

TRI-ROADS FORWARD DEVELOPMENT PLAN

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July 2018

By-Law No. 18/01/18



Tri-Roads
forward
Planning for progress and prosperity



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1.0 INTRODUCTION

1.1 Plan Purpose

Tri-Roads Forward [the Plan] is a progressive plan, setting out coherent robust strategies advancing responsible growth and encouraging prosperity in the Tri-Roads Planning District [the District]. The objective is to build the greatest value for the citizens in their communities.

The Plan is a long-range blueprint for capturing and accommodating economic growth opportunities that will diversify and evolve the communities within the District in a proactive and accountable manner. It seeks to sustain and improve the quality of life needed for retaining existing residents and to attracting new residents.

The Plan demonstrates to current and potential inhabitants, investors and other levels of government that the District is motivated, and can swiftly mobilize, to capture desired economic opportunities that will enrich the standard of living.

The Plan provides vision, principles, goals, objectives, and policies for the Tri-Roads Planning District that will be used to guide decision making to enrich communities and advance commerce. It sets out parameters for land-use and development in the District in order to enhance the economic vitality of the region.

The Plan directs the population growth that is projected for the Planning District towards existing settlement areas that are already developed and serviced in the *Progressive Areas* of the District, with an emphasis on Main Streets (central business districts). The Plan directs the prosperity of a growing agricultural sector including livestock operations and agri-businesses towards the lands already dominated by agricultural uses in the *Conservative Areas*. The Plan anticipates the 'possibilities' of a new mineral resource extraction development and associated economic advancements towards the *Transformative Areas*.

And the Plan has a menu of proactive implementation actions that can be selected and used strategically by the citizens, non-profit groups, potential investors, the development community, public servants, municipal councils, and other levels of government to promote thoughtful, sustainable development that improves the quality of life for everyone in the Tri-Roads District.

1.2 Plan Approach

Tri-Roads Forward is designed around the concept of enhancing the quality of life for citizens through economic development. This is achieved by directing the projected population growth to the existing settlement areas and to the lands quantitatively estimated as being required to accommodate this growth, as well as encouraging new industries to establish within the Planning Area.

The Plan's focus is on making things happen at both the large and small scale, and fostering responsible growth while augmenting the well-being of citizens in each of the communities that make up the District. Although it is a big shift from the current plans, this Plan is not about regulating land uses to stop development. It focuses on implementing a strategic framework for heightening the quality of life for all residents, strengthening each of the individual communities' identities that make up the District, and setting the stage for the continued collaboration within the District to capably compete beyond its boundaries.

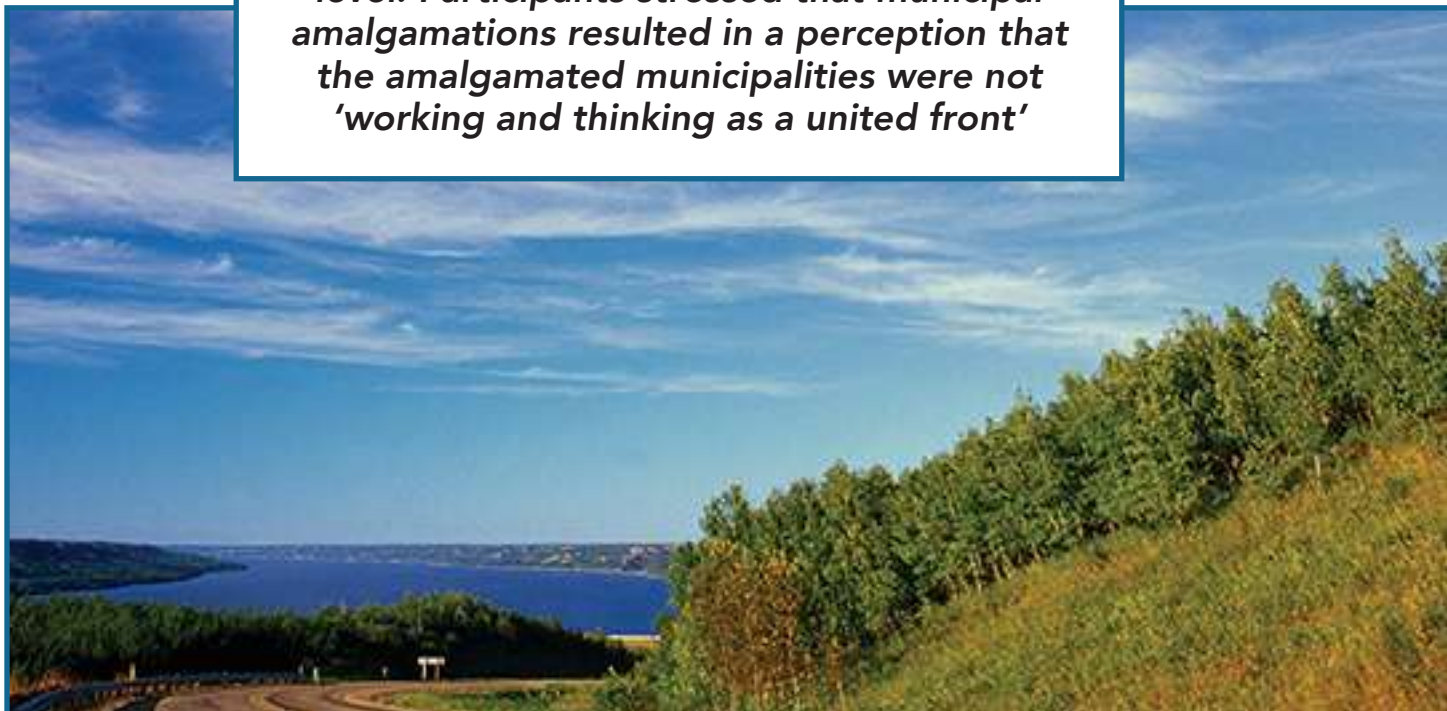
The *Tri-Roads Forward Development Plan* is a key indicator this community is ready and able to respond in a timely manner to new prospects through initiatives that nurture and encourage economic development at both ends of the spectrum, from the large-scale drivers of the Provincial economy to the small-scale amplifiers of the local economies. The emphasis of this development plan is to evolve and diversify in:

- strengthening the current big block engines of the District's economy (agricultural, agri-business, and tourism), while creating 'readiness' capacity to respond to new big block economic opportunities for the District such as services & health care, mining, information, and communication technologies, to evolve the economic base of the District;
- bolstering the boutique block amplifiers of the District's economy with an incubator framework that encourages the innovators and small businesses to continue establishing and growing;
- ensuring the neighbourhoods and communities that make up the District can offer a high quality of life, including a broad spectrum of housing choices, an appropriate inventory of amenities, community and cultural assets, transportation choices, and strong place identities to better compete with other regions in attracting and maintaining residents;
- providing a degree of certainty for landowners, neighbours, investors, etc. of what we expect to happen as the 'highest' and 'best' use of lands; and
- creating a culture of resiliency from an economic, social and environmental sustainability perspective, recognizing that the future success, both fiscally and socially, of the District depends on careful stewardship.

These factors are all important contributors to the capacity of the District to quickly respond to and incorporate opportunities that will strengthen and improve the long-term prospects of the communities within the Planning Area. Overall the approach of the Plan for diversifying and evolving its commerce is to ensure the survivability of the communities within the District with a viable economic framework because there is a capacity in:

- attracting private investment and new residents to the District by ensuring an adequate supply of the right types of lands, readily available for the different 'highest' and 'best' uses;
- offering a range and mix of lands that satisfy the needs of both the big blocks that drive the District's overall economic well-being, and the boutique blocks that amplify the District's economic vigour;
- allowing a broad spectrum of housing options and residential building typologies in the District's communities including multi-family to support seniors' ability to age in place and young families entering the housing market for the first time;
- aligning public investments in infrastructure with the appropriate levels that are the right size and the right kind to accommodate the assorted private investments in land development; and
- working, thinking, acting, and competing as one District against the other regions instead of grinding down each other within the District in a fruitless struggle of attrition.

Engagement participants identified that there was room for more collaboration on a District level. Participants stressed that municipal amalgamations resulted in a perception that the amalgamated municipalities were not 'working and thinking as a united front'



The most critical deliverable of this Development Plan is the demonstration that the District has thought through and understood its responsibilities and, as a result, has created a framework within which the multitude of inter-related components all work together to make the District vibrant now and in the future.

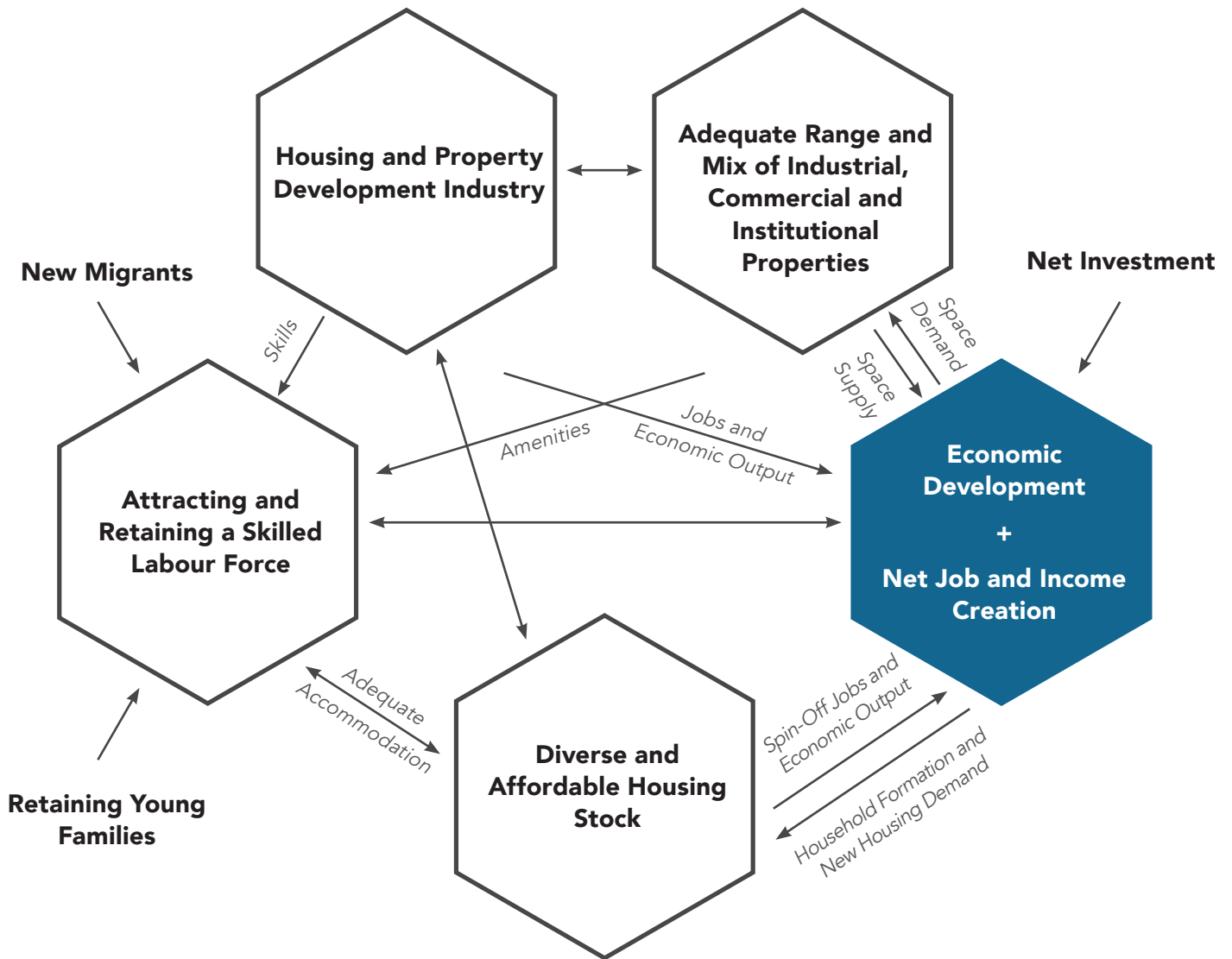


Figure 1: Economic Development 'Virtuous Cycle' (source: Altus Consulting Ltd.)

1.3 Plan Outline

PART ONE sets out the planning approach and framework for the *Tri-Roads Forward Development Plan*. Key concepts are introduced – that in order to achieve growth in the District, strategic actions must be taken in: economic pillar areas; the role of economic development in the Development Plan; and where growth will be physically directed within the District.

PART TWO sets out the vision, guiding principles, and goals the Plan is striving to achieve. These are the outcomes from the Plan engagement process. It will consider ways to advance general goals that: advance and maintain a progressive, sustainable economy; attract new residents and keep existing residents; connect the District; create a sustainable, integrated Watershed (Live, Work, Play, and Protect) and create social, economic, and environmental resiliency in the District.

PART THREE sets out the location and defines the boundaries of the Planning Area that is under the jurisdiction of the Tri-Roads Planning District where the policies of this Plan apply.

PART FOUR advances the concepts on how to accommodate the anticipated growth that can create jobs and income in the District, attract people seeking housing who expect a broad spectrum of commercial amenities along with a high quality of life. This section addresses how the different growth scenarios will be accommodated by devising the Planning Area into *Progressive Areas – places to grow now*; *Transformative Areas – places to grow in the future*; and *Conservative Areas – places with little to no growth*.

PART FIVE sets out the servicing policies related to infrastructure – roads, drinking water systems, waste water networks, solid waste management, and green and open spaces – that play a vital role for accommodating growth and sustaining environmentally sound, economically sufficient, and socially strong communities.

PART SIX tells the story of the District. It provides an overview of the context and background for the District at the point in time the Plan was written. This section sets out the foundation for the plan, providing the Growth Scenarios [using population projections], for ‘Slow Growth’, ‘Modest Growth’, and ‘Booming Growth’ that are to be accommodated in the three (3) Major Policy Areas.

PART SEVEN focuses on Plan Implementation and outlines the practical, proactive strategies for implementing the Plan, which follow under the sections of ‘Leadership, Partnership and Sponsorship’; ‘Capital Infrastructure Programme’; ‘Incentive Tools’; ‘Awareness Tools (Marketing)’; and ‘Planning and Planning Tools’. Each strategy has a number of actions that can be undertaken and outlines all the necessary planning components for implementing the Tri-Roads Forward Development Plan.





2.0 PLANNING INTENT

2.1 Vision

Tri-Roads Planning District will be a forward-thinking, mobilized, diverse, and resilient region. The District is prepared to move forward to embrace new opportunities while celebrating and supporting its agricultural and rural heritage. Through building a strong economy, the District commits to continually striving towards a higher quality of life for its citizens throughout their entire lives in complete communities that are accessible to all.

2.2 Guiding Principles

Guiding Principles were developed early in the process to guide the Development Plan. Through the community dialogue process, they have been verified and confirmed. They identify both intention and expectation that guide the vision, goals, objectives, policies and implementation of the Plan. The four principles are:

- **PLAN FOR PROGRESSIVE, SUSTAINABLE DISTRICT ECONOMY**
- **PLAN FOR A CONNECTED DISTRICT**
- **PLAN FOR PEOPLE**
- **PLAN FOR SUSTAINABILITY**

Policies in this plan are identified by the specific principle they address denoted by the respective colour scheme and graphic (shown on the following page).



PRINCIPLE 1: PLAN FOR PROGRESSIVE, SUSTAINABLE DISTRICT ECONOMY

The Plan will demonstrate Tri-Roads is mobilized, ready, and willing to accommodate growth and change. Tri-Roads Planning District and its member municipalities will use the plan to respond to new economic opportunity with sufficient land supply that is serviceable to accommodate business and residential requirements.



PRINCIPLE 2: PLAN FOR A CONNECTED DISTRICT

The Plan will be major step in demonstrating that the Tri-Roads District is a regional player that 'thinks and acts' like a region. The plan will set the stage for district collaboration on many ideas and projects. The Plan will clearly demonstrate how our region can quickly and efficiently accommodate growth and change on a regional scale. It will be used to promote individual community aspirations and identity and at the same time, show how the region can be strengthened through transportation improvements and regional servicing.



PRINCIPLE 3: PLAN FOR PEOPLE

The Plan will be used to create great, complete communities where people can spend their entire lives without leaving. Quality of life matters and the Plan will demonstrate that it matters by creating opportunities for housing regardless of your age; new commercial/retail businesses; attracting places to work. It should also be a tool to improve access to services and facilities. The Plan will be used to create active and connected communities. It will plan for important community needs such as recreation, wellness, education, and healthcare.



PRINCIPLE 4: PLAN FOR SUSTAINABILITY

The Plan will be sustainable. It will address the natural environment looking at threats to it such as flooding and erosion. It will look at social issues, environmental concerns, socio-economic development opportunities such as aging in place, fiscal responsibility, and servicing/ transportation issues.

2.3 District-wide Goals and Objectives

The Tri-Roads District commits to advancing the following Goals and Objectives. The goals and objectives are the foundation to the plan policies and implementation strategy. They were formed out of the community engagement program for the Plan. Each Goal and Objective is advanced through the framework described in this Plan.

GOAL 1: ADVANCE AND SUSTAIN A PROGRESSIVE, SUSTAINABLE DISTRICT ECONOMY

- Demonstrate 'readiness' to new agri-business, mining and tourism opportunities through proactive planning (including secondary planning), land use regulation, mapping, and tools
- Prepare for major industry opportunity, such as mining, by identifying transformative areas
- Create strategies and actions to 'think and act like a District' and work aggressively to capture growth on a District level
- Create an Information & Communications Technologies strategy to attract and maintain new digital economy investment
- Ensure an adequate jobs-creation (commercial and industrial) land supply, aligning infrastructure, regulatory tools and support to attract and quickly mobilize to accommodate new investment in the District
- Use the Districts natural and community-based assets to draw visitors into all District communities and destinations through continued urban design, wayfinding, community theming, and place making
- Set aside land in Russell, MB and create a strategy to attract investors and develop a Regional Mixed-Use Commercial/Retail/Institutional Service Hub

GOAL 2: ATTRACT NEW RESIDENTS AND KEEP EXISTING RESIDENTS

- Direct growth to urban communities that offer a broader range of services, amenities, and supports and make efficient use of existing infrastructure
- Create opportunities in each urban community to accommodate a broad spectrum housing options in District urban communities with a focus on housing to support seniors, young people and young families through policy, zoning, and incentives
- Promote an aging in place campus (lifelong residency) in Russell, MB including long-term care
- Identify and address quality of life amenities that are viewed as desirable to attract and maintain residents
- Encourage multi-use opportunities in existing amenities such as schools
- Expand efforts to attract newcomers to Canada, recognizing that there will need to be supports to help people settle
- Develop a post-secondary training facility as part of Regional Mixed-Use Service Hub
- Advocate for, and support a full range of community and support services supplied by both the public and private sectors (i.e. daycare, recreation, and wellness amenities and long-term care facility)
- Celebrate and enhance historic areas and assets on a District and community basis
- Ensure that urban communities offer a variety of parks, open spaces, and recreation areas to create complete communities

GOAL 3: CONNECT THE DISTRICT

- Provide and maintain a safe, modern, and multi-modal system to move people and goods in and around the District
- Encourage transportation options for all ages, abilities and incomes
- Capitalize on District’s unique transportation connections and strengthen logistical capabilities through comprehensive logistics plan converging pan-national north-south road, pan-provincial east-west road, rail, and air
- Advance development of proposed utility corridors to support investment and to protect existing corridors
- Improve fibre optic corridor capabilities in the District, acknowledging the digital connection of the District is as important as any physical connection

GOAL 4: CREATE A SUSTAINABLE, INTEGRATED WATERSHED (LIVE, WORK, PLAY, AND PROTECT)

- Celebrate and promote the Lake of the Prairies watershed as a District asset
- Support the development of a renewed integrated watershed plan for Lake of the Prairies watershed, taking into consideration those that live, work, and play along the watershed
- Support sustainable cottage area development based on demonstrated demand and development suitability
- Promote collaboration between Municipal and Provincial Government bodies
- Advocate for Provincial leadership to renew the existing watershed plan

GOAL 5: CREATE SOCIAL, ECONOMIC AND ENVIRONMENTAL RESILIENCY IN THE DISTRICT

- Direct development, as much as possible, to urban communities that can best service development with a full range of municipal services – piped water, piped wastewater and land drainage
- Respect the unique environment and natural features of the District through protection of designated natural areas and resources
- Acknowledge and plan for increased flooding and associated erosion
- Advance local efforts to conserve through energy reduction through efficient development and construction and, where feasible, use of alternative energy sources (i.e. solar and wind)
- Encourage community-based sustainability programs such as waste recycling
- Identify tools and actions to mitigate climate change impact

The Sustainability Lens

While not explicitly set out in each Development Plan policy, sustainable practice should be considered and applied on a case-by-case basis. Criteria for assessment should be developed and should consider:

- Impacts on GHG emissions and ways to mitigate – reduced car travel, compact form, and recycling
- Saving energy through practical application of green building technology and alternative energy sources
- Acknowledgment of climate change and working together to address this impact on a District level

A decorative graphic at the top of the page consists of a grid of hexagons. The top row has four hexagons showing a landscape with a tree and a field. The middle row has two hexagons showing a field. The bottom row has six hexagons showing a field of tall grass. The hexagons are arranged in a staggered pattern.

3.0 PLANNING AREA

The Tri-Roads Planning District is comprised of the Municipality of Russell-Binscarth and the Rural Municipality of Riding Mountain West. The District was established in 2001 and at that time included:

- Rural Municipality of Russell
- Town of Russell
- Village of Binscarth
- Rural Municipality of Shellmouth-Boulton
- Rural Municipality of Silver Creek

The District's respective municipalities are known for their proactive leadership and together ushered through major municipal amalgamations in 2015 creating two new municipalities:

- Municipality of Russell-Binscarth – an amalgamation of the R.M. of Russell, Town of Russell and Village of Binscarth
- Rural Municipality of Riding Mountain West - an amalgamation of the R.M. of Shellmouth-Boulton and the R.M. of Silver Creek

This recent amalgamation of municipal governance has set the tone for the District to think and act like a unified economic region. Mindsets regarding competition are changing in order to better acknowledge the power and role of regional economic hubs as 'competitors' at a District level. Talking with each other is generating a renewed and innovative dialogue amongst regional residents and stakeholders. There is a strong sense that more can be done for all of the District's member communities through cooperation, combining scarce resources and following a regional strategy, than can be done individually by fragmented splinters. Collaborating with neighbours has generated renewed optimism about refreshing economic opportunities and the quality of life amenities that the region currently has, and the potential to procure.

3.1 Boundaries of the Planning Area

The Tri-Roads Planning District Planning Area [the Planning Area] is bounded on the west by the Provincial Boundary with the Province of Saskatchewan and includes all the lands between Townships 19 -24, and Ranges 26-28 West Prime Meridian excluding Riding Mountain National Park, Gamblers and Waywayseecappo First Nations Reserves, and Asessippi Provincial Park.

Settlement areas within the Planning Area include: Binscarth, Angusville, Silvertown, Russell, Harrowby, Inglis, Shellmouth, and Dropmore. Seasonal cottage development areas on Silver Lake and Lake of the Prairies including: Bodnaruk Hill, Prairie Lake Lodge, Dropmore North, Dropmore South, Killman, and Silver Beach Resort.

3.2 Surrounding the Planning Area

The District is surrounded by five municipalities: Ellice-Archie and Prairie View to the south; Rosburn to the southeast, Grandview to the northeast, and Roblin to the north. Provincial Trunk Highway No. 16, Provincial Trunk Highway No. 83, and Provincial Trunk Highway No. 45 all converge within the Tri-Roads Planning District.

The Tri-Roads Planning District is within the Midwestern District of the Association of Manitoba Municipalities and Tourism Manitoba's Parkland Region. Treaty 2 covers $\frac{3}{4}$ of the Tri-Roads Planning Area, and Treaty 4 covers the northwest $\frac{1}{4}$ of the Planning Area. Park West School Division covers the southern $\frac{3}{4}$ of the District with Mountainview School Division covering the northern $\frac{1}{4}$ and west side Lake of the Prairies.

The northern portions of the Tri-Roads Planning District fall within the 'Shell River Watershed', and the southern portions fall within the 'Birdtail Assiniboine Watershed': both watersheds straddle the Manitoba-Saskatchewan border and form part of the much larger Assiniboia River Basin, which has headwaters that originate in Saskatchewan.

The Lake of the Prairies Conservation District [LPCD] is the designated Water Planning Authority covering the Tri-Roads Planning District; and is designated to cover the Shell River Watershed portion in Manitoba. The Upper Assiniboine River Conservation District [UACD] is the designated Water Planning Authority for the Birdtail-Assiniboia Watershed, south of Tri-Roads Planning District. The Birdtail-Assiniboia West Water Planning Authority (BAWWPA) of the LPCD and UACD share the 'Birdtail Assiniboine Watershed' within the Tri-Roads Planning District.

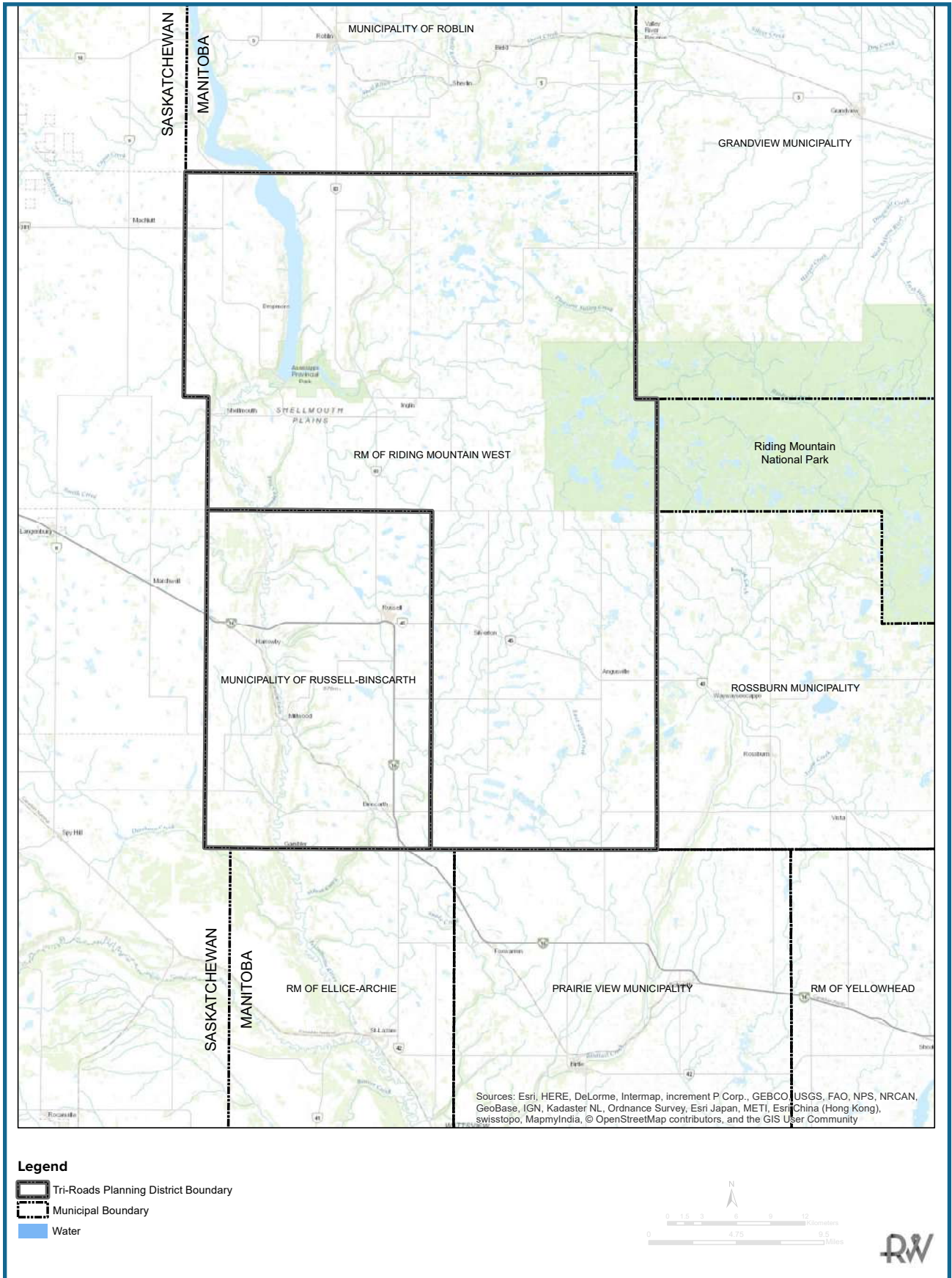


Figure 2: Planning Area Map





4.0 PLANNING POLICIES

4.1 Progressive Areas

Progressive Areas are the targets for additional growth and land development. These are the areas where all the action is likely to take place because there exists an underlying sturdy foundation of communities and infrastructure that is best suited for raising the Planning Area upwards with new commercial, residential and employment land-uses.

Intent

Progressive Areas are associated with the 'built' parts of the Planning Area such as the urban centres (past and present), the employment hubs, and the concentration of commercial/industrial land-uses where growth can best be accommodated via *intensification*: **infill housing, mixing compatible land-uses, expanding or converting existing buildings, reusing brownfield sites, developing under-utilized properties, and new residential/commercial/industrial developments on lands already serviced or easily serviced within the capacity of the existing public service systems.** This will optimize public investments in infrastructure such as drinking water systems and promote the efficient use of land by directing development away from agricultural operations and towards a concentration of similar uses.

New commercial, especially the smaller boutique blocks amplifying the economy, is best suited on traditional main streets and downtown central business districts in urban centres. Commercial requiring large plots of land are better suited along transportation corridors as logical extensions of existing land developments.

Employment land-uses of a smaller scale is best matched with serviced or easily serviced lands on the periphery of settlement areas; and in mixed uses with commercial along transportation corridors that enable the movement of goods. Employment lands requiring large sites, or hazardous operations, need to be located away from residential uses and better suited in 'rural' locations of the *Conservative Area*.

Seasonal rural residential cottage uses, and human made tourist drawing attractions such as the Asessippi Ski Area and Resort are outside of urban centres and best suited in tourist designated areas.

Objectives

Growth Scenario 2 - Modest Growth (refer to Section 6.2 for Growth Scenario details) is directed toward the intensification of existing urban centres to concentrate development around existing infrastructure, and to limit low density scattered development that may negatively impact agricultural lands and agricultural producers. Growth of settlement areas, such as cottage areas, is also anticipated with increasing demands for watershed activities that can strengthen the tourism industry.



General Policies

- (a) Progressive Policy Areas are identified on Map 3 attached to this Development Plan.
- (b) The identification of Progressive Areas shall not compel the planning authority to undertake rezonings, variances, and conditional uses to intensify current land-use rights. These areas only identify lands that may develop and intensify with additional developments beyond the existing land-use zoning.
- (c) Growth and development should occur in a planned and contiguous manner that emphasizes compact form and optimizing municipal public services.
- (d) Progressive Areas should provide for a variety of **housing** types, residential building forms densities and affordability levels to accommodate a range of income levels, the ability to age in place and align to market demands.
- (e) Progressive Areas should encourage a mixture of land-uses and an appropriate inventory of **employment** uses (commercial, retail, and industrial), amenities, community and cultural assets, transportation choices, and strong place identities to better compete with other regions in attracting and maintaining residents.
- (f) Intensification of, and reinvestment in, the existing built areas should be considered and encouraged before expansion onto under developed lands in the Transformative Areas.
- (g) Land designated 'Progressive Areas' may be subdivided into smaller parcels less than 80 acres.
- (h) New, additional or expansion of Progressive Areas on the maps and figures shall require an amendment to the Development Plan.
- (i) High quality open spaces should be considered a priority when planning for development in Progressive Areas, guided by Section 5.2.5.



4.1.1 Urban Policy Areas

Urban Policy Areas are shown in Map 4, specifically within Dropmore, Shellmouth, Inglis, Harrowby, Russell, Silverton, Angusville, and Binscarth. It is important to note that each area is unique and should embrace a character that reflects the respective community.

Strong urban centres are important to Manitoba's long-term prosperity, social and environmental well-being, and economic competitiveness. They provide employment, a diversity of housing types, and affordable recreation and social services in an environment, which can be universally accessible and facilitate aging in place.

Concentrating development in urban centres also optimizes existing infrastructure and positions communities to generate the economic activities necessary to sustain themselves into the future. Because of the significant investment already put into existing urban centres and because of their social and historical significance, it is important that urban centres are strengthened, optimized and planned so as to be sustainable.



Intent

Progressive Areas are identified as the primary locations for accepting new development associated with *Growth Scenario 2 - Modest Growth*. Focusing future growth and intensification towards existing urban centres will maximize the public investments already made in public services to accommodate future development. There is also a real opportunity to revitalize older places with a past history as a village or town settlement area but have significantly declined in population. These physical locations have a framework of transportation connections and small lots that can accept an influx of new residents. *Growth Scenario 3 - Boom* should also be directed towards *Progressive Areas* and future lands that are contiguous to *Progressive Areas* as identified in *Transformative Areas* as the possible expansion locations.

Objectives

- To direct a large proportion of the projected growth in Scenario 2 and Scenario 3 towards the existing built areas of the Urban Policy Areas especially the main streets, downtown, or central business districts of existing and historical urban centres.
- To ensure the development of non-resource-related uses is efficient and orderly and occurs in the most strategic locations to maximize investments, without negatively impacting on resource-related uses.
- To encourage compact and clustered settlement patterns and foster a culture of sustainable growth management and financial accountability and maximize investments in infrastructure.
- To promote healthy, vibrant, and well-balanced communities.



General Policies

- (a) Urban Policy Areas apply to current urban centres, including: Russell, Binscarth, Inglis, Angusville, Shellmouth, Harrowby, Dropmore, and Silverton, identified on Maps 4, 5, 6, 7, and 8 attached to this Development Plan.
- (b) Urban Policy Areas shall not apply to cottage and rural residential areas.
- (c) Urban Policy Areas may also apply to a concentration of employment uses located along transportation (roads, rails, airport).
- (d) Urban Policy Areas may have residential, commercial, employment (industrial) land-uses, and public services including recreational, cultural, and institutional uses such as educational and medical.
- (e) Urban Policy Areas will include an adequate inventory of serviced lands, or lands easily serviced, to accommodate the projected population growth for the Planning District.
- (f) The location and intensity of use shall be guided by the Planning Authority through the Zoning By-law and/or Secondary Plans.
- (g) Growth and new residential developments should first be directed towards lands with piped wastewater and/or water services.
- (h) The reuse of brownfield sites means abandoned, vacant, derelict or under-utilized commercial or industrial sites that may be contaminated is encouraged in Urban Policy Areas provided that potential contamination has been assessed and remediated as directed by *The Manitoba Contaminated Sites Remediation Act*.
- (i) Urban Policy Areas are considered 'designated areas' for minimum separation distances for siting livestock operations.

Residential

- (j) Urban Policy Areas will include an adequate inventory of residential lands to accommodate a range of dwelling types, forms, and ownership tenor ship to meet local needs and provide housing opportunities and personal services, while minimizing the need for travel beyond the community.
- (k) Infill in areas designated Urban Policy Areas shall be encouraged before expanding or re-designating more lands for expanding Urban Policy Areas.
- (l) Provision should be made for a variety of housing types, including single-detached dwellings, duplexes, triplexes, fourplexes, and multi-family dwellings.



- (m) The Local Planning Authority may cause to prepare and endorse development design guidelines for Urban Policy Areas that address building designs and site planning for different land-uses or different geographical areas.
- (n) Accessory Dwelling Units may be accommodated within the Urban Policy Areas, subject to compliance with the standards set forth in the Zoning By-law, provided they are compatible with the adjacent residential uses, and the residential character of the property is maintained.
- (o) Home Enterprises may be accommodated within the Urban Policy Areas, subject to compliance with the standards set forth in the Zoning By-law, provided they are compatible with the adjacent residential uses, and the residential character of the property is maintained.
- (p) Proposed residential uses of more than 3 units is considered 'significant developments', and as such should require concept plans and must be serviced with municipal public services of drinking water and waste water, and have high quality landscaping and aesthetically pleasing site design.

Commercial

- (q) Urban Policy Areas will include an adequate inventory of commercial lands to accommodate a range of commercial services to meet local and regional needs and provide convenient local retail opportunities and personal services, while minimizing the need for travel beyond the community.
- (r) Regional scale public service facilities attended by the public should be located and directed within designated Urban Policy Areas that are along the appropriately sized transportation corridor.
- (s) Large format commercial uses will be directed to the appropriately zoned areas along transportation corridors.
- (t) Proposed large format commercial/retail uses are considered 'significant developments', and as such should require concept plans and must be serviced with municipal public services of drinking water and waste water, and have high quality landscaping and aesthetically pleasing site design.
- (u) Large format commercial will be encouraged to co-locate with light/medium industrial (i.e. flex tech space, small scale manufacturing), institutional uses and in some cases, residential uses.

Industrial

- (v) Ensure industrial and commercial development has minimal impacts on incompatible land uses in the Zoning By-law.
- (w) Where possible, encourage the mixing of industrial uses that are compatible with commercial uses.
- (x) Ensure there is an adequate inventory of industrial sites of various lot sizes and districts to meet the needs of business and industry in urban centres.
- (y) Small scale industrial should be encouraged to locate in Urban Policy Areas with the municipal public services of drinking water systems and waste water infrastructure.



4.1.1.1 Main Streets

Intent

Each urban centre in Tri-Roads District has its own distinct Main Street with its own design character but similar functions: they are all the traditional business development spines of the communities that mix uses in a walkable built environment. The intent of the 'Main Street' policy is to build on the existing 'bones' of the traditional business districts in each community and direct new residential, the personal services, and the smaller, boutique businesses to establish in the historical centres of the community.

Objectives

- Use Main Streets as a tool for community economic development by encouraging specific types of development, people-centric amenities and gathering spaces that promote positive and lively human interaction.
- Encourage commercial/residential/recreational/cultural uses to re-energize Main Streets that will attract entrepreneurs and residents.



Policies

- (a) Downtown Main Streets and central business districts of urban centres are identified on Map 5, 6, and 7 attached to this Development Plan.
- (b) The boundaries of downtown Main Streets and central business districts shown on the maps and figures contained herein are intended to be approximate only and should be considered as such.
- (c) Public facilities, public offices, institutional facilities, and large scale indoor recreational facilities that serve the whole community should be located on downtown Main Streets or the central business districts of urban centres.
- (d) Promoting the rehabilitation and re-use of existing buildings on the downtown Main Streets or the central business district, and encouraging the multiple use of buildings and mixing different housing options with other compatible uses.
- (e) Commercial retail developments and personal services requiring smaller land sizes will be encouraged to locate along the traditional Main Streets and central business districts of urban areas.
- (f) Encourage Main Streets as social and cultural gathering areas. Amenities should include public art, public spaces (i.e. open air stages), benches, chairs and tables, or other community identity building features, to create lively and meaningful interactions to support Main Streets as unique destinations for both residents and visitors.
- (g) In Russell, concentrate the development of major healthcare and seniors' facilities services in proximity to the traditional Main Street.
- (h) Encourage a horizontal mixing of uses along Main Streets including retail/commercial on the ground floor, and residential and office on upper floors.
- (i) Encourage mid density (i.e. 3-4 stories) along Main Streets.
- (j) Support the revitalization of older neighborhoods contiguous to the downtown Main Streets or central business district with the encouragement of infill housing.



4.1.2 Tourism Policy Areas

Tourism in Manitoba is a \$1.47 billion industry, representing 2.5% of the province's GDP, and some 10.5 million visitors to Manitoba. (2015 figures).

Tourism transactions in the Parkland region are linked to the people in the industry who interact with visitors. These interactions result in the creation of 424 direct tourism jobs, including entry-level jobs for those entering the workforce, management level, and self-employment opportunities across many sectors, including hospitality, arts and culture, and parks and recreation (2016).

Visitation in the Parkland region accounts for 4% of Manitoba's visitors, or 467,000 visitors who travel to and through the region (Note: including Riding Mountain National Park). They spend over \$53 million, or 4% of all tourism spending in Manitoba (2016).

Tourism economic sector in Manitoba is growing and the District (a major part of the Parklands area) is positioned to increase its tourism sector. The area's abundance of rich natural assets has resulted in tourism emerging as a solid economic sector in the District. The District's location in proximity or including Lake of the Prairies, Assessippi Provincial Park, and Riding Mountain National Park along with well advanced tourism offerings such as Assessippi skiing and cottage area development has resulted in a very successful economic sector.

Intent

Advancing tourism and tourist related developments.

Objectives

- Increasing outdoor recreation, retail and accommodation opportunities.
- Support the continued development of existing cottage areas; and set out mechanisms to encourage development of a mix of uses and to introduce efforts to create opportunities for the cottage areas to evolve into more complete communities with support services and a diversity of building forms and tenure.



Policies

- (a) Tourism Policy Areas are identified in Maps 4 and 8 attached to this Development Plan.
- (b) Tourism Policy Areas should be directed to locations where agriculture is not dominant; and away from prime agricultural land and existing agricultural operations whenever possible.
- (c) Tourism Policy Areas should be located in a manner that ensures adequate separation from urban centres so as to not impede the centre's orderly expansion into 'Transformative Areas > Future Growth Areas'.
- (d) The following uses should be encouraged in the Tourism Policy Area:
 - a. Outdoor and Indoor Sport and Recreation;
 - b. Outdoor and Indoor Amusement Enterprises;
 - c. Cultural Centres / Galleries / Museums;
 - d. Cottages;
 - e. Guest Cabins;
 - f. Motels / Hotels / Hostels;
 - g. Tourist Campsites / Camping grounds;
 - h. Commercial Resorts;
 - i. Lodges;
 - j. Eating and Drinking Establishments;
 - k. Retail Sales;
 - l. Gas Bar; and
 - m. Commercial Marina.
- (e) The exact location of land-uses within the Tourism Policy Area shall be determined through the Zoning By-law, and/or Secondary Plans.
- (f) Infill in areas designated Tourism Policy Areas shall be encouraged before expanding or re-designating more lands as Tourism Policy Areas to enable more cottage developments.
- (g) New areas considered for designation as Tourism Policy Areas shall be directed towards lands contiguous of existing Tourism Policy Areas.
- (h) Internal road systems should be integrated with the existing municipal road system so that where practical there shall be two (2) points of access at all times.





- (i) Wastewater management shall be in accordance with Provincial regulations. The use of septic fields along Lake of the Prairies is strongly discouraged.
- (j) It is the responsibility of the proponent to demonstrate that the land proposed for development is suited for the purpose for which the development is intended. The following criteria may be used in evaluating the suitability of specific sites for new Tourism Policy Areas being considered for additional cottage uses; or intensification of lands with new cottage uses within the Tourism Policy Areas:
 - a. Geo-technical or geophysical suitability of the site for development;
 - b. Intensity and/or density of the use;
 - c. Accessibility to the shoreland and the abutting water body;
 - d. Impact on the natural environment;
 - e. Provisions of open spaces or natural areas;
 - f. Provision of shorelands;
 - g. Geo-technical, engineering or environmental assessment to determine flood, erosion and bank instability hazards;
 - h. Conservation of natural environment;
 - i. Provision and capacity of essential infrastructure relating to wastewater, potable water supply, drainage, access and supporting utilities;
 - j. Provision of pathways and trails as part of the local and regional active transportation network;
 - k. Presence of archaeological and/or historical sites;
 - l. Market demand needs; and
 - m. Compatibility with adjacent land-uses.
- (k) Tourism Policy Areas are considered 'designated areas' for minimum separation distances for siting livestock operations.

4.1.2.1 Cottage Uses

Intent

The intention is to provide well planned cottage developments in suitable locations that do not detract from the natural and rural character of the area.

Objectives

- To ensure that cottage developments are well planned and do not lead to a pattern of development that creates unreasonable costs for the municipality; are situated on lands not prone to flooding, erosion or bank instability; does not compromise the environmental character of the designated area; and meets a need for increasing land-use demands and development pressures for this type of development.
- To anticipate the growing trend of cottage developments constructed as or converting to year-round, permanent residences, and ensure that year-round, permanent residences are treated as such.



Policies

- (a) Cottage developments shall only be encouraged in areas designated as Tourism Policy Areas as outlined on Maps 4 and 8 attached to this Development Plan.
- (b) Infill in areas designated cottages will be encouraged before expanding or re-designating more lands for development in the Tourism Policy Area. As described in Section 4.1.2 (j), proponents must demonstrate suitability and need. The Local Planning Authority may require the preparation and submission of technical studies.
- (c) Home Enterprises may be accommodated within cottages, subject to compliance with the standards set forth in the Zoning By-law, provided they are compatible with the adjacent cottage uses, and the residential character of the property is maintained.
- (d) Cottage developments shall protect natural features such as creeks, tributaries, riparian areas, and retain exiting tree cover wherever possible.
- (e) Cottages lot sizes will vary as determined by the intended character of the use. Parcel sizes and resultant development densities may vary depending upon:
 - a. pre-existing development densities established in the general areas;
 - b. site planning considerations;
 - c. geophysical and environmental characteristic of the area; and
 - d. servicing opportunities and constraints of the subject lands.
- (f) Cottage developments forms may include back lot development and cluster developments.
- (g) All cottages shall have or make suitable arrangements for an adequate water supply.
- (h) The local planning authority may require the preparation and submission of development designs for new cottage areas as part of any new development that addresses building designs and site planning.



4.1.2.2 Dynamic Recreational Uses

Intent

Dynamic Recreational Uses are an intense concentration of indoor and/or outdoor sport and/or recreational activities with passionate participants playing in organized and unorganized athletic activities in well planned venues. These locations should be situated so as not to detract from the natural and/or rural character of their surroundings.

Objectives

- To integrate intense concentration of active sport and recreational uses into areas of attractive natural environments, and enhance the opportunities to diversify and grow these economic contributors to the local commerce while considering the environmental surroundings.



Policies

- (a) Dynamic Recreational Uses developments shall only be encouraged in areas designated as Tourism Policy Areas on Maps 4 and 8 attached to this Development Plan.
- (b) Dynamic Recreational Uses means an enterprise whose main purpose is to provide the general public with recreation, with or without charge; and which may consist of one or more buildings, indoor and/or outdoor recreational facilities, accessory services and accommodations including cottage uses that are used on an intermittent and seasonal basis.
- (c) The local planning authority may require the preparation and submission of technical studies (refer to 4.1.2 (j)) and development designs for specific sites for new Tourism Policy Areas being considered Dynamic Recreational Uses and intensification of existing lands using new Dynamic Recreational Uses within the Tourism Policy Areas.





4.1.3 Rural Residential Policy Areas

Rural living is an attractive alternative for people who choose to live near urban centres but not necessary within urban centres. Well planned rural residential land-uses provide an additional choice for housing though their development can potential cause short-term issues for municipal servicing and long-term conflicts with both agricultural operations and expanding urban centres. The focus in this Planning Area is to direct growth towards the existing urban centres and allowing limited expansion of current rural residential areas.

Intent

The intention is to allow for limited intensification of existing rural residential developments at locations where it currently exists within the Planning Area, and to provide housing choices in well planned areas as an alternative to living in urban centres.

Objectives

- Providing an adequate supply of rural residential lands, preferable serviced, while ensuring the agricultural character of the Planning Area is protected and agricultural operations are not infringed upon and the development will not evolve into a new urban centre.



Policies

- (a) Rural Residential Policy Areas are identified on Maps 4 and 5 attached to this Development Plan.
- (b) Rural Residential Policy Areas are a concentration in a radius proximity of less than 0.8 km or 2,640 feet of three (3) or more non-farm, single family dwellings with lot sizes of 5 acres or less located outside an urban centre.
- (c) Rural residential developments with single-family dwellings shall be directed towards areas designated as Rural Residential Policy Areas.
- (d) Rural residential should be directed to areas where, due to a combination of a diversity of landscape features, the predominance of lower class land, a high degree of land fragmentation and the existence of a mixture of land uses, agriculture is not dominant; and away from prime agricultural land, viable lower class land and existing agricultural operations whenever possible.
- (e) Infill in areas designated Rural Residential Policy Areas shall be encouraged before expanding or re-designating more lands for more rural residential development.
- (f) New ares considered for designation as Rural Residential Policy Area should meet the following criteria:
 - a. Should not be wasteful to agricultural land.
 - b. Should have legal access to an all weather municipal road. Direct access to a provincial highway is discouraged.
 - c. The location and siting of development associates with a rural residential subdivision when located abutting a provincial highway, shall be restricted to the same side of a provincial highway where existing development has already occurred. Whenever possible, Frontage Roads or access roads will be utilized to limit direct access to the Provincial Highway System



- d. The proposed development is capable of accommodating on site wastewater management system and have an adequate supply of potable water.
- e. Preference should be given to developments that may be serviced, in time, with an extension of existing municipal or district drinking water system and/or wastewater system.
- f. Municipal services such as drainage, school bussing, fire protection shall be available to the subdivision site or can be provided without undue cost to the municipality
- g. Preference should be given to sites contiguous of existing rural residential policy areas.



- (g) It is the responsibility of the proponent to demonstrate that the development of land in Rural Residential is suited for the purpose for which the development is intended. The following criteria should be used in evaluating the suitability of specific sites for new Rural Residential Policy Areas, and intensification of existing lands within Rural Residential Policy Area that will yield three (3) or more lots:
 - a. Geo-technical or geophysical suitability of the site for development;
 - b. Intensity and/or density of the use;
 - c. Impact on the natural environment;
 - d. Impact on agricultural operations;
 - e. Provisions of open spaces or natural areas;
 - f. Conservation of natural environment;
 - g. Provision and capacity of essential infrastructure relating to wastewater, potable water supply, drainage, access and supporting utilities;
 - h. Cost of municipal public services;
 - i. Transportation impacts;
 - j. Provision of pathways and trails as part of the local and regional active transportation network;
 - k. Presence of archaeological and/or historical sites;
 - l. Market demand needs;
 - m. Concept Plan;
 - n. Phasing; and
 - o. Compatibility with adjacent land-uses.
- (h) The Local Planning Authority may require the preparation and submission of concept plans and/or development designs for new rural residential areas as part of any new development that address building designs and site planning.
- (i) Rural residential development shall provide a parcel size larger than found in urban areas that will preserve the rural character.
- (o) The Local Planning Authority may require the preparation and submission of designs for the development of park and open space areas as part of any new development as set out in Section 5.2.5 of this Development Plan.



- (p) Home Enterprises may be accommodated within the Rural Residential Policy Areas, subject to compliance with the standards set forth in the Zoning By-law, provided they are compatible with the adjacent rural residential uses, and the residential character of the property is maintained.
- (q) Accessory Dwelling Units may be accommodated within the Rural Residential Policy Areas, subject to compliance with the standards set forth in the Zoning By-law, provided they are compatible with the adjacent rural residential uses, and the residential character of the property is maintained.
- (r) Rural Residential are considered 'designated areas' for minimum separation distances for siting livestock operations.



4.2 Transformative Areas

Transformative Areas accommodate big bold changes to the Planning Area. The big block economic drivers of the economy are situated outside of settlement areas and are aligned with the potential locations of where the 'possibilities' can greatly change the fortunes of the District. Corresponding, there will be need to for additional residential, employment and commercial land supplies in association with an influx of employees settling into the District.

Intent

Transformative Areas are identified to accommodate the *Growth Scenario 3 - Boom* though the exact amount of lands are general estimates until such time as more specific employment numbers and operations associated with an explicit development become clear. The intention is to provide a general idea of where the transformative growth may occur. Their underlying 'Conservative Area' designations will remain in effect until re-designated in Development Plan Amendments or revisions but with the additional policies tailored specifically to enable the transformation. This will deter a fragmentation of the transformative lands with scattered developments, and continue to direct new developments towards the concentrations of existing developed and serviced lands in the Progressive Areas.

Objectives

- A starting point for a future orientated blueprint for growth is to indicate where the *Growth Scenario 3 - Boom* is best suited for occurring, setting the framework for the protection of these lands from conflicting land uses with the intensification of non-compatible uses.



General Policies

- (a) Transformative Areas are identified on Map 3 attached to this Development Plan.
- (b) Local Planning Authorities shall only allow the re-designation of some or all of the lands in a Transformative Area to Progressive Area when there is a demonstrated need for additional lands to satisfy an immediate demand, and where any associated needs for municipal public services can be provided in an environmentally-sound, economically, and timely manner.
- (c) The timing of when these lands will be re-designated in the Development Plan to allow new developments shall be dependent on the economic conditions within the District and Manitoba, and market conditions with regards to the supply of, and demand for, the land-uses; as well as the completion of infrastructure improvements to support and enable specific land-use developments.
- (d) Transformative Areas underlying Development Plan policy areas as 'Conservative' shall remain in effect until re-designation to new Progressive Policy Area.
- (e) Any underlying Progressive Policy Areas shall remain in force and effect, and are exempt from the Policies of Transformative Areas, thus allowing intensifications as per the policies of the Progressive Policy Area.
- (f) Current land-uses shall continue as they may exist today, and for as long as the land owner wishes, until such time as the Zoning By-law regulations are changed to affect the land-use rights.
- (g) Intensification of current land-uses via a rezoning, a subdivision, a variance or a conditional use shall not be permitted except where noted otherwise in the sub-policy areas.
- (h) The identification of future growth areas with identified land-uses shall not compel the planning authority to undertake to: re-designate the lands to allow only that identified land-use to develop; or re-designate all the lands identified within the Transformative Area.
- (i) The boundaries of Transformative Areas shown on the maps and figures contained herein are intended to be approximate only and should be considered as such.
- (j) New, additional or expansion of Transformative Areas on the maps and figures shall not require an amendment to the Development Plan

4.2.1 Mineral Resources Policy Areas

The mining and petroleum industries in Manitoba make up the second-largest primary resource industry of Manitoba's economy. The 2016 value of mining and petroleum production totaled \$2.1 billion. (Province of Manitoba).

In 2015, capital expenditures on mining and petroleum development totaled an estimated \$877 million, and the industries accounted for approximately 3.5% of the province's economy and 6.3% of total exports. Manitoba's mining and petroleum industries directly employed approximately 5,200 people in 2016. (Province of Manitoba)

In 2014, the Potash Corporation of Manitoba issued Letters of Interest to targeted companies to gauge interest in developing its rights to the "Russell – McAuley Potash Deposit". The Deposit is approximately 69,249 hectares of high quality, mineable potash.



Intent

Mineral resource deposits in the Planning Area and the extraction of the minerals has the potential to 'boom' the local economy with an influx of investment and employees. Access to lands containing mineral potential is essential to ensuring the ability to explore and extract minerals.

Objectives

- The Tri-Roads Planning District will encourage, promote and facilitate the exploration, development and production of minerals and mineral products consistent with the principles of sustainable development within the Planning Area; and will endeavor to identify and protect mineral access from conflicting surface land uses that could interfere with access to the below surface resources.



Policies

- (a) Mineral resources in the 'Russell – McAuley Potash Deposit' shall be identified on a map and classified as 'high' - the dominant land-use.
- (b) Mineral resources that are identified in location and classified as 'high' shall be protected from conflicting surface land uses and the intensification of non-resource related land-uses and livestock operations that could interfere with access to the mineral resources.
- (c) Existing surface land uses may continue when not interfering with exploration and extraction but shall not be intensified any further.
- (d) Only resource related land-uses, excluding livestock operations, that are compatible with exploration, extraction and development of the mineral resources should be accommodated on lands identified for Mineral Resources.



- (f) Advanced exploration projects may be encouraged.
- (g) Existing mineral access rights associated with a valid mining claim or lease as well as other existing land and development rights shall be honoured.
- (h) Land designated 'Transformative Areas > Mineral Resource Policy Area' may be subdivided into smaller parcels less than 80 acres but shall only be permitted in the following circumstances:
 - a. hazardous uses sited in accordance with a Hazardous Use Policy Area;
 - b. advanced exploration projects as defined in the Mines and Minerals Act; and
 - c. transportation infrastructure improvements related to roads or railways.



- (i) Land designated 'Transformative Areas > Mineral Resource Policy Area' may be subdivided through a consolidation that reduces the number of land titles but may still yield a parcel smaller than 80 acres.
- (j) Local Planning Authorities and Municipal Councils shall collaborate with other levels of government and strategic partners to undertake a comprehensive regional infrastructure strategy in anticipation of mining to address regional transportation (pan-National north south road, pan-Provincial east-west road, local access roads, rail and air), water, waste water and land drainage infrastructure requirements.
- (k) Local Planning Authorities and Municipal Councils shall collaborate with other levels of government and strategic partners to address environmental concerns and commitments to sustainable mine development strategy in leading up to mining activities.
- (l) Local Planning Authorities shall set out in a timely manner a coherent growth plan to accommodate accelerated growth (Scenario 3 - Boom) associated with a mine to ensure lands are ready for residential, commercial and employment land-uses in order to capture the influx of workers, and associated businesses and services connected to mining and mining activities.

4.2.2 Future Growth Areas

Growth Scenario 3 - Boom is an opportunity to capture the influx of workers, spouses and their families to the existing communities within the Planning Area instead of allowing these potential citizens to live, commute and spend their incomes outside the Planning Area. New supplies of lands for residential, commercial and employment land-uses in addition to the current Progressive Areas will likely be needed for development in a timely manner should a major job producing anchor start up in the District.

Intent

Identifying possible lands for development with commercial, residential and industrial uses to capture the influx of investments and employees associated with the extraction of minerals.

Objectives

- Future Growth Areas will serve as the residential, employment, and commercial land supplies associated with *Scenario 3 - Boom*. Future Growth Areas will also be the long-range land supplies needed under *Scenario 2 - Modest Growth* and are the areas towards where Progressive Areas will 'grow' when needed and when servicing capacity allows for bringing these lands on-line. Future Growth Areas will remain relatively 'as is' until growth demands otherwise.



Policies

- (a) Future Growth Areas to accommodate residential, employment, and commercial land-uses are identified on Maps 4, 5, 6, and 7 attached to this Development Plan.
- (b) Future Growth Areas shall be protected from conflicting land uses other than residential, employment, and commercial, and shall not allow the intensification of non-compatible land-uses such as Hazardous Uses and Livestock Operations that could interfere with the possible future development of the lands as residential, employment, and commercial.
- (c) Future Growth Areas shall be located adjacent to compatible and existing developments with the proposed new growth areas being contiguous to existing urban areas and development abutting transportation corridors.
- (d) The location and intensity of land uses will be guided by the Planning Authority through the Zoning By-law and/or Secondary Plans.
- (e) Future Growth Areas shall be located adjacent to existing road networks to minimize new road construction, and should be located with existing underground piped services for water to optimize public investments in infrastructure.
- (f) Current land-uses shall continue as they may exist today, and for as long as the land owner wishes, until such time as the Zoning By-law regulations are changed to affect the land-use rights.
- (g) The issuance of a building or development permit for permitted land-uses on right-fully zoned lands that existed prior to the adoption of this Plan shall be allowed, until such time as the Zoning By-law regulations are changed to affect the land-use rights.
- (h) Intensification of lands designated 'Transformative Areas > Future Growth Area' shall only be to facilitate subdivisions that reduces the number of land titles [consolidation] but may still yield a parcel smaller than 80 acres.
- (i) Future Growth Areas must be planned for, including provision of all technical studies deemed appropriate by the Planning Authority and Concept Plans.

4.2.3 Watershed Growth Areas

Lake of the Prairies provides a tremendous opportunity to grow the tourist industry in the Parkland region with positive economic impacts for the communities within the Planning Area. Outstanding issues related to flooding and land drainage related to the operation of the Shellmouth Dam still remain in the community.

Intent

Collaborating within the Planning Area and with other levels of government, citizens, and stakeholders to bring about establishing a vision and goals for the Lake of the Prairies area. It is emphasized that other levels of government become a regular player and show leadership and stewardship of this important multi-use area.

Objectives

- The Tri-Roads Planning District will encourage, promote and facilitate opportunities for economic development around the Lake of Prairies.



Policies

- (a) The underlying Policy Areas designations of Conservative or Progressive Policy Areas shall remain in force and effect, allowing intensifications as per each Policy Area until re-designated in Development Plan Amendments or revisions.
- (b) Local Planning Authorities and Municipal Councils shall collaborate with other levels of government and strategic partners to address water management and shoreland erosion concerns, and the commitments to a sustainable development strategy in leading up to growing the tourism industry with outdoor recreational, cottage, and wildlife habitats in and around Lake of the Prairies.
- (c) A renewed Integrated Watershed Management Plan will guide multi-use development, including agricultural protection, tourism, and cottage development while protecting the natural Vision established in the *1965 Lake of the Prairies Integrated Watershed Management Plan*.



4.3 Conservative Areas

Conservative Areas are associated with little to no population growth being able to be accommodated due to characteristics of the lands hindering land development such as flooding; historical significance; presence of critical and significant wildlife habitats; Provincial natural lands; and protected areas. These lands are mainly used for agricultural and are being protected from the conversion to non-farm uses and taken out of production. Conservative Areas may also include the buffer zones established around transportation facilities and public service works.

Intent

Conservative Areas are associated with 'rural' parts of the Planning Area but are not static as it is anticipated there may be opportunities to capture a limited amount of growth associated with land-uses best accommodated outside of settlement areas such as the livestock operations and the agri-commercial / agri-business sectors of the economy.

Objectives

- To preserve the natural and rural character of rural Manitoba and reduce the amount of land consumed, fragmented and made unproductive for resource-related uses.
- To direct the expansion of urban centres away from prime agricultural land, agricultural operations and other valuable resources or resource-related uses so that land is not prematurely taken out of production or its use prematurely inhibited.
- To protect existing Provincial natural lands, critical and significant wildlife habitats, and heritage resources.
- To protect public investments in transportation by ensuring land use planning and decisions preserve the efficiency and safety of the transportation system.
- To protect development of lands subject to flooding.
- To protect agricultural lands for present and future food production and agricultural diversification opportunities.





General Policies

- (a) Conservative Areas are identified on Map 3 attached to this Development Plan.
- (b) Local Planning Authorities shall only allow the redesignation of Conservative Areas to Progressive Areas when there is a demonstrated need for additional lands to satisfy an immediate demand, and where any associated needs for municipal infrastructure can be provided in an environmentally-sound, economically, and timely manner.
- (c) The timing of when these lands will be redesignated in the Development Plan to allow new developments shall be dependent on the economic conditions within the District and Manitoba, and market conditions with regards to the supply of, and demand for, accommodating growing land-uses; as well as the completion of infrastructure improvements to support and enable specific land-use developments.
- (d) Current land-uses shall continue as they may exist today, and for as long as the land owner wishes, until such time as the Zoning By-law regulations are changed to affect the land-use rights.
- (e) The issuance of a building or development permit for permitted land-uses on right-fully zoned lands that existed prior to the adoption of this Plan shall be allowed, until such time as the Zoning By-law regulations are changed to affect the land-use rights.
- (f) Development may be prohibited in areas that have received designation or protection under the *Manitoba Endangered Species and Ecosystem Protection Act (2015)*; or the *Species at Risk Act (2002)*. If development is permitted it shall be in accordance with the terms and conditions established by the applicable Provincial authority.
- (g) The removal of topsoil, or other organic surface material on lands designated for agricultural use shall not be permitted unless approval has been granted by the local planning authority. This is not intended to restrict excavation for the purposes of drainage ditches, dykes, road construction, building sites or similar work, or gaining access to aggregate and other quarry minerals.
- (h) Local Planning Authorities shall support the protection of soil from wind and water erosion by encouraging the retention of existing woodlots and shelter belts, and the development of new shelter-belts and other conservation measures.
- (i) Transformative Areas have underlying 'Conservative Area' designations until re-designated in Development Plan Amendments or revisions to facilitate and accommodate new growth.



4.3.1 Agricultural Policy Areas

The agricultural industry is a key driver of productivity and prosperity in Manitoba. The diversity of agriculture in the province plays an important role in maintaining economic strength and generating socio-economic stability.

Agriculture contributes to Manitoba's Gross Domestic Product (GDP) through net profits and incomes including wages, depreciation and investment income. Improvements in GDP can be attributed to improved crop prices and production. Historically, agriculture's direct and indirect contribution to GDP ranges between 4.4% and 4.8%.

Agriculture-connected industries, including food and beverage processing, supply inputs to agriculture, as well as wholesale, retail and other service sector components which supply services to farmers and other agriculture-related workers. When agri-food's indirect contribution to the GDP is added to its direct contribution, an estimated 9% of Manitoba's GDP is attributed to agriculture in 2011. It is estimated that when tertiary level contributions are included, the total impact on GDP may be closer to 12%.

In Manitoba, the value-added food processing industry is the largest manufacturing sector in Manitoba representing 26% of Manitoba total manufacturing revenue (\$4.9 billion in 2012). The sector represents about 15% of Manitoba exports and employs over 12,000 people in more than 450 facilities. Manitoba's contribution to Canada's food processing industry is approximately 5% and it has been growing faster than the Canadian average over the past 10 years.

Intent

Agricultural land is a valuable and limited natural resource. It is the foundation of all agricultural activities in Manitoba that puts millions of dollars annually into the local and Provincial economy, provides a safe and high quality supply of affordable food and agricultural products, and is a way of life for thousands of Manitoban families.

The preservation of prime agricultural land, or lower class land on which agriculture activities are dominant, and the nurturing of the food processing industries and encouraging livestock operations are given a high priority in the Planning Area.

Except as provided elsewhere in this Development Plan, agricultural lands will be retained in large parcels to maintain a viable base for agricultural operations while providing flexibility for allowing agricultural related businesses and industries, and livestock operations to become established.

Objectives

- To support the farming community by preventing the fragmentation of the agricultural land base and protect the viability of agricultural operations.
- To protect agricultural lands with the appropriate designations and by directing growth of urban and non-farm rural residential uses to non-agriculturally designated lands.
- To encourage livestock operations within the Planning Area, and ensure new operations or expansions to existing operations are planned to limit land use conflicts.
- To provide certainty to agricultural producers, land owners and stakeholders that long-term investments and commitments in agricultural operations should be considered.

- To protect agricultural land for present and future food production and agricultural diversification opportunities.
- To encourage agri-commercial and agri-industrial land-uses that provide services or products to agricultural producers and operations; or that process products from agricultural producers and operations.



Policies

- Agricultural Policy Areas are identified on Maps 4, 5, 6, 7, and 8 attached to this Development Plan.
- All lands designated with the Agricultural Policy Area shall be preserved or utilized for agricultural operations, which means an agricultural, horticultural or silvicultural operation that is conducted in order to produce agricultural products on a commercial basis.
- Non-resource-related uses should be discouraged on lands designated for agricultural operations unless otherwise noted.
- To minimize fragmentation or further fragmentation of lands designated for agricultural operations, such land shall be maintained in a minimum parcel size of at least 80 acres (32 hectares) (generally).
- Land designated 'Conservative Area > Agricultural Policy Area' may be subdivided into smaller parcels less than 80 acres but only one subdivision per 80 acre title shall be permitted in the following circumstances:
 - a specialized agricultural operation in which high value, lower volume, intensively managed agricultural products are produced, such as an apiary, a nursery or a greenhouse, requires a smaller land holding;
 - livestock operations sited in accordance with the policies of Livestock Operation Use;
 - in respect of an existing farmstead site,
 - the site is no longer required as part of an agricultural operation because the associated farmland has been acquired by another agricultural operation; or
 - subdivision of the farmstead site is necessary to allow the agricultural producer to continue to reside in the existing farm residence upon retirement.
 - a single lot subdivision for residential purposes is required for an individual who significantly participates in the agricultural operation on an ongoing basis and derives an income from it;
 - a single lot subdivision is proposed for rural residential purposes, but only if the proposal is in a planning area that has experienced continuous population decline over the previous fifteen years;
 - a single lot subdivision is proposed for a parcel of land that has been physically isolated by such things as a transportation route, utility corridor, rail line, or a water course, but only if the parcel is of a size, shape or nature that makes agricultural operations physically impractical.



- g. a non-resource-related use such as:
 - i. a hazardous use sited in accordance with the policies of Hazardous Uses;
 - ii. a heritage or historically designated site in accordance with Heritage Resources Uses;
 - iii. lands designated and sited in accordance with Natural Lands Policy Areas;
 - iv. a place of worship;
 - v. a cemetery as defined under the Cemeteries Act;
 - vi. a crematorium sited and operated in accordance with the Cemeteries Act;
 - vii. public services as defined under Provincial Planning Regulation;
 - viii. waste disposal grounds or transfer facility regulated under the *Waste Management Facilities Regulation (MR 37/2016)* and under *The Environment Act (C.C.S.M. c. E 125)*;
 - ix. Radiocommunication and Broadcasting Antenna Systems regulated under *The Radiocommunication Act (R.S.C., 1985, c. R-2)*;
- h. an Agricultural Enterprise that primarily engages in providing goods and services to agriculture operations; producing food for human or animal consumption on a large scale in a manufacturing process using agricultural products provided by an agricultural operation; and industries producing chemicals for agricultural operations such as:
 - i. **Agri-Business** establishments primarily engaged in providing goods and services to **Agriculture Operations**.
 - ii. **Agri-Industrial** establishments primarily engaged in manufacturing agricultural chemicals, including nitrogenous and phosphoric fertilizer materials; mixed fertilizers; and agricultural and household pest control chemicals. Includes mainly land-uses under 'Pesticide, fertilizer and other agricultural chemical manufacturing'.
 - iii. **Agri-Manufacturing** establishments primarily engaged in producing food for human or animal consumption on a large scale in a manufacturing process using agricultural products provided by an agricultural operation.



Single Lot Subdivision

- I. a single lot subdivision is proposed for a commercial or industrial use that is intended to:
 - i. provide services, machinery, equipment, products or goods specifically required by agricultural operations;
 - ii. store or process products grown or raised by an agricultural operation, but only if it is demonstrated that due to the nature or activity of the use it is essential that it be located in an agricultural area;



- iii. store or processes products for animal feeds from raw agricultural products;
- iv. store or processes products for seed planting used by agricultural operations; or
- v. agri-commercial, agri-industrial, agriculture support industry.



- (f) Subdivisions of lands into smaller parcels less than 80 acres should meet the following criteria:
 - a. should not be wasteful of agricultural land;
 - b. should, if possible, be directed away from prime agricultural land and existing livestock operations;
 - c. if applicable, should be confined to the existing shelterbelt that forms part of a farmstead site or former farmstead site; or directed to mature tree areas;
 - d. the proposed subdivision shall have legal access to a public road. Direct access to a provincial highway is discouraged;
 - e. access should be via an all-weather municipal road where service improvements and/or extensions and/or new rail crossings are minimized;
 - f. the location and siting of the proposed development associated with a subdivision when located abutting a provincial highway, shall be restricted to the same side of a provincial highway facility where existing development has already occurred. Wherever possible, frontage roads or access roads will be utilized to limit direct access to the provincial highway system.
 - g. the proposed subdivision should be capable of accommodating an on-site wastewater management system and have an adequate supply of potable water;
 - h. municipal services such as drainage, school busing, fire protection shall be available to the subdivision site or can be provided without undue cost to the municipality; and
 - i. the proposed subdivision location should comply with the mutual separation distances between livestock operations and dwellings.



- (g) The consolidation of agricultural lands that effectively reduces the number of land titles, shall be encouraged even when the yield is a new parcel size smaller than 80 acres.
- (h) Home Enterprises may be accommodated within the Agricultural Policy Areas, subject to compliance with the standards set forth in the Zoning By-law, provided they are compatible with the adjacent rural residential uses, and the residential character of the property is maintained.
- (i) Accessory Dwelling Units may be accommodated within the Agricultural Policy Areas, subject to compliance with the standards set forth in the Zoning By-law, provided they are compatible with the adjacent agricultural uses, and the residential character of the property is maintained.



4.3.1.1 Livestock Operation Uses

Intent

The intention is to encourage new livestock operations on lands within the Agricultural Policy Areas outside of Transformative Areas and the buffer zones established in the Zoning By-law for designated areas.

Objectives

- To support the sustainability of the livestock sector by planning for livestock operations in order to minimize potential land use conflicts and protect the viability of settlement areas, rural residential dwellings, Provincial natural lands, and municipal public services.
- To provide clarity to agricultural producers, residents and governments on siting considerations.



Policies

- (a) For the purposes of this Development Plan, a livestock operation means a permanent or semi-permanent facility or non-grazing area where at least ten (10) animal units of livestock are kept or raised either indoors or outdoors, and includes all associated manure collection facilities.
- (b) New or expanding livestock operations shall be allowed only within the Agricultural Policy Area.
- (c) New or expanding livestock operations shall be sited so as to minimize conflict with existing or planned urban, tourist or mining developments. All proposed new or expanding livestock operations involving 300 or more animal units must be processed as a conditional use and must be reviewed by the applicable Provincial authority, or Technical Review Committee.



Separation and Setbacks – Siting and Expansion

- (d) The mutual separation distances shall be established in the Zoning By-law between livestock operations and a residence, and designated areas; and shall be the same as the minimum separation distances provided for siting livestock in Part 5 of the Provincial Planning Regulation. The Local Planning Authority, may, pursuant to subsection 169 (4) of *The Planning Act*, vary the separation distance provided in the zoning by-law.
- (e) In the Zoning By-law, the minimum standards respecting setbacks for a new or expanded livestock operation shall not be inconsistent with the minimum setback requirements from property lines and water features prescribed in the *Livestock Manure and Mortalities Management Regulation, Manitoba Regulation 42/98*.



- (f) New or expanding livestock operations shall not be allowed on soils determined by detailed soil survey, in consultation with the Province, to be Agricultural Capability Class 6, 7, or unimproved organic soils as defined under the *Canada Land Inventory*.
- (g) No person shall develop or expand a livestock operation unless the Local Planning Authority or the designated employee or officer has approved the establishment or expansion.



New and Expanding Livestock Operations – Application

- (h) An application for approval of the establishment or expansion of a livestock operation shall be made to the local planning authority, by the owner of the operation or by a person authorized by the owner, in a form and accompanied by any material and any fee established by the Local Planning Authority.
- (i) Applications for new or expanding livestock operations of less than 300 animal units shall be processed in accordance with the following:
 - a. An application for the establishment or expansion of a livestock operation of less than 300 animal units shall be made to the local planning authority or the designated employee or officer;
 - b. Local planning authority shall not require a public hearing respecting an application proposing the establishment or expansion of a livestock operation of less than 300 animal units;
 - c. An application will be approved if the proposed livestock operation:
 - i. will be compatible with the general nature of the surrounding area;
 - ii. will not be detrimental to the general health and welfare of the people living and working in the area or negatively affect other property or potential development in the area;
 - iii. generally conforms to the applicable provisions of the Development Plan and Zoning By-laws;
 - d. Local planning authority or the designated employee or officer may impose the following requirements on an approved application:
 - i. measures to ensure conformity to the applicable provisions of the Development Plan and Zoning By-laws;
 - ii. one or both of the following measures intended to reduce odours from the livestock operation;
 - iii. requiring cover on manure storage facilities; and/or
 - iv. requiring shelter belts to be established.
 - e. Require the applicant to enter into a development agreement regarding one or more of matters:
 - i. the timing of construction;
 - ii. the control of traffic;



- iii. the construction and maintenance of roads, fencing, landscaping, shelter belts or drainage works; and/or
 - iv. the payment of a sum of money to Council to be used to construct any of the items mentioned in clause iii above.
- (j) Applications for new or expanding livestock operations of **300 animal units or more** shall be processed in accordance with the following:
- a. An application for the establishment or expansion of a livestock operation of 300 animal units or more shall be made to the local planning authority. Upon receipt of an application, a copy shall be sent to the applicable Provincial authority and forwarded to the Technical Review Committee for review as per Part 7, Division 2 of *The Planning Act*;
 - b. The Technical Review Committee report shall be made available for review and a formal public hearing will be held in accordance with Part 7, Division 2 of *The Planning Act*;
 - c. After holding the hearing, the local planning authority shall make an order:
 - i. rejecting the application; or
 - ii. approving the application, with or without conditions, if the proposed livestock operation:
 - 1. receives a report from the Technical Review Committee which determines, based on available information, that the proposed operation will not create a risk to health, safety or the environment, or that any risk can be minimized through the use of appropriate practices, measures and safeguards;
 - 2. will be compatible with the general nature of the surrounding area;
 - 3. will not be detrimental to the health and general welfare of people in the surrounding area or negatively affect other properties or potential development in the surrounding area; and
 - 4. conforms to the applicable provisions of this Development Plan and Zoning By-laws.
 - d. Local Planning Authority may impose the following conditions on an application:
 - i. measures to ensure conformity to the applicable provisions of this Development Plan and Zoning By-laws;
 - ii. measures to implement recommendations made by the Technical Review Committee; if a technical review is requested;
 - iii. one or both of the following measures intended to reduce odours from the livestock operation:
 - 1. requiring cover on manure storage facilities; and/or
 - 2. requiring shelter belts to be established.



- e. Require the applicant to enter into a development agreement regarding one or more of matters:
 - i. the timing of construction;
 - ii. the control of traffic;
 - iii. the construction and maintenance of roads, fencing, landscaping, shelter belts or drainage works; and/or
 - iv. the payment of a sum of money to the municipality to be used to construct any of the items mentioned in clause iii above.
- (l) Riding Mountain National Park, Gamblers and Waywayseecappo First Nations Reserves, and Asessippi Provincial Park are considered 'designated areas' for minimum separation distances for siting livestock operations.

4.3.1.2 Hazardous Uses

Intent

The intention is to locate uses that have potentially adverse impacts on human health away from populated areas. Such hazardous uses may be located in either Agricultural Policy Areas or in Urban Policy Areas without a development plan amendment as long as siting guidelines are met.

Objectives

- To mitigate the risk of hazardous uses upon settlement areas and critical public services.



Policies

- (a) New or expanding hazardous uses will not be allowed within Cottage Areas, Rural Residential Policy Areas, Green and Open Spaces, Municipal Public Services, Natural Lands Policy Area, and Water Body Policy Areas.
- (b) Hazardous uses refer to facilities or developments, exclusive of railways and highways, which manufacture, handle, store or distribute dangerous goods.
- (c) Dangerous goods means a product, substance or organism that is:
 - a. prescribed, designated or classified as a dangerous good or hazardous waste in Provincial regulations;
 - b. by its nature conforms to the classification criteria for one or more classes of dangerous goods or hazardous wastes set out in Provincial regulations; or
 - c. a High Hazard, Group F, Division 1 (F1) Industrial occupancy containing sufficient quantities of highly combustible and flammable or explosive materials to constitute a special fire hazard because of their inherent characteristics as per the *Manitoba Building Code*.
- (d) Mutual separation distances should be established in the Zoning By-law between hazardous uses and areas such as drinking water systems, habitable spaces, buildings with evacuation-sensitive occupancy, the edge of Provincial Trunk Highways, Provincial Roads as well as all Provincial Access Roads; and designated areas identified in this Plan.



- (e) Hazardous uses should be separated from incompatible uses such as lands or buildings used primarily for human occupation; municipal public services for drinking water systems; away from lands prone to flooding, and directed to appropriately designated area.
- (f) The proposed expansion of an existing facility shall require Planning District Board or Municipal Council approval, as provided in the applicable Zoning By-law.
- (g) A site-specific groundwater pollution hazard appraisal may be required prior to the approval of a proposed new development or expanded facility for a hazardous use.
- (h) Where development of a potentially hazardous use is proposed, further analysis may be required relating to the adverse impacts of the use such as the nature of any potential discharges, the nature of outside storage, the compatibility of surrounding land uses, and plans for buffering such activities from adjacent uses and human activities. Any required environmental or engineering studies may be the responsibility of the applicant.
- (i) Development or activities that could cause pollution under normal operating conditions may not be permitted in an identified groundwater pollution sensitivity area unless:
 - a. It can be proven by adequate engineering or hydro-geological investigation that the proposed activity will not cause pollution of the groundwater supply; or
 - b. Appropriate remedial measures have been or will be taken to sufficiently mitigate the risk of endangering the potability of the groundwater supply.
- (j) Anhydrous ammonia facilities are hazardous uses and shall not locate:
 - a. In close proximity to habitable structures than is permitted or recommended by Provincial regulations and guidelines;
 - b. In close proximity to provincial highways than is permitted or recommended by Provincial regulations and guidelines; and
 - c. In close proximity to the risk of endangering the potability of the groundwater supply.



4.3.2 Natural Lands Policy Areas

Provincial Natural Lands and National Parks should be identified and protected to optimize ecological, heritage, cultural, health and economic benefits to the communities. Economic benefits are accrued from recreational uses, as natural lands and national parks attracts visitors into the area who may purchase a range of goods and services such as guiding, accommodation, food and beverages, souvenirs, transportation needs and other recreational activities.

Provincial Natural Lands and National Parks also provide local citizens with employment opportunities in the tourism sectors. Local planning authorities may also designate some areas within the Planning Area for retention as passive publicly owned public spaces to retain existing features and topography valued by the local community.

Intent

Lands under the Crown such as Provincial and National Parks fall outside of the jurisdiction of local municipal authorities though should be identified in Development Plans to ensure the importance of these areas' natural significance and impacts in the tourism economy. Lands owned by the municipality and private land owners may also be designated for their natural significance and importance to the community. Designating these areas allows for the use of the minimum distances for siting livestock operations.

Objectives

- To protect national parks, provincial parks, ecological reserves and provincial forests; land designated under *Provincial Acts* as a refuge, special conservation area and wildlife management area; land, freshwater and marine areas designated under an enactment as a protected area; municipally owned lands that will stay 'as is'; and private lands owned by conservation agencies that are recognized as protected areas under an agreement from incompatible or potentially incompatible land use activity/developments.



Policies

- (a) Natural Lands Policy Areas are identified on Maps 4 and 8 attached to this Development Plan.
- (b) Natural Lands shall be protected from incompatible or potentially conflicting land use developments where:
 - a. Lands that have received provincial designation and protection under the *Wildlife Act*; *Manitoba Endangered Species and Ecosystem Protection Act* (2015); or the *Species at Risk Act* (2002);
 - b. Lands have been designated as 'Permanent Protected' under the Province of Manitoba's *Protected Areas Initiative*;
 - c. Lands have been identified as Provincial Parks;
 - d. Lands have been identified as National Parks;
 - e. Sensitive wildlife or aquatic habitat has been identified by a senior level of government;
 - f. Municipally owned lands identified by local planning authorities for preserving existing features and topography; and
 - g. Private lands that have been voluntarily protected by landowners under *The Conservation Agreements Act*.
- (c) Proposed developments located near water bodies that have the potential to alter, disrupt or destroy aquatic habitat, including the riparian area, will be referred to the Province of Manitoba for review.
- (d) Buffer Areas, approximately 2.4 km (1.5 miles) or approximately a section and half, should be established around designated provincial parks and protected areas, and developments and the use of land within the designated buffer areas should be referred to the Province of Manitoba for review/comment to ensure that future development or changes in land use will not adversely affect the sustainability of the Natural Lands.
- (e) Buffer Areas, approximately 2.4 km (1.5 miles) or approximately a section and half, should be established around designated national parks, and developments and the use of land within the designated buffer areas should be referred to Parks Canada for review/comment to ensure that future development or changes in land use will not adversely affect the sustainability of the Natural Lands.
- (f) Remaining wooded lands may be developed in a manner consistent with their wildlife potential, particularly in the areas adjacent to wildlife management areas, provincial parks, ecological reserves or any other sensitive /important ecological areas.
- (g) Local Planning Authorities may designate municipally owned lands as 'Natural Lands' in order to maintain the passive character of these lands and retain these publicly owned lands in their current state.
- (h) Natural Lands are considered 'designated areas' for minimum separation distances for siting livestock operations.

4.3.3 Water Body Policy Areas

Intent

Protecting natural water bodies and aquatic ecosystems within the Planning Area is important for ensuring clean drinking water, supporting tourism, encouraging recreation, protecting culture and heritage resources, and reducing the risk of damages to property due to flooding.

Objectives

- To protect the natural water bodies and their associated riparian areas within the Planning Area.



Policies

The following policies shall guide development with respect to water bodies and riparian zones within the Planning District:

- (a) Water Body Policy Areas should apply to approximately 1.6 km (1.0 mile or one section) extending away from a body of flowing or standing water, whether naturally or artificially created and whether the flow or presence of water is continuous, intermittent or occurs only during a flood, and includes lakes, rivers, creeks, streams, sloughs, marshes, swamps and wetlands and the frozen surface of any of them.
- (b) Development should adhere to the regulations under The *Water Protection Act* and will be encouraged to develop in a manner that ensures that water bodies and the limited groundwater resources are sustained.
- (c) Land subject to flooding, erosion or bank instability should be left in its natural state or only developed for low intensity uses such as open space recreation, grazing, cropping, forestry and wildlife habitat.
- (d) Lands subject to flooding means land that:
 - a. is inundated by floods up to and including the 200 year flood, or the flood of record, whichever is greater;
 - b. has a known history of flooding; or
 - c. experiences flooding during a flood event of a magnitude specified by the Province in areas protected by flood control works.
- (e) Lands subject to erosion refers to all lands which would, within a 50 year period, be eroded or become unstable due to the action of water contained in an adjacent water body.
- (f) Lands subject to bank instability refer to those lands where actual effects of such hazards have occurred, are occurring, or have been predicted by engineers to occur.
- (g) In areas where the specific flood, erosion and bank instability hazards have not been determined, new buildings shall be set back from all water bodies at a distance an engineering investigation shows that these limits should be established, and at the discretion of the Local Planning Authority, and/or the applicable Provincial authority.
- (h) The setbacks limiting development adjacent to water bodies established in a Zoning By-law or Secondary Plan may be reduced subject to geotechnical, engineering or environmental assessment by a professional engineer, and at the discretion of the Local Planning Authority, and/or the applicable Provincial authority.



- (i) Where possible, and at the discretion of the Local Planning Authority, an area adjacent a water body may be registered as a public reserve on title for public purposes as part of a subdivision process.
- (j) To ensure the protection, retention and, where required, rehabilitation of riparian areas, building setbacks should be established through a proper geotechnical, engineering or environmental assessment by a professional engineer, and at the discretion of the local planning authority, and/or the applicable provincial authority:
 - a. The natural vegetative cover must be retained or rehabilitated within the setbacks to water bodies; and
 - b. Developments that create minor disturbances to the natural vegetative cover in riparian areas, such as docks, pathways and boathouses, may be permitted in those areas, provided that not more than 25% of the length of the lot's shoreline is affected.
- (k) The following water bodies are considered 'designated areas' for the minimum separation distances for siting livestock operations:
 - a. Lake of the Prairies,
 - b. Assiniboia River
 - c. Shell River
 - d. Thundering Creek
 - e. Silver Creek
 - f. Silver Beach Lake
 - g. Pleasant Valley Reservoir
- (i) Where lands containing shoreland are to be subdivided, the following may be required:
 - a. Public shoreland reserve suitable to accommodate erosion hazards or to include the provision of acceptable shoreline protection as determined through an appropriate and professional geotechnical and/or environmental assessment.
 - b. Provision for access to the shoreline at suitable locations in the proposed development.
 - c. The establishment and maintenance of a public reserve with undisturbed native vegetation adjacent to water bodies. A purpose of the public reserve is to establish a functioning riparian area of undisturbed native vegetation which:
 - i. Helps stabilize the banks;
 - ii. Provides aquatic and wildlife habitat; and
 - iii. Protects water quality.
 - d. In areas where the specific flood, erosion and bank instability hazards have not been determined, buildings shall be set back from all water bodies at a distance an engineering investigation shows that these limits should be established, and at the discretion of the Local Planning Authority, and/or the applicable Provincial authority.



4.3.4 Heritage Resource Uses

Intent

Heritage Resources should be identified and protected to optimize ecological, heritage, cultural, health and economic benefits to communities and Manitobans. If adverse impacts are unavoidable, the impacts must be minimized and mitigated by using appropriate measures to preserve, create or restore the value of the heritage resources. Designating these important uses allows for growing the economic benefits of the tourism industry, creating authenticity of a place, and reflecting on the past history of the area.

Objectives

- Preserving heritage sites and objects, and any work or assembly of works of nature or human endeavour that is of value for its archaeological, paleontological, prehistoric, historic, cultural, natural, scientific or aesthetic features, and may be in a form of sites or objects or combination of them.



Policies

- (a) The Local Planning Authority shall encourage and facilitate the identification of heritage resources in the Planning Area; and sites with heritage potential shall be considered for designation as a municipal heritage site under Part 3 of *The Heritage Resources Act*.
- (b) Heritage resources that have been degraded or damaged should also be identified and prioritized for rehabilitation, if rehabilitation is practicable.
- (c) The Local Planning Authority shall encourage the preservation of heritage resources and significant structures that are in the downtown or central business district of urban centres.
- (d) No development shall be permitted that will endanger heritage resources with historic, architectural, or archaeological significance as designated by applicable Municipal or Provincial authority.
- (e) Opportunities for the compatible, environmentally sound, sustainable development of heritage resources and lands and habitat identified should be facilitated, including using
 - a. historic structures and sites for residential and commercial uses, if appropriate;
 - b. heritage resources for appropriate education and tourism opportunities; and
 - c. lands and habitat to support eco-tourism, such as wildlife viewing and wilderness canoeing.
- (f) The Local Planning Authority shall endeavour to preserve and protect municipal heritage resources through tools such as the Zoning By-laws, subdivision procedures, development permits, design by-laws and demolition by-laws.

The header features a decorative border of blue hexagons. The top row contains four hexagons, with the first showing a road and the last showing a snowy landscape. The bottom row contains six hexagons, all showing different views of asphalt roads with white and yellow markings. The title '5.0 PLANNING INFRASTRUCTURE' is centered in a bold, blue, sans-serif font.

5.0 PLANNING INFRASTRUCTURE

5.1 Transportation Policies

5.1.1 Roads

Intent

The linkages of Tri-Roads to the places beyond its borders are critical to the commerce of the community for sustaining and growing the local economy as the ability to bring in tourists, procure supplies, and distribute products rely on a sturdy transportation system. The transportation linkages are also essential to the citizens and their quality of life as vital connections for amenities, employment, and emergency services.

The Tri-Roads Planning District has a dependable transportation network of roads, rails, trails, and air connections to enable the citizens of the municipalities to grow and enjoy their local communities. The essential elements of this transportation system is the road networks that are maintained and implemented by interests outside of Tri-Roads, thus improvements and changes will be dependent on external parties. However, direction by local decision makers on land-use developments can influence and impact this transportation network.

A comprehensive road network that is able to move people, goods and services safely and efficiently relies on the effective integration of transportation and land use planning. Existing and proposed land uses influence the nature and extent of the road system. In turn, a convenient road system encourages economic development. Access to the road system should be in a manner compatible with the function of these roads. Therefore, land uses and development should be located so as to utilize the municipal road system so that access to the provincial highway system is minimized. The operation of the provincial highway system must be protected from incompatible land uses that would jeopardize its' function to move people and goods safely and efficiently.

Objectives

- To provide and maintain safe and efficient vehicular transportation routes in the Planning Area.
- To establish a road hierarchy within the Planning Area that determines the functions and significance of those roads and their place within the regional and provincial transportation system.
- To protect public investments in transportation by ensuring land use planning and decisions to preserve the efficiency and safety of the transportation system.



General Policies

- (a) The Transportation system is identified on Map 2 attached to this Development Plan.
- (b) Consideration should be given to the establishment of guidelines for the placement of hazardous goods facilities.
- (c) Consideration should be given to the preparation of overall concept plans, or secondary plans if more appropriate, for areas where 'significant development' is proposed.
- (d) Preference be given to internal road systems (as opposed to frontage roads) in the preparation of overall plans. All new frontage roads serving developments will be the responsibility of the local jurisdiction.

5.1.2 Road Hierarchy

The Planning Area road system includes municipal roads, and provincial roads and highways. These roads are illustrated in attached maps and policies specific to provincial roads are contained below. The following road classifications have been assigned:

PTH 16 – Primary Arterial

PTH 41 – Collector

PTH 45 – Secondary Arterial

PTH 83 – Primary Arterial

PRs - Collectors

Rural Arterial: These are generally two-lane or, in some cases, multi-lane highways that carry large traffic volumes at high speed. In conjunction with Expressways, they connect major economic regions and centres of the province such as cities and towns, industrial centres, agricultural areas and major recreation facilities. To maintain the flow and safety of through traffic, direct access to abutting land may be restricted or eliminated. This applies particularly in undeveloped areas where lack of other road service may encourage strip development. There are two classes of Rural Arterial highways:

Primary Arterials provide intra/inter-provincial and international connections and direct service to important and larger population centres.

Secondary Arterials connect other population centres.

Rural Collectors: Rural Collector routes provide a traffic link between Arterial highways and local roads. They also provide direct service for developments such as tourist attractions, recreational areas, mines, small towns and villages. Collector routes equally serve the function of movement and land access.

Local Roads: Local roads are designed for low traffic volumes and speed limits. These are generally two-lanes. They connect private properties with collector roads. Most roads within settlement areas are local roads. Connections between new local roads and arterial roads should be avoided. Local roads are maintained by local municipalities.

Policies and Statutory Controls

The Highways Protection Act

PTHs 16, 41, 45 and 83 are Limited Access Highways under the jurisdiction of the Highway Traffic Board (HTB). Under The Highways Protection Act, any new, modified or relocated access (including the change in use of an existing driveway) to these highway requires a permit from the Highway Traffic Board. A permit is also required from the HTB to change the use of the land or buildings and for any construction/structure above, below or at ground level proposed within 38.1 m (125 ft.) from the edge of the rights-of-way of these highways.

Under the same Act, based on the declared status to date, permits are required for any structure/ construction or changes in land use within the following control circles:

304.8 m (1000 ft.) control circle

- PTH 16/PTH 45 intersection
- PTH 41/PTH 16 intersection

The Highways and Transportation Act

All provincial roads in the Tri-Roads Planning District are under the jurisdiction of Manitoba Infrastructure. Under The Highways and Transportation Act, any new, modified or relocated access to these highways requires a permit from the Department. Any structure/construction above, below or at ground level within 38.1 m (125 ft.) from the edge of the right-of-way of these highways also requires a permit from Manitoba Infrastructure.

Exceptions to the above include, the Binscarth Provincial Access Road and the Russell Provincial Access Road (from approximately 275 m east of PTH 83 to PTH 16) where the local jurisdiction is the traffic authority.

Under the same Act, permits are required from Manitoba Infrastructure to plant or place any tree, shrub, or hedge within 15.2 m (50 ft.) of all highways (declared provincial trunk highway and provincial roads).

Provincial Highway System

Generally, in order to preserve the integrity of the provincial highway system:

- (a) Areas of potential or future highway upgrading/widening, system enhancement and intersection improvements should be kept free of development;
- (b) Expansion of existing areas of development should be kept to one side of the highway to reduce safety hazards as a result of cross traffic and increased turning movements on and off the highway;
- (c) Areas to be developed should be planned in such a way that development generally access provincial highways via internal and/or local roads;
- (d) Development that would have a detrimental impact to the function of the highway or where the highway (or any future system expansion) may have a detrimental impact on the development, should not be allowed to locate near a provincial highway; and
- (e) Development which contributes to the evolution of a row of lots (strip development) each relying on direct access should not be permitted adjacent to a provincial highway.

Highway Commercial Developments

- (a) Compatible land uses, such as “highway commercial” may be permitted adjacent to a provincial highway under certain circumstances. Highway commercial uses include service stations, roadside restaurants and cafes, motels and hotels and uses of like character that provide essential services to the highway user.
- (b) Areas proposed to be designated for highway commercial should be areas that will ensure that the efficiency and safety of the adjoining highway are not jeopardized and the area is designed to minimize direct access to the highway system.
- (c) In the selection of the designated locations, we recommend these areas be in the immediate vicinity of an existing development and on one side of the adjoining highway.

Road Drainage

- (a) Permission is required from Manitoba Infrastructure to drain any water into the highway drainage system. The Department prefers to see no increase in storm flows in the highway ditch system. However, if this is unavoidable, the cost of any revisions required to the existing highway drainage system, which are directly associated with the development, will be the responsibility of the developer.
- (b) Although municipalities are the local drainage authority, subject to approval by Manitoba Sustainable Development, Manitoba Infrastructure will work cooperatively with the municipalities and Manitoba Sustainable Development to address drainage concerns.

Frontage Roads

- (a) Frontage roads are at times essential in the elimination of direct connections onto a highway. However, they should be discouraged when planning the overall development of an area.



- (b) Frontage roads constructed adjacent to the right-of-way of another road are uneconomical both in terms of initial capital investment and annual maintenance costs. Greater benefits could be derived if the same road were utilized as an internal street so that both sides could provide access to the adjoining land.
- (c) It is however, recognized that there are some developments in the highway commercial category for which a frontage road could be beneficial, some exceptions could be made in these instances. Frontage roads should access the highway system via the local road system. Frontage roads that may be required to serve development will be a municipal responsibility.

Municipal Roads

- (a) New development shall have access to an existing all-weather road of sufficient standard and capacity, unless the proponent makes an agreement with the municipality to upgrade an existing road or develop new road access to a standard agreed upon by the Municipality. The proponent may be responsible for part or all of the costs of this roadway construction and maintenance.
- (b) A setback distance for all buildings, structures, hedges, or similar obstructions adjacent to roads, shall be specified in the zoning by-laws for the purpose of protecting the safety and efficiency of the road system. This setback shall apply to all municipal roads in the Planning Area except provincial highways where the province establishes setback requirements. Setbacks for buildings and structures and access to Provincial Trunk Highways and Provincial Roads shall be in accordance with *The Highways Protection Act* and *The Highways and Transportation Act*.
- (c) Where there are existing or anticipated high volumes of truck traffic, the Municipality may designate certain municipal roads as truck routes, in order to limit deterioration of the municipal road system and to minimize safety problems and nuisance factors within urban and rural residential areas. The designated truck routes will be identified as truck routes on a map and adopted as a transportation by-law for the Municipality. These truck routes are intended to complement the provincial highway system as major traffic carriers and as such will be subject to the following considerations:
 - a. Truck routes shall receive priority consideration for maintenance and snow removal; and
 - b. Truck routes shall be designed to carry heavy farm traffic although restrictions may be placed on these roads at certain times of the year.



5.1.3 Active Transportation

Intent

Providing greater access and options for walking, cycling and transit will lead to improved health, increased personal mobility, more livable and socially active communities, and reduced impacts on the environment and our climate. Expanding the range of travel options that are available to residents, workers and visitors, helps to ensure people are not dependent on one mode of travel. And providing active transportation (AT) can provide safe, affordable, and efficient mode of transportation that can maximize the use of new and existing infrastructure.

Objectives

- To maintain and expand the existing active transportation and connect the former Town of Russell with Binscarth, Inglis and Harrowby via active transportation routes.
- To provide residents with active recreational opportunities and transportation choices to reduce reliance on private automobiles.



Policies

- (a) The existing Rossburn Subdivision Trail and the Crocus Trail should be protected from developments that may potentially interrupt, interfere or limit AT activities occurring on the AT Trails.
- (b) The development of land in and around the Rossburn Subdivision Trail and the Crocus Trail may require a concept plan to determine whether it complies with the overall intent of this Development Plan to connect new developments to AT Trails.
- (c) Abandoned railway lines should be protected from redevelopments with land uses that may negatively impact their conversion to AT Trails.
- (d) Should any transportation or utility corridor become redundant, consideration shall be given to converting such lands to public uses that may include or support an extension of AT Trails.
- (e) New developments in the Planning Area shall be encouraged to make provisions for active transportation options such as physical connections to existing or anticipated AT trails.
- (f) Employment intensive land-uses located outside of urban centres should be connected to the existing AT trail network.
- (g) Employment intensive land-uses located within urban centres should be connected to the existing AT trail network.
- (h) Consideration be given to the provision of active transportation facilities that are physically separated from a provincial highway. Operation and maintenance of these facilities would be the responsibility of the Municipality.

5.1.4 Airports

Intent

Russell Airport [TC LID: CJW5] is publicly owned and operated by the Russell Flying Club. The Airport is located southwest of the Town of Russell, south of the Yellowhead Highway with two runways: Runway 14/32 is 579 metres and is turf/snow; and Runway 17/35 is 1,220 metres and is asphalt. Russell Airport should be protected from incompatible land uses that may adversely impact their operation, endanger public safety or create a potential safety hazard: airports are part of the transportation network across Manitoba that accommodates tourism, and goods movements for strengthening the economy.

Objectives

- To protect the airport from incompatible land-uses that may negatively impact operations.



Policies

- (a) *Transport Canada - TP 1247 - Land Use in the Vicinity of Airports* indicates that potentially high incompatible land-uses are waste disposal grounds, food waste hog farms, fish processing/packing plants, Horse racetracks, Wildlife refuges, and Waterfowl feeding stations.
- (b) *Province of Manitoba Standards For Landfills In Manitoba (2016)* indicates the setback requirements for waste disposal grounds to airports should be 15 km.
- (c) Development on lands adjacent to existing airports or airfields of potentially high incompatible land-uses that could impede or negatively impact the airports or airfields use and operation should be discouraged under the Zoning By-law.
- (d) Development on lands adjacent to existing airports or airfields of potentially compatible land-uses that could enhance the services of the airports or airfields use and operation should be encouraged under the Zoning By-law.

5.1.5 Rail Lines

Intent

Railways make a vital contribution to the Canadian economy and to the success of Canadian communities, and function best with the efficient movement of goods. Railways and rail activities crisscross through a number of Canadian municipalities where rail/municipal proximity issues can occur, typically, in three principle situations: land development near rail operations; new or expanded rail facilities; and road/rail crossings. The nature and integrity of rail lines and yards need to be respected and protected. In addition to noise and vibration, safety, trespass, drainage, and/or blocked crossings are other inherent issues generated when both communities and railways grow in proximity to one another.



Objectives

- The intention of the Rail Line policies are to ensure the continued operations of the railways without impediments while providing adequate safety measures for any new nearby residents. The policies achieve this by providing a clear outline on the method and process for determining what is considered as the appropriate edge treatment for new habitable dwellings being located in close proximity to rail lines. The basis of the Rail Line policies are based in the work by the Federation of Canadian Municipalities and the Railway Association of Canada in this area.

Policies

The detailed design of the edge treatment including the setback between rail lines and habitable dwellings shall be determined through the Development Application process, and should be implemented through the use of a variety of methods including design standards, plan approval, development agreement, and the Zoning By-law. The *Guidelines for New Development in Proximity to Railway Operations, 2013* (NDPRO) by the Federation of Canadian Municipalities and the Railway Association of Canada suggests an expert on railways be consulted. The Rail Line policy considerations are as follows:



- (a) New residential dwellings being proposed within 300 metres of a Principle Main Line and 75 metres of a Secondary / Spur Line should be developed consistently with the recommendations of a qualified engineer following 'best practices' as provided in the NDPRO; and in consultation with the railway for their rail lines.
- (b) This Plan shall not be interpreted so as to direct, or in any way limit, railway operations occurring on railway lands. Rather, it is intended to ensure residential land-uses shall be appropriately buffered from railway operations.
- (c) Rail Line Setbacks may be established in the Zoning By-law to prevent new or intensification of habitable areas within an established proximity to a rail line.
- (d) Residential land-uses in the context of an established Rail Line Setback should not preclude allowing non-habitable areas of dwellings, motor vehicle parking, bicycle parking, landscaping, accessory structures (except those with a secondary suite), porches, carports, aviaries, swimming pools, hot tubs, open decks, landings, staircases, gazebos, outdoor dining/drinking areas, seating areas, canopies, balconies, porticos, sunrooms, garbage enclosures, and temporary construction trailers or non-residential buildings from being allowed within any setback established for a rail line.
- (e) New at-grade road crossings should be discouraged, and existing at-grade road/rail crossings should have protected sightlines with the intention of ensuring adequate views for vehicle crossing safety.

5.2 Public Service Policies

5.2.1 Water and Wastewater

Intent

The drinking water and wastewater distribution systems of a community are critical components for sustaining residents. Community drinking water systems comprised of water treatment plants with underground pipe networks exist in urban settlement areas as does waste water treatment facilities with lagoons that accept trucked in deliveries from septic tanks for treatment prior to release back into the watershed. These systems and networks for potable water and wastewater distribution are maintained by local decision makers but are constructed with funds from senior levels of government who set the regulations for the operations and treatment of water and waste water. Overcapacity or interference of the network systems and works may cause human health concerns for residents and financial hardships for local decision makers.

Objectives

- To ensure the protection of existing drinking water systems and waste water treatment works in the Planning Area with non-compatible land-uses.
- To optimize the public investment in water treatment works, waste water treatment works by optimizing new developments that use this public infrastructure.



Policies

- (a) The new Regional Water Treatment Plant (WTP) on the west side of the Town of Russell shall be protected from encroachments of non-compatible uses in the Zoning By-law.
- (b) The Russell WTP receives raw water from wells connecting to a sand-and-gravel aquifer located approximately 8 km east of the Town of Russell shall be protected from encroachments of non-compatible uses in the Zoning By-law.
- (c) The Russell Wastewater Treatment Lagoon (WLT) is located in the northeast and southeast quarters of Section 4-21-28W, approximately 500 metres west of PTH 83 and the Town of Russell shall be protected from encroachments of non-compatible uses in the Zoning By-law.
- (d) The Inglis Wastewater Treatment Lagoon is located in the SE of Section 1-23-28 WPM in the Rural Municipality of Riding Mountain West, approximately 480 metres northwest PR 366 and Inglis shall be protected from encroachments of non-compatible uses in the Zoning By-law.
- (e) The Binscarth Wastewater Treatment Lagoon is located on Section 10-19-28 WPM, approximately 500 metres southwest of PR 428 and Binscarth shall be protected from encroachments of non-compatible uses in the Zoning By-law.
- (f) Angusville Wastewater Treatment Lagoon is located on 21-20-26 WPM, approximately 500 metres west of PTH 45, and northwest of Angusville shall be protected from encroachments of non-compatible uses in the Zoning By-law.
- (g) New land use developments that optimize the provision of existing municipal water and wastewater infrastructure shall be encouraged.



- (h) No new or expanded development shall be permitted in areas where essential services such as potable water supply, wastewater collection and disposal, storm water and drainage systems, public roadway access and communications cannot be provided or extended in a sustainable manner.
- (i) Where municipally operated water or wastewater services are provided within any developed area, new developments shall be required to connect to these services.
- (j) Where piped water or sewer services are not available in the Planning District, development should be planned to be able to accommodate efficient and economical piped water and sewer services in the future.
- (k) The extension of piped water and piped wastewater services to new developments should be implemented in environmentally-sound, economically, and timely manner
- (l) New developments should be approved in a manner that support district and regional services for water and wastewater.
- (m) Drinking water systems and wastewater management systems, where provided, shall be developed and operated in accordance with applicable provincial standards, including: *The Environment Act, The Public Health Act and The Drinking Water Safety Act.*
- (n) The Regional Water Treatment Plant (WTP) in Russell and the wells that provide the raw water are considered 'designated areas' for minimum separation distances for siting livestock operations.

5.2.2 Solid Waste

Intent

The Province of Manitoba regulates, through the Environment Act License (EAL) and waste management regulations, landfills that are owned and operated by municipalities. The basic siting, design, operation, monitoring, planning, closure and post closure activities for new and existing landfills are all aspects of solid waste management that are implemented by municipalities and regulated by the Province of Manitoba. Waste Management Facilities Regulation 37/2016 also establishes setbacks for various land-uses and public infrastructures from active and abandoned waste disposal grounds.

Objectives

- To ensure non-compatible land-uses with waste disposal grounds in the Planning Area are sufficiently separated.



Policies

- (a) Waste disposal grounds [active and abandoned] in the Planning Area shall be protected from encroachments of non-compatible uses in the Zoning By-law with buffer zone setbacks as provided by the Provincial Government.
- (b) Future residential, industrial, commercial, livestock operations and agri-business shall not be allowed within established setback buffer zones for waste disposal grounds and transfer stations.
- (c) Before approving a new land use designation via a Development Plan Amendment, confirmation may be required that local or inter-municipal solid waste facilities has sufficient capacity to accommodate any additional waste that may be generated.

5.2.3 Land Drainage

Intent

An integrated network and system across a wide geographical area comprising both natural and human made elements are essential to making sure water drainage is managed to safeguard human security.

Open ditches, culverts, dams and other engineered water control works are used to manage surface waters into the Shell River, Conjuring Creek, Thundering Creek, Silver Creek, Lake of the Prairies and the Assiniboine River. There are a number of Provincial and Federal agencies that establish and have input into drainage standards and requirements as a result of their individual mandates and control over natural and engineered drainage structures.

Objectives

- To ensure local drainage issues are addressed in a coordinated manner with government departments and agencies, and adjacent municipalities.



Policies

- (a) Local Planning Authorities should adhere to provincial drainage guidelines and work cooperatively with the applicable Provincial authorities and adjacent municipalities to address any regional drainage issues.
- (b) Overall storm drainage plans for undeveloped areas may be required prior to development. Where development may increase storm flows into the provincial highway system, the applicable provincial authority will be consulted, and the cost of any improvements required to the existing highway drainage system directly associated with the development will be the responsibility of the developer.
- (c) Permission is required from Manitoba Infrastructure to drain any water into the highway drainage system. The Department prefers to see no increase in storm flows in the highway ditch system. However, if this is unavoidable, the cost of any revisions required to the existing highway drainage system, which are directly associated with the development, will be the responsibility of the developer.
- (d) Although municipalities are the local drainage authority, subject to approval by Manitoba Sustainable Development, Manitoba Infrastructure will work cooperatively with the municipalities and Manitoba Sustainable Development to address drainage concerns.

5.2.4 Utilities

Intent

Future growth will be based on the ability to provide a full compliment of utilities, including digital infrastructure.

Objectives

- To ensure utilities are planned for in a coordinated manner.



Policies

- (a) Coordinate the provision of a number of shallow utilities, including electrical power, telephone, cable, and/or digital infrastructure, to enhance existing utility services, and plan for new development.

5.2.5 Green and Open Spaces

Intent

The Green and Open Spaces provide lively public areas in a safe context that complement urban living: play areas for children, off-leash dog runs for pet owners, sitting areas for seniors, walking networks for neighbourhood connectivity, temporary events to celebrate the seasons, and outdoor recreational sports such as baseball. Vibrant Green and Open Spaces are places where people want to be, be seen, and/or meet others.

Objectives

- They can include well landscaped parks, playing fields, urban plazas, public squares, or similar built up areas that are gathering places for people, which can become the centre of community life. Green and Opens Spaces can also have pop up events and temporary infrastructure, food kiosks, cafés and restaurant land-uses, especially outdoor dining areas, to animate public spaces with transportation connections that strongly integrate these 'outdoor rooms' into the surrounding community.



Policies

- (a) Green and Open Spaces should be centrally located to ensure inclusivity and optimize use for local residents.
- (b) Green and Open Spaces should be located within, adjacent or abutting residential land-uses to enable residents a comfortable walk to and through their community.
- (c) Collaboration with School Divisions to co-locate municipally owned Green and Open Spaces next to schools to allow for joint-use opportunities should be considered.
- (d) Green and Open Spaces in urban areas should be a unifying public realm, part of the open space, and street network that creates one overall community for the residential area.
- (e) Green and Open Spaces should have strong sight lines to encourage 'eyes on the street', critical to community safety.



- (f) Green and Open Spaces should be constructed in accordance with CPTED and Universal Design principles.
- (g) There should be a diversity of Green and Open Spaces in the Planning Area with different functions and facilities to accommodate an assortment of activities from passive to active.
- (h) Each Green and Open Space should have a clear function, character and shape with well-defined boundaries through the positioning of adjacent buildings, walls, fences, trees and plantings.
- (i) Green and Open Spaces should have lighting, directional signage, focal points and connect to the cycling and pedestrian networks of the Planning Area.
- (j) Green and Open Spaces may have a variety of vegetation plantings such as flowers, trees and/or shrubs along with boxes and plots for community gardening.
- (k) Green and Open Spaces should provide seating areas that allow people to rest and observe surrounding activities.
- (l) Amenities such as water features, clock towers, public art and/or architectural features may be considered as landmarks in Green and Open Spaces that provide identity to the neighbourhood.
- (m) Café, restaurants, food trucks, food kiosks, eating and drinking land-uses and outdoor dining and drinking areas should be land-uses encouraged to set up temporarily or permanently to attract people.
- (n) Children play areas, playgrounds, community gardening, pop up activities, off-leash dog runs, organized recreational games, leisure events, outdoor art and music events, seasonal and temporary events should be land-uses encouraged to set up temporarily or permanently to attract people.
- (o) Accessory motor vehicle surface parking and bicycle parking [short and long term] may be enabled as an acceptable land-use within Green and Open Spaces Policy Areas.
- (p) Collaboration with Manitoba Hydro to identify opportunities to accommodate passive leisure and recreational uses in the Hydro Corridors as appropriate should be encouraged.
- (q) Collaboration with the private sector to identify opportunities to accommodate in Green and Open Spaces, cafés, restaurants, food trucks, food kiosks, eating and drinking land-uses, and outdoor dining and drinking areas should be encouraged.
- (r) Green and Open Spaces shall be connected to existing pathways or sidewalks to facilitate easy pedestrian and cycling movements.
- (s) Regional pathways may connect to and through Green and Open Spaces.
- (t) Green and Open Spaces should provide at least one universally accessible path that connects to one or more existing adjacent path or sidewalks.
- (u) The Local Planning Authority may require a Public Land Dedication from subdivision applications for up to 10% of the proposed land (or up to 8% of the land value), designated for Green and Open Spaces.



- (v) When new Green and Open Spaces are being proposed by a land developer as part of land dedication, the local planning authority may request a traffic impact study, active transportation network plan, building design information, or any other information deemed necessary to ensure a high-quality development.
- (w) The Local Planning Authority may require the preparation and submission of designs for the development of park and open space areas as part of any new development. Pursuant to *The Planning Act*, a public open space reserve dedication may be required as a condition of approval of any subdivision in order to:
 - a. Preserve the natural environment and protect wildlife and high quality fisheries habitat;
 - b. Provide space for recreational opportunities such as playgrounds, tennis courts, sports fields, etc.;
 - c. Support a network of open spaces, trails, and natural corridors that enhance the environmental character and well-being of the district;
 - d. Provide suitable buffer zones between intensive recreational development and neighbouring land-uses, roadways, etc; and
 - e. Maintains and support public access to the shores of the adjacent water body.



6.0 PLANNING AREA BACKGROUND

6.1 Tri-Roads Background Study

The companion document completed with the Development Plan, the *Tri-Roads Forward Background Study* [the Study] contains a comprehensive compilation of both qualitative and quantitative data analysis for the Planning Area in the following areas: Citizens; Community; Environment; and Commerce.

The Study also takes a thorough look at the current ability of the District to accommodate growth and change including residential, commercial, and industrial. The Study looks at the current supply of designated land and future demand, using population projections for three (3) different scenarios explored in the Citizens Section of the Study.

6.2 Growth Scenarios

- **Scenario 1 - Slow Growth:** Assumes the Tri-Roads Planning District continues to grow at their past 15-year average annual growth rate.
- **Scenario 2 - Modest Growth:** Assumes the District will grow at the projected average annual rate for the Province.
- **Scenario 3 - Boom Growth:** Assumes that the District will attract a major jobs-creator industry with a massive influx of workers and their families in a concentrated area.

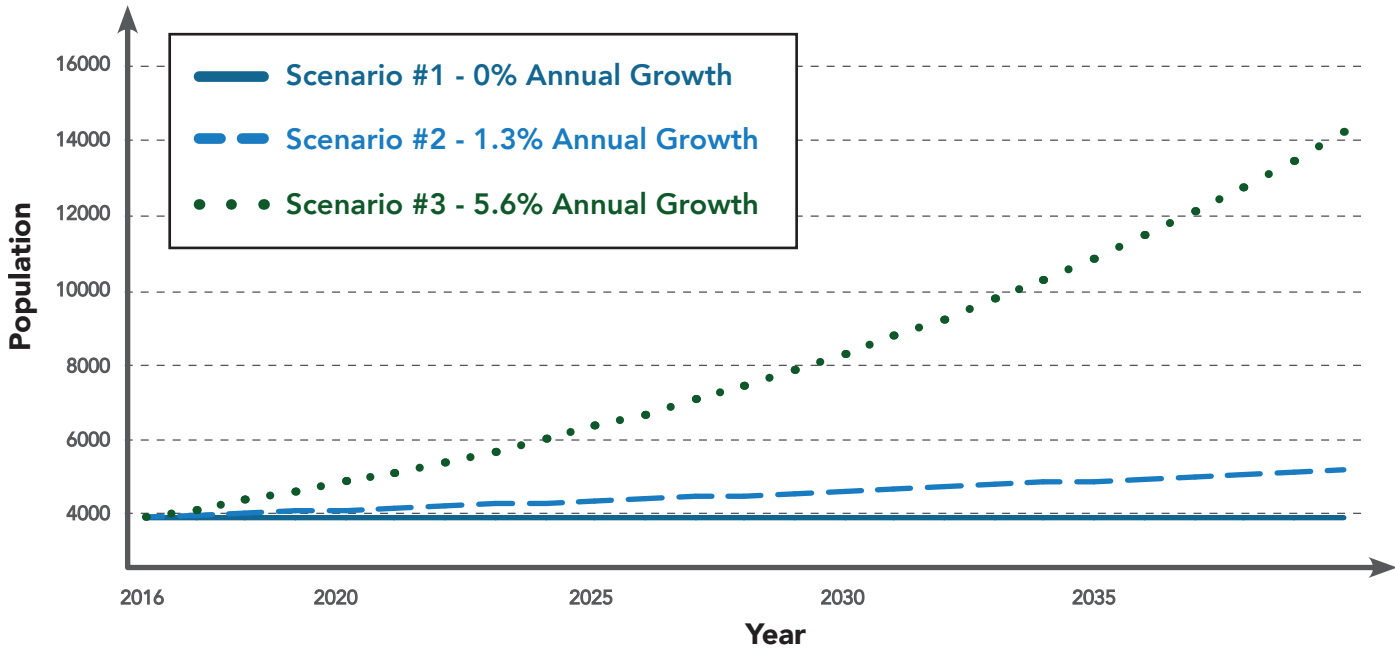


Figure 3: Residential Area Demand Projections

6.3 Growth Scenario Implications

The average annual growth in Manitoba (Scenario 2) demonstrates a manageable increase in residents for the District. Planning for this growth would require meeting the housing demands of an aging population and providing employment opportunities to attract skilled workers and young families. The economic sustainability of the Planning Area would rely on preparing for and acting upon smaller development opportunities as they arise.

Housing Split A	Scenario 2 (1.3%) 742 units required	Acres required	Scenario 3 (5.6%) 5,367 units required	Acres required
Single Family (90%)	668	87	4830	628
Multi-Family (10%)	74	5	537	38
Total	742	92	5,367	666

Housing Split B	Scenario 2 (1.3%) 742 units required	Acres required	Scenario 3 (5.6%) 5,367 units required	Acres required
Single Family (75%)	557	73	4025	523
Multi-Family (25%)	185	13	1342	94
Total	742	86	5,367	617

Table 1: Residential Area Demand Projections

However, the growth predicted in Scenario 3 is more than triple the current District population requiring approximately 2,000 acres of lands for new development, which should result in broad changes to many of the existing communities capturing this growth. In the event of major industry development, areas for higher density residential development will need to be available and located strategically to guide the overall development of the District communities. Large increases in population will also attract new commercial investments that require a framework to assist new businesses while supporting existing business owners. Well-planned developments within this scenario will help with efficient infrastructure improvements and establish a diversity of amenities that allow sustainable growth throughout the District.

The Development Plan is structured in a manner [the vision, the principles and the tools] to provide the foundation and framework to allow the Planning District to respond to all three (3) growth scenarios by ensuring there is an adequate supply of land designated to accommodate the projected growth.

6.4 Planning Process

Early in the Tri-Roads Forward planning process, an iterative approach was employed based on the decision to be as transparent and accessible as possible. Community dialogue is an important factor to achieving these goals, and is therefore the focus of this methodology.

This development plan review takes a different approach. It is not linear. Rather it is 'iterative', meaning that it approaches the plan process as follows:

- **Community Dialogue** – an iterative planning process approach starts with community dialogue. This dialogue is left purposely open ended (as opposed to a linear approach that presents 'facts' for community verification). At the same time, and often behind the scenes, important data is being collected.
- **Draft Vision and Guiding Principles** – a unique aspect of the Tri-Roads Forward planning process was the drafting of a Vision and Guiding Principles at the start of the process. The Vision and Guiding Principles were drafted by the Tri-Roads Forward Steering Committee and used as the basis of all community dialogue. Citizens, stakeholders, organizations and elected officials were invited to provide input on the draft vision and guiding principles.

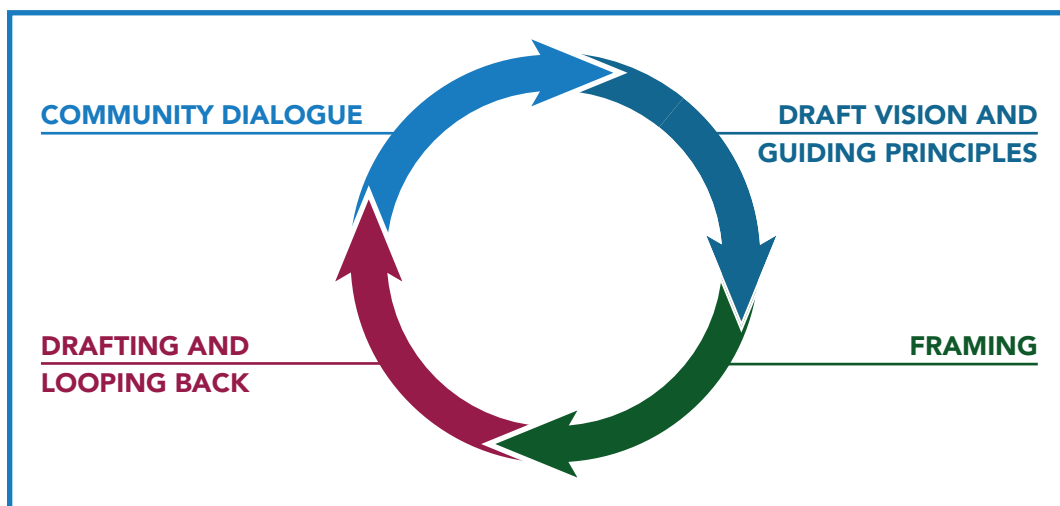


Figure 4: Iterative Approach Diagram

- **Framing** – Quantitative (hard facts, stats and data) and Qualitative (community dialogue: what you told us) are assessed together - an iterative process assumes both 'streams' of information are equal and valuable. During this stage, the 'hard facts' are weighed against the community dialogue. Do community ideas, issues and opportunities 'fit' with the hard data? This background study is the outcome of the 'framing' component.
- **Drafting and Looping Back** – The next step in the process is to draft the plan and loop back with the community to present the outcomes of the process. The looping back is an opportunity to set out the refined vision and guiding principles and associated plan policies.

6.5 Project Governance

A comprehensive governance structure was developed to ensure complete oversight throughout the process including a community input committee.

Tri-Roads Planning District

Comprised of members of the District, it is the overall decision making body for the planning process.

Project Steering Committee

Comprised of the Mayor/Reeve, elected officials and Administrators from Russell-Binscarth and Riding Mountain West. In addition, members of the community were appointed to the Steering Committee. The Steering Committee makes recommendations to the Planning District.

Community input Committee

Members of the Community were appointed to act as a sounding board to the process. They included representatives from education, youth, business, property owners, health and community organizations.

Project Management Committee

Smaller committee comprised of the Mayors and Administrators and the Consulting Team. It is a hands-on committee that provides on-going direction to the consulting team.

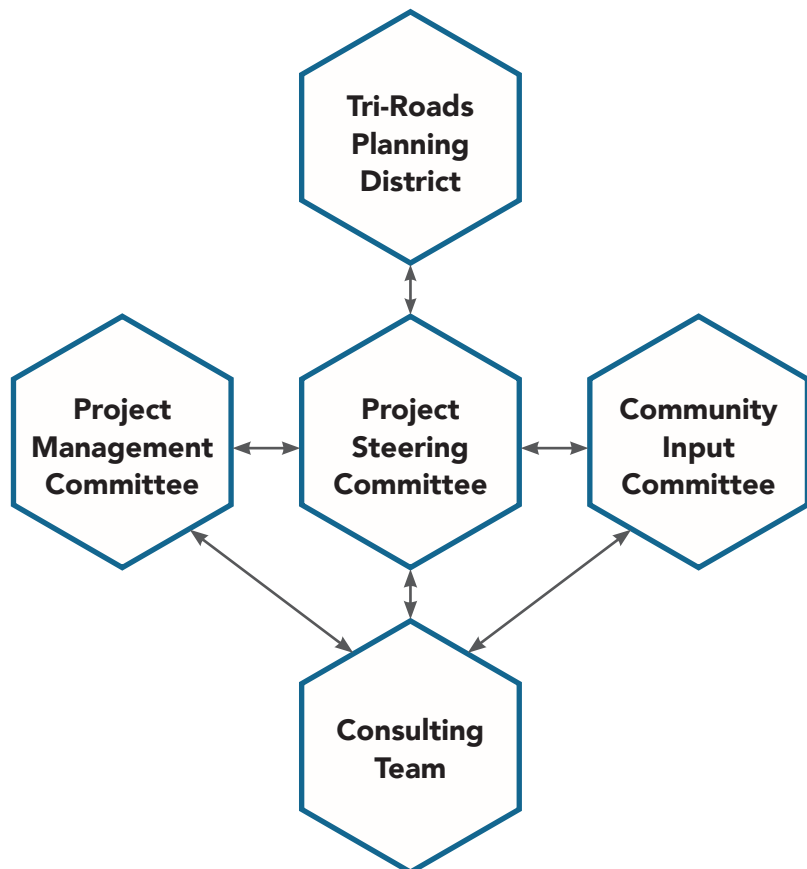


Figure 5: Project Governance Diagram



7.0 IMPLEMENTATION

Tri-Roads Forward provides direction on the long-term development of the communities that comprise the Tri-Roads Planning District.

The Plan does this by outlining a clear vision with planning principals & goals that can realize the inherent opportunities presented in the Planning Area as well as mitigate constraints by following a series of objectives & policies. This will evolve the communities within the District in a proactive manner that improves the quality of life for the residents through economic development: by strengthening, nurturing and encouraging both the big and the boutique economic blocks that diversify and drive the Districts' economy.

The Plan has policies to guide decision makers, the community and land-owners towards the vision for the District. The policies are rooted in the comprehensive analysis of both qualitative and quantitative data analysis for the Tri-Roads District Planning Area to provide the foundation and framework on how best to respond to three (3) possible growth scenarios.

The vision, goals, principles and policies have all been formulated in an iterative planning process to provide certainty amongst the stakeholders and the public at-large who have been engaged in the planning process, that the over-arching future direction of the District reflects their needs and requirements.

And, the Plan is a blueprint with specific actions that can be undertaken for proactively implementing the vision & goals of the Development Plan, as well as outlining the possible planning tools available for responding nimbly when changing market & engineering conditions may afford the District with new economic opportunities. The following are the actions for implementing the Plan.

7.1 Implementation Strategies

In accordance with the Planning Act, all future intensifications of lands with new development applications, development permits, and municipal decisions and actions within the planning area, must be consistent with the policies of this Plan.

This provides one mechanism for implementing the Plan but is a passive reaction completely dependent on waiting for development to occur, and only allows the private developer and the planning authorities to implement the Plan. The Act does not necessary outline all the proactive strategies and actions for guiding various stakeholders to implement the Plan by attracting economic development and enhancing the quality of life for residents.

And there are a number of practical, proactive strategies for implementing of the Plan, which follow under the sections of 'Leadership, Partnership and Sponsorship'; 'Capital Infrastructure Programme'; 'Incentive Tools'; 'Awareness Tools (Marketing)'; and 'Planning and Planning Tools'. Each strategy has a number of actions that can be considered for undertaking to implement the Plan, including: planning strategies, funding strategies, incentives/innovative techniques, leadership, partnership and sponsorship steps. These actions include low risk frugal activities, and actions that associations, groups, and Non-Governmental Organizations outside of the District Board can also implement to drive growth and change in the District.

We are recommending that the first steps for implementing the plan be the low cost actions such as fostering relationships, and promoting temporary events/infrastructure; and changing the zoning by-law land-use regulations to align with the Development Plan. Once these changes take root, the community can explore the necessary steps to firmly establish the vision with an intensification of spending and/or proactive actions.

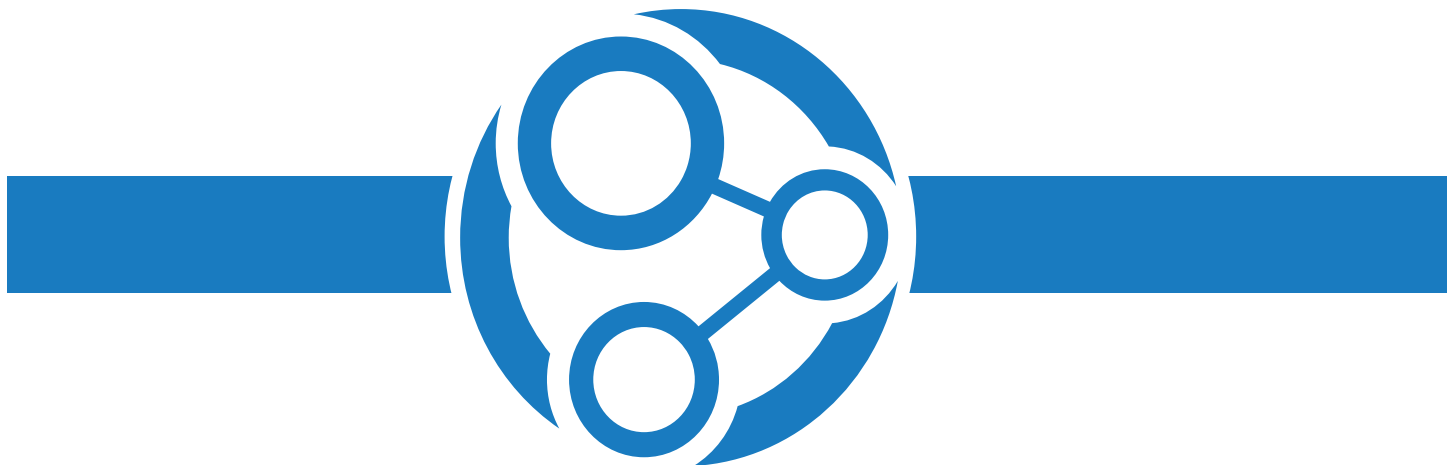
7.2 Leadership, Partnership, and Sponsorship

Leadership/Partnership refers to the need for leadership and collaboration within the Planning District as well as within other levels of government, citizens, and other stakeholders to bring about the vision for the Planning Area.

Actions:

- Working and Thinking Like a Region:
 - Identify and implement innovative approaches to municipal service delivery options to provide quality services at an affordable cost.
 - Manage municipal facilities to achieve strategic fit, flexibility, and affordability in support of the consolidation of the management of services.
 - Evaluate the needs of citizens in the delivery of services, and monitor performance against those needs including comparisons with other municipalities and the private sector.
 - Encourage a more collaborative use of resources on a District level to ensure that existing facilities such as schools can be maintained.
- Identify and collaborate with potential partners from Non-Government Organizations (NGOs) in sport, recreation, cultural, business and education from within and external to the community for establishing temporary events and pop-up activities in the communities within the Planning Area.

- Monitor and respond to demographic, social, economic and environmental trends both locally and globally.
- Work cooperatively with other levels of government and Non-Government Organizations whose services are desired and required by residents, and are delivered in a coordinated manner to maximize convenience to the public and minimize duplication.
- Develop strong partnerships with existing businesses within the District to encourage new business and outside investors to set up within the planning area.
- Encourage the implementation of a support system that acknowledges the special needs of new & existing, small businesses to help them grow and expand.
- Support retention and recruitment programs including the creation of entrepreneur incubators, which assist new businesses in their early developmental stages.
- Assist business in meeting government requirements associated with new development and expansion, including streamlining procedures and regulations within the municipal administration.
- Support the expansion of information technology infrastructure:
 - Consider appropriate locations for high technology facilities, information corridors and areas of technological concentration.
 - Identify and collaborate with other groups to advocate with other level of governments and service providers to expand information technology infrastructure in the planning area.
- Foster closer relationships with local school divisions, community colleges, and the not-for-profit sector to identify the work force training needed to support the needs of the local business community.
- Identify the personal services and commercial amenities needed in community areas for attracting and retaining new and existing residents.



7.3 Capital Infrastructure Programme

Government resources can be key investments to leverage growth that need to be consistent with specific plan objectives: scarce government dollars can act as an incentive for private investors spurring economic growth of the community. By establishing priority areas for growth sends positive signals and greater certainty about the value of private and government investment decisions over the long-term.

Actions:

- Long Term expenditures on infrastructure for the planning area, and the vision for the planning area, need to be intertwined to ensure both are successful by focusing on placemaking improvements to the public realm for people, and amenities needed to support an expansion of land-uses.
- Consider strategizing to generate an infrastructure programme with a schedule for the multi-year investment being targeted for enhancing the planning area with infrastructure that matches the demands of land-uses and land-users.
- Consider generating and endorsing a Conceptual Plan that illustrates the design possibilities for the creation and/or improvements to public spaces and public infrastructures such as links (sidewalks, pathways), and landmarks (focal points & main streets) to strengthen the place making design of the planning area and reinforces the identity of the communities that make up the District.
 - Consider implementing a trail from Binscarth to Russell to connect to the Rossburn Subdivision Trail and the Crocus Trail.
 - Consider implementing a trail from Harrowby to Russell to connect to the Rossburn Subdivision Trail and the Crocus Trail.
 - Consider implementing new directional signage and gateway feature signage at entry points into each of the communities to strengthen identity and direct tourists.
- Consider implementing a program of assessment and timely replacement of infrastructure in order to maintain the capacity of existing water supply system, and wastewater collection and treatment system.
- Minimizing deferred maintenance and taking into account the impact on the infrastructure life expectancy and life cycle when making deferred maintenance decisions.
- Explore innovative ways to develop new District public amenities such as Private Public Partnerships or Social Action Bonds.

7.4 Incentive Tools

Innovative incentive tools will be explored on an ongoing basis to facilitate projects that contribute significantly to development objectives. The incentive toolbox includes primarily non-fiscal related incentives, such as a streamlined approval process, but may also include limited fiscal related incentives, such as tax increment financing.

Actions:

- Consider developing a by-law to establish tax increment financing programs in designated areas of the municipality for the purpose of encouraging investment or development in those areas through a designated fund.
- Consider streamlining the approval process by revising the existing Zoning By-law to eliminate the regulations preventing the mix of land-uses envisioned for the area.
- Waive licensing and permitting fees for pop-up shops and events to encourage and support small scale entrepreneurs.
- Consider investing in incubator spaces to be provided to small scale entrepreneurs, enabling them to set up temporary pop-up shops.

7.5 Awareness Tools

These tools would be used for promoting the objectives of the Plan, creating interest from the broader community and encouraging other parties to implement the plan.

Actions:

- Seasonal/One Off Events – consider having a kick start/launching event such as music event or wine tasting event within communities of the planning area to raise awareness of the vision outlined in the plan.
- Consider meeting with potential partners from Non-Government Organizations (NGOs) to inform them of the vision and goals of the Development Plan.
- Consider engaging the community through social media, community groups, neighbourhood forms, etc. to collect their ideals on possible pop-up events to occur in the communities within the planning area.
- Consider actively promoting the communities within the District and outside the District as venues for establishing new and expanding businesses, and places for living.
- Coordinate the marketing of the District with a focus on capitalizing on the assets of the area including its agricultural capacity.
- Expand efforts to attract newcomers including new Canadians, recognizing that there will need to be efforts to help people settle.
- Support community based initiatives to draw visitors into all the District's communities through continued urban design, community theming and place making (creating community places that people want to be in) along the appropriate transportation routes.



- Consider meeting with livestock producers and associations for increasing livestock operations in the District.
- Create communication material to inform livestock producers on the pertinent regulatory information including: where operations may be allowed; size of operations; where operations will not be permitted; separation distances which would be applied in various areas of the Planning District.

7.6 Planning Tools

The successful implementation of this Plan largely depends on whether its policies can effectively guide the actions of the community towards the vision for the area. 'Planning' can provide a diversity of important tools for implementing the vision of the Development Plan. However, using only one tool 'planning for more planning' for addressing all issues and scenarios, or the incorrect planning tool on an issue can cause more problems than resolve. This is largely avoided by outlining a selection of planning tools along with directives for aligning the appropriate planning tool with the right issue.

Actions:

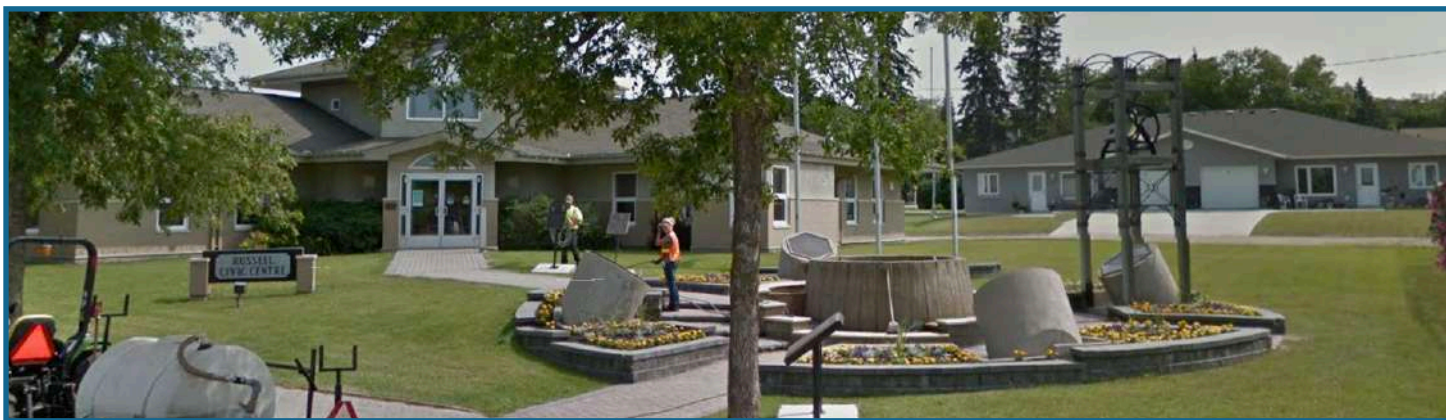
- Consider using Development Plan Amendments for changing *Transformative Areas* related to the long-term forecasted needs of residential, employment and commercial areas when needed and when infrastructure servicing capacity allows bringing these lands on-line for development with the intended use.
- Consider using Development Plan Amendments and Secondary Plans with specific policies, strategies and goals precisely tailored for implementing *Transformative Areas*, which the general policies of the Development Plan cannot address, for:
 - Emerging and new big blocks of the economy such as mineral extraction and argi-businesses that require large sites outside of urban centres.
 - Watershed areas related to the Shellmouth Dam and effected lands where renewable resources, heritage, recreation, provincial natural lands, water bodies, riparian areas, flood areas and settlement areas all converge and are a driver of the local economy via tourism.
- Consider changing the current Land-Use Zoning By-law Regulations to align zoning districts to the Development Plan to address small scale land-use issues.
- Consider the changes to the current Land-Use Zoning By-law Regulations with the following possibilities:
 - a. Allow for mixed uses, both horizontally on one property and vertically within one building.
 - b. Make temporary uses such as 'outdoor markets', 'farmer markets', and 'Fair and Exhibition Grounds' 'P' (with a number of performance standards regulating size, intensity, and hours of operation) to draw in people to communities.
 - c. Make residential uses 'P' along commercial main streets when not on the ground floor to encourage people to live in settlement areas on existing municipal services.
 - d. Allow 'soft densification' of secondary suites, small lot subdivisions, infill multiple housing projects within existing residential sectors of settlement areas.

- e. Allow multiple family housing and different residential building typologies.
 - f. Allow intensive life stock operations.
 - g. Parking – consider eliminating or significantly reducing the parking stall requirements for all land uses to discourage the consumption of land for parking areas, and encourage the establishment of an intense diversity of land-uses along commercial main streets of settlement areas.
 - h. Plan for a Regional Service and Healthcare Hub in Russell.
 - i. Plan for expanded commercial growth on the main streets and along the highways.
- Streamline any permitting process for seasonal events and activities in the planning area.
 - Consider establishing and using Development Design Guidelines for new developments to clearly articulate in a transparent manner the expectations new residential, commercial, and industrial developments are to meet for their exterior building and site plans designs in order to fit contextually with the surrounding area.

Development Plan Amendments

The Planning Act allows a board or council, and a land owner to initiate an amendment to change the Development Plan policies effecting specific lands to respond to a specific development proposal. Development Plan amendments should be judiciously used to avoid planning through ongoing incremental development plan amendments. Regular development plan reviews and updating planning policies and land use designations should capture changing circumstances in the planning area. However, the *Boom Growth Scenario* that is a possibility for the planning area, positively impacting the local and Provincial economies, may trigger the need to amend the Plan to bring on the *Transformative Areas* as *Progressive Areas* related directly to facilitating an intense jobs growth industry, and in-directly with expanding residential and services to support the needs of new employees.

The Development Plan Amendment provides the vehicle for the local planning authority to collaborate with proponents of new developments to ensure local interests are considered, and ensures the Provincial interests are also considered. The Development Plan Amendment also provides the opportunity for the planning authority to confirm that there is sufficient capacity in the relevant services to accommodate the new development. The vision, principles, and goals of the Development Plan should guide the Development Plan Amendments.



Secondary Plans

The *Planning Act* allows a board or council to adopt, by by-law, a secondary plan to deal with objectives and issues in a part of the planning district or municipality. The issues a secondary plan might address include:

- (a) any matter dealt with in the development plan by-law;
- (b) subdivision, design, road patterns, building standards or other land use and development matters; or
- (c) economic development or the enhancement or special protection of heritage resources or sensitive lands.

A secondary plan might be useful in setting out the overall pattern of future development in an area, or to set out more detailed policies respecting development issues in a specific part of the municipality or planning district. A secondary plan by-law must be consistent with the development plan by-law. A secondary plan by-law is subject to the same hearing and approval process required to adopt a zoning by-law under Part 5 of the Act. The possible uses of a Secondary Plan in this Planning Area may be related to planning and implementing an intense jobs growth industry such as a potash mine; and planning and implementing a diversity of land-uses in the watershed in and around the Shellmouth Dam.

Zoning By-laws

The purpose of a Zoning By-law enables a board or council to adopt specific regulations for the use and development of land across the entire Planning District. Where the development plan is a statement of the board or council's intent respecting future development, the zoning by-law provides an essential mechanism for implementing the policies set out in the development plan.

The Act requires that every municipal council must adopt a zoning by-law unless the municipality is part of a planning district that has a district-wide zoning by-law [subsection 68].

This planning tool can be used to address quantities or numerical dimensions and standards that are to be established as regulations for lots, land-uses, buildings, yards, parking, densities, and setbacks from transportation infrastructure and water courses.

This planning tool can be used to address issues related to conflicting land-uses.

Action:

- This planning tool can be implemented once the Development Plan has been given all three (3) readings in order to align the new zoning by-law with the approved policies of the Development Plan.

Variances

A zoning by-law is a by-law of general application to the entire municipality or planning district. As a general by-law it may not be able to adequately deal with the unusual or unique conditions of specific properties. Strict application of the by-law could result in hardship in specific instances. The variance process allows a board or council to vary the application of the zoning by-law as it affects the person's property in order to mitigate the adverse effects of the Zoning by-law.

In making a variance order a board, council or planning commission may impose any conditions on the applicant or the owner of the affected property that it considers necessary to meet the requirements of subsection 97(1)(b). For example, in order to ensure the variance will not negatively affect other properties or potential development in the surrounding area, a board, council or planning commission might impose conditions to limit the intensity of the use, the hours of operation, or external signage or storage of materials.

The owner of the affected property can also be required to enter into a Development Agreement with the municipality or planning district.

Action:

- Variances shall be considered against the policies of the Development Plan, and any variances granted shall generally be consistent with the applicable provisions of the development plan by-law.
- Variances shall not be used to 'vary' the policy intentions of the Development Plan.

Conditional Uses

A "conditional use" is a use of land or buildings that may be allowed under a zoning by-law. Conditional uses will be those specific uses which may or may not be acceptable in a zone depending on the particular circumstances of the proposed development. A board or council may consider it appropriate to impose conditions on the proposed use in order to ensure that it will be acceptable at the proposed location in the zone.

Action:

- Conditional Use shall be considered against the policies of the Development Plan, and any conditional use granted shall generally be consistent with the applicable provisions of the development plan by-law.

Subdivision Control

Control over the subdivision of land is a key tool for regulating the development of land. A "subdivision" is defined in the Act as "the division of land by an instrument, including:

- (a) a plan of subdivision, conveyance, deed, mortgage or grant; or
- (b) an agreement granting or extending a use of or right in land, directly or indirectly or by an entitlement to renewal, for a period of 21 years or more;

but not including a lease respecting only floor space in a building.

A district registrar may not accept for registration any instrument that has the effect, or may have the effect, of subdividing a parcel of land unless the subdivision has been approved by the approving authority [Subsection 121(1)].

The "approving authority" for subdivision is the minister or a board authorized by the minister under Subsection 120. Staff of Manitoba Intergovernmental Affairs has been delegated authority to approve subdivisions. The regional managers of the Community Planning Services Branch have been delegated approving authority for subdivisions in most parts of Manitoba including the Tri-Roads Planning District.

Subsection 123 of the Act requires that a subdivision of land must not be approved unless:

- (a) the land that is proposed to be subdivided is suitable for the purpose for which the subdivision is intended; and
- (b) the proposed subdivision conforms with
 - (i) the development plan by-law and zoning by-law,
 - (ii) any secondary plan by-law, and
 - (iii) the regulations under section 146 (the Subdivision Regulation).

The Subdivision Regulation 137/2006 registered June 29, 2006 places specific restrictions on the approval of a subdivision, and allows the approving authority to place conditions on the approval of the subdivision application.

Action:

- Ensure the ‘approving authority’ for subdivisions in the District is aware of the policies of the Development Plan.

Development Agreements

Subsection 150 of the Act allows a board or council to require the owner of an affected property to enter into a development agreement, as a condition of amending the zoning by-law, making a variance order or approving a conditional use.

This authority to allow a development agreement a requirement in connection with a local approval helps ensure that the costs associated with a specific development proposal do not fall disproportionately on the municipality and other ratepayers.

Action:

- Development Agreements shall be considered against the policies of the Development Plan, and any conditions required shall generally be consistent with the applicable provisions of the development plan by-law.

Development Designs

The intention of development designs guidelines and standards are to realize the vision for the Planning Area with animated main streets, attractive settlement areas, appealing highway commercial areas, and safe public spaces.

Part of creating attractive and walkable communities within settlement areas is linked to street and building designs that encourages pedestrian activities, ensures multi modal transportation choices, and integrates main street/village centres with the surrounding neighbourhood areas.

Actions:

- The specific detailed designs of new site and buildings shall be determined through the Development Application and Development Permit process and should be implemented through the use of a variety of methods including design standards as conditions of development agreements, and development permits.

- The specific detailed design standards of sites and building plans in settlement areas may be guided by Development Urban Design Guidelines which shall consider the following:
 - Guidelines should be unifying the public realm and the street network that creates one overall community for the settlement area.
 - Guidelines for main streets and village centres should encourage building exteriors and site designs that facilitate pedestrian movements, and sustain multi modal transportation choices.
 - Guidelines should include the principles of CPTED and Universal Design.
 - Guidelines should be 'general' that avoid detailed design specifics to ensure building professionals have flexibility in designing each building and site, and avoid repetitious building designs.
 - Guidelines shall only address the exterior of buildings and above grade site plans, and the public realm areas of rights-of-ways and public spaces.
- Support community groups that bring forward Development and Design Guidelines such as the Russell Main Street Revitalization Project.

Development Permits

Part 9 of the Act prohibits development unless a development permit has been issued and the development complies with the permit. A board or council will normally establish procedures for issuing development permits in the zoning by-law. A zoning by-law may also establish types of development that do not require a permit.

The requirement to obtain a development permit prior to undertaking a development is in effect as of January 1, 2006. The requirement for a development permit applies even if the municipality or planning district does not yet have a development plan or zoning by-law in effect. An application for a development permit must be made to the board of the planning district in which the proposed development is located [subsection 147 (2)].

Actions:

- The board or council may issue the development permit if it is satisfied that the proposed development generally conforms with the applicable provisions of the development plan by-law, the zoning by-law and any secondary plan by-law [Subsection 148(1)].
- Until such time as the Zoning By-law regulations are changed in a Development Application, nothing in this Plan shall preclude current uses in the Planning Area from continuing as they existed prior to the Plan, with all the zoning land-use rights inherent in the lands, and for as long as the land owner wishes.
- Should a land owner wish to change (i.e. intensify) their land-use rights via a rezoning, a subdivision, or a conditional use development application, the intensification shall require the appropriate Development Application, and shall follow the Plan policies to direct the changes towards the vision outlined for the Planning Area.

- Site Plans and/or Plans of Subdivision that refine and determine exact detailed designs & locations of land-uses, building lots, buildings, parking, densities, railway setbacks, transportation routes & networks including public right-of-ways, and underground services shall be submitted as part of Development Application processes when and where appropriate as determined by the municipality.
- Developers of land shall enter into agreements with the municipalities as conditions of development applications, when and where appropriate as determined by municipal councils, which shall direct the Developer to intensify uses on the land in the Planning Area in a manner that is consistent with the policies of the Plan.



Placemaking - Lighter, Quicker, Cheaper*

Capital-intensive initiatives are not the only, or even the most effective, ways to bring energy and life into a community's public space. "Lighter, Quicker, Cheaper" (LQC) describes the simple, short-term, and low-cost solutions that can energize the places we live in. These LQC actions are incremental but when compounded together, can bring about the changes envision for the Planning Area of making it 'people orientated'. Using LQC as a first step towards long-term change is a great strategy for communities that recognize the need for improvements but lack immediate resources, and/or for those who wish to take direct, incremental steps towards executing a long-term community vision.

Actions:

- Signage – consider using public art, landmarks, and signage to create a sense of place of each community within the Planning District to establish a strong identity for the areas for the residents and visitors.
- Seasonal/One Off Events – temporary transform public spaces in communities within the Planning Area by having a series of one night events during spring/summer/fall such as block party, outdoor movie events, musical acts, poetry slams, beer gardens, wine tasting, art shows, food trucks, farmers markets, artisan markets, star gazing, etc.
- POP-UP Infrastructure – provide temporary infrastructure in public spaces within the communities of the planning area for people to use such as lawn chairs/picnic tables, converted shipping containers decorated by local artists for temporary shops/food kiosks/sitting areas;/bicycle repair station.
- POP-UP activities – provide temporary activities lasting an afternoon or weekend in public spaces within the communities of the planning area such as ping pong tables, yoga, mini-library, art installations, art classes, chess boards, board game night, musical acts, and retail. The specific activity may not be the same though having a pop-up activity occurring routinely should be a goal.

- POP-UP Food – encourage food and drink suppliers to set up temporarily for either a short duration (one weekend morning) or for the entire summer to attract people to the communities within the Planning Area. A demonstration of this may be to have a well-known food truck set up for a weekend and/or a kitchen barge to be used by a variety of restaurants to offer different dishes throughout the summer.
- Allow for community gardens to be established in public spaces within the communities of the planning area with boxes or plots for gardening, and provide the soil and water supply along with sitting/shade areas to encourage gardeners to congregate.
- Establish an off-leashed, fenced in Dog Park with infrastructure such as a running obstacle course and drinking water for dogs to encourage dog owners to meet each other over coffee and use public open spaces.

Placemaking - The Power of 10*

The idea behind this concept is that places thrive when users have a range of reasons (10+ reasons) to be there. These might include a place to sit, playgrounds to enjoy, art to touch, music to hear, food to eat, history to experience, and people to meet. Ideally, some of these activities will be unique to that particular place, reflecting the culture and history of the surrounding community. Local residents who use this space most regularly will be the best source of ideas for which uses will work best. The idea is to layer these uses into the area to ensure a diversity of attractions (drawing in a variety of people) and that no single user/use dominates the space.

Action:

- Implement ten (10) LCQ things in public spaces and along main streets within the communities of the planning area that will draw in local residents during each of the seasons for a short duration or lasting the entire season.





MAPS

Map 1 - Planning Area

Map 2 - Transportation

Map 3 - Major Policy Areas

Map 4 - Minor Policy Areas

Map 5 - Russell Precinct

Map 5B - Russell Precinct (w/ Servicing)

Map 6 - Binscarth Precinct

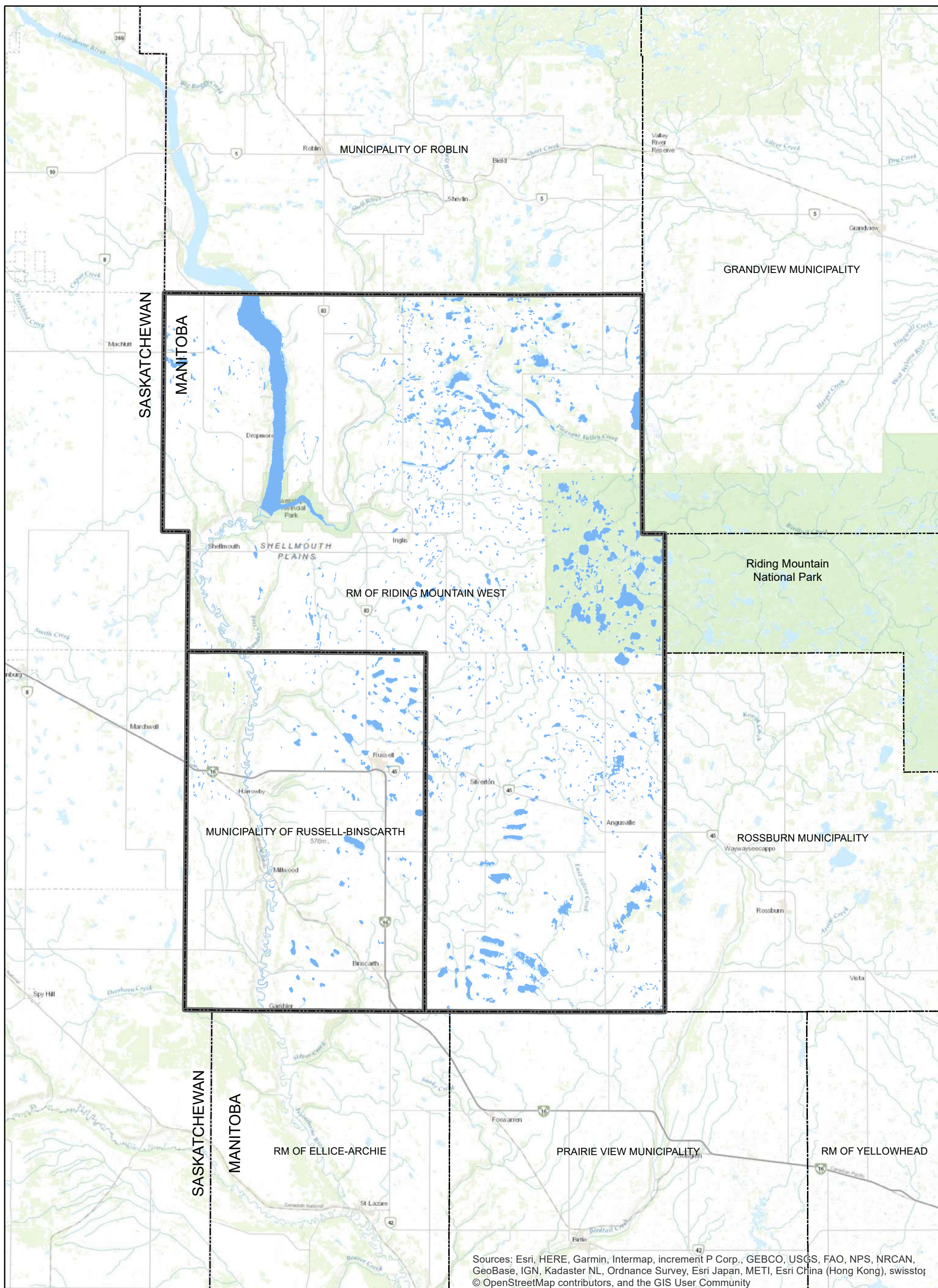
Map 6B - Binscarth Precinct (w/ Servicing)

Map 7 - Inglis Precinct

Map 7B - Inglis Precinct (w/ Servicing)

Map 8 - Lake of the Prairies Precinct

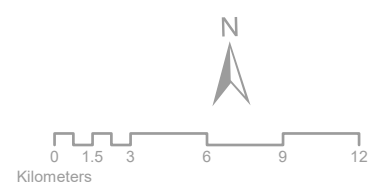
Map 1 - Planning Area



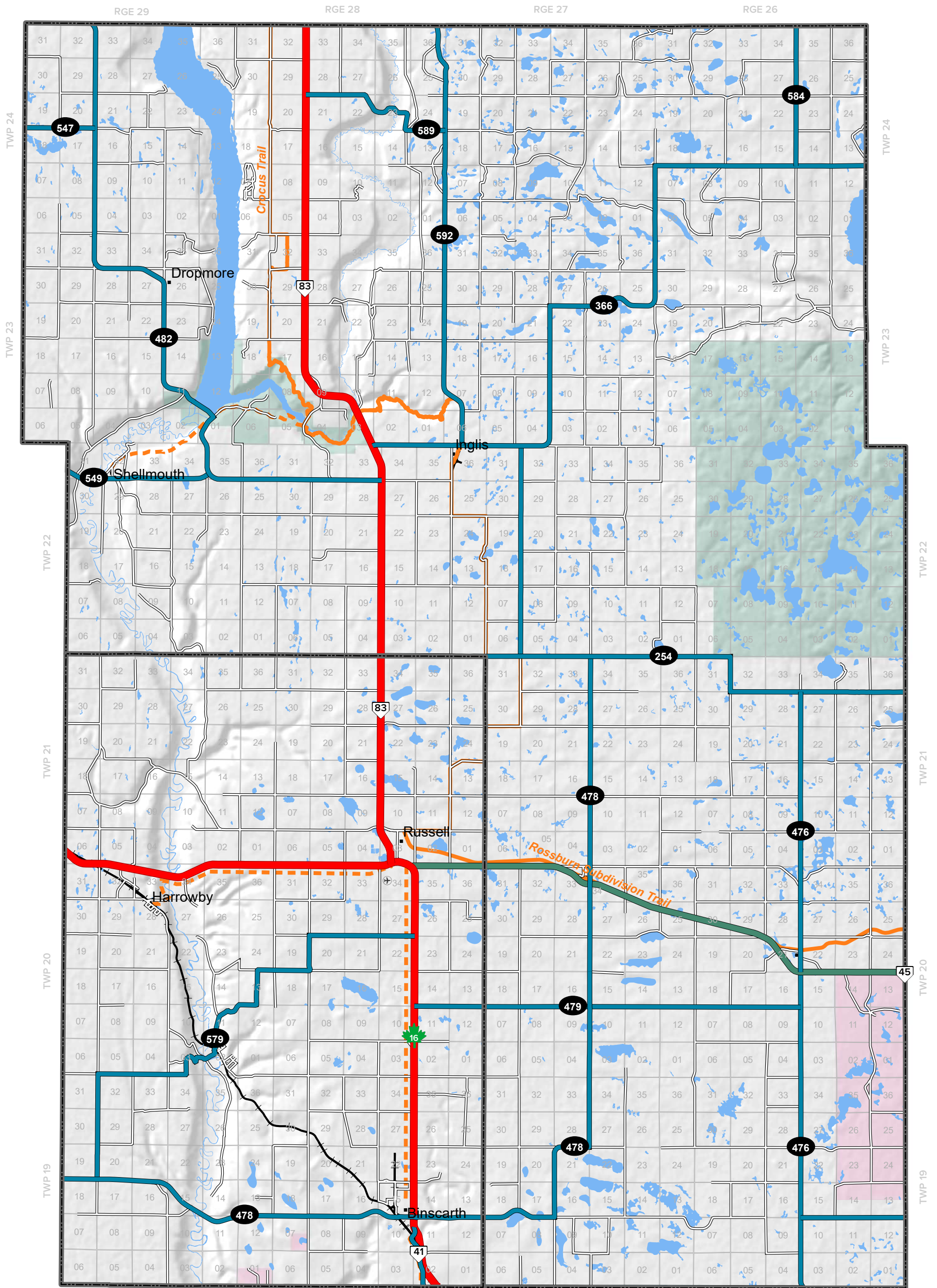
Sources: Esri, HERE, Garmin, Intermap, increment P Corp., GEBCO, USGS, FAO, NPS, NRCAN, GeoBase, IGN, Kadaster NL, Ordnance Survey, Esri Japan, METI, Esri China (Hong Kong), swisstor © OpenStreetMap contributors, and the GIS User Community

Legend

- Tri-Roads Planning District Boundary
- Municipal Boundary
- Water

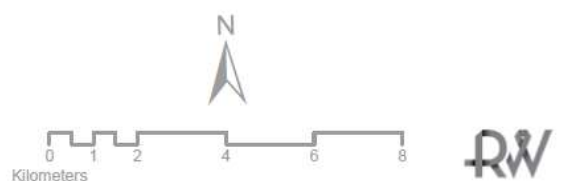


Map 2 - Transportation



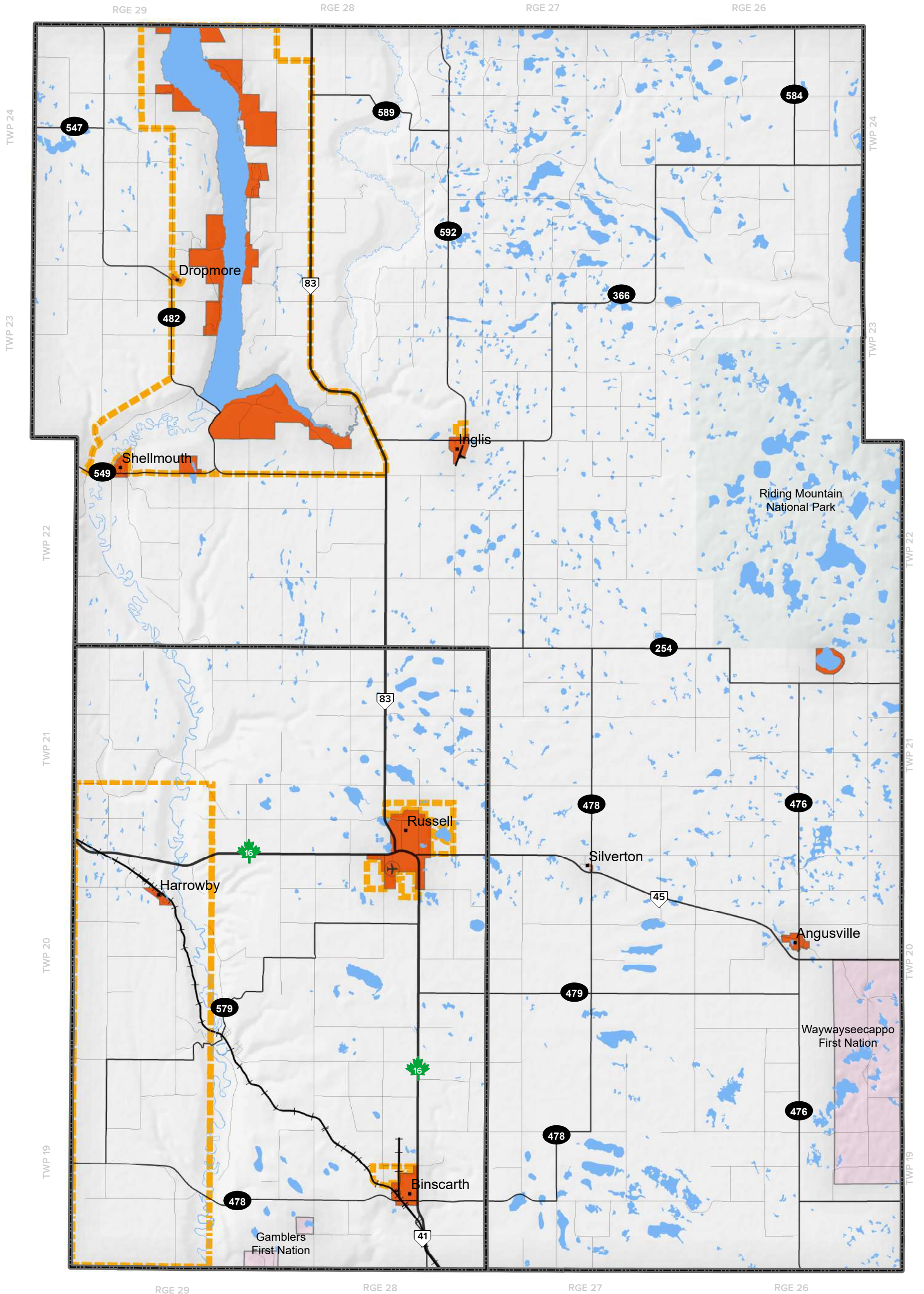
Roads Network

- Primary Arterials
- Secondary Arterials
- Collectors
- Local Roads
- C.P.R.
- ⊕ Airport
- TransCanada Trail
- Planning District Boundary
- Reserve Lands
- Assessippi Provincial Park
- Riding Mountain National Park
- Water
- Proposed Active Transportation Paths

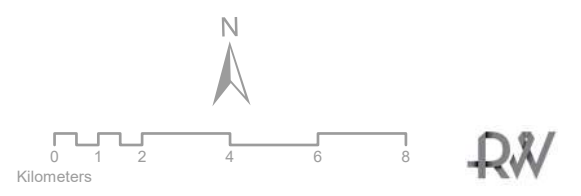


Tri-Roads Planning District Development Plan

Map 3 - Major Policy Areas

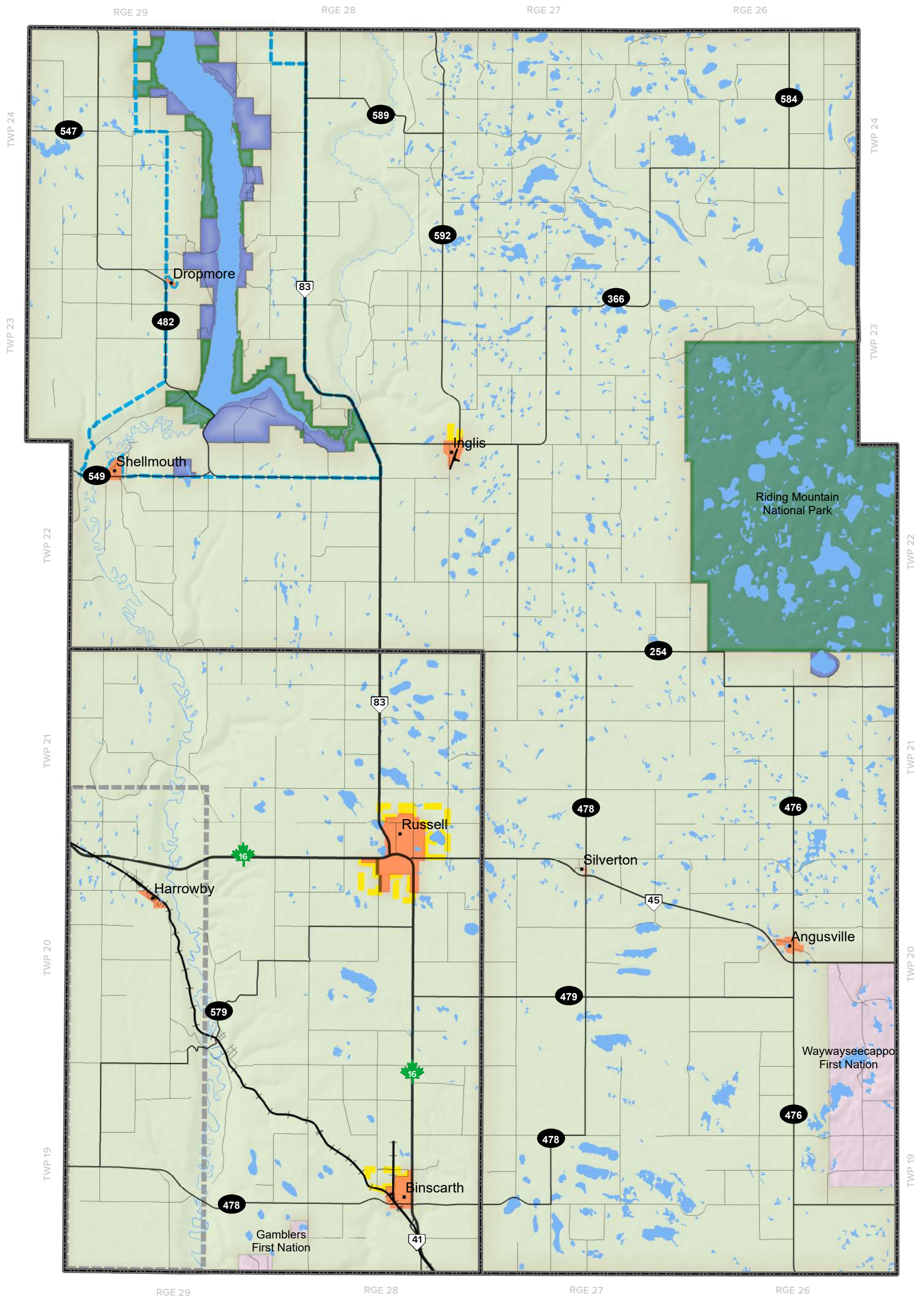


- Legend**
- Progressive Policy Areas
 - Transformative Policy Areas
 - Conservative Policy Areas
 - Planning District Boundary
 - Water
 - Reserve Lands



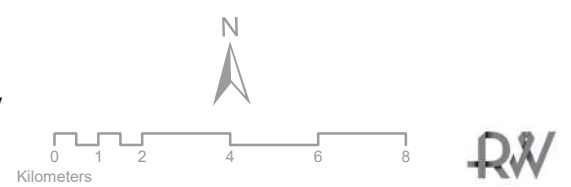
Tri-Roads Planning District Development Plan

Map 4 - Minor Policy Areas

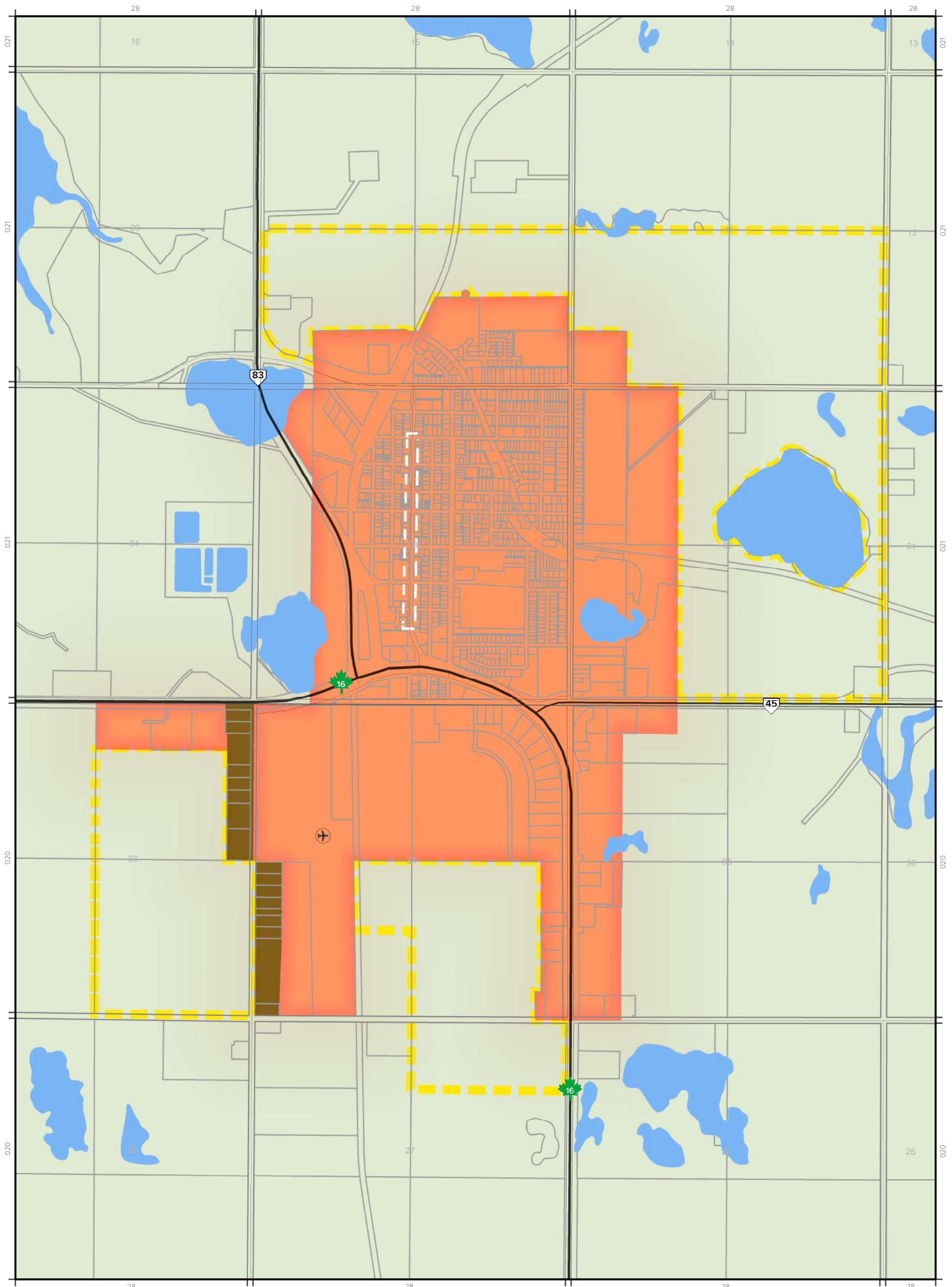


Legend

- | | | | |
|---------------------------------|------------------------------------|----------------------------------|--------------------------------------|
| Progressive Policy Areas | Transformative Policy Areas | Conservative Policy Areas | Reserve Lands |
| Rural Residential Policy Area | Future Growth Policy Area | Agricultural Policy Area | Reserve Lands |
| Tourism Policy Area | Mineral Resource Policy Area | Natural Lands Policy Area | Tri-Roads Planning District Boundary |
| Urban Policy Area | Watershed Growth Policy Area | Water | |



Tri-Roads Planning District Development Plan
Map 5 - Russell Precinct



Legend

Progressive Policy Areas

- Urban Policy Area
- Rural Residential Policy Area

Conservative Policy Areas

- Agricultural Policy Area

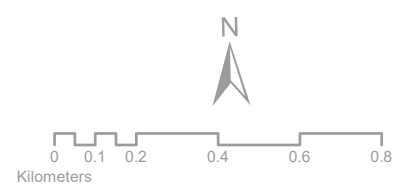
Transformative Policy Areas

- Future Growth Policy Area

- Assessment Parcels

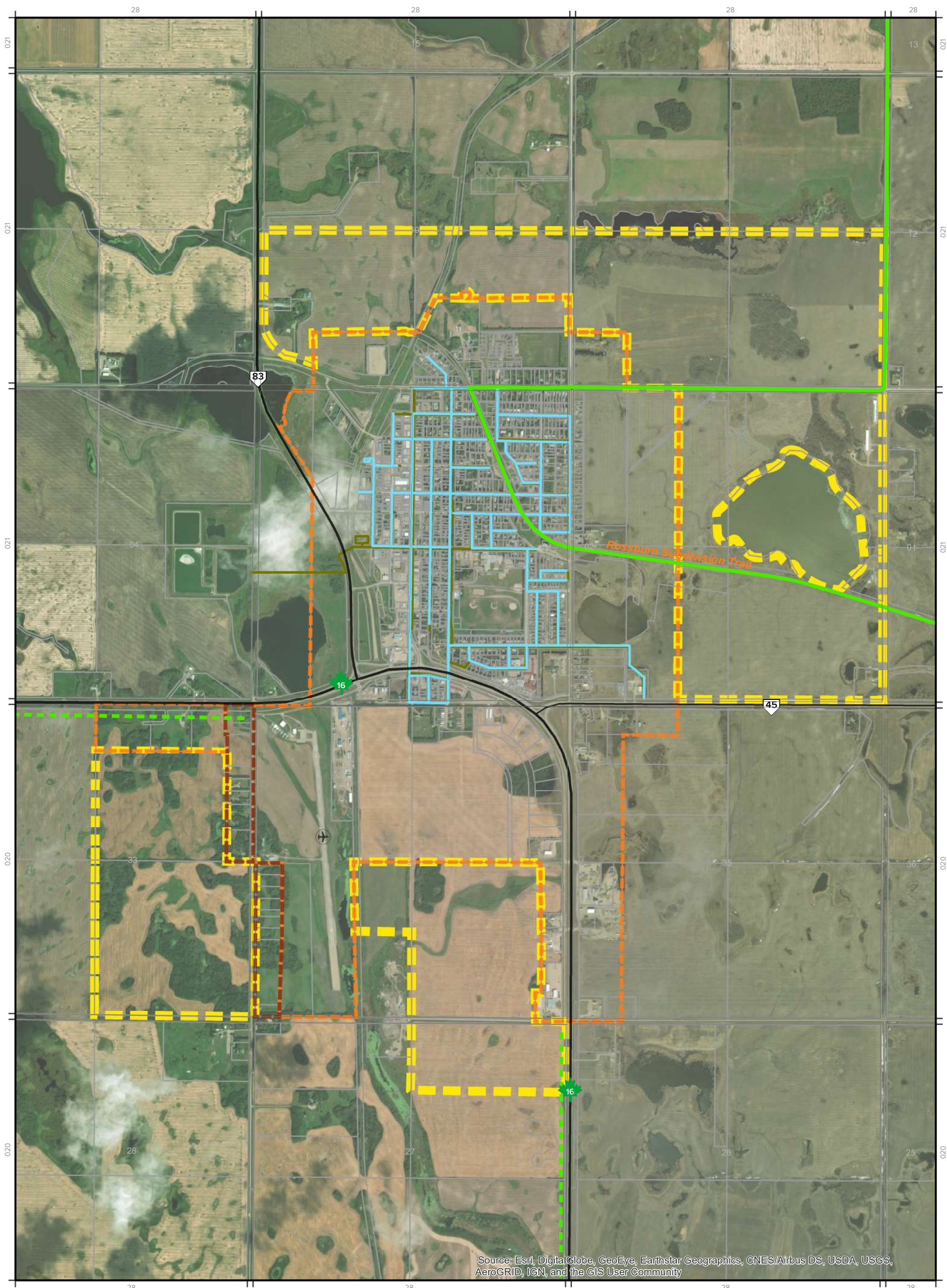
- Water

- Main Street Uses



Tri-Roads Planning District Development Plan

Map 5B - Russell Precinct



Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community

Legend

Progressive Policy Areas

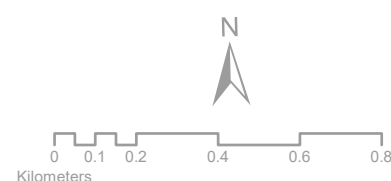
- Urban Policy Area
- Rural Residential Policy Area

Transformative Policy Areas

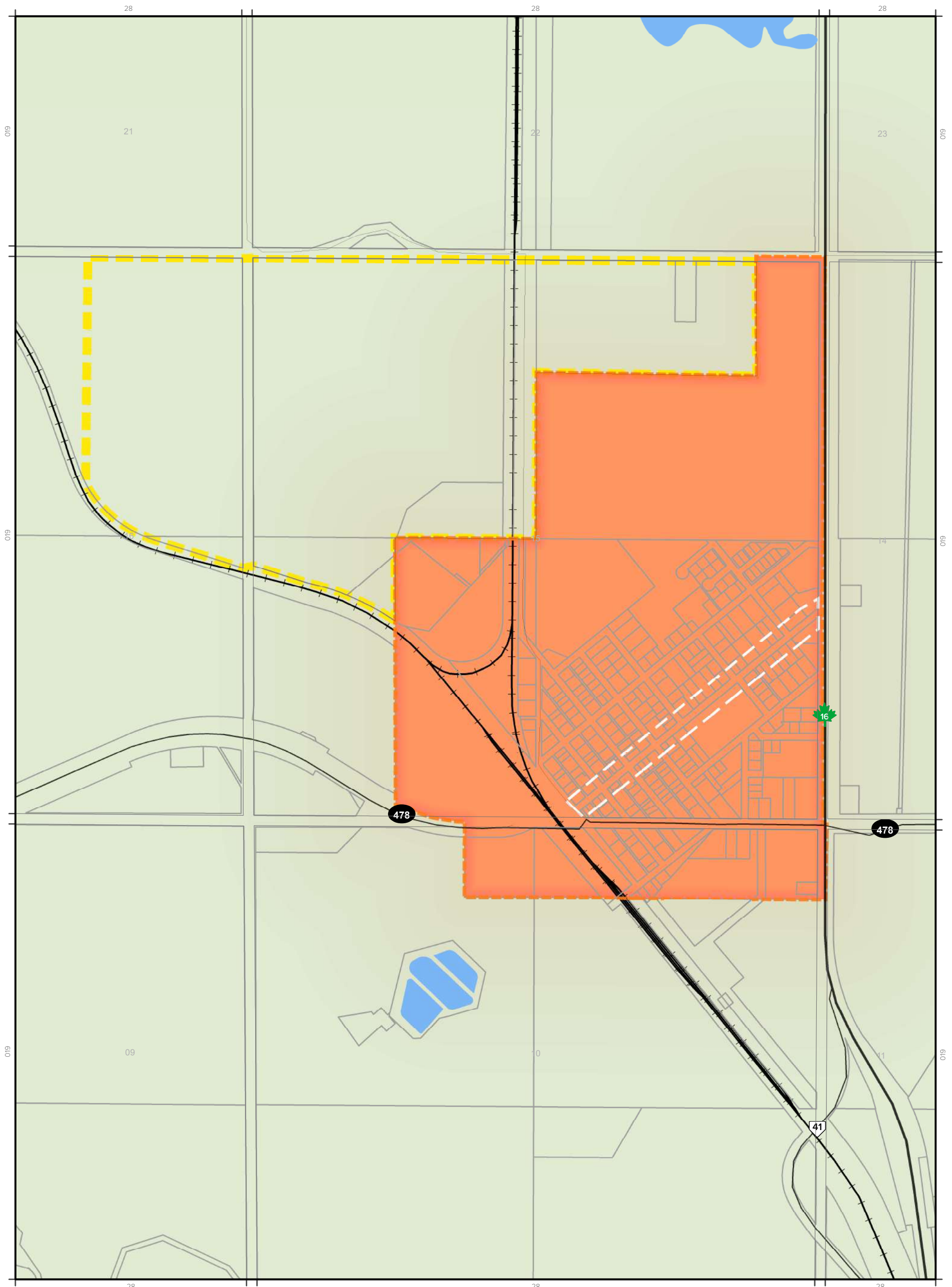
- Future Growth Policy Area
- Assessment Parcels

- Rosburn Subdivision Trail
- Proposed Active Transportation Paths
- Water
- Waste Water

Note: All other lands not identified exist as Agricultural Policy Areas



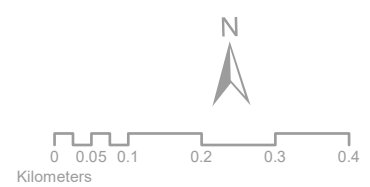
Tri-Roads Planning District Development Plan
Map 6 - Binscarth Precinct



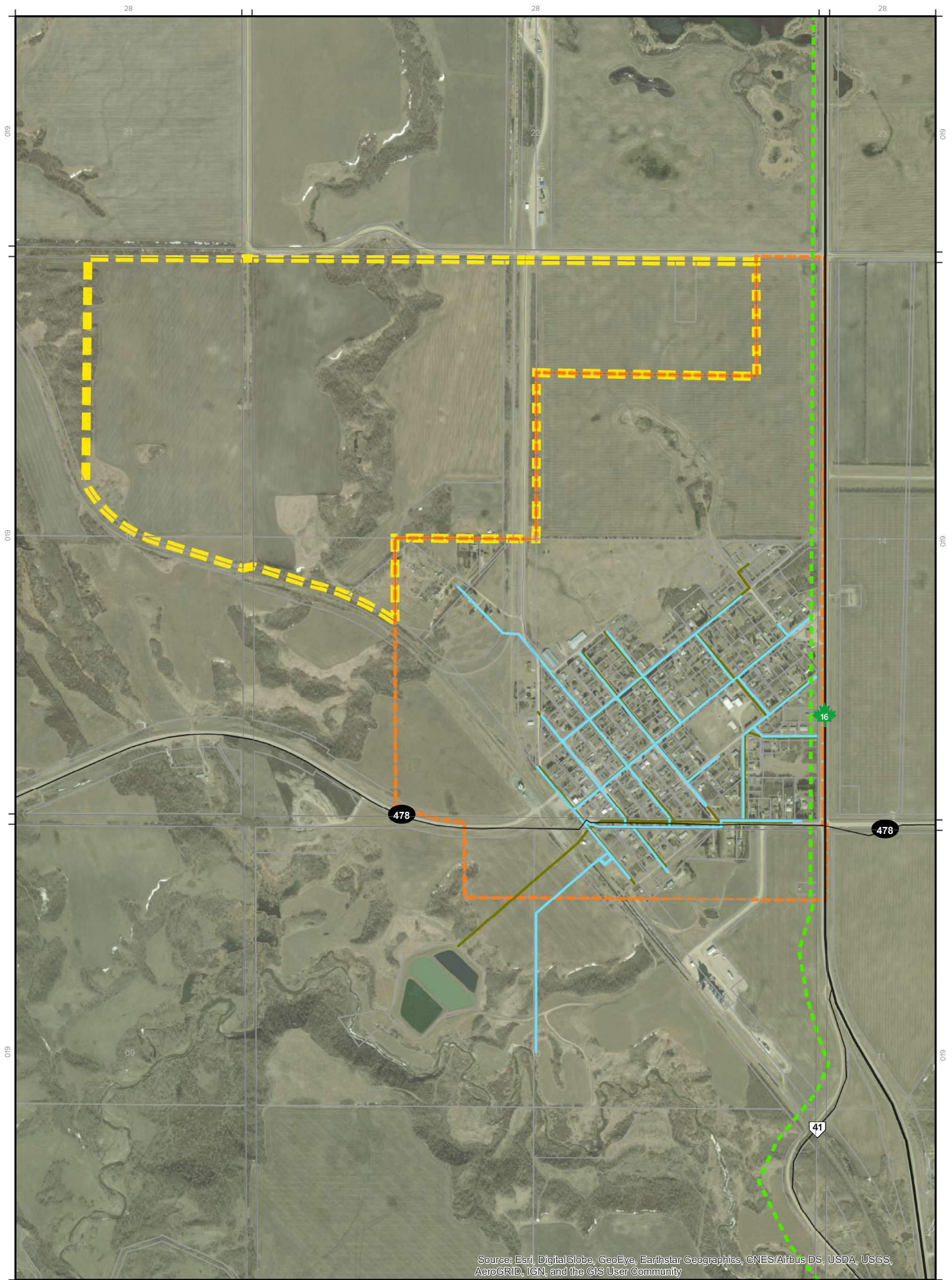
- Legend**
- Progressive Policy Areas**
- Urban Policy Area
- Conservative Policy Areas**
- Agricultural Policy Area

- Transformative Policy Areas**
- Future Growth Policy Area

- Assessment Parcels
- Water
- Main Street Uses



Tri-Roads Planning District Development Plan
Map 6B - Binscarth Precinct



Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community

Legend

Progressive Policy Areas

Urban Policy Area

Transformative Policy Areas

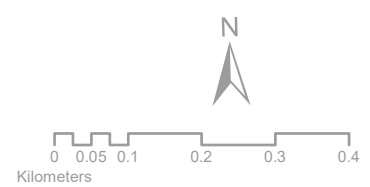
Future Growth Policy Area

Assessment Parcels

Proposed Active Transportation Paths

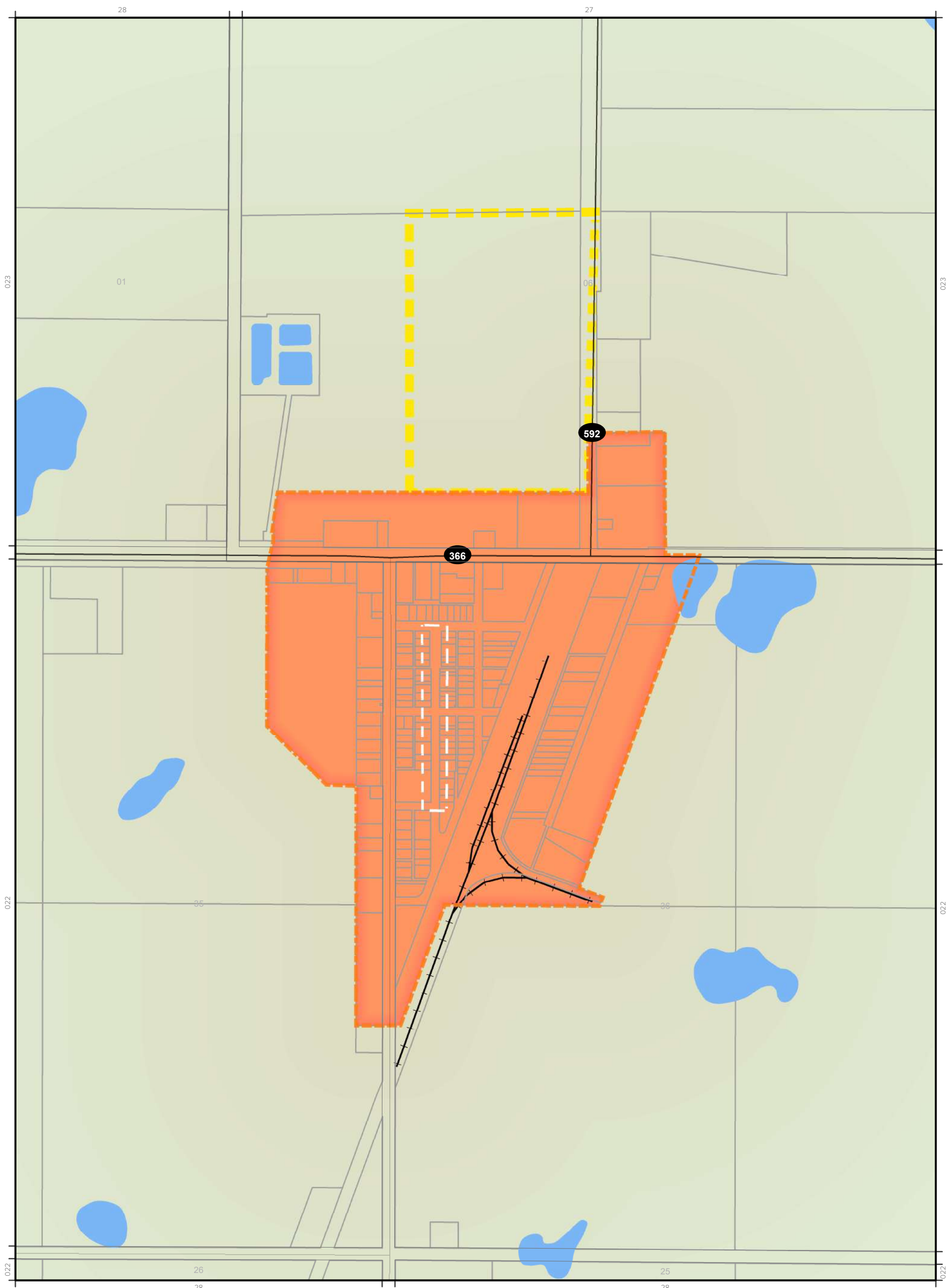
Water

Waste Water



Note: All other lands not identified exist as Agricultural Policy Areas

Map 7 - Inglis Precinct



Legend

Progressive Policy Areas

Urban Policy Area

Transformative Policy Areas

Future Growth Policy Area

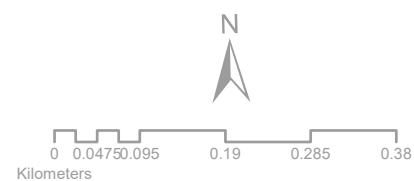
Conservative Policy Areas

Agricultural Policy Area

Assessment Parcels

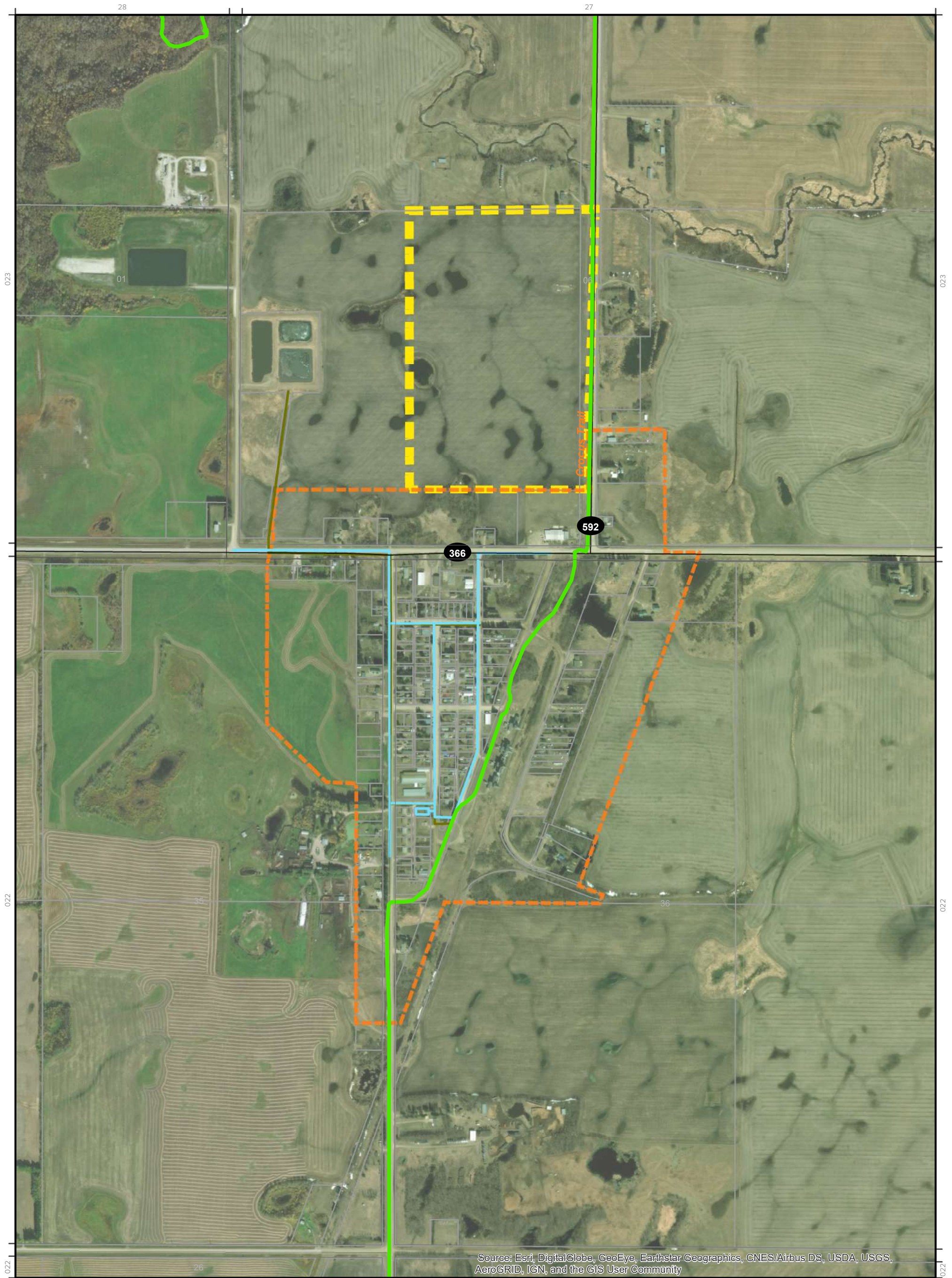
Water

Main Street Uses



Tri-Roads Planning District Development Plan

Map 7B - Inglis Precinct



Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community

Legend





Progressive Policy Areas

Urban Policy Area

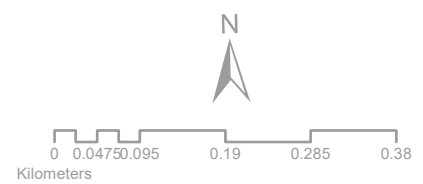
Transformative Policy Areas

Future Growth Policy Area

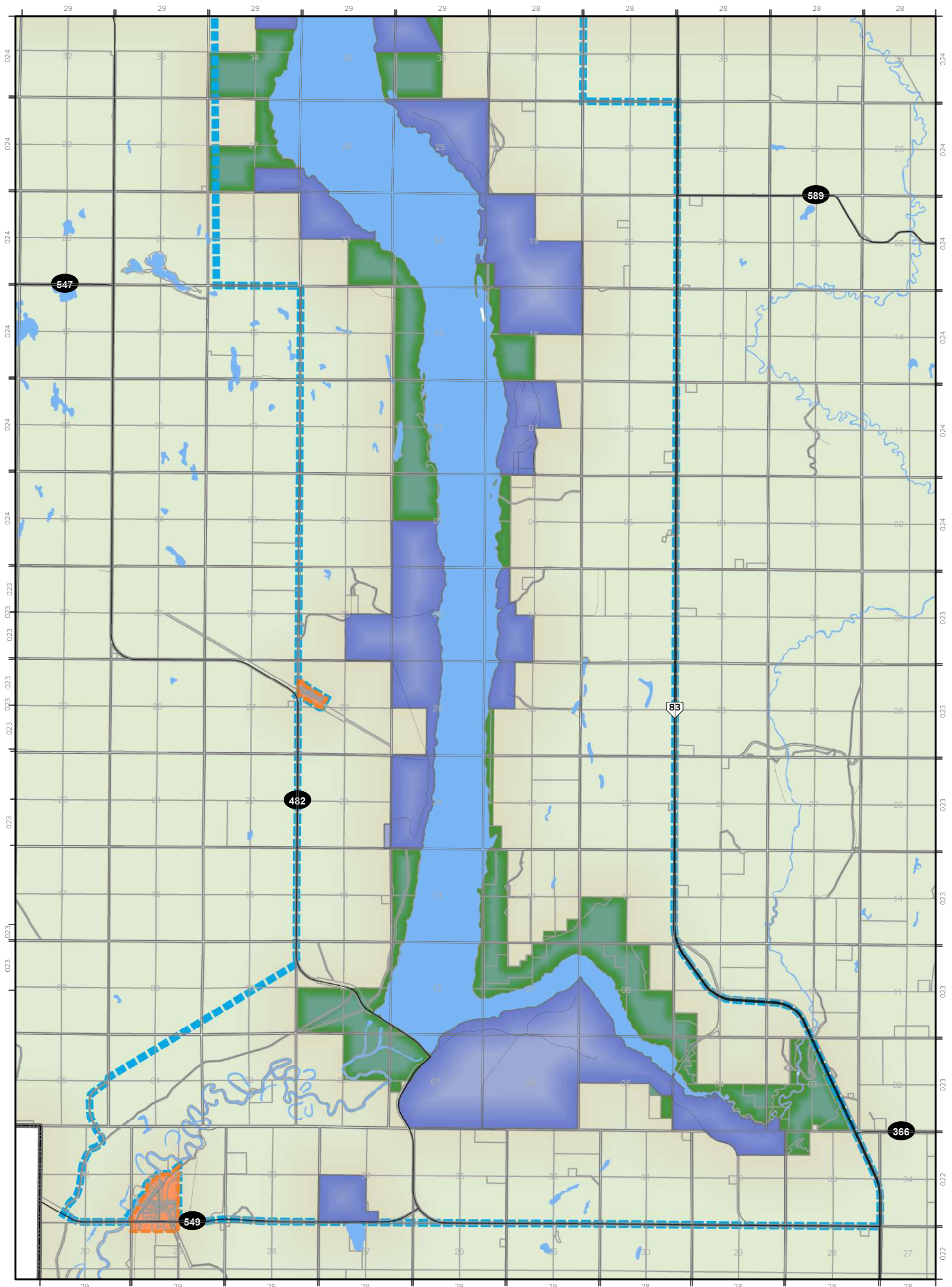
Assessment Parcels

-  Crocus Trail
-  Proposed Active Transportation Paths
-  Water
-  Waste Water








Note: All other lands not identified exist as Agricultural Policy Areas




Map 8 - Lake of the Prairies Precinct





Legend

Progressive Policy Areas		Conservative Policy Areas	 Tri-Roads Planning District Boundary
 Tourism Policy Area	 Agricultural Policy Area	 Water	
 Urban Policy Area	 Natural Lands Policy Area		
Transformative Policy Areas			
 Watershed Growth Policy Area			

N



0 0.35 0.7 1.4 2.1 2.8
Kilometers



Tri-Roads
forward

Planning for progress and prosperity