

# RPGA PLANNING DISTRICT DEVELOPMENT PLAN

## WORKING ACROSS BOUNDARIES 2012 - 2040

OCTOBER 2, 2012



RPGA Planning District  
Development Plan

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2012 - 2040

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## Legal Authority

*The Planning Act* provides the legal basis for municipal land use planning in Manitoba. All municipalities or planning districts must adopt a Development Plan to guide the growth of their areas. The development plan:

- Establishes plans and policies for land use that respect social, environmental, and economic objectives;
- Designates areas of land for various uses; and
- Sets out measures to implement the plan.

## Provincial Land Use Policies

The Province of Manitoba must approve all Development Plans and amendments. All Development Plans and amendments must be generally consistent with the Provincial Land Use Policies (PLUPs). PLUPs are written by the Province to guide how land use planning and development occur in Manitoba. However, every community in Manitoba is unique and municipalities and planning districts have to adapt the PLUPs to their local circumstances in the Development Plan. The resulting Development Plan, once approved and adopted, replaces the PLUPs.

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## PART 1 INTRODUCTION

### 1.1 Planning Context

The Rural Municipality (RM) of Rhineland and the Towns of Plum Coulee, Gretna, and Altona formed the RPGA Planning District on January 1, 2010, to ensure the long term land use planning is done on an integrated and regional basis. The municipalities wanted to capitalize on the strength of working together and across boundaries to solve complex challenges. This regional Development Plan applies to all those municipalities in the RPGA Planning District and replaces their separate plans.

Located in the south central area of Manitoba, the RPGA Planning District is bordered by the RM of Stanley (west), RM of Montcalm (east), Roland and Morris (north), and the United States (south). Neighbouring regional centres bound the Planning District, notably the westerly urban centres of Winkler and Morden, and the south-eastern US-Canada border town of Emerson.

The RPGA Planning District is located in the Red River Valley and has some of the most productive agricultural soils in the world. Not surprisingly, agriculture underpins the economic strength in this growing region. Population growth has been strong and is projected to remain strong in the decades to come.

Accommodating the population growth, while respecting the agricultural heritage and economy of the region, is a challenge. Traditional settlement patterns in villages are common in the area while more urban type living can be found in the towns and Local Urban District. The diverse demographics create taxing housing demands in the areas of affordable and senior housing. Infrastructure renewal and expansion is a common challenge for all governments. Drainage and flooding are major concerns for all areas in the RPGA Planning District.

### 1.2 Community Vision

The RPGA region completed a visioning process that began in early 2010. The public input from the visioning process was refined during the development plan public consultation process to distil the following statement for the RPGA Planning District.

*The RPGA District will be an inclusive, economically diverse, and environmentally responsible region. RPGA will thrive with a vibrant rural culture and economy and a shared philosophy of family and community.*

### 1.3 Guiding Priorities

The following guiding priorities for the region are another result of the visioning and development plan process. These priorities expand on the community vision and provide direction for forming objectives and policies in the plan.

- *Governance and Regionalization* means coordination of regional infrastructure and cost sharing for regional services.
- *Public Services and Infrastructure* includes age-friendly, public transportation, green spaces, and new infrastructure for new industrial opportunities.
- *Economic Development* must be responsive to business, industrial and housing needs and projections; capture future agricultural diversification opportunities; and, consider future tourism infrastructure needs.

### 1.4 Goals and Objectives

The goals and objectives below are the result of extensive consultation with municipal councils, the RPGA Planning District Board, stakeholders, developers, and residents of the region. These five goals and related objectives are linked to policies throughout the plan.

Goal 1: To create a regional plan that applies across municipal boundaries.

- a. Adopt a plan that is a central reference point for municipalities to understand each other and strategize together.
- b. Plan and manage municipal and recreation infrastructure regionally.
- c. Proactively address infrastructure renewal.
- d. Identify issues and opportunities in the broader Pembina Valley Region.
- e. Work together to encourage the logical growth of existing towns and villages within the RPGA region and neighbouring municipalities.

Goal 2: To create inclusive communities that respect agricultural and town heritage while responding to demographic trends.

- a. Celebrate and enhance special character areas in communities and agricultural areas.
- b. Encourage transportation and housing options for all ages, abilities, and incomes.
- c. Ensure all residents of all ages, abilities, and newcomers have access to appropriate health, community, recreation, and settlement services.
- d. Ensure that a full range of residential options exist from country to urban living.
- e. Foster a mix of land uses that are complementary and compatible in the same areas.

Goal 3: To ensure the region is environmentally responsible and resilient.

- a. Protect and enhance environmental assets and ensure all development does not negatively impact the natural environment.
- b. Manage drainage and enhance flood protection on a watershed basis.
- c. Build infrastructure and develop to a standard that is resilient and adaptable to changes in future climate.
- d. Promote emergency planning to respond to extreme weather events.

Goal 4: To promote the agrarian culture and economy.

- a. Support a strong and varied agricultural economy in the region.
- b. Strategically manage population growth in a way that respects the “right to farm” and producers’ ability to adapt to changes in climate, the economy, and animal husbandry and production techniques.

Goal 5: To strengthen and diversify the economy.

- a. Build attractive affordable residential neighbourhoods.
- b. Facilitate economic opportunities in a timely manner with appropriate public consultation.
- c. Encourage a full range of business areas ranging from un-serviced agro-industrial areas to fully serviced business parks with appropriate transportation linkages.
- d. Encourage and facilitate a full range of commercial businesses from small stores to large scale commercial operations.
- e. Promote tourism by protecting historic assets and strengthening recreational opportunities.
- f. Encourage a diverse tax base in each municipality.

## 1.5 Administration

### 1.5.1 Purpose of the Development Plan

This Development Plan provides statements of the RPGA Planning District’s policies to guide decision making and manage land use and development in the region. It is a strategic document for the public, the development community, Councils, the Planning District, and other levels of government to promote the sustainable development of the region that meets the needs of the community, protects the environment, and promotes a prosperous local economy. The Development Plan is founded on a common vision distilled for the region.



### 1.5.2 How to use the Development Plan

The policies in this plan are not intended to be used as a detailed action plan. Policies provide clarity for decision makers and guide future initiatives as the need arises. Phrases, such as “where relevant” and “where applicable”, complete some policies to support the appropriate and flexible application of the Plan’s policies to future decisions made by the Planning District and Councils.

The goals and objectives in this introductory part of the plan have been linked to the policies in Parts 2, 3, 4, 5, and 6. Each policy has one or several related goals and objectives in brackets beside it to provide the reader with a general context, answering the question “where did that policy come from?”

There are two companion documents to this plan used in its development. These reports may be used for reference as they describe the information and processes used to formulate the goals, objectives, and policies contained in this plan. The *RPGA Planning District Background and Engineering Study Report* identifies development related issues and policy options. The *Public Consultation Summary Report* describes the public consultation program used for this plan and how the vision and policies were developed through this process.

### 1.5.3 Structure of the Plan

The structure of this plan reflects how and where people live on the land in the RPGA region. There are three distinct ways which people live in the RPGA Planning District:

- Country Living (Part 2);
- Village Living (Part 3); and
- Town Living (Part 4).

Policies for each of these types of living have been written and sorted based on interests in the land. Interests in the land identified in the RPGA region are:

- Agriculture
- Commerce
- Housing
- Recreation, Education, and Health
- Culture and Heritage
- Environment
- Transportation
- Water and Wastewater
- Waste Management

Policies that cut across the three different ways that people live in the region have been placed in Part 5 Governance, Strategy, and Planning for All Areas. These policies apply to all areas of the RPGA Planning District.

Part 6, Fringe area, contains specific policies to guide the development of rural areas at the edge of urban boundaries that are experiencing development pressures. Part 7 describes tools at the disposal of the RPGA Planning District to implement this plan. Part 8 of the plan provides definitions of some commonly used terminology.

Finally, the maps in Appendix A display the land use designations for this plan. Appendix B and C are included for reference only to display some of the constraints and opportunities that can be taken into account when making development decisions.

## **1.6 Context and Background**

### **1.6.1 Historical Context**

The Planning District is a sweeping prairie land dotted with settlements, each town and village unique but sharing the daily rhythms of rural life and agricultural based economy. The region is well known for its agricultural roots and historic communities of Mennonite settlers. Many villages, such as the national historic Village of Neuberghthal, maintain the historic imprint of the earliest Mennonite villages, with older houses and attached barns on narrow deep lots. Towns have provided urban living options and been the major service and commerce centres for the region.

The region is a rapidly growing regional destination for newcomers to Canada. These immigrants bring their diverse experiences to the community, adding new ideas and energy that strengthen the social and economic fabric of the region.

Large expanses of green space dominate the district's towns, with broad lawns interrupted by giant cottonwood trees planted by early settlers to the area. Unlocked bicycles litter lawns and school grounds, and residential roads are shared between pedestrians, cyclists, and automobiles. The absence of large scale retailers keeps commercial and residential buildings in comfortable scale with each other providing a traditional rural main street or downtown character.

### **1.6.2 Natural Features**

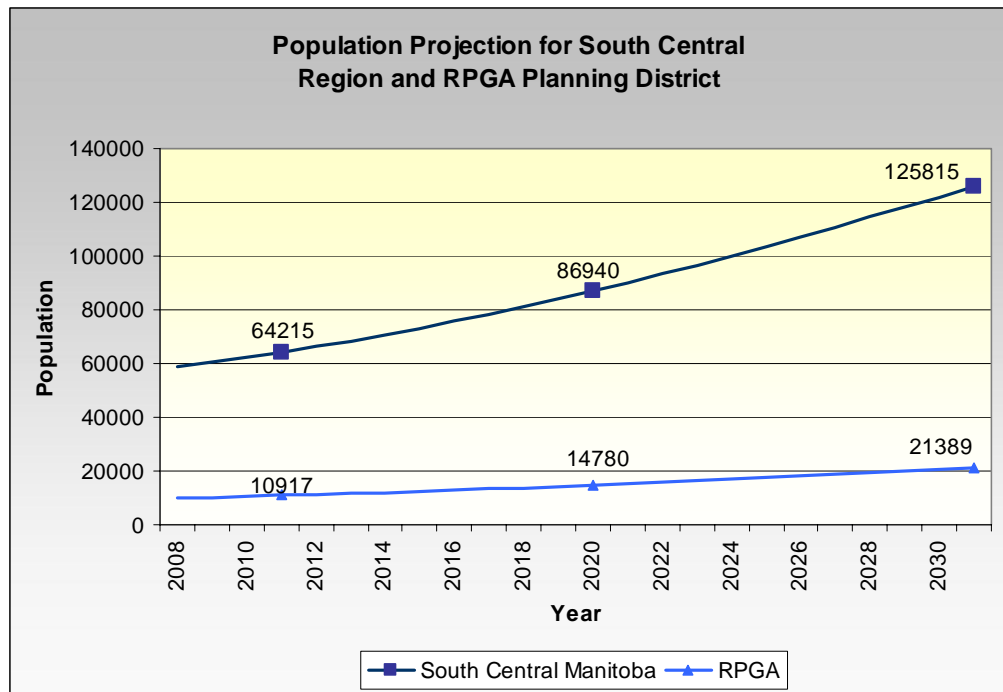
The region is situated within the very flat Red River Valley of the Manitoba Plain. The lack of slope leads to localized flooding with heavy rains and more widespread perennial spring flooding influenced by water levels in the Red River.

Almost all the soil in the region is considered 'prime agricultural land'. Most of the natural vegetation in the region was cleared when the area was settled. There are very few natural areas and no provincial or federal conservation areas or parks.

The Planning District experiences severe prairie weather including a higher incidence of tornadoes than other areas of Manitoba. Storms with lots of rain can overwhelm drainage systems.

### 1.6.3 Demographics

The Manitoba Bureau of Statistics completes population projections for all regions in Manitoba. The South Central region is expected to experience high immigration and population growth. The following population projection is based on the Manitoba Bureau of Statistics medium growth scenario for the South Central region and assumes that RPGA Planning District will have a constant proportion of 17 % of the population.



### 1.6.4 Economy

Livestock and agricultural production is important to the economic stability in the region. Most of the Planning District's commerce is comprised of smaller, independent businesses, the majority with less than ten workers. Many of these businesses service the area's agricultural sector, with the majority of small and medium sized manufacturing firms located in towns.

### **1.6.5 Municipal Services and Infrastructure**

Municipal infrastructure, such as water supply, sewer, drainage, roads, and distribution of hydro and gas is vital to the development and growth of communities and businesses. Development without recognizing the need and timely planning for the required infrastructure will limit the intended benefits of the development and will have adverse environmental and social impacts. The infrastructure plan should form an integral part of the official Development Plan.

This plan categorizes residential development into three distinct categories. These categories generally align with different standards of infrastructure. In general, development in towns should have a full range of infrastructure and municipal services. Developments outside of towns have fewer services that are reflected in lower tax rates.

The municipalities in the RPGA Planning District have a history of working across boundaries to provide value to taxpayers by sharing in the cost of providing services and infrastructure. Infrastructure is costly and continuously needs to be maintained, renewed, and replaced. A cooperative regional approach has proven effective to meet these challenges.



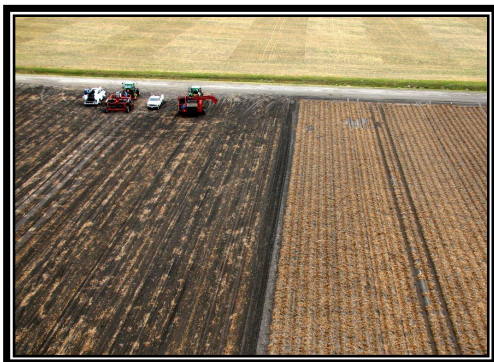
## PART 2 COUNTRY LIVING

### 2.1 Intent

Country Living celebrates a rural way of being, protecting the ability for agricultural producers to adapt and grow their operations as necessary, and allow newcomers the opportunity to engage in agricultural activities in a culturally respectful and meaningful way. Country Living recognizes the need for large agricultural parcels while providing flexibility for accommodating changes in agricultural production trends, accommodating smaller scale agricultural production, diversification of agricultural businesses, and residential development while limiting the removal of land from production. Country Living areas are everything in the Planning District except Towns and Villages. Country Living areas include General Agricultural, Agricultural Restricted, and Agro-Industrial designations in this plan.

### 2.2 Principles

Residential development in the Country Living area should be in existing Country Living clusters where possible and is not intended to create new Villages. Development should have on-site wastewater disposal where it is environmentally feasible and there is no expectation for future service beyond current levels. Development should respect agriculture, the natural features of the land, and shall be built to a flood protection level. Agricultural intensification and value-added operations should be encouraged in Country Living areas.



## 2.3 Policies

### *Agriculture*

2.3.1 Preservation of agricultural land and operations that form the basis of the agricultural industry in the region is one of the highest priorities when considering new development. (4a, 4b)

2.3.2 General Agricultural areas allow for the most intensive and widest ranging agricultural uses and impacts. (4A, 4b, 5b, 5d)

2.3.3 Restricted Agricultural areas will limit the range of agricultural uses that have the potential to create land use conflicts. (4b, 5a, 5b)



2.3.4 Non-agricultural uses shall not restrict existing livestock production operations or cropping practices or unduly inflate surrounding land values. (4a, 4b)

2.3.5 Subdivisions shall comply with the mutual separation distances between livestock production operations and residences not accessory to an operation, as established in the applicable Zoning By-law. (2d, 4a, 4b)

2.3.6 In general agricultural land should be held in larger parcels. (4a, 4b)

2.3.7 Land consolidation of existing smaller holdings with larger sized land holdings is encouraged. (4b)



2.3.8 Non-agricultural uses in General Agricultural areas shall not cause incremental expenses for infrastructure services and shall not create a financial or operational burden to the municipality. (1b, 1c)

### *Livestock*

2.3.9 Livestock operations are subject to the requirements of Livestock Operation Policies in this plan and municipal zoning by-laws. (4a, 4b, 5b)

2.3.10 New or expanding livestock operations of any size will be considered in General Agricultural areas. (4a, 4b, 5b)

- 2.3.11 New or expanding livestock operations of 150 AUs or less will be permitted in Restricted Agricultural areas around Village Living areas. (2e, 4a, 4b, 5b)
- 2.3.12 New or expanding livestock operations will not be considered in Restricted Agricultural areas around Town Living areas. (2e, 4a, 4b, 5b)
- 2.3.13 New or expanding livestock operations of 50 AUs or less will be permitted in the Village Living areas, with the exception of Old Altona. (2e, 4a)
- 2.3.14 Consider the expansion of existing livestock operations, hobby farms, and specialized agriculture in Village Living areas. (2e, 4b)
- 2.3.15 New or expanding livestock operations will not be allowed in Town Living (Towns of Plum Coulee, Gretna, Altona, and the Local Urban District of Rosenfeld) and Fringe areas due to potential land use conflicts with residential and urban uses. (2e)
- 2.3.16 Within the General Agricultural, Restricted Agricultural, and Village Policy areas, the replacement (modernization or fire replacement) of livestock operations at the same size and location may be permitted and the expansion of existing livestock operations will be considered. (4b)
- 2.3.17 Mutual separation distances between livestock operations and designated Town Living, Village Living, and Fringe areas shall be established in the zoning by-law and will be consistent with the minimum separation distances provided for siting livestock operations in the Provincial Planning Regulation. (4a, 4b)
- 2.3.18 Livestock operations are required to comply with the Livestock Manure and Mortalities Management Regulation under *The Environment Act* (M/R 42/98) and the Nutrient Management Regulation under *The Water Protection Act*. (3a, 3b)
- 2.3.19 When approving a livestock operation Council shall take into account flood risks, compatibility with existing surrounding land uses, and proximity to towns, villages, and recreational uses. (2e, 3b, 4b)
- 2.3.20 Subdivision of parcels containing livestock operations shall result in lots of such a size and configuration that the operation and manure storage facility are on the same title as well as maintain a minimum setback between the new property lines and the area where livestock are confined and the manure storage facilities are located in accordance with the Livestock Manure and Mortalities Management Regulation. (2e)



2.3.21 In General Agricultural areas livestock operations of 50 animal units or more will be a conditional use. Livestock operations of 300 animal units or more will be referred to the Provincial Technical Review Committee.

2.3.21.1 After holding a public hearing, council will make an order:

- a) rejecting the application; or
- b) approving the application, with or without conditions, if the proposed livestock operation:
  - i. will be compatible with the general nature of the surrounding area,
  - ii. will not be detrimental to the health and general welfare of people in the surrounding area or negatively affect other properties or potential development in the surrounding area, and
  - iii. is generally consistent with the applicable provisions of this plan and applicable municipal zoning by-laws.

For those operations of a size of 300 animal units or greater;

- iv. The Technical Review Committee has determined, based on the available information that the proposed operation will not create a risk to health, safety or the environment, or that any risk can be minimized through the use of appropriate practices, measures and safeguards.

2.3.21.2 Council may impose the following conditions on an application:

- a) measures to ensure conformity to the applicable provisions of this plan and applicable zoning by-law;
- b) measures to implement recommendations made by the Technical Review Committee;
- c) one or both of the following measures intended to reduce odours from the livestock operation:
  - i. requiring cover on manure storage facilities, and/or
  - ii. requiring shelter belts to be established
- d) require the applicant to enter into a development agreement regarding one or more of the following matters:
  - i. timing of construction,
  - ii. control of traffic,
  - iii. construction and maintenance of roads, fencing, landscaping, shelter belts or drainage works required to service the livestock operation, and/or
  - iv. payment of a sum of money to council to be used to construct any of the items mentioned in clause iii above. (3a, 4a)

### Commerce

- 2.3.22 Direct non-agricultural commercial uses towards Village Living, Town Living, or Fringe areas with first priority directed to commercial urban centres except where the use may be more appropriate in an Agro-Industrial or General Agricultural area such as:
- uses which directly serve agricultural production or processing and service these industries best from a rural location; or
  - unsightly uses which do not require municipal services such as anhydrous ammonia. (2e, 5b, 5c)
- 2.3.23 Complement traditional serviced industrial areas and offer economic diversity to the region with dry industrial Agro-Industrial areas that do not have large infrastructure requirements. (5c, 5f)
- 2.3.24 Require a secondary/concept plan prior to any major commercial or industrial development of Agro-Industrial areas to:
- establish internal roads and access points to major transportation routes;
  - establish future servicing requirements including drainage; and,
  - plan phasing of future growth. (1a, 3a, 3c, 5b, 5c, 5f)
- 2.3.25 Support the development of wind energy systems for electricity production as a source of economic benefit to the region with appropriate separation distances defined in municipal zoning by-laws. (5b, 5f)
- 2.3.26 Home based businesses may be considered in Country Living areas as a means of diversifying farm incomes. (2a, 4a, 5d, 5f)



### Housing

- 2.3.27 Subdivide property for residential uses where:
- yard site has the lowest agricultural potential in the surrounding area or has never been cultivated, and has natural features such as mature tree stands or water courses;
  - a farmer who has actively farmed the land for a substantial time period wishes to retain the farm residence for retirement purposes;
  - a portion of a larger parcel of land located within a Country Living Cluster as identified on Map 6 of Appendix A:
    - that is constrained on three sides by lands (including roadways and well established yard sites) that have not been farmed for a number of years; and

- b. is of a size and shape that cannot easily be farmed because of the constraining lands; and
- c. is a minimum of 2 acres and is a size and shape that is generally consistent with the existing development in the Country Living Cluster.

All homes in the clusters are located within the designated Agricultural areas, and as such, the separation distances for individual residences will apply for all existing, expanding or newly constructed livestock operations.

- d. an abandoned farmstead is located on the proposed site; or. (2c, 2d, 2e, 4b)
  - e. to permit a single lot to be subdivided from a well-defined yard site which is a minimum of 5 acres, has mature tree stands and has not been cultivated for many years. The newly subdivided property shall meet the provincial wastewater regulations.
- 2.3.28 Re-establish abandoned farmstead sites for residential development prior to creating new residential lots where possible. (2e)
- 2.3.29 Create lots only where municipal services, such as roads, drainage, fire protection, and other infrastructure exist with sufficient capacity and do not create a financial or operational burden on the municipality over time. (1c, 1e)
- 2.3.30 Residential development on small lots in Country Living areas shall continue to have an agricultural designation in this plan, agricultural zoning, and be a conditional use in the municipal zoning by-law to ensure that livestock operation buffers are not impacted. (2d, 2e, 4a, 4b, 5b)

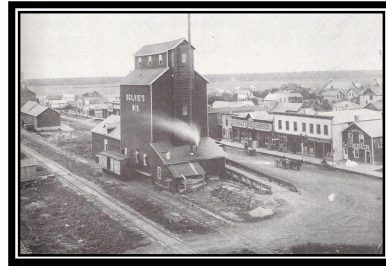
#### *Recreation, Education, and Health*

- 2.3.31 Country Living areas provide opportunities for recreation uses that are important to all residents in the region. (1a, 1b, 5e)
- 2.3.32 Recreational opportunities not suited to Town Living areas due to noise, dust, amount of land, etc. may be permitted in Country Living areas where there is a natural feature that supports the recreational use. (1a, 1b, 2e, 5e)
- 2.3.33 Respect local ecological features and do not negatively impact livestock operations when establishing recreational uses in Country Living areas. (3a, 4a, 4b)
- 2.3.34 Make recreational uses with major impacts conditional uses in municipal zoning by-laws. (1c, 2e)

- 2.3.35 Protect existing recreational uses from incompatible land uses where possible. (1b, 2e, 5e)
- 2.3.36 Country living residents should contribute to recreational facilities and services located in Town Living areas. (1b, 2c, 5e)
- 2.3.37 Communicate residential growth with recreation, education, and health authorities to ensure services are available and adequate. (1a, 2c)

### *Culture and Heritage*

- 2.3.38 Balance the respect for historical development patterns with the need to minimize impact on the cultivation potential of agricultural land. (2a, 4b)
- 2.3.39 Recognize and celebrate centennial farms. (2a, 5e)



### *Environment*

- 2.3.40 Protect and enhance natural grasslands, shrublands, forests, and wetland environments, which occur throughout the district, in order to protect and ensure these systems can function in their vital role in contributing to the overall environmental health and the land's ecological integrity. (3a, 3b)
- 2.3.41 Support the planting of shelter belts, drain tiling, and other soil conservation techniques that reduce wind and water erosion. (3c)

### *Transportation*

- 2.3.42 Build private road access from municipal roads instead of provincial roads and highways where possible. (1b)
- 2.3.43 Residential lots may not be created where there is not access to an existing all weather road. Access points should be minimized on major transportation routes where possible. (1b, 1c)
- 2.3.44 Non-agricultural uses shall not cause incremental expenses for roads, drainage, or other infrastructure services and shall not create a financial or operational burden to the municipality. (1c)
- 2.3.45 Enhance the existing trails systems and extend the network where it makes sense. (1b, 2b)

- 2.3.46 Only allow Country Living residences where municipal roads already exist and are maintained. (1c)

*Water and Wastewater*

- 2.3.47 Proposed subdivisions in Country Living areas should have on-site wastewater management systems and should not be wasteful of land. (1c, 3a)
- 2.3.48 Establish a set of pre-determined criteria in consultation with the Department of Conservation to create a specific standard based minimum lot size sign-off for variance granting criteria for On-site Wastewater Management specific to the RPGA Planning District. (3a)
- 2.3.49 Non-agricultural uses shall not cause incremental expenses for infrastructure services and shall not create a financial or operational burden to the municipality. (1c)
- 2.3.50 Incorporate the pressure requirements of anticipated agricultural and residential users when planning and sizing watermain. (1b, 1c)
- 2.3.51 Carefully plan, manage, and locate lagoons and lagoon expansions in agricultural areas to ensure that they do not conflict with other uses. (1b, 1c, 2e)

*Waste Management*

- 2.3.52 Locate solid and liquid waste management sites away from prime agricultural areas where possible and residential settlements. (2e)
- 2.3.53 Non-agricultural uses shall not interfere with the expansion of established waste management sites. (1b, 1c)

## PART 3 VILLAGE LIVING

### 3.1 Intent

Early settlers survived harsh winters by forming small communities where they lived and farmed the land. This lifestyle, where homes and accessory agricultural operations exist side by side, is alive and well today. Village Living areas should continue to provide a traditional village living option that embraces farm life in the midst of close family and neighbours, horticulture, and small scale animal husbandry.

### 3.2 Principles

A rural standard of infrastructure is available in Village Living. Water services may be provided by water co-ops or by the municipality, and the property owner provides their own, or shared, on-site wastewater storage and treatment. Standard municipal rural roads connect villages, and narrower laneways may be used to access and connect properties within a village. The ecology of the land is the predominant feature of villages and all efforts should be made to preserve and restore it with trees and other vegetation.



### 3.3 Policies

#### *Agriculture*

- 3.3.2 Specialized small scale agricultural operations, including market gardens, are encouraged in Village Living. (2a, 4a)
- 3.3.3 Livestock operations are limited but expansion may be considered as a conditional use in the municipal zoning by-law. (2e, 4b)
- 3.3.4 When accommodating growth that requires expanding the boundary of Village Living areas, the direction of growth and amount of land used should minimize interference with established agricultural operations, use of land capable of sustaining agricultural production, and drainage conditions. (1e, 4a)

#### *Commerce*

- 3.3.5 Village Living may contain limited commercial activities serving the village or surrounding area. (2e, 4d, 5f)
- 3.3.6 Prevent land use conflicts by making agricultural related industrial uses a conditional use in municipal zoning by-laws. (2e, 5b, 5d)
- 3.3.7 Establish separation distances between wind farms and Village Living areas in the zoning by-law. (2e, 5b)

#### *Housing*

- 3.3.8 Require secondary/concept plans when large areas of land are being proposed for development that describe phasing, potential transition to LUD, cost of extending services, village waste, water services, transportation impacts, school, and recreation opportunities to the village and surrounding area. (1a, 1b, 1c, 1e, 2d, 5a)
- 3.3.9 Housing is encouraged within existing Village Living boundaries before expanding the boundaries. (1e, 4b)
- 3.3.10 Expanding Village Living areas on high quality soils with an associated Restricted Agricultural area buffer are not allowed except through a Development Plan amendment. (1d, 1e, 4a, 4b)

### *Recreation, Education, and Health*

- 3.3.11 Recreation, education, and health services are typically located outside of the village. Village residents should contribute towards the recreational capital and services provided in Town Living areas. (1b, 2c, 5e)
- 3.3.12 Residential growth should be communicated with recreation, education, and health authorities to ensure services are available and adequate. (1a, 1b, 1c, 2c, 5e)

### *Culture and Heritage*

- 3.3.13 Balance the respect for historical development patterns with the need to minimize impact on cultivation potential of agricultural land. (2a)
- 3.3.14 Protect the Parks Canada National Historic Site designation for Neuberghthal. (2a, 2e, 5e)
- 3.3.15 Preserve the historic housebarn settlement pattern with a mix of residential and agricultural operations where possible. (2a, 2d, 2e, 5e)



### *Environment*

- 3.3.16 Protect and enhance the local ecological systems within villages as much as possible. (3a)

### *Transportation*

- 3.3.17 Restrict development to one side of a provincial highway or road where development has not already established on both sides of the highway. (1b, 1e)
- 3.3.18 Encourage parallel road patterns so residential uses can be clustered as much as possible. (1e, 2b, 5a)
- 3.3.19 Minimize access points to provincial roads and highways by encouraging clustered development and parallel roads. (1a)

### *Water and Wastewater*

- 3.3.20 Water service is provided by the municipality or co-op. (1a, 1b, 1c)
- 3.3.21 The municipality will consider the potential cost of extending municipal services for new development. (1b, 1c, 3c)



- 3.3.22 New development is required to connect to piped water or sewer services if available. (1c, 1d)
- 3.3.23 Wastewater treatment is generally provided on site but may be connected to a sewer service in the future. (1b, 1c, 1d)
- 3.3.24 The municipality will give consideration to the feasibility and cost of extending sewer services to a village area if it grows to a size or density where sewer services become necessary or required. (1a, 1b, 1c, 1d, 1e)
- 3.3.25 Encourage efforts to minimize the amount of land required for on-site wastewater treatment. (1c, 3a)
- 3.3.26 Size watermains to accommodate the pressure requirements of anticipated agricultural and residential users. (1a, 1b, 1c, 1d, 1e, 3c)
- 3.3.27 Proactively plan and implement water reservoir capacity and water pump upgrades. (1a, 1b, 1c, 1d, 1e, 3c)
- 3.3.28 Prepare sustainable wastewater management plans for Village Living areas that explore alternative systems (individual, clustered, and decentralized), technologies, and wastewater treatment programs that meet environmental, financial, and social needs using a sound decision making process. (1a, 1c, 1d, 1e)

#### *Waste Management*

- 3.3.29 Enhance recycling depots to encourage higher waste diversion rates. (1b, 1c)

## PART 4 TOWN LIVING

### 4.1 Intent

To maintain and enhance fully serviced urban living options in the region that have the conveniences of an urban centre with streets and lights, pipes and pavements, community gathering places, non-farm workplaces, and shopping.

### 4.2 Principles

Full municipal servicing including water, sewer, hard surfaced streets, drainage, and garbage collection are available in Town Living. Development standards are in place to ensure new development respects the Town's preferred aesthetics and capital and operating budgets for the Town. Towns are a service centre to the rest of the region. Where large areas of land are being proposed for development, the development shall be guided by a secondary/concept plan.



## 4.3 Policies

### *Agriculture*

- 4.3.1 Buffer Town Living areas from intensive agricultural operations. (2e, 4a)
- 4.3.2 Community gardens and farmer markets are encouraged. (2a, 4a)

### *Commerce*

- 4.3.3 New development must be attractively designed and planned to complement the overall character of the surrounding area. (2a, 5a)
- 4.3.4 Commercial developments that are opposite or in close visual proximity to residential uses, or that front onto major transportation corridors or paths shall have higher design and landscape standards. (2a, 5a)
- 4.3.5 Major commercial expansion should be located adjacent to major transportation routes. (1b, 2b, 5c, 5d)
- 4.3.6 Commercial uses in the vicinity of the railway (existing or abandoned) in community downtowns form the heart of communities and should be encouraged, revitalized, and intensified where possible. (2a, 5e, 5f)

### *Housing*

- 4.3.7 Residential development shall consider where access to community services such as recreation, employment, education, utilities, and emergency and health services will be provided, and contribute to the provision of these services through a variety of infrastructure financing tools. (1b, 1d, 2c)
- 4.3.8 Residential development shall be evaluated based on: (1b, 1c, 2b, 2e, 3b, 3c)
  - a. The cost and feasibility of providing sewer and water infrastructure;
  - b. The cost of providing transportation infrastructure to the site
  - c. Local impacts regarding pedestrian, bicycle, vehicle movements and safety;
  - d. Drainage patterns;
  - e. Availability and access to public open space and recreational facilities; and,
  - f. Buffering incompatible land uses.

- 4.3.9 Institutional, industrial, and multi-family housing developments that are adjacent to residential areas shall provide a buffer to mitigate any potential adverse affect from development construction or operations on the residential area. (2e, 5a, 5b)
- 4.3.10 Encourage smaller lots and multi-family development in order to use less land and minimize infrastructure. (1e, 1c, 2d, 5a, 5b, 5f)
- 4.3.11 Strive to provide a full range of housing options (types and tenures) to accommodate people of all ages, incomes, and abilities in Town Living. (1e, 2d)
- 4.3.12 Encourage a mix of land uses at activity nodes and manage any impact with design and landscaping. (2e, 5b)
- 4.3.13 Encourage secondary suites as a way of increasing residential density, affordable housing, and extend family living options. (5a, 2d)
- 4.3.14 Encourage municipal councils and Manitoba Housing to work together to re-purpose and revitalize under-utilized housing. (2d, 5a)

#### *Recreation, Education, and Health*

- 4.3.15 Develop a consultation program with education and health authorities to communicate development projections or forecasts and to determine the long term need for land dedication. (1a, 1b, 2c, 5e)
- 4.3.16 Circulate a summary of new development proposals and approvals, including the number of new housing units, to the applicable school divisions and health authorities for information on an annual basis. (1a, 1d, 2c)
- 4.3.17 Provide a broad range of recreational opportunities to residents of the region. (1b, 2c)
- 4.3.18 Locate parks, recreation and open spaces close to where people live and connect them to the entire community with streets and trails. (2b, 2c)
- 4.3.19 Co-locate major recreation facilities with school sites or health/wellness sites as much as possible. (1b, 2c, 5e)
- 4.3.20 Identify land for public uses such as schools, parks, and recreation sites, and negotiate required land for dedication as a condition of new development, where possible. (1a, 1b, 2c)



*Culture and Heritage*

- 4.3.21 Create and enhance a main entrance to Town. (2a, 5e)
- 4.3.22 Create downtown areas that reflect the community and heritage. (2a, 5e)

*Environment*

- 4.3.23 Connect development to a pathway system. (2b)
- 4.3.24 Protect and enhance Altona's reputation for being an oasis on the prairie with a dense urban forest. (2a, 3a)
- 4.3.25 Protect and rejuvenate the tree canopy and celebrate the heritage of the trees, including the oak grove and cottonwoods in Gretna. (2a, 3a)
- 4.3.26 Continue to implement Plum Coulee's recreation and streetscaping plan. (3a, 5e)
- 4.3.27 Naturalize land drainage and ensure there is capacity to withstand extreme weather events. (3b, 3c, 3d)

*Transportation*

- 4.3.28 Ensure there are trail systems that encourage active transportation. (2b)
- 4.3.29 Maintain and enhance the Gretna to Altona portion of the Trans-Canada Trail to encourage alternative commuter transportation options. (1b, 2b)
- 4.3.30 Encourage all new development to incorporate transportation options or alternatives to automobiles. (2b, 3a, 5c)
- 4.3.31 Require developers to demonstrate how people can easily find and walk, bike, or drive from new developments to adjacent development and service centres. (2b, 2c, 3a, 5c)
- 4.3.32 Connect all community nodes with each other and the downtown with an active transportation system, where possible. (2b)



### *Water and Wastewater*

- 4.3.33 Connect new development to sewer and water services, wherever possible. (1c, 3a)
- 4.3.34 Ensure there are formal emergency plans for water and wastewater services that respond to natural and human caused hazards. (1c, 3c, 3d)
- 4.3.35 Plan for and ensure water and wastewater capacity is available for anticipated residential, commercial, and industrial uses. (1b, 5b, 5c, 5d, 5f)
- 4.3.36 Plan infrastructure upgrades to water and wastewater systems to accommodate development in the long term. (5b, 5c, 5d, 5f)
- 4.3.37 Work towards long term solutions to water and wastewater systems instead of incremental or temporary fixes, where possible. (1c)
- 4.3.38 Coordinate capital budgets with development potential for infrastructure improvements and replacement. (1c, 1d)
- 4.3.39 Higher intensity water-reliant industry should be located where water mains are larger than 150 mm and contribute to any required pipe upgrades. (1a, 5c, 5d)
- 4.3.40 Wastewater capacity in Altona and Altona Fringe areas is maximized and new development will require infrastructure improvements and additional capacity. (1c, 3c)
- 4.3.41 Altona's water capacity needs to be enhanced in order to accommodate major developments and new growth. (1c, 3c)
- 4.3.42 Ensure Rosenfeld fire equipment and flow capacity is adequate to handle frozen reservoirs in winter. (3d)
- 4.3.43 A cost-benefit analysis should be undertaken to demonstrate the need and prepare budget to build additional reservoir capacity for fire protection and growth in Gretna. (3d)
- 4.3.44 The water reservoir and pumps should be upgraded in Plum Coulee before growth can be accommodated. Trunk and feeder mains may also be required to be looped. (1a, 1c, 3c)



- 4.3.45 Plum Coulee requires a new lift station to service development in its Fringe areas. (1c, 3c)
- 4.3.46 Gretna's water system requires upgrading that should include: a plan to replace aging asbestos cement pipes, and recalibrate the water reservoir meter or install a water meter in the main pipe from the reservoir to the Town. (1a, 1c)

#### **4.4 Neighbourhood Area Intent**

Within Town Living, Neighbourhood areas are intended to accommodate the majority of residential areas in the region in the immediate and long term. A mix of uses should be encouraged that are in keeping with the character of the area.

#### **4.5 Neighbourhood Area Policies**

- 4.5.1 Allow a mix of mutually supportive uses including a variety of residential, educational, recreational, institutional, commercial, and, possibly, industrial, at a scale and density compatible with each other.
- 4.5.2 Opportunities for infilling and redevelopment are encouraged. (1e, 2d, 2e, 5a, 5b)
- 4.5.3 Accommodate mobile homes in locations with development and landscaping standards set out in municipal zoning by-laws. (2d, 5a)
- 4.5.4 Buffer residential development appropriately from major highways, railways, lagoons, and other incompatible uses. (2e, 5a)
- 4.5.5 Evaluate new development on the basis of land and infrastructure impacts. (1c)
- 4.5.6 Encourage the development of all types of housing in order to diversify the housing stock and provide different opportunities for people to live in towns. (2d, 5b)
- 4.5.7 Encourage a mix of land uses that are compatible with residential dwellings including recreation and greenspace. (2c, 2e, 5b)
- 4.5.8 Ensure that appropriate greenspace and recreational facilities are available when residential growth occurs. (1b, 2c)
- 4.5.9 Encourage smaller lots and multi-family development as a more efficient use of land and infrastructure. (1c, 5a)

- 4.5.10 Recover the additional cost to service and maintain large residential lots in serviced urban areas from the developer through levies, such as frontage fees, or development charges. (1c, 5a)
- 4.5.11 Allow home based businesses and secondary suites that do not generate significant impacts in neighbourhood areas with standards for these accessory uses detailed in the zoning by-law. (2e, 5b, 5d)
- 4.5.12 Neighbourhood areas reserved for future development can continue to be used for limited agricultural uses. (4b)

## 4.6 Downtown Area Intent

Within Town Living, Downtown areas are intended to accommodate a range of uses that may be more intensive than Neighbourhood areas. These well connected areas function as the hub of the community and a variety of services are offered.

## 4.7 Downtown Area Policies

- 4.7.1 Develop urban design standards for the public spaces in downtown areas that reflect each community and the heritage of the region. (2a, 5e)
- 4.7.2 Support the development of all types of housing to diversify the housing stock and provide various opportunities for people to live in towns. (2d, 5b)
- 4.7.3 Support the construction and design of development that encourages active transportation, like walking and bicycling, and manages traffic movements with a high degree of connectivity to the surrounding area. (2b)
- 4.7.4 Promote development of downtown areas to stimulate revitalization and capitalize on existing infrastructure investments. (1c, 5f)
- 4.7.5 Support and encourage affordable activities in the downtown that foster a spirit of celebration and collaboration and that promote the participation of all residents and visitors to the region. (2a, 2c)
- 4.7.6 Ensure municipal zoning by-laws allow a variety of land uses to locate together (mixed use) by:
  - a. Becoming less regulatory about distinguishing and separating the use of the land;





- b. Describing more clearly the development principles that are desired by the community and defining standards for new development; and,
  - c. Requiring private developers to design their properties such that there is appropriate transition to the public property through design, space or buffers. (2e, 5b)
- 4.7.7 Ensure that entrances to Downtown areas are attractive and well defined. (2a)
- 4.7.8 Encourage accessibility to and within the Downtown areas by using streets, sidewalks, pathways, and greenspaces as an interconnected network to integrate the downtown and connect it with surrounding community nodes. (2b)
- 4.7.9 Promote the unique character of each town's Downtown by locating unique higher density and higher intensity uses in the Downtown. (2a, 2d)
- 4.7.10 Design and plan infrastructure and drainage to accommodate more dense and intense uses in Downtown areas. (1c, 3c)
- 4.7.11 Create one or more transportation nodes in the Downtown areas with parking facilities for cars and bicycles that can facilitate future public transportation options. (2b)
- 4.7.12 Develop implementation strategies that enhance community character and sense of place for all towns. Towns with existing strategies, like the Plum Coulee Heritage and Recreation Plan, should continue to invest in their implementation. (2a)



## 4.8 Recreation and Institution Area Intent

Within Town Living, Recreation and Institution areas provide space for large community facilities and recreation opportunities for residents of the region. Major multi-use institutions such as schools and recreational centres are often located in these areas and are well connected to the town.

## 4.9 Recreation and Institution Area Policies

- 4.9.1 Locate and integrate major recreational and institutional uses close to Neighbourhood areas within the community as much as possible. (1b, 2c)

4.9.2 Encourage accessibility to and within Recreation and Institution areas by using streets, sidewalks, pathways, and greenspaces as an interconnected network to integrate these public spaces and connect them with the surrounding community. (2b, 2c, 5e)

4.9.3 Encourage attractively designed and well landscaped institutional development. (2a, 5a)



4.9.4 Promote and support partnerships in creating flexible multi-plex recreational facilities alongside related health, wellness, education, and specialized housing facilities. (1b, 2c)

## 4.10 Industrial Areas Intent

Within Town Living, Industrial areas provide space for business opportunities that are not compatible with residential living in Neighbourhood and Downtown areas to establish and grow. Industrial areas provide a full range of services and are located in areas where transportation access is appropriate. Business parks with a mix of services and uses may also be found in Industrial areas.

## 4.11 Industrial Areas Policies

4.11.1 Accommodate heavy industrial uses that require municipal services such as sewer and water in industrial areas. (5c, 5d)

4.11.2 Accommodate a mix of uses including business parks and complementary commercial uses. (1a, 1b, 5c, 5d)

4.11.3 Use buffers to mitigate negative impacts such as noise, light, dust, odours, or visual impacts of industrial uses that might affect neighbourhood uses. (2c, 5a)



## PART 5 GOVERNANCE, STRATEGY, AND PLANNING FOR ALL AREAS

### 5.1 Intent

Within Town, Village, and Country Living there are policies that are common across all the municipalities in the Planning District. As well, regional governance and planning strategies apply to the whole region to ensure municipalities work together with a regional focus. The Development Plan for the RPGA Planning District should be referenced and consulted by developers, other levels of government, and non-profit organizations that are involved in the community.

### 5.2 Principles

Development proposals should be evaluated based on the impact to the quality of life and address trans-boundary issues collaboratively. Development should contribute towards maximizing the capacity to address regional opportunities and challenges.



## 5.3 Policies

### *Commerce*

- 5.3.1 Harmonize municipal standards for construction, permitting, and infrastructure throughout the RPGA region where possible. (1a, 5a, 5b)
- 5.3.2 Encourage commercial development to locate in the region through the use of incentives, including pre-zoned, serviced land. (5b, 5d, 5f)
- 5.3.3 Identify areas for future commercial and industrial expansion based upon regional infrastructure analysis and consider the infrastructure capacity, land availability, and access to major transportation routes. (1b, 5c, 5f)
- 5.3.4 Participate in an annual strategic planning session with the regional economic development agency(ies) to support the role of the Development Plan as a strategic integrated land plan. (1a, 1d, 5b)
- 5.3.5 Major commercial developments should be clustered together, include a mix of uses, and use internal service roads to limit access to Provincial roads, trunk highways, and major municipal roads. (5c)

### *Housing*

- 5.3.6 Encourage secondary suites to be established by right throughout the region as a way of promoting affordable housing, transitional housing, and housing for extended family members. (2d, 2e)
- 5.3.7 Meet annually with the South Central Settlement Services to review the housing needs of immigrants, the impact on supply and demand for residential land, and municipal services and infrastructure. (1a, 1d, 2c)
- 5.3.8 Encourage a variety of housing options to support the youth, seniors, and immigrants to live in the region. (2d)
- 5.3.9 The construction of permanent structures located in the Red River Valley Designated Flood Area requires a Designated Flood Area Permit from the Province of Manitoba. (3c)

### *Recreation, Education, and Health*

- 5.3.10 Support a regional planning approach to recreation infrastructure and services through cooperation of the all the municipalities in the Planning District for the benefit of all their residents. (1b, 2c)
- 5.3.11 Recognize the recreational assets and opportunities that Country and Village Living areas can provide to urban residents and the recreational assets and opportunities Town Living areas can provide rural residents in a regional recreation plan. (1b)
- 5.3.12 Evaluate access to community recreation, emergency, and health services for all development proposals. (2c)
- 5.3.13 Promote active transportation options and active transportation infrastructure planning throughout the region. (2b)
- 5.3.14 Communicate with the regional health authority on development and demographic changes that will influence the nature and type of services needed in the region. (1a, 2c)
- 5.3.15 Consult with youth and seniors about development initiatives where applicable. (2b, 2c, 2d)
- 5.3.16 Enhance infrastructure that supports distance education as a means of retaining youth in the community. (2c)



### *Culture and Heritage*

- 5.3.17 A regional heritage committee should be formed and a regional heritage plan completed with assistance from the Province of Manitoba. (2a, 5e)
- 5.3.18 Promote heritage resources as a tourist attraction. (2a, 5e)
- 5.3.19 Protect heritage resources where buildings or landscapes have received or are in the process of being considered for municipal, provincial, or federal heritage designation. (2a, 2e, 5e)
- 5.3.20 When necessary, require an applicant to show that a significant heritage resource is not being endangered as a condition for approval of a subdivision, demolition permit, or the issuance of a development permit. (2e, 5e)
- 5.3.21 Protect heritage resources from incompatible or potentially incompatible land uses which may threaten their integrity or operation. (2e, 5e)

*Environment*

- 5.3.22 Respect, maintain, and restore natural features such as grasslands, shrublands, forests, wetlands, and contours of the land for the benefit of wildlife and the environment. (2a, 3a)
- 5.3.23 Leave lands that flood significantly in a natural state or develop it only for low intensity uses such as recreation, grazing, or cropping. (3b, 3c)
- 5.3.24 Consider alternative environmental and ecological approaches, such as using geothermal energy, for infrastructure as a cost saving mechanism. (1e, 3c)
- 5.3.25 Plan, maintain, and make improvements to drainage infrastructure on a watershed basis in collaboration with other jurisdictions such as the Rural Municipalities of Stanley, Montcalm, Morris, and Roland. (3b)
- 5.3.26 Prepare for a future increase in extreme weather events such as drought and flash flooding. (3c, 3d)
- 5.3.27 Determine the method and degree of waterway, water body, wetland, riparian area, aquatic habitat, and shore land protection required for development using the environmental characteristics of the local situation with the goal of protecting sensitive areas to enhance water quality, respect aquatic ecosystems, and add riparian habitat. (2a, 3a)
- 5.3.28 Refer development proposals that have the potential to impact waterways and water bodies to Province of Manitoba and/or the Department of Fisheries and Oceans for review when appropriate. (2a, 3a)
- 5.3.29 Development shall reflect the water quality and management goals of the Province of Manitoba as provided in the *The Water Protection Act* (including the Nutrient Management Regulation) and *The Water Rights Act* (e.g. licensing provisions). (3a)
- 5.3.30 Encourage the protection and enhancement of riparian areas as a method of slowing stormwater runoff and improving surface water quality. (3a, 3b, 3c)
- 5.3.31 Development or activities that may cause groundwater or surface pollution under normal operating conditions or by accident, particularly in hazard areas, may require a study and a report that includes a risk assessment to groundwater and/or surface water quality with measures to minimize the risk or respond to a contamination incident. (3a, 3d)

- 5.3.32 Residents and other owners of on-site water supply and wastewater management systems are to properly maintain or abandon/decommission these systems, as per Province of Manitoba regulations, to minimize the potential for contamination of surface water or groundwater resources. (3a, 3d)
- 5.3.33 Require development of permanent structures in hazard areas to include a professional environmental, geotechnical, or hydrological report that outlines the potential risks to development and how to appropriately mitigate property damage, public expenditures, and/or dangers to public health from those risks. (3a, 3c)
- 5.3.34 Flood level analysis should consider Provincial flooding and building standards. (1a, 3c, 1d)
- 5.3.35 Where privately initiated habitat conservation land leases or land transfers are proposed, the Province of Manitoba will be encouraged to consult with the Planning District affected prior to approving the designation of a private habitat conservation area. (3a)
- 5.3.36 Public access to natural areas will be encouraged, where feasible, to foster an appreciation for the enjoyment of the natural world. (3a)
- 5.3.37 Development proposed along watercourses/water bodies incorporate appropriate setbacks to ensure the protection, retention, and/or rehabilitation of riparian areas, and development agreements include conditions that will ensure existing natural vegetative cover is retained and left intact within the setback areas to preserve and enhance riparian wildlife habitat and protect water quality. (3a)

#### *Infrastructure and Finance*

- 5.3.38 New development should not create a future financial or environmental burden on the community. (1c)
- 5.3.39 Undertake a study of existing infrastructure conditions and complete a needs analysis that considers the existing situation, all users, and future needs for development based on growth projections. (1a, 1b, 1c, 1d)
- 5.3.40 Expand and operate infrastructure on a cost recovery model that considers operational costs, life-cycle capital replacement, and future growth projections. (1a, 1c)
- 5.3.41 Plan, maintain, and make improvements to drainage infrastructure in collaboration with other jurisdictions. (1a, 1d, 3b)



- 5.3.42 Build resilient infrastructure systems by assessing risks, including those related to natural events and changing weather patterns, and creating emergency plans. (3c, 3d)
- 5.3.43 Identify areas for future development based on regional infrastructure analysis and consider the infrastructure capacity, land availability, and access to major transportation routes. (1c, 1e)
- 5.3.44 Identify services that benefit from economies of scale and pursue regional approach to sharing those services. (1a, 1d, 1e, 2c)
- 5.3.45 Identify any redundancies or inefficiencies in infrastructure and/or service delivery and create an implementation plan. (1a, 1b, 1c, 1d)
- 5.3.46 Apply capital operating, maintenance/lifecycle costing prior to approval of development. (1c)
- 5.3.47 Consider the cost per unit and the off-site infrastructure impacts before approving development. (1c)

#### *Transportation*

- 5.3.48 Identify and target active transportation routes for infrastructure investments throughout the region and work towards a regional trail system connecting all towns. (1b, 2b)
- 5.3.49 Establish street standards for Gretna, Plum Coulee and Rosenfeld that are generally consistent across the region. (1a, 1e)
- 5.3.50 Consider the cost per unit and the off-site transportation costs of development before approving new development. (1c)
- 5.3.51 Consider multiple modes of transportation and site access before approving new developments. (2b)
- 5.3.52 Maintain and enhance Gretna/Altona trail to encourage active transportation. (1b)
- 5.3.53 Generate discussion with economic development agencies and create a long term vision for abandoned rights of way in the event that Canadian Pacific ceases operation of the La Riviere line. (1a, 1d)
- 5.3.54 Encourage and support planning efforts to upgrade PR 201 to RTAC standards to accommodate higher volumes of traffic and function as an alternative to PTH 14 when flooding in the Red River Valley occurs. (1c, 1d, 3c)

- 5.3.55 Encourage and support planning efforts to upgrade PR 306 and PR 332 to accommodate higher volumes of traffic during flooding. (1c, 1d, 3c)
- 5.3.56 Designate, map, and communicate to all residents and potential road users the highways and roads suitable for truck and heavy equipment use. (1a, 5c)
- 5.3.57 Encourage public transportation options and the completion of Phase II of the Pembina Valley Transportation System Study to determine the mobility needs of the RPGA region. (1a, 1b, 1d, 2b)
- 5.3.58 Cluster development around transportation infrastructure. (2b)
- 5.3.59 Locate aircraft landing strips away from conflicting uses, such as settlement areas. (1a, 2e)
- 5.3.60 Discourage direct access to the provincial highway. (5c)
- 5.3.61 Consider the safety of all types and modes of transportation when evaluating development proposals that generate significant vehicle traffic. (5c)
- 5.3.62 New development located in the provincial control areas of provincial highways are subject to approval by the applicable provincial authority. (5c)
- 5.3.63 The location and construction of an access to a provincial road or trunk highway is subject to approval by the applicable provincial authority. (5c)

#### *Water and Wastewater*

- 5.3.64 Investigate the feasibility of a regional wastewater system in light of a lifecycle costing plan for the renewal and replacement of aging infrastructure. (1a, 1b, 1c, 1d)
- 5.3.65 Where water and/or wastewater service is near or at capacity, additional areas should not be designated development until infrastructure is upgraded to accommodate the growth. (1c)
- 5.3.66 Development proposals should not be approved prior to evidence that water service infrastructure is in place. (1c)
- 5.3.67 Locate high water demand developments where watermains are larger than 150 mm. (1c)
- 5.3.68 Development proponents should contribute towards the maintenance and upgrading of the regional water services system. (1a, 1b, 1c)

- 5.3.69 All water service lines should incorporate a looping plan to ensure continuous water quality and pressure. (1c)
- 5.3.70 Evaluate piped water systems older than 40 years for their physical integrity. (1c)
- 5.3.71 Development should contribute to a future regional wastewater system based on the results of the regional infrastructure study. (1a, 1b, 1c)
- 5.3.72 Upgrades to the Altona wastewater infrastructure should accommodate a long-term (20+ year) plan for development. (1a, 1b, 1c, 1d)
- 5.3.73 No residential development shall be approved within 1,000 feet of wastewater lagoons. Some uses including residential development may be appropriate within 1,000 to 1,500 feet of the lagoon. (1e)

*Waste Management*

- 5.3.74 Ensure adequate and convenient facilities exist for household hazardous waste disposal. (3a)
- 5.3.75 Encourage demand management programs such as recycling, composting, and water conservation to extend the life of existing infrastructure. (3a)
- 5.3.76 Develop a strategy to deal with industrial wastes and ensure new and existing businesses address their own impacts. (1c, 3a)
- 5.3.77 Pursue a regional approach to solid waste management. (1a, 1b, 1c, 1d)

## PART 6 FRINGE AREAS

### 6.1 Intent

As growth occurs, development should occur where it makes sense based on physical opportunities and constraints rather than political boundaries. When development occurs across boundaries, the municipal boundary should not separate the community. Services, infrastructure, and taxes should be integrated to ensure that the community can flourish to the benefit of everyone.

### 6.2 Principles

There should be equity between town and edge of town living and residents should share in the benefits and costs of services, taxation, etc. The form of development should be generally consistent in terms of lot sizes, development standards, and complementary uses. Servicing and tax sharing agreements are prerequisites in fringe areas that may include local improvement districts or differential mill rates. Cooperative boundary adjustment agreements in Fringe areas are a consideration.



### 6.3 Policies

- 6.3.1 New development in the Fringe area shall contribute toward the provision of community services such as recreation, employment, utilities, and emergency and health services. (1e, 2c, 5b)
- 6.3.2 Base development and servicing standards in fringe areas on the standards of the adjacent town to ensure development is seamless, infrastructure is compatible and the Fringe area functions as part of the town. (1a, 1b, 1e, 5b)
- 6.3.3 A service sharing agreement shall be established prior to development in the Fringe area between the rural and urban municipality to pay the municipality providing the service a fee to provide urban standard services to the Fringe area development, such as, but not limited to:
- Protective services
  - Garbage collection
  - Snow clearing and road maintenance
  - Water and sewer services
  - Water and sewage treatment
  - Waste disposal (landfill)
  - Drainage maintenance
  - Paved streets (curb and gutter)
  - Recreation and fire services (1a, 1b, 1e, 5b)
- 6.3.4 A tax sharing agreement shall be developed whereby municipal revenues from new development in the Fringe area shall be deposited into one account for each agreement administered by both municipalities for the purposes of supporting infrastructure improvements in or for the overall Fringe area. (1a, 1b, 1c, 1e, 5b)
- 6.3.5 A secondary plan and a highway access management plan approved by the appropriate provincial authority, shall be prepared and endorsed by the rural and urban municipalities prior to subdivision being approved, in order to guide the development of the Fringe area. The secondary plan shall identify the Fringe area as one or more of the Development Plan designations and will be subject to the policies thereby contained in this Development Plan. (1a, 1e, 5b)
- 6.3.6 Subdivision applications within the Fringe area shall require a resolution of support from the adjacent town prior to the rural municipality approving the application, and such resolution of support shall not be unreasonably

withheld providing the conditions set forth in this development plan are met. (1a, 1e, 5b)

- 6.3.7 The development of Fringe area shall be subject to phasing of the overall settlement/town area. A subsequent phase of development should not be developed until more than 50% of the previous phase is fully built out and absorbed into the market, unless a reasonable business case can be made to the Planning District Board. (1a, 1e)
- 6.3.8 An inter-municipal dispute resolution procedure should be adopted by the RPGA Board within one year of the adoption of this Plan. (1a, 1e)
- 6.3.9 Development in the Fringe area is subject to a cooperative boundary adjustment agreement negotiated between the two concerned municipalities that includes a clause describing a certain time period within which the developed land will be incorporated into the Town. (1a, 1e)
- 6.3.10 Prior to any development or redesignation of the “Fringe” area east of PTH 30 at Altona, a Traffic Impact Study and Access Management Plan for PTH 30 (from the north junction of PR 201/PTH 30 and the municipal road south of the southern “Fringe” area) must be completed by a qualified professional engineer and approved by the provincial authority responsible for highways. Such a Plan will identify the recommended access locations onto PTH 30, rationalization of existing access, any on-highway improvements that will be required to accommodate the amount and type of traffic that will be generated by development in the “Fringe” area. In addition, any future land that may be necessary for any on-highway improvements and for any long range plans for the upgrading of PTH 30, including the possibility of twinning, must be excluded from development. The cost of any on-highway improvements required to accommodate the additional traffic, cross traffic, turning movements, etc. necessary to maintain the safety and integrity of the highway and its users will be the responsibility of the developer and/or municipality.



## PART 7 IMPLEMENTATION

This section sets out the procedures for implementing the Development Plan, so that future development proceeds in an orderly manner and is integrated with social, economic, or other related community initiatives. Once adopted, any development or land use change must be generally consistent with this Development Plan.

### *Development Plan Designations*

The policies contained in the Development Plan need to be read and applied in conjunction with the area designations found on the attached maps.

### *Amendments to the Development Plan*

The policies, location of roads, and boundaries between the areas shown on the attached maps are intended to provide policy direction. Adjustments may be made without amendment to this plan provided the plan's intent is maintained and the adjustment or interpretation is approved by resolution of the Planning District. Major changes to this Development Plan can only be made in accordance with *The Planning Act*.

The Development Plan may be amended at any time the RPGA Planning District Board considers it appropriate or necessary.



### *Secondary/Concept Plans*

Consistent with the Development Plan, secondary/concept plans provide more guidance on development issues. The Board or a Council may adopt the plan in the form of a secondary plan by by-law to give it stronger force and effect. The secondary/concept plan can deal with objectives and issues in a part of the planning district or municipality, including any matter:

- a. dealt with in this plan;
- b. dealing with subdivision, design, road patterns, building standards, or other land use and development matters; or
- c. respecting economic development or the enhancement or special protection of heritage resources or sensitive lands.



### *Municipal Cooperation*

The RPGA Planning District is committed to working together and has numerous service sharing agreements in place. Policies contained in this plan encourage tax sharing, service sharing, and cost sharing agreements between municipalities. Implementing these agreements and the Development Plan can benefit municipalities and the region.

There are several policies in this plan that call for municipal cooperation with other levels of government, agencies, and not-for-profit groups.

### *Zoning By-law*

The zoning by-laws of the RPGA Planning District member municipalities are critical tools to implement this plan. The zoning by-laws and amendments regulate and control land uses that align with the directions and policies in this Development Plan. This plan directs some uses be conditional uses in the zoning by-laws and requires Council approval. Property owners may also apply to Council for a variance to the zoning by-law if they feel the land use controls are too restrictive.



Municipal zoning by-laws of the member municipalities will be updated to reflect the direction of this plan.

### *Development Permits*

New development that requires a permit issued by the Planning District or municipality will be reviewed to ensure conformance with the Development Plan and the zoning by-laws.

### *Subdivision Approval*

Proposals to subdivide land will be subject to review and approval by approving authority, municipal council, and other relevant agencies. This process provides an opportunity for development proposals to be evaluated with policies of this plan to ensure conformity. Conditions may be attached to a subdivision approval to implement policies in this plan.

### *Other By-laws*

A municipality has the capability to adopt and administer other By-laws concerning the use, development, and maintenance of land. This includes building by-laws, property maintenance by-laws, access approval by-laws, drainage by-laws, and other types of by-laws that affect the use of land. This plan encourages these by-laws to align as much as possible to streamline the development process in the region and ensure there are comparable standards wherever development occurs.

### *Development Agreements*

When a development is proposed, council may approve the development conditional on a development agreement. A development agreement may cover issues related to phasing of services, the use of land, the siting of buildings, installation of services, provision of open space, etc.

### *Acquisition & Disposal of Land*

A municipality, planning district, or community development organization may purchase, sell, or lease land for the purposes of implementing this Development Plan.

### *Public Works*

The capital works program and public improvements of the municipality should conform to the policies in this Development Plan. This is an important implementation tool since a municipality may influence the rate and direction of growth through the provision of municipal services to land.

### *Capital Planning and Expenditures*

Member Councils, the RPGA Planning District, higher levels of government and their departments, school boards, health authorities, Pembina Valley Water Co-op, and other agencies with a stake in the development and growth of the region should consult the Development Plan when revising capital plans. Expenditures to service land, build roads, upgrade facilities, or otherwise provide for growth and development should be identified in the approved five year capital plan and should be coordinated as much as possible across agencies and governments.



### *Special Studies*

Several policies in this plan call for the completion of special studies. Proponents may be required to undertake and submit special studies as part of the approval process. For instance, engineering or other professional studies may be required for development of lands that are affected by flooding hazards, have potential for groundwater/surface water pollution, have major traffic impacts, or risk community or environmental health.

### *Monitoring and Review*

The RPGA Planning District should continually monitor the plan to ensure it is effective in guiding the orderly and economical development of the region. Every five years a major review of the Development Plan should be completed.



## PART 8 GLOSSARY/DEFINITIONS

Words, phrases and terms used throughout this plan are defined in this section. Where a word or phrase is not defined in this plan but is defined in The Planning Act and/or the Provincial Land Use Policies, that definition will apply.

*“aging in place”* means the ability of residents to remain in a community over their lifecycle because appropriate housing, services and amenities continue to be available and accessible to seniors.

*“concept plan”* means any plan not formally adopted by by-law that deals with objectives and issues that are within the scope of authority of a board or council in part of the planning district or municipality, including, without limitation, any matter (a) dealt with in the development plan by-law; (b) dealing with subdivision, design, road patterns, building standards, or other land use and development matters; or (c) respecting economic development or the enhancement or special protection of heritage resources or sensitive lands.

*“development”* means:

- a. the construction of a building on, over or under land;
- b. a change in the use or intensity of use of a building or land;
- c. the removal of soil or vegetation from land (unless its for cropping or forage production); and
- d. the deposit or stockpiling of soil or material on land and the excavation of land.

*“ecosystem”* means a community of organisms functioning and interacting together within their physical environment. It is composed of all living and nonliving parts of the environment in a defined space and time.

*“farmstead site”* means the portion of land of an agricultural operation that includes the habitable residence of the producer and those buildings and facilities associated with the farm operation, usually surrounded by a well-defined shelterbelt.

*“full cost recovery”* means the generation of sufficient revenue through appropriate pricing of a service to cover the full cost of provision. Costs include operating, maintenance, administration, research and development expenditures, financial costs and capital investments in facilities (including depreciation, interest and equity return at a level sufficient to sustain the systems in perpetuity and achieve the mandated level of service as a minimum).

*“lands that pose hazards”* means property or lands that could be unsafe for development due to naturally occurring processes, such as but not limited to, lands subject to flooding, erosion and bank instability.

*“heritage resources”* means a heritage site, a heritage object, and any work or assembly of works of nature or human endeavour that is of value for its archaeological, paleontological, prehistoric, historic, cultural, natural, scientific or aesthetic features, and may be in a form of sites or objects or combination thereof.

*“intensification”* means development at a higher density than currently exists via: redevelopment of property, reuse of brownfield sites, development of underutilized lots, infill development, mixing of compatible land uses and expansion or conversion of existing buildings.

*“lifecycle costing”* means a process to determine the sum of all the costs associated with an infrastructure asset or part thereof, including acquisition, installation, operation, maintenance, refurbishment and eventual disposal.

*“livestock”* means animals or poultry not kept exclusively as pets, excluding bees.

*“livestock operation (lo)”* means a permanent or semi-permanent facility or non-grazing area where at least ten (10) animal units of livestock are kept or raised either indoors or outdoors, and includes all associated manure collection facilities.

*“normal farming practices”* means practices conducted in a manner consistent with proper and acceptable customs and standards as established and followed by similar agricultural operations under similar circumstances. This includes the use of innovative technology used with advanced management practices and in conformity with all provincial legislation.

*“planning area”* means the geographical area defined in a development plan to which the development plan applies.

*“planning authority”* means the board of a planning district, or the council of a municipality that is not part of a planning district, that has been authorized to adopt development plan by-laws and development policies under *The Planning Act*.

*“prime agricultural land”* means land composed of mineral soil determined by the Province to be of dryland Agricultural Capability Class 1, 2 or 3 and includes a land unit of one quarter section or more or a river lot, 60% or more of which is comprised of land of dryland Agricultural Capability Class 1, 2, or 3. In certain circumstances, land composed of organic soil determined by the Province to be of dryland Agricultural Capability Class O1, O2, or O3 or land determined by the Province to be of Irrigation Suitability Class 1A, 1B, 2A or 2B may also be considered to be prime agricultural land.

*“recreational use”* means development of a recreational nature including beaches, marinas, campgrounds, resorts, canoe routes, trails and associated seasonal and public facilities.

*“right to farm”* the ability for agricultural producers who use normal farm practices to operate free from unreasonable nuisance complaints.

*“riparian area”* means an area of land on the banks of or near a water body or waterway, which due to the influence of water supports, or in the absence of human intervention would naturally support, an ecosystem that is distinctly different from that of adjacent upland areas.

*“secondary plan”* means any plan, adopted by by-law, that deals with objectives and issues that are within the scope of authority of a board or council in part of the planning district or municipality, including, without limitation, any matter (a) dealt with in the development plan by-law; (b) dealing with subdivision, design, road patterns, building standards or other land use and development matters; or (c) respecting economic development or the enhancement or special protection of heritage resources or sensitive lands.

*“specialized agricultural operation”* means an agricultural operation on which high value, lower volume, intensively managed agricultural produce is grown and may include greenhouse production, honey production and processing, horticultural production including vegetables, fruit or mushrooms, and production of trees or shrubs. Generally these types of specialized operations sell products directly to the consumer by means of roadside stands or farm stores, u-pick operations, farmers’ markets, and direct sales to restaurants or retail outlets.