 25826 W.L.T.O.

RESOLVED that Council approve the said application subject to the following conditions:

1. Applicant / owner submit confirmation in writing from the Chief Administrative Officer of the municipality that:
  - a. Taxes on the land to be subdivided for the current year, and any arrears have been paid;
  - b. Development levies, road levies and administration fee(s) to be paid as per By-Law 14-2009;
  - c. Provide a digital copy of the Plan of Subdivision to the RM of St. Clements.
  - d. An engineered drainage plan be prepared to indicate positive drainage on the property, to the satisfaction of the RM of St. Clements, and to ensure that the proposed property does not drain onto or impede drainage from neighbouring properties.
  - e. An engineered paved road plan for the proposed east/west road and engineered gravel road plan for extension of Mirkus Road south of proposed east/west road be prepared as per municipal servicing standards.
  - f. Enter into a Development Agreement with the RM of St. Clements to address items including, but not limited to, if required:
    - i. An engineered drainage and road plan and easement plan, if required.
    - ii. Installation of street lighting
    - iii. Letter of credit for drainage work and road construction.
  - g. Applicant dedicate 60' wide strip north of proposed roadway as per plan submitted for future right-of-way.
2. Applicant / owner submit confirmation from the Drainage and Water Rights Licensing Branch of Manitoba Conservation and Climate that the applicant has satisfied all requirements from that agency, as detailed in their correspondence from November 16, 2022. These include, if required, approval of an engineered drainage plan, approval of hydraulic design calculations, and obtaining a Water Rights License. For more information, please contact [drainage@gov.mb.ca](mailto:drainage@gov.mb.ca) or call 1-800-214-8487;
3. Applicant / owner submit written confirmation to the RRPD from Manitoba Hydro and Centra Gas that an Easement Agreement(s) has been entered into with Manitoba Hydro and Centra Gas with respect to existing and / or future facilities associated with the subdivision and a Plan of Easement, as required by The Real Property Act, has been provided. Registration of this agreement will be included as a condition of the final Certificate of Approval. Contact Manitoba Hydro at [HCSC@hydro.mb.ca](mailto:HCSC@hydro.mb.ca), 12-360 Portage Ave., Winnipeg, MB R3C 0G6.
4. Applicant/owner required to notify potential new owners that property location is within 400 metres of a former waste disposal ground and an actively operating waste transfer station;
5. Applicant/owner provides written confirmation from Manitoba Environment, Climate and Parks – Environmental Compliance and Enforcement that approval has been received to construct a building(s) within 400 meters of a Waste Disposal Ground in compliance with the Waste Management Facilities Regulation. For more information please visit [https://www.gov.mb.ca/ed/pubswaste\\_management/facilities/policy\\_construction\\_dwellings.pdf](https://www.gov.mb.ca/ed/pubswaste_management/facilities/policy_construction_dwellings.pdf) or contact your local Environment Officer at [Kris.Innes@gov.mb.ca](mailto:Kris.Innes@gov.mb.ca);
6. Applicant / owner submit written confirmation from BellMTS that an Easement Agreement(s) has been entered into with BellMTS with respect to existing and/or future facilities associated with the subdivision and a Plan of Easement, as required by The Real Property Act, has been provided. Registration of this agreement will be included as a condition of the final Certificate of Approval. Contact BellMTS, Property Acquisition Department, Attention: Mr. Garry Dyck Survey Coordinator, at (204) 858-1768, P.O. Box 8688, BW100P, Winnipeg, MB R3C 3V6;
7. Applicant / owner submit written confirmation to the RRPD from Shaw Communication Inc. that an Easement Agreement(s) has been entered into with respect to existing and / or future facilities associated with the subdivision. Registration of this agreement will be included as a condition of the final Certificate of Approval. Contact: Lyan Ruttan, ph: 250-594-1774 or Email: [WinnipegPlanning@shaw.ca](mailto:WinnipegPlanning@shaw.ca) [WinnipegPlanning@shaw.ca](mailto:WinnipegPlanning@shaw.ca);
8. Applicant / owner submit written confirmation to the RRPD from Canada Post that all delivery requirements have been met. The applicant will initiate contact with Paul Shymko from Canada Post (email: [paul.shymko@canadapost.ca](mailto:paul.shymko@canadapost.ca) or phone: 204-229-3740);
9. The owners are required to obtain a permit from Manitoba Transportation and Infrastructure for the proposed public road access within the controlled area of PR 202. For permit information, please contact Erica Paulo at 431-338-8897 or by email at [Erica.Paulo@gov.mb.ca](mailto:Erica.Paulo@gov.mb.ca). Permit information and permit application forms can also be found at <https://forms.gov.mb.ca/highway-permits-application/index.html>;
10. Applicant/owner obtain variances for undersized lots from the Red River Planning District.

Carried



## Appendix 2 Resolution Approving Subdivision S22-3014

Resolution No: 2023-545

Moved By: Robert Belonger  
 Recorded By: Glen Basarovich

Re: Subdivision Application No. S23-3014 Proposal of Landmark Planning & Design to subdivide Part of River Lot 213 and 214 Parish of St. Andrews Pias 3393;

RESOLVED that Council approve the said application subject to the following conditions:

1. Applicant / owner submits confirmation in writing from the Chief Administrative Officer of the municipality that:
  - a. Taxes on the land to be subdivided for the current year, and any arrears have been paid;
  - b. Development levies, road levies, and administration fee to be paid;
  - c. Provide a digital copy of the Plan of Subdivision to the R.M. of St. Clements;
  - d. An engineered drainage plan and road plan be prepared to the R.M. Servicing Standards;
  - e. A drainage easement plan be prepared, if required;
  - f. Developer responsible to construct Rica Road and Aden Street between Church Road South and Walle Road;
  - g. Dedicate 10% land for public reserve or cash in lieu as determined by Council;
  - h. Enter into a Development Agreement with the R.M. of St. Clements to address items including, but not limited to, if required:
    - i. An engineered drainage and road plan and easement plan, if required;
    - ii. Letter of credit for drainage work and road construction;
    - iii. Any other standards deemed necessary by the municipality;
2. Applicant / owner submits confirmation from the Drainage and Water Rights Licensing Branch of Manitoba Conservation and Climate that the applicant has satisfied all requirements from that agency, as detailed in their correspondence from November 15, 2022. These include, if required, approval of an engineered drainage plan, approval of hydraulic design calculations, and obtaining a Water Rights License. For more information, please contact [drainage@gov.mb.ca](mailto:drainage@gov.mb.ca) or call 1-800-214-6497;
3. Applicant / owner submits written confirmation to the RRPD from Manitoba Hydro and Centra Gas that an Easement Agreement(s) has been entered into with Manitoba Hydro and Centra Gas with respect to existing and / or future facilities associated with the subdivision and a Plan of Easement, as required by The Real Property Act, has been provided. Registration of this agreement will be included as a condition of the final Certificate of Approval. Contact Manitoba Hydro at [HCSC@hydro.mb.ca](mailto:HCSC@hydro.mb.ca), 12-559 Portage Ave., Winnipeg, MB R3C 0G8;
4. Applicant / owner submits written confirmation from BellMTS that an Easement Agreement(s) has been entered into with BellMTS with respect to existing and / or future facilities associated with the subdivision and a Plan of Easement, as required by The Real Property Act, has been provided. Registration of this agreement will be included as a condition of the final Certificate of Approval. Contact BellMTS, Property Acquisition Department, Attention: Mr. Garry Dyck Survey Coordinator, at (204) 958-1768, P.O. Box 8088, BW100R, Winnipeg, MB R3C 3V8;
5. Applicant / owner submits written confirmation to the RRPD from Shaw Communication Inc. that an Easement Agreement(s) has been entered into with respect to existing and / or future facilities associated with the subdivision. Registration of this agreement will be included as a condition of the final Certificate of Approval. Contact Lynn Rutlan, P/c: 250-824-1774 or Email: [WinnipegPlanning@shaw.ca](mailto:WinnipegPlanning@shaw.ca);
6. Applicant / owner provides confirmation to the RRPD from Manitoba Archeological Assessment Services Unit that a pre-impact assessment has been completed. Contact Gordon Wallace (Impact Assessment Archeologist), MB HRB, 204-599-2000 or [Gordon.Wallace@gov.mb.ca](mailto:Gordon.Wallace@gov.mb.ca);
7. Applicant / owner obtain variances for undersized lots from the Red River Planning District.

Carried