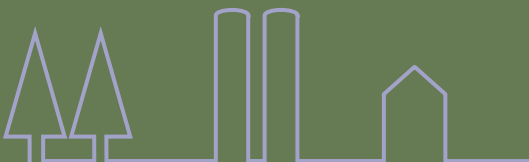




WHITEMOUTH REYNOLDS PLANNING DISTRICT
DEVELOPMENT PLAN 2030

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Whitemouth Reynolds Planning District

BY-LAW NO. 27/10

**BEING A BY-LAW OF THE WHITEMOUTH REYNOLDS PLANNING DISTRICT TO ADOPT
A DEVELOPMENT PLAN.**

WHEREAS Part 4, Division 1, Section 40(1) of The Planning Act, Chapter P80, of the Continuing Consolidation of the Statutes of Manitoba, provides for the preparation and adoption of a Development Plan;

AND WHEREAS pursuant to the provisions of Section 51 of the Act the Minister of Intergovernmental Affairs and Trade approved the Whitemouth Reynolds Planning District Development Plan;

AND WHEREAS it is deemed necessary and expedient to adopt a new Development Plan for the Whitemouth Reynolds Planning District;

**NOW THEREFORE THE DISTRICT BOARD OF THE WHITEMOUTH REYNOLDS PLANNING DISTRICT
ASSEMBLED ENACTS AS FOLLOWS:**

1. **THAT** the Development Plan attached hereto and marked as Schedule "A" to this by-law is hereby adopted and shall be known as the Whitemouth Reynolds Planning District Development Plan.
2. **THAT** the District Development Plan shall take force and effect on the date of third reading of this By-Law;
3. **THAT** the Whitemouth Reynolds Planning District Development Plan By-Law No. 1/96 has been repealed.

DONE AND PASSED BY THE PLANNING DISTRICT BOARD ASSEMBLED

THIS ____ DAY OF _____ 2010

Chair

Secretary -Treasurer

Certified that By-Law No. 27/10:

Received first reading on the	day of	2010
Received second reading on the	day of	2010
Received third reading on the	day of	2010

Secretary - Treasurer

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Introduction

What is a Development Plan?

The Development Plan is a long range policy guideline intended to assist the Whitemouth Reynolds Planning District's to manage development over the next 20 years to 2030. The Plan recognizes land use and development decisions will have implications for the economic, social and environmental well being of the Planning District. Just as these factors are inter-connected so are the development and conservation policies of the Plan integrated. The Plan also contains an inter-governmental planning component. It suggests opportunities for the Whitemouth Reynolds Planning District to collaborate with Manitoba Infrastructure and Crown Lands in the development of access management strategies serving land uses adjoining provincial highways and a new protocol for transitioning strategic crown holdings to private ownership and municipal land use jurisdiction.

The Whitemouth Reynolds District Development Plan is a long range plan with a 20 year timeframe and comprehensive in scope. Even so, course correction may still be needed over the life of the Plan and policy changes may be warranted from time to time to address contemporary needs or new circumstances as they may arise. It is suggested the District Board review the Plan periodically over the 20 year term and either re-affirm Plan's Objectives and Policies and or to make adjustments as may be required to address the needs of the day, guide development and/or adjust strategies guiding the implementation of the Plan.

How was the Plan prepared?

In early 2009, the Whitemouth Reynolds Planning District Board initiated the review of their Development Plan. The Planning District Board adopted a consultative process engaging citizens, the agricultural sector and business leaders of the District in the development of a Vision for the Planning District. This vision provided the foundation for the District Development Plan by establishing a set of Strategic Planning Goals to guide The Planning District in its quest to enhance the quality of life for its citizens.

Community issues and planning initiatives were developed and validated with citizen input through a series of three Community Planning Open Houses to assess changes in the District since the current Development Plan was adopted, relative importance of issues, development options and preferred planning directions. The Open Houses were complimented by a Community Strategic Planning Workshop which focused upon how development may be best managed. Issues addressed at the workshop included protection of agricultural lands, stimulating economic development, retaining and attracting population, guiding development of village centres, providing opportunities for rural and

seasonal resort residential development and defining a community vision for the Planning District and core principals as a foundation for the plan.

The public engagement process assisted the District Board define the challenges, opportunities, issues and needs of most importance to citizens of the Planning District. The Principals, goals and directions established with citizen involvement provided the basis for the preparation of a draft Planning Strategy for the Planning District. The draft Planning Strategy community and inter-governmental review was instrumental in the final refinement and preparation of this District Development Plan.

Purpose of the Development Plan

The Manitoba Planning Act states the purposes of a Development Plan as follows:

- to serve as a framework whereby the planning district or the municipality and the community as a whole may be guided in formulating development policies and decisions;
- to identify the factors relevant to the use and development of land;
- to identify the critical problems and opportunities concerning the development of land and the social, environmental and economic effects thereof;
- to set forth the desired timing, patterns and characteristics of future development of land and to determine the probable social, environmental and economic consequences thereof;
- to establish and specify the programs and actions necessary for the implementation of the development plan;
- to outline the methods whereby the best use and development of land and other resources in adjacent municipalities, districts, or affected areas immediately abutting thereto, may be co-coordinated; and
- to identify those matters of government concern which affect the use and development of land and other resources within the district or the municipality.

The Whitemouth Reynolds Planning District responds to the requirements of The Planning Act by providing policies based upon community goals and objectives for the conservation and use of community resources and the orderly and economic development of the Planning District's urban, rural and economic development areas and conservation of the District's agricultural and environmentally sensitive lands.

The day-to-day decisions of the Planning District Board and Municipal Councils will be based upon the objectives and policies of the Development Plan and will endeavour to promote orderly and economic development within the Planning District.

The Whitemouth Reynolds Planning District Development Plan is a high-level policy document intended to guide decision making over the long term. It promotes development practices, which are compatible with the capacity of the Planning District's land base, infrastructure, community services and environment to sustain human activity.

The implementation of this Plan will take place over time and the use of words such as "will" or "must" should not be construed as the Planning District Board's commitment to proceed with all of these undertakings. These may typically occur in a phased manner, subject to budgeting and program availability.

Building a successful Planning District

The District is intricately inter-connected economically, socially, environmentally and physically with the Manitoba Eastman Region. The boundaries of the Whitemouth Reynolds Planning District are illustrated in Reference Map 1: Planning District Boundaries. The Planning District faces both opportunities and a challenging future where the decisions made today will shape the kind of communities we will live in tomorrow.

This Development Plan is about making sustainable choices and shaping the community's future. Sustainable choices mean meeting the needs of today without compromising the ability of future residents and generations from meeting their needs. This Development Plan is about getting the fundamentals right. It's about having a clear vision for the Rural Municipalities of Reynolds and Whitemouth grounded in durable Principals that assure a successful future. It is also about integrating physical development directions with environmental, social and economic perspectives in decision-making.

Implementing the Plan

The Development Plan establishes a Vision and sets out a clear direction for the Planning District. While many details of the Plan's implementation may vary from time to time, the vision and core Principals upon which it is based will remain constant. The Plan provides direction for the implementation strategies required to bring the Plan to life. The Plan also identifies opportunities for on-going consultation with key provincial stakeholders respecting highway access management and transitioning certain crown lands to municipal jurisdiction.

Organization of the Plan

This Plan is organized into five parts.

- Part 1:** Provides background and contextual information and introduces the District Plan's Strategic Goals;
- Part 2:** Presents the Plan's Growth Centre Strategies' Objectives and Policies;

- Part 3:** Presents the Plan’s Strategic Initiatives guiding conversion of selected Crown Lands and adding same to Municipal tax base jurisdiction, infrastructure strategy and hobby farm guidelines;
- Part 4:** Presents the Plans Agricultural and Green Zone Strategies’ Objectives and Policies; and
- Part 5:** Presents the Plans Guidelines and Policies to assist Implementation, Monitoring and Review of the Plan.

Reading the Plan

The District Development Plan, following, contains policy and explanatory information. Presented using bold italic text, within are the District Plan’s formal Goals and Policies, including specific strategies, vision statements, development guidelines and policy initiatives. Other non-policy text is neither italicized nor bold; its purpose is to give context and background and assist understanding of the intent of the Plan’s goals and policies.

Appended to the Plan are the Policy Maps which illustrate the nature and locations of the goal and policy application areas within the Planning District.

PART 1: District Planning Framework

The Whitemouth Reynolds Planning District is part of a larger region known as the Eastman Region of Manitoba. Along with the rural municipalities of Reynolds and Whitemouth, the Eastman Region also includes the following municipalities: Alexander, Brokenhead, De Salaberry, Hanover, Franklin, La Broquerie, Lac Du Bonnet, Pinawa, Piney, Ritchot, Springfield, Ste. Anne, Stuartburn, Taché and Victoria Beach.

Planning for the future of the Whitemouth Reynolds Planning District begins with understanding the Planning District's fit within the larger region. Taking a regional perspective illustrates the extent and form of development and helps us understand the evolving relationships between the built environment and the region's land resources. The regional scale highlights the connections between communities and the relationships among land use and transportation considerations. In addition, it provides insight into how changes in one area of the region may impact upon another.

The Planning District represents the eastern gateway from the Canadian Shield to the Prairies. Upon entering Manitoba from Ontario, the Canadian Shield topography transitions through the Planning District's ancient Lake Agassiz highlands to the prairie landscape. The Trans-Canada Highway is the major east-west vehicle route, connecting the Planning District to the region and the City of Winnipeg. Highways 15 and 44 provide secondary routes linking the Planning District to Winnipeg, to other municipalities within the Eastman Region and the Whiteshell Provincial Park.

Approximately 72% of the total land area within the Planning District is Crown Land. Crown lands are not subject to the policies under the Development Plan nor are they subject to municipal tax levies. The significant proportion of the total area represented by Crown lands and removed from the tax roll represents one of the key sustainability challenges facing the Planning District's municipalities. Crown lands include the Agassiz, Sandilands, Northwest Angle and Whiteshell Provincial forests.

Development within the Planning District has evolved along a narrow corridor of privately held lands along the Whitemouth and Birch Rivers and at settlement/stations adjoining the railways built in the late 1800's. The majority of the lands within the Planning District are designated provincial forests and established as Crown Land Reserves in the 1950's. The two river corridors contain a number of the villages, small hamlets and rural non-farm and

agricultural including livestock operations that define the characters of the two municipalities.

The river corridors display the characteristics most desired for development - convenient access and natural area amenities. Coincidentally, these lands also represent the Planning District's most viable agricultural lands.

The focus of farm and non-agricultural interests upon the two river corridors creates the Planning District's most challenging policy decision - how to stimulate and manage growth while protecting agricultural operations. An additional factor complicating land use decisions is the limited area of developable lands within the Planning District. If expressed as a percent of the total land area within the Planning District, agricultural lands dedicated to the production of crops and livestock represents a very small percentage of the total municipal tax base lands in the Planning District. For example, agriculturally viable lands represent only 1.02% (3,643 ha) of the total available land area in Reynolds and 16.11% (27,144 ha) of the total available lands in Whitemouth.

The remaining lands in the Planning District for the most part are not developable either because they are unsuitable (low lying, poor site conditions) or they are part of the Crown land reserves and not available for development (excepting there out use under a Crown lease).

The population of the Planning District contracted modestly by -4% over the 15 year period 1991 to 2006. Not evident in this statistic is the larger concern regarding the nature of the age cohorts which mostly contributed to the loss and the implications upon the future population changes which might occur within the Planning District. The most significant change over the last 15 years has been a shift in the composition of the Planning District's population. The modest -4% decline in total population masks a -26% decline in the Planning District's key employment cohorts aged 25 to 44 over this same period. The District is struggling with the loss of young families and a workforce which is aging and declining in numbers.

Current employment within the Planning District is distributed among the major employment sectors as follows:

- agriculture/resource industries employment represents 22% (345 persons);
- public sector employment represents 12% (180 persons); and
- all other business and private employment sector represents 65% (1,015 persons) of the employed work force.

However family earnings within the Planning District reported in the 2006 census taken were one of the lowest within the Eastman Region

1.1 Strategic Planning Goals

The District Development Plan is designed to guide decisions on the management of rural and urban land uses, direction of development, conservation of Agricultural Cropland, investment and use of infrastructure, protecting the environment and encouraging economic development to meet the needs of the citizens of the Whitemouth Reynolds Planning District. It presents a framework, which may be used by all levels of government to coordinate inter-governmental initiatives and decisions with the Planning District. The District Development Plan also provides the private sector, individual citizens, and community organizations with an understanding of the communities planning directions and a basis to act upon the Whitemouth Reynolds Planning District Vision for its future.

The Whitemouth Reynolds Development Plan applies sustainable Principles and is based upon four overarching Strategic Planning Goals.

- 1. Guide development to designated centres and provide greater diversity in residential options in order to retain and attract population growth.***
- 2. Stimulate economic development and land use diversification.***
- 3. Close the infrastructure gap and to improve the ability to meet economic development goals.***
- 4. Balance development with protection of agricultural and natural land resources.***

For each of these Strategic Planning Goals, the District Plan provides Strategies to guide land use management and detailed policies to guide implementation. The Goals, Strategies and Policies of the Plan are not stand alone but are presented with the understanding that they, to a large degree, are interrelated.

1.1.1 Goals - District Development Centres

Communities within the Planning District view stimulation of economic investment, population retention and growth as among the major challenges facing the Planning District. The foundation of the Planning District's economic and development strategy is to offer more land use choice and greater diversity by establishing and supporting the development of a network of development centres within the Planning District. The focus of the planning framework is to stimulate investment and attract new development to strategically designated lands. The following goals are adopted to guide development of the Planning District's development centres:

- 1. Increase the amount of land and choice available for development of residential and commercial uses within designated Principal Centres, within designated Rural Principal Development Centres, within designated Rural Mixed Use***

Corridors adjoining the Whitemouth, Winnipeg, Birch and Boggy Rivers, connecting tributaries and within designated Economic Development Areas adjoining the regional transportation network.

2. *Apply a sustainable communities approach to stimulate economic development by providing opportunities for mixed use development, incremental investment in infrastructure and improved connectivity between proposed development centres and the regional transportation system.*
3. *The Development Plan designates four types of development centres:*
 - a. ***Principal Centres:*** *Intended to be the Planning District's principal growth areas providing the highest level of services and facilities in support of residential, business, employment and commercial land uses. Designated Principal Centres will be encouraged to grow and provide a mixture of local and regional-serving business development opportunities and local community services including key municipal recreation and school facilities. The Development Plan designates Seven Sisters, Whitemouth, Elma and the transitional communities of Hadashville and Prawda as Principal Centres.*
 - b. ***Rural Settlement Centres:*** *Intended to serve as one of two rural lifestyle options for limited serviced rural residential development within the Planning District. Rural Settlement Centres are generally smaller communities where development relies upon private waste water treatment and potable water services. Historically they were developed as the planning area was opened up for settlement and are generally associated with either highway or rail routes. Shifts in economic prospects and technologies have seen many of these centres devolved from thriving mixed use communities to small pockets of residential development. The Plan recognizes these traditional community locations as rural residential areas and their connection to an agrarian lifestyle by providing opportunities for continued rural non-agricultural residential development including hobby farming within Rural Settlement Centres. The Development Plan designates Molson, Ste. Rita, Richer East, and River Hills as Rural Settlement Centres.*
 - c. ***Rural Mixed Use Corridor:*** *Intended to provide opportunities and the managed development of a mixed use development including rural residential and seasonal residential uses and livestock operations along portions of Hazel Creek and the Birch, Whitemouth and Boggy River corridors. Typically residential lots will be larger rural lots with private services. The Rural Mixed Use Corridor is divided into two areas. Mixed Use Area 1 is the location where non-agricultural residential uses supported by private systems will be encouraged to locate and expansion*

of livestock operations and introduction of new livestock operations discouraged. Mixed Use Area 2 is the location where agricultural uses and existing livestock operations will be given land use priority and non-agricultural residential uses will be discouraged. The Development Plan identifies lands between the roadways generally parallel the designated rivers as Mixed Use Area 1 and lands within ½ mile of the Mixed Use Area 1 as Mixed Use Area 2.

- d. ***Economic Development Areas:*** *Intended to provide the Planning District with strategically located Economic Development Areas to support Planning District economic growth and job creation at locations connected to the regional transportation system. Economic Development Areas are located adjoining Transitional Principle Settlement Centres of Hadashville, Prawda and the Principle Settlement Centre of Seven Sisters.*

1.1.2 Goals - Stimulate Economic Development and Land Use Diversification

Attracting investment, economic diversification and expansion of employment opportunities will promote population growth in the Planning District. Agriculture is the single largest employment sector and municipal land user, but the limited size of its land base within the District and recent contraction in agricultural activity and employment levels, suggest agriculture can not sustain the District. The following goals have been adopted to stimulate economic development and diversify the District's economy.

- 1. Diversifying the economy by continuing to encourage business investment within the District's Principal Centres and to expand economic development opportunities by taking advantage of the regional inter-connectivity offered by the intersection of PTH #1 and PTH #11, the intersection of PTH #1 and PR #506 and the intersection of PR #307 and Waterline Road by designating these lands as Economic Development Areas.***
- 2. Promote a balanced approach to economic and land use diversification by continuing protection of Agricultural Cropland and Livestock operations associated and adjoining the Mixed Use Corridors.***
- 3. Plan the location and access to non-farm residential and enterprise land use development in a manner compatible with the role of the regional transportation system's trunk highways to serve as the region's key goods movement corridors.***

1.1.3 Goals - Close the Infrastructure Gap

The business community and the Planning District Councils believe it important to overcome the barriers to economic development by developing strategies to close the infrastructure gap and resolve policy related issues between jurisdictions managing various infrastructure services. Solutions sought by the Planning District include highway access management agreements with the Department of Infrastructure and Transportation, the installation of improved internet connectivity, provision of municipal water and sewer services in the Principal and Principal Transitional Centres and Economic Development Areas are viewed as important initiatives to advance the Planning District toward achieving its environmental and economic development goals. The following Strategic Goals have been adopted to address infrastructure issues in the Planning District:

- 1. Seek the cooperation of Provincial authorities to enhance and expand the provision of sewer and water services within the District's villages and hamlets.***
- 2. Develop transitional strategies for the communities of Hadashville, Prawda and the Designated Economic Development Policy Areas to guide the future development of these areas from private services to municipal sewer and water services.***

3. ***Develop an access management plan with the Provincial Government to provide land use access guidelines for the hierarchy of primary and secondary provincial highways and to provide for the installation of access improvements including service roads, turning lanes and intersections on an incremental basis using development agreements to ensure the staging of development and the installation and allocation of the cost of the works are balanced fairly.***
4. ***Work with service providers to expand coverage of internet and cellular service within the Planning District.***

1.1.4 Goals – Protection of Agricultural and Natural Areas

Viable agricultural land in the Planning District is limited to a narrow corridor of land running north-south along the Birch and Whitemouth River corridors. Although a locally important land use resource, the future economic sustainability of the District's municipalities can not be supported by agricultural use of these lands alone. Mixed use development will be encouraged at selected locations traditionally used for agricultural purposes to encourage development of non-agricultural uses to grow the District's economy, diversify the tax base and expand population.

The Planning District's most significant natural features are its forested areas and rivers including the Whitemouth, Winnipeg, Birch, Rennie, Hazel Creek and Boggy River corridors, including their tributary streams. The community recognizes the importance of protecting the forests and waterways for environmental and recreational purposes. Establishing conservation corridors along rivers will ensure riverbanks are stabilized, minimize risk of erosion and aid in the filtration and natural treatment of agricultural run-off.

The following Strategic Goals have been adopted to guide the protection of agricultural lands and natural areas:

1. ***Fundamental to creating a sustainable development strategy within the Whitemouth Reynolds Planning District is balancing the objective of conserving agricultural land and introducing opportunity for mixed use development so the economy of the Planning District can grow and diversify and to manage mixed use development to minimize impacts and protect adjoining agricultural lands for continued agricultural use.***
2. ***Protect designated agricultural lands, natural areas and flood risk lands by designating these areas in the land use policies as Agricultural Green Zone Policy Areas.***
3. ***Direct mixed use non-agricultural residential uses adjoining the river corridors to locations where land has access to the provincial and/or municipal roadway system and to locations where the agricultural lands are already fragmented.***

- 4. Balance mixed use residential development locating within the Whitemouth, Winnipeg, Birch and Boggy River corridors with the preservation of the river corridors natural and environmental values.***
- 5. Protection of the river corridors may include the creation of conservation zones and establishment of riverbank setback standards in the Zoning By-law as well as conservation easements and land dedication requirements to protect river banks from erosion and natural vegetation along waterways.***
- 6. The Whitemouth Reynolds Agricultural Green Zone Policy Area continues a commitment to protecting the Planning District's agricultural lands and natural resource areas.***

PART 2: Growth Centre Strategy

The process of managing development and change will be different among the Planning District's communities, because some areas will have greater or lesser potential to attract and accommodate development. Communities which may have traditionally competed for development will need to look to new models of inter-community co-operation to be successful in attracting economic and population growth to the District.

This part of the Development Plan outlines the objectives and policies for the District's growth centres. There are four distinct types of growth centers within the District. They include locations designated as Principal Centres, Rural Settlement Centres, Rural Mixed Use Corridors and Economic Development Areas. The Growth Centre strategy compliments the goals of the Development Plan to:

- 1. Retain and attract population growth by providing lifestyle choices within the Planning District including conveniences of serviced community living, rural residential and seasonal resort residential opportunities; and***
- 2. Stimulate economic investment and diversification by encouraging investment and collaborating with the Province of Manitoba to develop planned Economic Development Areas with access onto the regional transportation system at the intersection of PTH #1 and PTH #11, PTH #1 and PR #506, PR #307 and Waterline Rd.***

Two types of development centres are proposed within the Planning District: Principal Centres and Rural Settlement Centres. The District Plan directs development of residential, institutional, commercial and urban type land uses serving the region to Principal Centres. Limited service rural and seasonal residential developments are directed to Rural Settlement Centres.

The Rural Mixed Use Growth Strategy is a direct response to the District's goal of population retention and growth. The Strategy recognizes the regional demand for seasonal and rural residential development is focussed upon locations adjoining river channels and natural areas.

The District Development Plan recognizes the potential for economic development within the District is significantly related to accessibility of the regional transportation system

serving the District. The Strategy encourages a collaborative approach with Ministry of Infrastructure and Transportation in the establishment of highway access to designated Economic Development Areas adjoining major highways. These Economic Development Areas are intended to serve the travelling public and to provide businesses with efficient access to key goods movement corridors.

Policy Map #1 illustrates the locations of the Planning District's designated Principal Centres and Rural Settlement Centres, the Rural Mixed Use Corridor and Economic Development Areas. Policy Maps #2 through #3 provide location details for the upper and lower Rural Mixed Use Corridors along the Whitemouth and Birch Rivers and the locations of the Economic Development Areas proposed within the RM of Reynolds adjoining PTH #1.

The District Plan's development strategy establishes direction for sustainable development in response to the unique circumstances within the Whitemouth Reynolds Planning District.

2.1 Principal and Rural Settlement Centres Development Strategy

2.1.1 Principal Centres and Rural Settlement Centres Development Management Objectives

Principal Centres are distinct from Rural Settlement Areas by the priority placed upon them for the provision of municipal services. Unlike Rural Settlement Centres, Principal Centres are either currently serviced with municipal water and sewer or represent a priority development area where respective municipalities long term goals include the transition from private to municipal water and sewer infrastructure services. Prawda and Hadashville are recognized as priority centres for a transition from private to municipal services and identified in the plan as Principal Transitional Centres.

Rural Settlement Centres will continue to provide a rural lifestyle choice based upon private services and larger lot sizes than normally found in designated Principal Development Centres and provide opportunities for local commercial land uses. New development will be encouraged to be consolidated into clusters on a minimum of two acre rural residential lots or such other lot size as may be determined for the effective operation of private waste water management system. Clustering development is considered most appropriate to accommodate the efficient provision of road, drainage, school bus services etc. The character of these communities will be generally distinguished from Principal Centres by the opportunity to include livestock and hobby farming within the Rural Settlement Centres.

The Planning District's objectives for the Principal Centres and Rural Settlement Centres provide two distinct visions for the future of these communities. Firstly, Principal Centres are divided into serviced and non-serviced communities. The non-serviced Principal Centre communities are considered transitional communities and the policies under this Part guide their transition from private services to future municipal services. Secondly, the Rural Settlement Centres are all non-serviced communities and within the scope of the Plan are

intended to be developed based upon private services and provide a large lot rural lifestyle as an alternative to the Principal Centres.

Development within Principle and Rural Settlement Centres will be guided by the following objectives:

- 1. To recognize the communities of Seven Sisters, Whitemouth and Elma as the Planning District's Principal Centres.**
- 2. To recognize the un-serviced communities of Hadashville and Prawda as Planning District's Principal Transitional Centres where the phased transition will be encouraged to convert these communities from reliance upon private waste and water services to communities serviced with municipal waste water and/or water infrastructure.**
- 3. To recognize the rural communities of Molson, Ste. Rita, Richer East, Rennie and River Hills as the Planning District's Rural Settlement Centres**
- 4. Encourage the evolution of the Principal Centres and the Transitional Principal Centres into more complete and self-sufficient communities.**
- 5. Promote development of Principal and Transitional Principal Centres through in-migration, business investment, encouraging the provision of a choice of housing including seniors housing and affordable housing opportunities for first time home owners and infrastructure investments to serve the needs of the communities.**
- 6. Principal and Transitional Principal Centres will be planned as interconnected neighbourhoods supported by parks, open spaces, community services and recreation areas.**
- 7. Encourage development and growth of the Principal, and Transitional Principal and Rural Settlement Centres in a manner which efficiently uses land, infrastructure and public services.**
- 8. Encourage partnerships among community interest groups and businesses to promote and market the District's Principal, and Transitional Principal and Rural Settlement Centres as places to invest and live.**
- 9. Development within Rural Settlement Centres will recognize these communities' agrarian lifestyles and include hobby farms among the land uses considered within Rural Settlement Centres.**

2.1.2 Principal Centres and Rural Settlement Centres Development Management Policies

Development within Principal and Rural Settlement Centres will be guided by the following development management policies:

- 1. In general, 'urban-like' uses such as commercial, industrial, indoor recreational, intensive outdoor recreational, institutional, public and small lot serviced residential uses should be directed to Principal and Transitional Principal Centres.**

2. *Principal and Transitional Principal Centres will be encouraged to provide for an appropriate mix of residential, commercial, institutional, recreational, industrial and public uses in quantities reasonably related to demand.*
3. *Rural Settlement Centres may include rural residential or seasonal residential land uses as well as local commercial and business uses.*
4. *Proposed developments in Principal and Transitional Principal Centers and in designated Rural Settlement Centers should take into account the health, safety and general welfare of the residents, and the viability and character of the community.*
5. *Those uses or activities, which are permitted in Principal and Transitional Principal Centers and the designated Rural Settlement Centers, should be located so as to be compatible with other existing or proposed uses.*
6. *Infill and revitalization of existing built-up areas should be encouraged as a means to accommodate new development.*
7. *Expansion should be directed away from prime agricultural land. Mutual separation distances will be considered in the zoning by-law for livestock operations and other resource-related uses to avoid incompatibilities among land uses.*
8. *Where suitable vacant land is not available, new development should be encouraged to locate adjacent to built-up areas where public services, including roads, water and sewer services, power lines and other services can be efficiently and economically expanded.*
9. *Residential lot sizes and densities should be governed by the limitations of existing sewer and water services within the Principal Centres and the capacity of the land to sustain private services for development within Transitional Principal Centres and Rural Settlement Centres:*
 - a) *Where no existing piped services are available within the community, lot sizes should be sufficiently large to minimize the risk of contamination of private wells, and to allow for the installation of suitable types of sustainable on-site wastewater management systems in accordance with Environment Act regulations;*
 - b) *Where piped services are available, lot sizes may be smaller to provide for a higher density of development, and thus more efficient operation of piped services; and*
 - c) *In the case of commercial and industrial developments, lot sizes should be large enough to provide adequate space for the needs of the development, particularly with respect to exterior display, storage and service areas. However, lot sizes should not be so large that they are wasteful of land.*
10.*Within Principal and Transitional Principal Centres, where larger parcels of undeveloped lands may*

be considered for future community development, an overall concept plan should be prepared for the area in order to provide for the efficient extension of sewer, water, roadway and land drainage services, well-planned development neighbourhood housing and open space systems including the future development pattern setting forth how lots based upon private services may be re-subdivided to facilitate the conversion to municipal services. The concept plan should illustrate the general arrangement of future roadways, building lots, open spaces, piped services, area drainage, and other major features. The design of the roadways, piped services and building lots should be integrated with existing roadways and services, and should generally conform to recognized engineering and planning standards.

- 11. Where a developer is proposing new development in Principal, Transitional Principal and Rural Settlement Centres, Council may at its discretion require as a condition of approval a development agreement specifying the obligations of the developer to provide infrastructure improvements, including but not limited to: roadways, drainage, municipal or onsite wastewater management systems, domestic water supply, and solid waste management services adequate to support the proposed uses.*

2.1.3 Residential Development Policies

Our neighbourhoods are where we connect with people to develop a common sense of community. Vibrant and healthy neighbourhoods are a defining element of the human ecology of our communities, where each of us is connected to and affected by the welfare of our neighbours.

While the communities experience constant social and demographic change, the general character of their Neighbourhoods endures. Physical change to the communities' established Neighbourhoods must be sensitive and generally "fit" the physical character. A key desire of the Development Plan is to ensure new developments respect and reinforce the positive characteristics and physical patterns in the Principal Centres.

- 1. New development within Serviced Principal Centres will be based upon the extension and connection to municipal services.*
- 2. Ensure orderly growth of Principal Centres by encouraging contiguous development and the logical extension and provision of access to the municipal and provincial road network.*
- 3. Encourage re-use and rehabilitation of existing vacant buildings to maintain the character and heritage of Principal Centres.*
- 4. Incorporate within the Municipal Zoning By-law subdivision and building location standards to guide development review and approval, in the transitional communities designated as Principal Centre, to ensure building locations on lots will enable the efficient re-subdivision of land and provide*

- future infrastructure rights of way to ensure the economic provision of municipal services in the future.*
5. *Generally residential lots in designated Principal Transitional Centre served by private services will be a minimum of two acres unless served by holding tanks or alternative sewage system approved by Province of Manitoba Onsite Wastewater Management Systems Regulation M.R. 83/2003.*
 6. *Lots which have an area less than 2 ha (4.94) acres are located in Nutrient Management Zone N5 pursuant to the Nutrient Management Regulation under The Water Protection Act. The application of fertilizer containing 1% or more phosphorus by weight is restricted as noted in the regulation. Under the Nutrient Management Regulation (MR. 62/2008), no person shall apply a substance containing nitrogen or phosphorus to land within the Nutrient Buffer Zone.*
 7. *Infill and new development will respect and reinforce the general physical patterns and character of established Neighbourhoods in Principal Development Centres with respect to:*
 - a) *Patterns of street, blocks and lanes, parks and public building sites that provide good connections to the surrounding streets and open spaces;*
 - b) *General size and configuration of lots;*
 - c) *Heights, massing, scale and type of dwelling unit compatible with that permitted by the zoning by-law or nearby residential properties;*
 - d) *Prevailing residential lot sizes and densities building types;*
 - e) *Setback of buildings from the street or streets, side and rear yard setbacks;*
 - f) *Continuation of special landscape or built form features that contribute to the unique character of the adjoining lands;*
 - g) *Community services and parks that fit within the wider system;*
 - h) *A mix of commercial and residential land uses;*
 - i) *Community focal points, such as schools and recreation facilities, within easy walking distance of the neighbourhood's residents; and*
 - j) *Services and facilities that meet the needs of residents.*
 8. *Encourage within Principal and Transitional Principal Centres a variety of housing options for all stages of life, including development specifically designed for first time homebuyers and multi-unit housing for seniors.*
 9. *Development of multi- unit housing will be guided by the following design principles:*

- a) *Locating multi-unit development to provide a transition between areas of different development intensity and scale in particular by providing setbacks and buffers with single-family housing;*
- b) *Locating and massing multi-unit development to frame the edge of streets and parks with good proportion and maintain sunlight and comfortable conditions for pedestrians on adjacent streets and public open spaces;*
- c) *Including sufficient off-street vehicle parking for residents and visitors;*
- d) *Connecting the multi-family neighbourhoods to the surrounding community pedestrian and open space system;*
- e) *Locating and screening service areas, and garbage storage to minimize impact on adjacent streets and residences; and*
- f) *Providing buildings that conform to Principals of universal design and, where ever possible, containing units that are accessible or adaptable for people with physical disabilities.*

2.1.4 Commercial Development Policies

The Development Plan provides flexibility for commercial properties to adapt to changing circumstances. The 'Main Street' frontage lands and intersections connecting development centres to the regional transportation system are considered appropriate locations for commercial, business and multi-unit residential development and service uses to serve the community and regional market place.

New commercial development must also suit the local context. Consolidating and linking commercial retail, office, multi-family and service uses with the community at locations with connections to the regional street system can reduce auto trips and serve the communities' convenience needs, but they must fit with the physical form and not disturb neighbours.

- 1. *Support the maintenance and expansion of existing commercial areas in Principal Development Centres.***
- 2. *Provide for the introduction and/or expansion of commercial development within Principal and Principle Transitional Centres and local area commercial development within Rural Settlement Centres.***
- 3. *Encourage commercial and business land uses to locate near existing service infrastructure and at locations with access to the regional transportation network.***
- 4. *The 'Main Street' corridors in development centres will be encouraged to develop as mixed use areas where commercial uses represent the prime land use type, yet multi-unit residential developments are considered appropriate***

- uses that add diversity, help create a focus, and animate our 'Main Streets' as the community's centre.*
5. *Promote a strong 'Main Street' identity to maintain Development Centres' village character by:*
 - a) *Permitting a broad range of shopping opportunities for local residents and visitors along 'Main Street';*
 - b) *Encouraging quality development of a type and form that is compatible with the character of the area and with adjacent uses; and*
 - c) *Working with the private sector to vitalize our communities' "Main Streets" by including public amenities, such as, off-street parking, pedestrian sidewalks, ornamental lighting, street furniture and landscaping of commercial properties.*
 6. *Commercial and business development within Development Centres will be managed by the Municipal zoning by-law to:*
 - a) *Ensure the organization and siting of commercial development fits with the adjoining residential areas;*
 - b) *Ensure land use compatibility with non-commercial land uses;*
 - c) *Minimize commercial traffic infiltration into residential neighbourhoods; and*
 - d) *Provide commercial vehicle access at planned locations onto municipal and provincial roadways.*
 7. *Home-based businesses in Principal Centres including agricultural businesses in Rural Settlement Centres that are secondary to a primary residential use of land and are, generally, modest in scale and investment and should not generate significant levels of traffic or otherwise have adverse effects on neighbouring land uses may be considered as conditional uses under the Municipal Zoning By-law. For certain types of businesses, a home-based setting may be appropriate when first starting-up. However, as the business grows and level of commercial activity increases, it may be more appropriate to relocate to a business area within a designated community.*

2.1.5 Community and Institutional Facilities Policies

We rely upon the quality of our public institutions at every stage of our lives. Our educational, health care facilities and public cultural facilities are major contributors to a high quality of life in our communities. Local community institutions such as schools, libraries, day care, nursing homes, places to worship, and recreation centres are woven into the fabric of our neighbourhoods and permitted in most locations.

Quality of life is recognized as one of the most important measures of a successful community. Promoting a high quality of life in the Development Centres will benefit from effective and coordinated planning of social infrastructure.

Social infrastructure includes the whole system of government and community resources, programs, facilities and social networks that contribute to people's health and well-being. Investment in social infrastructure will be guided by the core principals and communities' values of equity, equality, access, participation and social cohesion within the Development Centres.

For local organizations to deliver services and meet community needs, they require access to community service facilities, such as community recreation centres, arenas, schools and libraries. Making the best use of what we have, promoting shared use and shared responsibility are hallmarks of a strong future.

- 1. Institutional facilities, which serve a broader District population, should be located in the Principal Development Centres to provide the convenient access for all District Residents.***
- 2. Development or expansion of institutional uses will be encouraged to create site development plans in consultation with nearby neighbourhoods that will:***
 - a) Establish development in a manner compatible with adjacent neighbourhoods;***
 - b) Create visual and physical connections that integrate the project with adjacent streets and development areas of the community;***
 - c) Identify the building envelopes for each building, site access and parking areas for the project;***
 - d) Identify pedestrian routes to be incorporated into the project; and***
 - e) Identify how the project will be phased and how planned growth for the site will be accomplished.***
- 3. Community and neighbourhood amenities will be developed in partnership with private developers and community organizations to:***
 - a) Improve and connect parks and recreation facilities with schools and other community services;***
 - b) Provide lands for new schools, associated sports fields, and day care facilities, as required, to serve the community;***
 - c) Support programs and facilities provided by Community Centres to meet changes in the social, health and recreational needs of our communities; and***
 - d) Provide pedestrian and cycle access points to parks and open space areas.***

- 4. Shared use of multi-service facilities will be encouraged. Shared use of municipal and school facilities and lands for community service purposes will be particularly encouraged as will the development of complimentary sport facilities.**

2.1.6 Community Green Space Policies

The relationship between the built and natural environments has a significant role in defining the character and quality of a community. They are experienced by the visual and physical linkages that permit people to interact and move through spaces. The following policies will guide the integration of green space into the communities' fabric.

- 1. Green Spaces support the quality of the community by linking parks and open spaces with neighbourhood areas. These linkages can be achieved through initiatives such as:**
 - a) acquiring such linkages where feasible; and**
 - b) acquiring land as part of the development approval process, which can be connected to the community Green Spaces for the extension of recreational trails, or which may add important natural heritage value to the Community's Green Space System.**
- 2. Create frequent and visible links between pedestrian/cycling paths and the Community's Green Spaces;**
- 3. To increase public enjoyment and use of the Community's Green Spaces, using the following objectives as a guide:**
 - a) minimize physical and visual barriers between the residential neighbourhoods and green spaces;**
 - b) consider the importance of developing inter-community access and connections;**
 - c) increase the availability, choice and awareness of recreational opportunities and public activities through the year; and**
 - d) develop, protect, improve and, where possible, extend the community trail system as a continuous system creating an inter-neighbourhood and community green space linkages**

2.1.7 Piped Water and Sewer Policies

Not all Principal Centres have a full range of municipal piped services available. The policies of this section provide guidelines for managing development connections and future provision or transition to piped municipal services.

- 1. Where the municipality provides water and sewer services within a Principal Centre, new developments shall be required to connect to these services at the time of development.***
- 2. Where new water or sewer systems are provided within existing developed areas, existing development shall be required to connect to these systems as per requirements of Manitoba Regulation 83/2003, section 8.1(1).***
- 3. Introduce a transition servicing strategy for non-serviced Principal Centres to include the reduction in building lot sizes and to guide the conversion of development areas from onsite wastewater management systems to municipal services. The strategy would be implemented through the zoning by-law's residential site and development standards to ensure building locations on lots will enable the efficient re-subdivision of land to higher density to ensure the economic provision of municipal services.***

2.1.8 Vehicle Traffic Policies

Municipal and Provincial transportation systems serving the Principal and Rural Settlement Centres connect our communities to another and to the region. These two roadway systems are by design inter-connected and decisions made by each jurisdiction require coordination and collaboration of land use and transportation policies to ensure efficiency, safety and convenience of the transportation system is managed in balance with developing the economic development of designated development areas adjoining the road networks.

The following policies will guide the integration of land use and transportation decisions within designated Principal and Rural Settlement Centres.

- 1. Commercial and other types of potentially high traffic developments should be located within Principal and Rural Settlement Centres along major roadways, away from areas where traffic would create incompatibilities with surrounding land uses, create health or safety hazards, or cause excessive wear and tear on road networks.***
- 2. Commercial uses which primarily serve the traveling public should be encouraged to locate at planned locations with access to major roadways and Provincial highways, subject to the approval of the highway authority.***
- 3. Land uses and developments that have potential to generate significant truck traffic should be encouraged to locate at planned locations with access to major roadways and Provincial highways, subject to the approval of the highway authority.***
- 4. Generally access to multi lot development areas within serviced and transitional Principal Centres would be consolidated at planned intersections with provincial roadways.***

5. *In consultation with the Provincial highway authority ensure traffic speeds posted for provincial highways within the designated Principal and Rural Settlement Centres reflect the role of these Centres as the Planning District's designated communities.*
6. *In consultation with the Provincial Traffic Authority establish for the "main streets" of designated Principal Centres guidelines for building set backs, parking, vehicle and pedestrian access that reflect the "urban role" the highway serves at these locations*

2.2 Rural Mixed Use Corridor

The Planning District seeks to reverse out migration trends and to increase its population by taking advantage of desirable riverfront areas for rural and seasonal residential development.

2.2.1 Rural Mixed Use Corridor Objectives

The Planning District is aware development of the river corridors and mixing of rural residential and livestock uses will need to be managed within the local tolerances mutually respected between livestock operations and non-agricultural residential uses.

Planning Policy Map #1, Map #2 and Map #3 designates high value rural and seasonal resort residential locations adjoining the Whitemouth, Birch and Boggy River corridors contained between the rivers and PTH #44, PTH #11, PR #506, PR# 503, PR #406, PR #308, Birch River Rd, East Braintree Rd, Brookfield Rd, McMunn Rd, Whitemouth River Rd and the Trans-Canada Highway as **Rural Mixed Use Area 1** and designates defined as areas extending on the other side of the roadway locations to a location approximately ½ mile beyond **Rural Mixed Use Area 1** as **Rural Mixed Use Area 2**.

1. *The Rural Mixed Use Corridor Policies are designed to manage residential growth in a manner that recognizes and endeavours to create a harmonious relationship with adjoining agricultural and local livestock operations.*
2. *Manage non-agricultural residential and agricultural uses within the Rural Mixed Use Corridor under two distinct land use management areas as follows:*
 - a) *Non-agricultural residential development will be directed to locate within the Rural Mixed Use Area 1 while the creation of new livestock operations will not be permitted in Area 1.*

- b) General agricultural operations as well as livestock operations will be directed to locate within the Rural Mixed Use Area 2 while non-agricultural residential uses will not be permitted within Area 2.*

2.2.2 Rural Mixed Use Corridor Area 1 and Area 2 Policies

The following policies will guide land use management within the Rural Mixed Use Corridor.

- 1. The Rural Mixed Use Corridor is divided into two principal policy areas, Rural Mixed Use Area 1 and Rural Mixed Use Area 2.*

Rural Mixed Use Area 1 Policies

- 2. Rural Residential and Seasonal Residential land uses will be considered as "Permitted Uses" within Rural Mixed Use Area 1.*
- 3. General agricultural operations will be considered as "Permitted Uses" and new Livestock Operations 10 AU or greater are not permitted within Rural Mixed Use Area 1.*
- 4. All livestock operations within Rural Mixed Use Area 1 existing prior to the adoption of this Development Plan will be recognized as special cases and treated as approved conditional uses and may be maintained at the current level of activity as measured by Animal Units and may be considered for expansion subject to the Conditional Use Process under the Planning Act. Establishment of new livestock operations will not be considered in Rural Mixed Use Area 1.*
- 5. Approval of subdivisions for rural and seasonal residential development within Rural Mixed Use Area 1 designated in detailed Policy Maps 2 and 3 will be based upon the following criteria:*
 - a) Represent lands that are not subject to flood risk which cannot be mitigated by flood protection works;*
 - b) Have soils suitable for private waste management systems;*
 - c) Have access to potable water;*
 - d) Represent areas where it is possible to consolidate access on the provincial highway system using existing municipal roads or at new access locations which are planned in consultation with the Municipal Councils and Infrastructure and Transportation;*
 - e) Represent locations where it is possible to maintain mutual separation distances between individual residents and livestock operations based upon Provincial Land Use Policies, subject to approved variances;*

- f) *Provide opportunity to create highly desirable riverfront lots for rural residential or seasonal residential development; and*
 - g) *Subdivision design standards, access and servicing standards will be included in as appropriate in the Municipal Zoning By-Laws and Development Agreement Guidelines.*
6. *The Rural Mixed Use Corridor Area 1 is intended to maintain the rural character of the area. Lots will be a minimum of two acres even if a holding tank or alternative sewage system approved by Province of Manitoba Onsite Wastewater Management Systems Regulation M.R. 83/2003 is used.*
 7. *Rural or seasonal resort residential development within Rural Mixed Use Area 1 will include as a condition of approval incorporated as part of the Development Agreement acknowledgement that the advantages of country life also includes the acceptance of adjoining agricultural operations which may include noise, odour and dust as part of accepted farm practices and livestock operations.*
 8. *Manage the development of hobby farms as a “Conditional Use” in the Rural Mixed Use Area 1 subject to Livestock Operation Policy.*

Rural Mixed Use Area 2 Policies

9. *General agricultural operations will be considered as “Permitted Uses and new and existing livestock operations will be considered as either “Permitted Use” or a “Conditional Use” within the Rural Mixed Use Area 2 depending upon intensity of use as measured by Animal Units.*
10. *Within the Rural Mixed Use Area 2 livestock operations siting standards will be managed as follows:*
 - a) *Existing livestock operations less than 200 AU will be Permitted Uses;*
 - b) *Existing livestock operations 200 AU or greater will be considered as special cases and treated as being granted a conditional use;*
 - c) *New livestock operations or expansion of existing livestock operations less than 200 AU will be considered as Permitted Uses; and*
 - d) *New livestock operations and expanding livestock operations 200 AU or greater will be considered Conditional Uses;*
 - e) *Livestock operations and non –farm residential uses will be subject to the mutual separation distance polices established under the Agricultural Green Zone Section of the Development Plan.*
11. *Within Rural Mixed Use Area 2 no rural residential or seasonal resort residential uses are permitted.*

2.3 Economic Development Area

It is a goal of the planning District to promote economic development, investment and job creation as a means of retaining and attracting families to live within the Planning District. Economic development is essential in order to ensure that the communities of the Planning District and their municipal tax bases are sustainable into the future.

2.3.1 Economic Development Area Objectives

The Planning District's useable land base is very limited and concentrated along the river and highway transportation corridors. The limited land area and absence of economic base pose major constraints to the Planning District in its efforts to attract investment, create jobs, retain and attract population. The location of the Planning District adjoining the Trans Canada Highway (PTH#1) and the Trans Canada Highway intersection with Provincial Trunk Highway 11 (PTH #11) and Provincial Road 506 (PR #506) provides opportunities to diversify the local economy by using the east-west and northerly connection provided by these two major highway systems to attract business investment.

The development of the designated Economic Development Area adjoining PTH #1 and PTH #11, PTH #1 and PR #506, PR #307 and Waterline Rd will be guided by the following objectives:

- 1. To guide future employment and development decisions the Planning District Board will work cooperatively with each municipality and the Province of Manitoba to build a strong local economy and create a more diversified base for Planning District economic growth and to improve the quality of life within Reynolds and Whitemouth Municipality.***
- 2. The Economic Development Area with key access to regional transportation routes have been established to meet business needs, stimulate investment, employment and to promote economic diversification.***

2.3.2 Economic Development Area Policies

The Economic Development Strategy for the Planning District is intended to provide flexibility to address employment development needs. It encourages greater diversity in the local economy by providing a land use planning policy that assists business enterprises grow and create job opportunities within the Planning District.

This flexibility extends to land, buildings, and supporting infrastructure required to serve business activity. In rural areas, business development will often locate close to regional transportation systems with good quality access and away from residential uses to minimize the potential for land use conflicts that may occur over time.

- 1. Locate Economic Development Areas adjoining designated regional transportation system corridors. Plan for access in cooperation with Manitoba Infrastructure and Transportation to ensure accesses are integrated with the transportation system in an economic and planned context.**
- 2. Designate lands adjoining PTH #1, as illustrated on Policy Map #3, as Economic Development Areas.**
- 3. The District Board will consider the economic advantage of a joint economic investment and tax sharing agreement between the Municipalities of Reynolds and Whitemouth to stimulate development and attract business enterprises to the designated Economic Development Areas.**
- 4. The Planning District will encourage the creation of competitive, attractive and highly functional employment areas by:**
 - a. Encouraging private development initiatives to locate within the Planning District to diversify the rural economy;**
 - b. Encourage the establishment of key clusters of business activity with significant value-added employment and assessment;**
 - c. Mitigate the effects of noise, vibration, dust, odours or particulate matter that will be detrimental to other businesses or the amenity of neighbouring areas;**
 - d. By using the development approval process to encourage commercial/business enterprises to include landscaping on yards adjacent to any public street or adjoining property to the Economic Development Areas, including screening of loading, parking, storage or service areas; and**
 - e. Through the development approval process, treat the boundary between the Economic Development Areas and transportation corridors, as well as present or future residential lands, with landscaping, fencing or other measures to minimize nuisance and visual impacts.**
- 5. Vehicle access, parking, services, utilities and storage areas will be planned to minimize their impact on surrounding properties and screened visually from PTH #1, PTH #11 and PR #506.**
- 6. Ensure outside storage areas are limited and where permitted in the zoning by-law the outside storage associated with a business within the Economic Development Areas will:**
 - a. be confined to lots within the internal area of the Economic Development Areas and generally located within the rear yard; and**
 - b. be well screened by fencing or landscaping where viewed from adjacent streets, highways and neighbouring land uses.**

- 7. Plan collaboratively with Manitoba Infrastructure and Transportation in the development of inter-connecting service roads that consolidate access to the Economic Development Areas onto adjoining trunk and provincial highways.**
- 8. The District Board will provide development agreement parameters illustrating how the Economic Development Areas development may be organized to:**
 - a. Ensure the efficient provision of infrastructure services;**
 - b. Identify cost sharing arrangements for shared services, including but not limited to installation of highway accesses;**
 - c. Ensure site development will be organized for logical and orderly development, compatibility with adjoining land uses, and connectivity with provincial and municipal transportation systems; and**
 - d. Provide design guidelines for special features such as site landscaping, buffers, screening of storage areas, parking areas, naturalization of drainage swales; and phasing of development.**
- 9. Lands located in RGE 15, TWP 8, portions of Section 5 and 8 bounded by east and west lanes of the Trans-Canada Highway that are served by municipal roads inter-connecting east bound and west bound lanes of the Trans-Canada Highway may be considered under the zoning by-law as a "Conditional Use" for Highway Commercial development serving traveling public.**
- 10. Council will require private developers to submit comprehensive development proposals including as may be required by Council Concept Plans which illustrate the fit between the development area and adjoining lands and provide details on the characteristics of proposed land uses, infrastructure servicing, access and main road networks.**
- 11. The development management strategy's priority will be to direct industrial and business operations involving significant truck traffic to locations in designated Economic Development Areas. It is recognized that industrial and business operations serving the regional and rural economy may also be associated with several of the designated Principal and Rural Settlement Centres.**

PART 3: Strategic Planning Initiatives

There are three strategic planning initiatives within the Plan which support the Development Centre and Agricultural Green Zone Strategies. These include guidelines to add strategically located crown lands to the municipal tax role; infrastructure management policies, guidelines to integrate transportation and land use and “Hobby Farms” livestock guidelines, hazard and flood risk lands guidelines and governance and regional partnership initiatives. Each of these strategic planning initiatives responds to identified needs of the community for policy guidelines to resolve current policy uncertainty in each of these issue areas.

3.1 Integration of Crown Land Uses with District Plan

Ratepayers attending the Development Plan Review town hall meetings and workshops expressed concern that land use decisions on Crown Land leases did not take into consideration the goals or long term interests of the District’s municipalities. There appears to be a significant disconnection between local Crown Lands’ use management and the needs of local communities. Currently, if the District’s municipalities wish to convert Crown Lands to municipal jurisdiction and private use they would have to exchange for the Crown Lands requested an equal area of Municipal Lands. The result is no net increase to the local municipal land area or tax base.

3.1.1 Objective

The addition of strategically located crown lands to Municipal tax base and conversion to municipal jurisdiction is an important component in the District’s endeavours to attract private investment, encourage population growth and stimulate economic development

- 1. Conversion of crown lands to private uses objective is to expand the municipal land and assessment base and create opportunities to open more lands for investment by the private sector and job creation within the Planning District.***

3.1.2 Crown Land Integration with District Plan Policies

The Planning District Board and Municipalities seek to engage Manitoba in discussions on how Crown Land uses might contribute more effectively to the future sustainability of the Municipalities of Whitemouth and Reynolds by:

- 1. Creating a dialogue with Manitoba Conservation and Crown Lands and Property Agency to identify a protocol with the Planning District on the identification and conversion of selected Crown Land to municipal jurisdiction under a clear, transparent and timely protocol.***

- 2. Reference Map 2 illustrates the locations of all Crown Lands within the Planning District. These lands include: Whitemouth Bog Ecological Reserve; Pocock Lake Ecological Reserve; Lewis Bog Ecological Reserve; Whitemouth River Ecological Reserve; Whitemouth Bog Wildlife Management Area; Parts of the Whitemouth Falls Provincial Park and Marchand Provincial Park. Management of Crown Land uses are under the jurisdiction of the Province of Manitoba.**
- 3. Policy Map #4 illustrates the general locations of Crown Lands of interest. These lands represent locations that have been identified as priority areas by the Planning District councils.**

3.2 Infrastructure Management

The District's goals of economic development, population retention and growth, will require a corresponding investment in incremental improvements in infrastructure services to support development and economic growth.

Maintaining roads are a large expense and managing development to effectively make use of existing roads is important. Many community members made mention of the challenge of driving on and maintaining municipal roads.

Industries on Crown leased land do not contribute to the municipal tax base. Maintaining the quality of municipal roads and associated drainage systems requires infrastructure contributions from future Crown Lands leased operations that use municipal roads. These contributions should be commensurate with use to ensure the road network is maintained to a standard sufficient to serve local and crown lands development interests.

Ratepayers within the Planning District and Councils have become disillusioned with highway access issues. Going forward will require a solution that balances the requirements of MIT with local needs, financial constraints and the communities' access and development objectives. In particular, the routes where the greatest frustrations are presently experienced are: Provincial Trunk Highways #11, #15, #44, the Trans-Canada Highway and PR #307 within Seven Sisters.

3.2.1 Infrastructure Management Strategy

District infrastructure development will be guided by the following policies:

- 1. Prioritize for redevelopment and higher standard of maintenance key municipal roads which are expected to serve the Principal Development Centres, Rural Settlement Areas and Rural Residential Management Area under the planning framework.**
- 2. Encourage future growth to locate in areas served by the designated strategic municipal roads.**

3. *Encourage development in Principal and Transitional Principal Centres, Rural Settlement Centres, non-agricultural residential development within the Rural Mixed Use Corridor Area 1 and Economic Development Areas to occur in clusters to take full advantage of staged access improvements to the local and regional road networks.*
4. *In cooperation with Crown Lands and future resource extraction lease holders define municipal haul routes for truck traffic and formalize an agreement for grants in lieu of property taxes to be earmarked for haul route road maintenance.*
5. *Encourage the Provincial Government to include among the list of highway priorities upgrading of Provincial Trunk Highways 44 and 15 to Transportation Association of Canada Standards within the Planning District.*
6. *Solicit assistance of the Manitoba Water Services Board to assist design and fund water and wastewater service improvements to designated Principal Development Centres in the Planning District based upon need as measured by current use and potential for development.*
7. *Determine with cellular and internet providers their requirements and the timing of initiatives to improve coverage within the Planning District.*

3.3 Integration Transportation and Land Use

Economic growth is dependent on investment in a regional transportation system and a nurturing business climate where affordable space is available for a wide variety of enterprises.

3.3.1 Transportation and Land Use Policies

The Planning District will promote economic development; integrate land use planning with protection of key transportation corridors by using the following policies as a guide:

1. *Protect the District's key "goods" movement corridors, including PTH #1, PTH #11, PTH #15, PTH #44 and related provincial roadways providing the Planning District with connections to the region.*
2. *Promote safe and efficient transportation system by consolidating access onto major transportation corridors.*
3. *Ensure the location and supply of industrial/commercial land is adequate for sustainable economic growth.*
4. *Direct major commercial and industrial enterprises to locations connected with key goods movement corridors that enhance access for workers and customers.*

5. *Identify and protect future regional transportation corridors and connections within the Planning District.*
6. *Encourage development within the designated Economic Development Centres adjoining key goods movement corridors based upon a comprehensive access management plan prepared in consultation with Manitoba which sets out the organization of internal and highway access; the phasing of access improvements and the cost sharing of access improvements.*
7. *Ensure the integration of land use and transportation networks provide for efficient access and the safe operation of the provincial highway system.*
8. *Prohibit subdivisions/development in areas designated for highway widening or expansion along Priority Highways as defined by Manitoba Infrastructure and Transportation unless provisions suitable to the Province are made to accommodate future widening or expansion.*
9. *Prepare site and building standards for Economic Development Areas with frontage on key goods movement corridors that encourage a high quality of design commensurate with the visibility these sites have to the traveling public and their importance for the overall image of the Planning District.*

3.4 Hobby Farming

Hobby farming is a common practice in the Planning District's villages and hamlets. Residents reported the desire to continue this practice. Trends are showing that hobby farming is on the rise across the province. Hobby farming allows families and communities to be more self-sufficient and environmentally resilient while maintaining the rural character of the Planning District.

3.4.1 Hobby Farming Policies

Hobby farming within Rural Settlement Centres, Rural Mixed Use Area 1 and Principal Transitional Centres will be guided by the following policies:

1. *Hobby farming, including limited livestock husbandry, as defined in the Municipal Zoning By-law may be considered by Council within Rural Settlement Centres, Rural Mixed Use Area 1 and Principal Transitional Centres subject to "Hobby Farm Good Practice Livestock Standards" as may be determined by the Zoning By-law.*
2. *Manage hobby farms which include livestock production as a Conditional use in the designated areas under Policy 3.4.1.1 subject to:*
 - a. *the total number of animals as measured as less than 10 Animal Units (AU);*
 - b. *Hobby farms including recreational enterprises such as riding stables may be permitted as a Conditional Use provided the land area of the*

holding is not less than 2 acres and the total land area be equal one acre per 1.0 animal units (AU) to a maximum of 9 Animal Units (AU);

- c. Hobby farms will be required to meet setbacks as identified in the Zoning By-law under "Hobby Farm Good Practice Livestock Standards" and approved by Council as part of the terms and conditions of the Conditional Use Order; and*
- d. Hobby Farms with livestock comply with procedures and guidelines established in the zoning by-law with respect to: the type of animals and/or number of Animal Units (AU), the location and how livestock will be compounded and minimum setback distance from adjacent residences and property lines.*

3.5 Hazard and Flood Risk Areas

Within the Planning District hazard lands may be associated with sites in proximity to municipal sewage lagoons, land fill sites which may have associated with them undesirable effects that would reduce the use and enjoyment of adjoining lands for human use. It is desirable to ensure separation buffers are established to mitigate negative impacts of these types of facilities. The Whitemouth and Birch River channels south of their confluence have the greatest risk of flooding. The Planning District wishes to reduce the cost of flood damage upon private property by incorporating flood protection review as part of the development approval process.

3.5.1 Hazard and Flood Risk Policies

The following policies will guide development within the vicinity of hazard lands and flood risk areas.

- 1. In order to minimize human exposure to the undesirable effects of such uses as sewage lagoons and waste disposal sites, development in the vicinity of these facilities should be limited to developments such as industrial or limited agriculture uses which would not be adversely affected by these facilities, unless it can be demonstrated that these effects can be reasonably mitigated.*
- 2. Development of habitable structures on complying parcels of land within flood risk lands of the RM of Whitemouth and within the RM of Reynolds adjoining the Whitemouth and Birch Rivers are required to meet Provincial flood protection requirements.*
- 3. It may not be practical or desirable for economic or social reasons to restrict certain development in flood risk areas. Developments should, however, be carefully controlled and planned to ensure that they are compatible with the risks or that the hazard has been eliminated or protected against. In these instances, the following criteria should be applied:*
 - a. Proposed developments should not obstruct, increase or otherwise adversely alter water and flood flows and velocities;*

- b. There should be no added risk to life, health or personal safety;*
 - c. Structures, sewer and water services should be protected against flood damage and are functional during the flood conditions; and*
 - d. As may be determined through the subdivision and development review process that activities or construction of new structures may contribute to erosion or bank instability they will not be permitted in areas unless adequate erosion control or bank stabilization measures are implemented. Only erosion control or bank stabilization measures designed by a qualified professional engineer licensed by the Association of Professional Engineers and Geoscientists of the Province of Manitoba (APEGM) will be accepted.*
- 4. Development proposals in flood plain hazard areas may be referred to the appropriate provincial authority for review prior to approval by the Planning District or Municipal Councils.*

3.6 Governance, Finance and Partnerships

Governance, priority setting and financial administration will contribute to the District's ability to improve infrastructure and stimulate economic development by increasing funding for new projects and making decisions through the Planning District or Municipality to most efficiently suit needs.

Determining the allocation of implementation responsibilities and reaching agreements on shared endeavours at the Provincial, District and Municipal levels will be essential for the implementation of the Plan. In order to provide leadership and sound fiscal policy the Planning District will be guided by the following guidelines.

3.6.1 Municipal Finance Guidelines

- 1. Build the District's property tax base to finance municipal services;*
- 2. Pursue new sources of revenue with senior governments, including approval of a new protocol that facilitates the transfer of Crown Land to the Municipal tax base, municipal consultation by the Province on new crown leases and opportunities for the Municipalities of the Planning District to share in the income generated by Crown leases in the form of grants in lieu of property tax.*
- 3. Clearly define the allocation of implementation responsibilities under the Plan between the District Board and Municipal Councils.*

3.6.2 Regional Partnership Guidelines

- 1. Pursue agreements with senior governments for infrastructure funding, highway access management to support economic development initiatives, habitat restoration/protection and to expand the tax base by encouraging local investment and by reaching agreement with the Province of Manitoba on the adoption of a new crown land transfer protocol to facilitate the conversion of selected crown parcels to municipal jurisdiction.*
- 2. Partner with Manitoba Hydro to develop and market housing lots and development of surplus Hydro lands located in the northwest quadrant of the Seven Sisters Settlement Centre.*
- 3. Explore the possibility of solving infrastructure problems we share with the region such as waste water and solid waste management, security of potable water supply and link regional development objectives to local planning goals.*
- 4. Work with its District municipal partners to share the benefits of growth and improve the District's economic prospects by considering joint investment and tax sharing agreements to stimulate development of the designated Economic Development Areas centred upon PTH #1.*

3.7 Mineral resources

- 1. Areas designated by the Department of Energy and Mines as being of high and medium quality aggregate, peat, building stone and base metal deposits (see Background Report for Mineral Resources Reference Map) are to be protected from incompatible land uses that would restrict exploration and development.*
- 2. Existing aggregate, peat, building stone and base metal deposits are to be protected from incompatible land uses, in nearby areas.*
- 3. In areas with known aggregate, peat, building stone and base metal deposits uses should be limited to non-intensive agriculture (e.g. livestock grazing, cropping, forestry), temporary uses or other uses that will permit access to the resource.*
- 4. The exploration, development, production and termination of all aggregate, peat, building stone and base metal deposit resources shall be undertaken in a manner that is environmentally safe, stable and compatible with adjoining lands.*

PART 4: Agricultural Green Zone

The Whitemouth Reynolds District Plan builds a foundation for sustainable agriculture, a healthy environment and complimentary mixed use development. The Agricultural Green Zone will complement the District's Mixed Use Strategy by protecting agricultural and natural areas adjoining the designated mixed use development areas within Whitemouth and Birch River Corridors. Designated Agriculture Green Zone boundaries are illustrated in Policy Map 1.

4.1 Agricultural Green Zone objectives

The Planning District has adopted the following Objectives to protect the viability of agriculture and the compatibility of livestock operations with unrelated residential uses.

- 1. Encourage sustainable agricultural development and diversification in rural areas in an orderly, efficient manner to support the agricultural industry in the Planning District.***
- 2. Encourage agricultural development and growth which is sustainable and efficiently uses land and existing road networks.***
- 3. Promote agricultural land uses in Rural Mixed Use Corridor 2 Policy Areas which are compatible with agricultural land uses and the objectives and policies of designated Principal and Transitional Principal Centres, Rural Settlement Centres, Rural Mixed Use Areas and Economic Development Areas when located in the rural fringe of these designated areas.***
- 4. Maintain the rural character and quality of life by encouraging sustainable agricultural practices to meet the needs of today without compromising the ability of meeting future food needs.***
- 5. Use as a guide the Manitoba Agriculture, Food and Rural Initiatives Farm Practices Guidelines for livestock operations to promote sustainable farm practices.***
- 6. Designate rural agricultural areas within the Planning District as a "Agricultural Green Zone" and protect agriculture lands from the impacts of ex-urban land uses in recognition of agricultural land's significance and importance for continued use for food and fibre production and recognize, within the Agricultural Green Zone, flood plains and significant natural and ecologically areas, like parks, rivers and riverbank wildlife corridors.***

4.1.1 Agricultural Green Zone Policies

Strong communities and a competitive agricultural economy need a healthy environment. Clean air, soil, surface water, groundwater and natural eco-systems underlie the health and well-being of a community and attract people to work and invest in the District. Planning for the future development of the Whitemouth Reynolds Planning District will involve protecting and enhancing the natural environment as one of the aims of good stewardship and community building. The following Policies will guide the conservation of the Planning District's natural environment and protection of agricultural land resources.

- 1. The Agriculture Green Zone Policy Map designations are intended to conserve the natural environment, provide for the continued use of lands for general agricultural uses and to protect designated agricultural lands from the impacts of non-agricultural development by establishing the Rural Mixed Use Policy Area 2 as a transitional buffer separating agricultural and non-agricultural uses.***
- 2. Rural and seasonal resort residential development will be directed to the designated Rural Mixed Use Area 1, which generally lies between the provincial and municipal roadway boundaries designated along Hazel Creek and the Whitemouth, Birch and Boggy River corridors. Rural and seasonal resort residential development will not be permitted in the designated Agriculture Green Zone Policy Area or the Rural Mixed Use Policy Area 2.***
- 3. Policies 4 to 9 inclusive which follow respecting the Agricultural Green Zone also apply to the Rural Mixed Use Policy Area 2.***
- 4. Land use within the Agriculture Green Zone will be characterized by large parcels of agricultural land generally 80 acres in area. Subdivision will be discouraged to ensure the land remains viable for farming and is not divided into unusable parcel sizes which are inadequate to sustain agricultural production.***
- 5. Ensure agricultural practices and agricultural/resource development within the Agriculture Green Zone is undertaken in harmony with the environment where natural areas such as wood lots and riparian vegetation are preserved as integral components of a quality rural environment.***
- 6. Recognize the need for diversity in the agricultural sector by providing opportunities for accessory on-farm business enterprises including accessory manufacturing and fabrication operations. These will be subject to terms and performance standards to be established in zoning by-laws and be administered as conditional uses.***

4.2 Livestock Operations

The Whitemouth Reynolds Planning District recognizes the livestock industry is part of the agricultural area within the Planning District. The Planning District also recognizes the potential for land use conflicts can arise between the livestock operations and non-livestock related land uses. Despite the rural nature of the Planning District's two municipalities the usable land area is very small and is confined by extensive Crown lands. As a consequence, livestock, agricultural and non-agricultural land uses, and settlement areas are confined within close proximity of one another along the Planning District's two principal river corridors. Although the close association of uses has potential for the creation of conflicts, past experience within the Planning District has confirmed there is a high tolerance between livestock and non-livestock related land uses to each others interests.

4.2.1 Livestock Operation Policies

The following Policies will guide future livestock uses within the Planning District:

- 1. Ensure long term compatibility between livestock operations and non-related residences by providing in the Zoning By-laws standards for mutual separation distances based upon the size of livestock operations as measured by animal units. In determining the mutual separation distances under the Zoning By-law, the municipalities will view the mutual separation distances proposed in the Manitoba Farm Practices Guidelines as the minimum standard for the Planning District.***
- 2. Proponents and operators of livestock operations will be required to develop facilities and conduct their operations in a manner which reduces the production of offensive odours and the potential for pollution of soils, groundwater and surface water.***
- 3. To minimize the potential for land use conflict, siting requirements for livestock operations and non-livestock land uses in the Whitemouth Reynolds Planning District are required to ensure a fair balance is maintained between agricultural and non-agricultural land uses therefore the minimum separation distances provided under the Zoning By-law will be mutually applied to both livestock operations and non related residences, subject to approved variances.***
- 4. Expansion of existing and development of new livestock operations will be encouraged to locate within the designated Agricultural Green Zone and may be considered on a limited basis in Rural Mixed Use Area 2.***
- 5. Recognize the unique nature and siting requirements of livestock operations in proximity to settlements by establishing buffer areas and managing the location and intensity of livestock operations adjoining designated Principal Centres, Transitional Principal Centres and Rural Settlement Centres in accordance with the designation of adjoining lands as either Mixed Use Policy***

Area 1 or Mixed Use Policy Area 2 as provided in the District Plan's Land Use Policy Map #1.

- 6. All existing livestock operations located within Rural Mixed Use Area 1 at the time this Plan is adopted will be considered as approved Conditional Uses under the Zoning By-law, and will be permitted to be maintained to the capacity of their current operation as measured by Animal Units (AU). Applications may be considered to expand existing livestock operations deemed approved conditional uses upon the adoption of this Plan subject to the Conditional Use Process under the Planning Act. New livestock operations will not be permitted in Rural Mixed Use Area 1 if they are equal to or greater than 10 AU in size. Livestock Operations that are less than 10 AU and accessory to a primary agricultural or residential use will be will be deemed as Hobby Farms and may be approved by Council as a conditional use.*
- 7. New and expansion of existing livestock operations may be considered within Agricultural Green Zone areas and the designated settlement buffer areas as defined in Policy 4.2.1. 5 in accordance with the mutual separation distances established under the Municipal Zoning By-laws, subject to approved variances.*
- 8. Mutual Separation distances between livestock operations and non-agricultural residential development in Rural Mixed Use Area 1 and the designated Principal, Transitional Principal Centres and Rural Settlement Centres as established by the Municipal Zoning By-laws will be the minimum mutual separation distances identified under the Provincial Land Use Policies (PLUP) Manitoba Regulation no. 184 /94 and any subsequent amendment to the PLUP regulation in place of 184/94 and will be based upon the size of the livestock operation, as measured by the number of animal units (AU).*
- 9. Manage the location of new and existing livestock operations in accordance with the Livestock operation policies of the RM1 and RM2 Rural Mixed Use Policy Areas and the Agricultural Green Zone policies.*
- 10. Within areas designated "Agriculture Green Zone" the following livestock size criteria shall apply:
 - a. New and existing livestock operations, fewer than 300 AU are considered permitted uses; and*
 - b. Livestock operations with 300 AU or greater will be treated as Conditional Uses.**
- 11. Within Rural Mixed Use Zone 2 the following livestock size criteria shall apply:
 - a. All livestock operations existing at the time this Plan is adopted equal in size to or less than 199 AU are permitted uses;*
 - b. All livestock operations existing at the time this Plan is adopted equal to or greater than 200 AU are considered approved conditional uses; and**

- c. New livestock operations and expansions 200 AU or greater may be considered as conditional uses.*
- 12. Minor variations to the above noted requirements listed in the Zoning By-law, to a maximum of 10%, may be considered based on unique circumstances to an individual application, or as otherwise permitted in the Planning Act. Council may consider variations above 10% for livestock operations and residential uses where specific conditions warrant more flexibility.*
- 13. Livestock of the banks of Whitemouth River and Birch River will be referred to Manitoba Conservation for review.*
- 14. Livestock operations shall be prohibited on soils with a dry land agricultural capability rating of Class 6, Class 7 and unimproved organic soils based on detailed soil surveys (at a scale of 1:50,000 or better).*

4.3 Sustainable Environment Policies

Strong communities need a healthy natural environment. Clean air, soil and water, parks and open spaces underlie our health and well-being and attract people to live and invest in the community.

- 1. Good stewardship of the Planning District's natural environment begins with the Plan acknowledging the potential for human activity to have environmental impacts and by cooperating with senior governments in determining the location of environmentally sensitive areas and by endeavouring to coordinate cooperative efforts to ensure uses of these areas respect their environmental limits.*
- 2. Support a strong community and a high quality of life by ensuring proposals, including public and private development activities and changes to the built environment, will protect and improve the environment and natural ecosystems by:*
 - a. minimizing air, soil and water pollution;*
 - b. mitigating contaminated sites;*
 - c. mitigating unacceptable effects of noise; and*
 - d. minimizing the release and proliferation of invasive species and mitigating their impacts.*
- 3. Natural areas and habitats shall be protected from incompatible or potentially incompatible land use activity/development where:*
 - a. rare or endangered flora and fauna have received provincial designation and protection under either the Manitoba Endangered Species Act or the federal Species At Risk Act;*

- b. lands have been designated as protected under the Protected Areas Initiative;*
 - c. lands have been identified as wildlife management area(s), provincial park(s), ecological reserve(s), wildlife refuge(s), or provincial forest(s);*
 - d. other sensitive wildlife or aquatic habitat or ecologically significant area that has been identified, or*
 - e. private lands that have been voluntarily protected by landowners under The Conservation Agreements Act.*
- 4. Preserve the Planning District's natural assets including, watersheds and natural habitat areas within the proposed Agriculture Green Zone.*
 - 5. Ensure rural developments are maintained in harmony with the environment where natural areas and wood lots are preserved as integral components of a quality rural environment.*
 - 6. Protect natural lands within the designated Rural Mixed Use Corridor areas such as flood plains, locations having significant recreational and ecologically values, public parks and river wildlife corridors by establishing appropriate development set backs from the river bank within the Municipal Zoning By-laws.*
 - 7. Preserve natural areas and limit shoreline modification and tree removal along Hazel Creek and the Whitemouth, Brokenhead, Birch, Boggy, Rennie and Winnipeg Rivers.*
 - 8. Partner with riverfront land owners and Manitoba Conservation Forestry Branch Trees for Tomorrow Program to establish conservation corridors along Hazel Creek and the Birch, Whitemouth, Winnipeg and Boggy Rivers to promote the health of the rivers and surrounding environment by ensuring river bank stabilization, filtration of pollutants, reduce greenhouse gas emissions and create wildlife habitat.*
 - 9. Refer development proposals located within 100 meters of the average high water mark of the Planning District's rivers and streams as well as livestock operations, which may involve the grazing or housing of livestock to be located within 100 meters of the high water mark to Manitoba Conservation and Department of Fisheries and Oceans for consideration for review.*
 - 10. Public access to natural areas and wildlife habitat will be encouraged, where feasible, to foster appreciation for and enjoyment of nature, but such access should not lead to levels of activity which will exceed the capability of the area to sustain the environment and ecosystem integrity. In cases where private lands are involved, access to these areas will be subject to the approval of landowners.*

- 11. Contribute to improved knowledge and understanding of natural processes and the importance of protecting waterways and aquifers.**
- 12. Ensure that livestock operations, waste management and industrial/commercial developments have adequate separation distances from community and natural water resources.**
- 13. To protect riparian areas, the Planning District will endeavour to protect and maintain an undisturbed native vegetation areas adjacent to all water bodies and waterways within the Planning District through the development review process to encourage the provision of:**
 - a. A 15-metre undisturbed native vegetation area adjacent to first and/or second order drains;**
 - b. A 30-metre undisturbed native vegetation area located adjacent to third and/or higher order drains and/or water bodies;**
 - c. Prohibit permanent development within the 30-metre Crown Reserve, located adjacent to all surface waters, pursuant to The Crown Lands Act; and**
 - d. Limit new plus any existing structures) within this undisturbed native vegetation area to a maximum of 25 %of the shoreline length (for example: 25 metres per 100 metres of shoreline length) of each lot for a boat house, path, dock, etc.**
- 14. Proposed developments located near waterways and water bodies that have the potential to alter, disrupt or destroy aquatic habitat; including the riparian area, will be referred to Manitoba Conservation for review.**
- 15. Developments and the use of land within 1 mile of a designated provincial park, wildlife management area, provincial forest, ecological reserve or other protected area, will be referred to Manitoba Conservation for review and comment to ensure that future development(s) or changes in land use will not adversely affect the sustainability of the area or the resident flora and fauna.**
- 16. Significant natural areas and sensitive environmental areas identified by Manitoba Conservation during the development review process shall be identified and protected, where the potential for human activities to stress the environment by incorporating adjustments in the proposed use of lands to mitigate the impact upon the environment.**
- 17. Where privately initiated habitat conservation land leases or land transfers are proposed, Manitoba Conservation will be encouraged to consult with the Planning District affected prior to approving the designation of a private habitat conservation area.**

18. Inter-municipal co-operation is encouraged in the application and implementation measures to protect the Planning District's natural environmental resources.

19. Public access to natural areas will be encouraged; where feasible and sustainable within the limits of the natural environment to foster an appreciation for the enjoyment of the natural world. Where Private land holdings are involved, access to these areas will be subject to the approval of the landowner.

20. Quality wetland habitats; including riparian areas shall be protected.

4.4 Rural Farm Subdivision

Within the Planning District, managing the fragmentation of agriculture land base within the Agricultural Green Zone addresses two concerns.

The first is to ensure farm land does not become so fragmented that it no longer provides the area necessary for viable farm operations. Predominantly, in the Planning District agricultural lands are characterized as a quarter section or 80 acre parcels in size. Under provincial legislation, subdivision approval is not required in order to obtain from Land Titles Offices, two 80 acre parcels from a quarter section title. Notwithstanding the predominant agricultural parcel size, there are parcels, although limited in number, which are much smaller in acreage than the predominant quarter section holding. These parcels have been created either as a consequence of roadways, utility corridors, drainage systems or natural waterways, which traverse the Planning District. These small rural parcels are typically 20 acres or less in area or have lot configurations which are not easily farmed with modern equipment.

The second concern is the de-population of agricultural areas which experience farm consolidations and do not have attractive or competitive rural service centres to retain retiring farmers or attract families wishing to live in rural areas. The following policy guidelines provide for the development of remnant and residual parcels located within the "Agricultural Green Zone" and for the conversion of surplus farm yards for limited rural residential use. The following policies also provide for farmstead subdivision for members of the farm family actively engaged in farming operations.

4.4.1 Farm Subdivision Policies

1. Recognize the process of farm consolidation may continue in response to economic drivers and that as farms are consolidated and farmers retiring there will be farm sites that become surplus to farm operations. Municipal Zoning By-laws may provide opportunities for retiring farmers to separate surplus

- farmstead, defined as the existing farm yard containing farm buildings and generally contained within a shelter belt from the balance of farm lands and may provide farm subdivisions for family members actively participating in the day to day farming operation.*
2. *The subdivision of the surplus farm yard from the balance of the farm holding and the creation of a family farm subdivision lot(s) are subject to the following criteria:*
 - a. *Include the least amount of land required for the effective operation of a private waste water management system;*
 - b. *Front onto an existing all-weather road;*
 - c. *Should not include lands presently cultivated and used for agricultural crop production;*
 - d. *Parcels created are not subject to flooding or, to the satisfaction of Council, can be protected from flood risk and sustained by the land without negative environmental impacts;*
 - e. *Do not injuriously impact the on-going operations of surrounding agriculture enterprises;*
 - f. *One subdivision per each 80 acres may be permitted; and*
 - g. *Rural farm related subdivisions will require lot owners seeking a rural location and the advantages of country life to accept the noise, odour and dust associated with farm practices, including existing livestock operations.*
 - h. *Subdivision of parcels containing livestock operations shall result in lots of such size and configuration so as to maintain a minimum 100m (328') setback from the new property boundary to confined livestock areas and manure storage facilities.*
 3. *It is recognized farmstead subdivisions will be provided to retiring farmers will invariably be passed on to family members or sold as rural residential properties. Conditions applied to the approval of these farm site splits will ensure new owners and successors in title are made aware they have settled in an agricultural area and that normal on-going operations of surrounding agriculture enterprises include noise, odour and dust as part of the acceptable characteristics of rural life.*
 4. *Retiring farmstead subdivisions must be at least two acres to maintain adequate size for private waste water management unless served by holding tanks or alternative sewage system approved by Province of Manitoba Onsite Wastewater Management Systems Regulation M.R. 83/2003 and should not be wasteful of agricultural land.*

4.4.2 Remnant and Residual Parcels Policy

1. *Recognize there are physically isolated parcels of land located in the designated "Agricultural Green Zone" that due to size, location or configuration may not be feasibly farmed. They have been created as a consequence of road or utility right of way alignments and natural meanders in waterway channels. Rural Area planning policy provides the opportunity to convert small remnant or residual parcels for limited rural residential subdivision, as a conditional use under the Zoning By-law subject to the following criteria:*
 - a. *Rural residential lots created from physically isolated parcels, will be limited in scope; and*
 - b. *Residential rural lot subdivision of physically isolated parcels will typically not include multi-lots and will not change the rural agricultural character of the adjoining area.*
2. *When considering the approval of an application to subdivide physically isolated parcels, Council may impose as a condition of approval, the description of farm land uses, standard farm practices and their impacts upon neighbouring property as acceptable characteristics within the Rural Areas of the Planning District.*
3. *Remnant or residual rural parcel subdivisions may be considered as a Conditional Use under the Zoning By-laws, subject to the following criteria:*
 - a. *Lands proposed for subdivision are not viable for efficient farm utilization or do not represent cultivated lands;*
 - b. *There is no net loss of agriculturally useable lands;*
 - c. *Lots created must be located on an all weather road;*
 - d. *The location of the physically isolated parcels will not impact the orderly development of designated Principal, Transitional Principal Centres or Rural Settlement Centres; and*
 - e. *Parcels created are not subject to flooding or, can be protected from flood risk and sustained by the land without negative environmental impacts.*

Part 5: The Plan Guides Action

The Development Plan provides a guide for growth and change in the Whitemouth Reynolds Planning District and direction for the District Board and Municipal Councils to consider in their day-do-day decision making.

The land use policy areas for the Planning District are illustrated in the Policy Maps. These Maps provide a geographic reference for the District planning strategies and are intended to inform the community, local governments within the Eastman Region, the Manitoba Government of the Plan's directions, objectives policies and implementation programs. Whether it is a policy decision with a minimal price tag or a major capital expenditure, decisions should be evaluated against the strategies of this Plan.

5.1 Implementation

Plans are only as good as their implementation. This Part outlines a variety of tools that the Whitemouth Reynolds Planning District can use to make things happen, including both the traditional tools that govern plans of subdivision, zoning by-laws, minor variances, consents, development agreements and also policies that provide guidance for inter-municipal and inter-governmental collaboration needed to fulfill this Plan's objectives. Also presented is a framework for ongoing monitoring processes that will ensure that the Plan is effective over the long term.

5.2 Tools for Managing Development

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

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

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

5.2.1 Zoning By-Laws

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

5.2.2 Subdivision Regulations

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

5.2.3 Building Regulations

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

5.2.4 Public Works Programs

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

5.2.5 Development Agreements

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

5.2.6 Concept Plans

Concept plans may be used as a tool associated with the plan of subdivision or zoning proposal to assess how property development may best fit with adjoining lands, municipal infrastructure and regional transportation systems. They can provide direction for the incremental development of designated Principal, Rural Settlement Centres and Economic Development Areas including the definition of servicing areas and allocation of servicing costs among benefiting land owners including direction for set backs and integration of land use access onto provincial roadways.

Concept Plans generally will include design layouts demonstrating the relationship and fit of new development areas with adjoining lands and existing development areas.

Concept Plans may be prepared by the Municipal Council in partnership with Private Developers or may be initiated as an undertaking by the Municipal Council in consultation with other government stakeholders.

Concept Plans will be guided by the following policies:

- 1. The preparation of Concept Plans will include maps and text as appropriate and be undertaken in consultation with area land owners and governmental agencies involved in the review and approval of plans of subdivision.***
- 2. Concept Plans may be included as part of a Development Agreement.***
- 3. Implementation considerations will be included in the Concept Plan as may be necessary to ensure the efficient provision of infrastructure, open space and transportation services.***
- 4. Concept Plans will demonstrate how site land uses and development will be organized and zoned to ensure compatibility with adjoining land uses and transportation systems.***
- 5. Provide for the staging or phasing of development, the extension and cost sharing arrangements for services and the provisions for capital levy payments and cost recover.;***
- 6. Provide design features for special purposes such as landscaping, buffers, open space, and pedestrian and vehicular accesses; and***

- 7. Provide design, policy, cost sharing and local authority decision guidelines as may be agreed between Council and the responsible provincial highway authority for the management of set backs and access.***

5.3 Making Things Happen

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

5.3.1 Action Policies

- 1. District and Municipal by-laws and public works to be guided by this Plan.***
- 2. Decisions and actions of the District Board, Municipal Councils and staff, including public investment in services, service delivery and infrastructure, to be guided by this Plan.***
- 3. Implementation plans and guidelines consistent with this Plan may be adopted, identifying priorities, guidelines, and actions to advance the vision and strategies of this Plan; and***
- 4. District and Municipal resources, especially infrastructure, lands and buildings, to be guided by the Plan for their best strategic advantage in advancing the strategies of this Plan and leveraging other public and private investment.***

5.3.2 Monitoring Performance

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

Progress and success can be determined from periodic assessments of the District Plan's key elements and agenda. These periodic assessments will look at the success of the development management strategies of the Plan and the quality of the living natural and economic environments we have created.

These assessments may reveal new emerging priority areas that may be addressed through the Zoning By-law, Capital Budgets or changes to the District Plan itself. The following policies provide guidance for the understanding and interpretation of the text, maps, schedules, figures and images of this Plan.

5.3.3 Implementation Policies

- 1. The District Plan should be read as a whole to understand its comprehensive and integrative intent as a policy framework for priority setting and decision-making.***
- 2. Boundaries illustrated for land use designations in the District Development Plan are general. Exact boundaries guiding the allocation and development of land uses will be defined by the Zoning By-law Maps. Where the general intent of the District Development Plan is maintained, determination of land use boundaries under the Zoning By-law will not require amendment to the District Development Plan.***
- 3. The organization of land uses will be as generally set out in the land use plans for the District's Principal Development Centres, Rural Settlement Areas, Economic Development Areas, Rural Mixed Use Corridor and Agricultural Green Zone.***
- 4. The indication of any proposed roads, parks, municipal services or infrastructure in policy text or on Policy Maps will not be interpreted as final. Adjustments to the location of these features as may result from the preparation of the development approval process, as more detailed design information is available. Adjustments do not require an amendment to the District Plan, provided they meet the general intent of the Plan.***
- 5. The indication of any proposed roads, parks, services of infrastructure in policy text or on the Policy Maps will not be interpreted as necessarily being specifically or solely the responsibility of the Planning District's Municipalities to provide, finance or otherwise implement.***

Appendices

Map 1: Land Use Policies

Map 2: Upper Mixed Use Corridor

Map 3: Lower Mixed Use Corridor

Map 4: Crown Land Areas of Interest

Reference Map 1: Planning District Boundaries

Reference Map 2: Crown Lands