

# WINNIPEG RIVER PLANNING DISTRICT DEVELOPMENT PLAN

**THE WINNIPEG RIVER PLANNING DISTRICT**

**BY-LAW NO. 14/90**

**BEING** a By-law of the Winnipeg River Planning District to adopt a Development Plan;

**WHEREAS** Section 24(4) of The Planning Act provides that the board of a district may prepare a development plan;

**AND WHEREAS** Section 27(1) of said Act provides that a board of a district shall by by-law adopt a development plan;

**AND WHEREAS** it is deemed expedient and desirable to adopt a development plan for the Winnipeg River Planning District;

**NOW THEREFORE** The District Board of the Winnipeg River Planning District, in meeting duly assembled, enacts as follows:

- (1) That the Winnipeg River Planning District Development Plan, attached hereto and marked as Schedule "A", be and the same is hereby adopted.

**DONE** and **PASSED** at the L.G.D. of Alexander Municipal Offices in Manitoba this 19th day of May A.D. 1992.

*Richard R. Lowing*  
Chairman

*M. Watson*  
Secretary-Treasurer

Read a 1st time this 16<sup>th</sup> day of October A.D. 1990.

Read a 2nd time this 19<sup>th</sup> day of February A.D. 1991.

Read a 3rd time this 19<sup>th</sup> day of May A.D. 1992.

Certified a true copy of By-law No. 14/90 of the Winnipeg River Planning District.

*M. Watson*  
Secretary-Treasurer

WINNIPEG RIVER PLANNING DISTRICT

DEVELOPMENT PLAN

Being Schedule "A"

To By-law No. 14/90 of

The Winnipeg River Planning District

Approved by Order in Council #754/1992

on the 19th day of August 1992

Prepared by the Winnipeg River  
Planning District Board  
in consultation with the  
Municipal Planning Branch  
Final Draft August 1990

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## APPENDICES

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Winnipeg River Planning District Development Plan	B	Land Use Designations Hillside Beach - Traverse Bay
Winnipeg River Planning District Development Plan	C	Land Use Designations Winnipeg River Corridor
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Winnipeg River Planning District Development Plan Broadlands Area	F	Land Use Designations St. Georges-Powerview Corridor and
Winnipeg River Planning District Development Plan	G	Land Use Designations Powerview
Winnipeg River Planning District Development Plan	H	Land Use Designations (and Potential Heritage Resource Sites)
Provincial Crown Land Plan for Winnipeg River Planning District	I	Crown Land Designations

## GLOSSARY

**AGGREGATE:** Sand and gravel or crushed rock.

**AGRO-COMMERCIAL/AGRO-INDUSTRIAL USES:** Certain commercial or industrial operations involving the handling of farming-related materials, such as seed cleaning plants and fertilizer storage and mixing plants, which are better located in rural areas.

**BACK-TIER LOTS OR DEVELOPMENT:** Building sites or development beyond the shoreline area which is intended to rely on the waterbody as a source of recreation.

**BOARD:** The Winnipeg River Planning District Board.

**BONAFIDE HORTICULTURAL AND MARKET GARDENING ACTIVITY:** Legitimate commercial operations involving the cultivation and sale of ornamental plants, vegetables, fruits and other such produce.

**BUFFER:** An area of land intended to separate one land use activity from another.

**COMPATIBLE LAND USE:** Land use activities which are able to co-exist without creating undesirable effects or interference.

**CONDITIONAL USE:** The use of land or a building which may be permitted in any particular zone as provided for in a zoning by-law or planning scheme.

**COUNCIL:** Means the Council of the L.G.D. of Alexander or the Council of the Village of Powerview.

**DETRIMENTAL:** Undesirable or harmful as determined by the Winnipeg River Planning District Board.

**DEVELOPMENT:** The carrying out of the construction, erection or placing of any building or excavation or other operation on, over or under land, or the making of any change in the use or intensity of use of any land or building or premises.

**DEVELOPMENT AGREEMENT:** An agreement between the Municipality and the owner or the person entitled to be registered as owner of the land, building or structure covering such matters as outlined in Sections 49(l) and 70 of The Planning Act.

**DEVELOPMENT PERMIT:** A permit issued under a planning scheme or zoning by-law, authorizing development, and may include a building permit.

**EROSION:** The process by which the earth's surface is worn away by the action of wind or water.

**EXTENSIVE RECREATIONAL USES:** Those recreational activities normally land/water oriented and not confined within a building or structure including such uses as hunting, trail activities, canoeing and camping.

**FARMSTEAD:** The land area used by the farm operator for residence, animal shelters, and buildings used for farm operation, normally in a single cluster.

**FULL RANGE OF FARMING ACTIVITIES:** Any farming activity within the laws of the Province of Manitoba including all types and sizes of farming fields, and livestock and poultry production operations.

**INTENSIVE LIVESTOCK AND POULTRY PRODUCTION OPERATIONS:** Those livestock and poultry operations including all types and sizes of farming fields, and livestock and poultry production operations.

**INTENSIVE RECREATIONAL USES:** Site intensive recreational uses including cottage

developments, mobile home subdivision and park developments, and other such uses.

**LOWER CLASS AGRICULTURAL LAND:** Land which is not prime but which is used for farming or has the potential to be used for farming.

**MAJOR PROVINCIAL HIGHWAY:** Any limited access highway which has been so designated under The Highway Protection Act.

**PARCEL:** The aggregate of all land described in any manner in a certificate of title.

**PLAN OF SUBDIVISION:** A plan prepared in accordance with The Real Property Act.

**PLANNED UNIT DEVELOPMENT:** A land development project planned as an entity in accordance with a unitary site plan which permits flexibility in siting of buildings, mixture of housing types and land uses, usable open space and the preservation of significant natural features.

**PRIME AGRICULTURAL LAND:** Land having Classes 1, 2 and/or 3 soils as classified by the agricultural land capability system of the Canada Land Inventory and interpreted as such by the Manitoba Soil Survey, Manitoba Department of Agriculture.

**PROVINCIAL CROWN LAND PLAN:** A land use plan classifying Crown Land under the jurisdiction of the Province of Manitoba for present and future use.

**PROVINCIAL PARK:** A park designated as such under the authority of The Provincial Park Lands Act.

**PUBLIC OPEN SPACE (PUBLIC SHORELAND RESERVE):** Parcels of land that are available for the use by the public dedicated or set aside in accordance with Sections 49(l) or 70 of The Planning Act.

**QUARRY MINERALS:** Means the following minerals obtained by quarrying: shale, clay, peat, silica rich sand, dolomite, limestone or any other quarry minerals, as defined in Manitoba Regulation 433/87R.

**RURAL RESIDENTIAL DEVELOPMENT:** The establishment of rural non-farm residences on small acreage lots excluding cottages or resort type developments.

**SHORELAND:** Land within 1000 feet of the ordinary high water mark of a lake, sea or inlet thereof; or land within 300 feet of the ordinary high water mark of a river, stream, watercourse, creek, spring or other body of water.

**SUBDIVISION:** The division of a parcel by an instrument including a plan of subdivision, conveyance, deed or mortgage.

**SUBSIDENCE:** The vertical settlement, lowering or faltering of the earth's surface.

**TRANSIENT ACCOMMODATION FACILITY:** Destination areas which are intended to serve the travelling public including travel trailer parks, tourist camps, wayside parks and other such facilities.

**WATER STORAGE/WATER POWER RESERVE LANDS:** Shoreline areas owned and administered by Manitoba Hydro and/or the Province of Manitoba, whose primary function is to create reservoirs for water power developments.

**WAYSIDE PARK:** A park designated as such under the authority of the Provincial Park Lands Act.

**ZONING BY-LAW:** A by-law passed by the Council of a municipality under Part V of The Planning Act.

## **PART I - INTRODUCTION**

### **1.0 INTRODUCTION**

The Winnipeg River Planning District was established on February 3, 1983 by Order-in-Council under the authority of The Planning Act of Manitoba (1976). The two member municipalities, the L.G.D. of Alexander and the Village of Powerview, made application to form a new district due to the need for new planning documents which would be more responsive to present day land use issues.

The District Board is comprised of two members of the Village Council and three members of the L.G.D. Council. A representative of the province's Crown Lands Branch acts as an advisor on Crown Land matters. This body is responsible for the preparation, adoption, administration and enforcement of a District Development Plan. The plan serves as a framework whereby the District and the community as a whole shall be guided in formulating development policies and decisions.

The Winnipeg River Planning District Background Report, previously published, depicts existing land use and development capabilities. It also outlines major development concerns and issues within the District thus providing the basis for formulating this development plan.

### **1.1 PURPOSE AND OBJECTIVES OF THE DEVELOPMENT PLAN**

The Development Plan plays a key role in setting the pattern of future development; therefore, it is an important vehicle for defining and clarifying the major goals and objectives of the Winnipeg River Planning District. These goals and objectives establish a basis for guiding the actions of public and private agencies in making location, investment and other development decisions. The Development Plan, as a guide for elected representatives, can further serve to eliminate or avoid any inconsistencies in approaches to decision-making.

The Winnipeg River Planning District is primarily comprised of recreational, agricultural and vast natural environment areas. The various waterways provide a base for an abundance of high quality recreation activities.

The overall objectives of the Development Plan are summarized as follows:

- 1.1.1** To develop and maintain a co-operative approach to planning the future development of the Planning District to the betterment of both member municipalities by serving as a framework whereby the District Board, local councils and residents within the District may be guided in making land use decisions;
- 1.1.2** To recognize the diversity of land uses in the District and promote the further development of the District's major industries, agriculture and intensive recreation, in such a manner that they can co-exist with minimal conflict;
- 1.1.3** To recognize the importance of the water bodies and shorelines to the district and to encourage practices which will preserve the water bodies and their shorelines for recreational uses and water supply;
- 1.1.4** To recognize the abundance of natural resources in the District and offer protection to aggregate and mineral resources, natural environment areas, wildlife and fisheries habitat;
- 1.1.5** To recognize the Village of Powerview as the principal retail trade centre of the District;
- 1.1.6** To permit the comprehensive review of existing environmental, economic, social and fiscal conditions so as to determine a desired pattern for future development.

- 1.1.7 To provide a schedule of programs and budgeting requirements in order to achieve the general goals and objectives of the District Board; and
- 1.1.8 To provide a consistent and objective approach to land use decisions within the District.

Primarily the Development Plan should strive to create a balance between agricultural, recreational and natural environment areas as each is and should remain an important component of the character of the L.G.D. of Alexander.

## 1.2 **FORMAT OF THE DEVELOPMENT PLAN**

The Development Plan is divided into four major parts with Part I being the introduction.

Part II of the plan deals with land use and development in the rural areas, setting policies for agricultural, recreational and rural residential development. This section also deals with important aggregate, fisheries and wildlife resources and sets policies with the intention of preserving these valuable resources. Hazard lands, shoreline areas and transportation throughout the District are also covered in Part II.

Part III of the Development Plan set policies for residential, commercial, industrial, institutional, parks and open space development within urban areas. Municipal servicing needs are also covered in this part.

Policies are also included for hamlets such as Stead and Great Falls.

Part IV of the Plan describes the methods whereby development plan policies, objectives and programs can be implemented and provides the means whereby the plan can be reviewed and amended.

The Development Plan maps numbered Appendices A to H are attached at the end of the Development Plan. These maps illustrate the land use designations applied to all land throughout the District.

## 1.3 **INTERPRETATION**

The following interpretations shall apply to all areas within the Winnipeg River Planning District affected by this Development Plan.

### 1.3.1 **Boundaries**

Development Plan boundaries may not correspond to property ownership or survey boundaries; therefore, it may be necessary that zoning by-law boundaries and boundaries of subsequent subdivisions differ slightly from the Development Plan. In no case should these inequities be contrary to the intent of the Development Plan.

Any reference to lot size, lot area and density requirements contained within Parts II, III and IV are to be incorporated in the zoning by-law. Minor changes may be considered provided that these comply with the intent of the Development Plan.

### 1.3.2 **Existing Land Use**

Many of the land uses proposed by the attached Development Plan Maps may not occur for many years. It would be unfair to restrict the continuation of existing uses until that time; therefore, municipal zoning by-laws may zone land to reflect uses existing at the effective date of this by-law. If changes do occur, they must then conform to the development Plan.

Council may wish to phase out non-conforming uses, such as a junk yard in a residential area. It may also wish to encourage the immediate development of land as proposed in the development plan. In these instances, land will be zoned as proposed in the development plan.

### **1.3.3 Crown Lands**

Crown lands within the District remain under the administration and control of the Department of Natural Resources. A Provincial Crown Land Plan is attached as Appendix "I". This plan governs day-to-day administration of Crown lands in the area.

Although Crown land is exempt from the land use policies in the District Plan, once it is transferred or leased to private concerns, the use must conform to the District's Development Plan. It is therefore necessary that Crown lands be also designated in the District Development Plan. The terminology and level of detail may differ between the Crown Land Plan and the District Plan; however, general land use principles should be similar. Prior to any Crown development, the Crown agency should consult with the District Board.

The Board shall further recommend that the permitting or leasing of Crown lands in all areas of the District be in accordance with the objectives and policies of the Development Plan. Often Crown lands are "permitted or leased", developed and subsequently sold to the permittee or lessee. This common procedure exemplifies the need for a coordinated effort between the Crown and the District Board. In order to carry out long range land use goals, the District Board must be involved, as a commenting agency, on all Crown land permit, lease or purchase applications and on any proposed changes to the Crown Land Plan.

### **1.3.4 Utilities**

The member municipal Councils and the District Board are not directly responsible for the installation of public utilities such as hydro, telephone or natural gas; however, the decision of the bodies have a direct impact on the costs of utilities through the subdivision and development permit approval procedures. The Board and member Councils shall review new development proposals to ensure that Manitoba Hydro, Manitoba Telephone System and other similar public utilities can provide their service in the most economical and efficient manner. Equipment associated with the transmission of these utility services into and through the District should also be located where they will least interfere with future land development.

## **PART II - RURAL AREAS**

### **2.0 RURAL AND AGRICULTURAL AREAS**

#### **2.1 CONCERNS - AGRICULTURAL AREAS**

The agricultural industry in the Winnipeg River Planning District represents an important component of the region's economic activity. Information from the Manitoba Department of Agriculture indicates that there are over 49,000 acres of prime agricultural land. While some agricultural production occurs within the Precambrian Shield area in the eastern portion of the District, most of the agricultural lands are west of the Winnipeg River in the lowland area and at Stead. The District exhibits a pattern consistent with all agricultural areas in Canada in that the number of small acreage farming operations have been increasing in size and productivity.

Agricultural areas in proximity to the major waterways have experienced increased land values due to the attractiveness of the setting for residential/ recreational development (i.e. Hillside Beach). This increase in values tends to encourage the subdivision of land as often farmers in the area are less willing to invest in expansion of farming operations onto these lands. Where rural residential or seasonal resort development has occurred the trend to larger farms may be restricted due to higher land costs and the difficulty of obtaining large viable parcels.

#### **2.2 OBJECTIVES AND POLICIES - AGRICULTURAL AREAS**

Lands for agricultural use are depicted as "Rural and Agricultural Areas" on the Development Plan Maps.

**2.2.1** In order to ensure flexibility for farm operators to engage in differing types and sizes of farming operations, generally, land divisions shall be limited to parcels of at least 80 acres within the rural and agricultural areas. Certain permitted agricultural activities, such as bonafide horticultural and market gardening activities, and intensive livestock operations, may require a site area less than 80 acres and such requirements may be determined by the Municipal Council in its zoning by-law.

**2.2.2** In order to protect prime agricultural land for agricultural uses, and to protect lower class land which is used for different types of mixed farming enterprises, including livestock and poultry production operations, areas shall be preserved for a full range of farming activities on:

- (1) Prime agricultural land - Class 2 and 3 according to the Canada Land Inventory<sup>1</sup>; and
- (2) Lower class agricultural land - Class 4 or poorer land according to the Canada Land Inventory, where farming is the dominant activity and where it is feasible and desirable to provide protection to such activities.

**2.2.3** In areas which are in a stage of planned transition from rural to urban uses, and in areas where, because of encroachment and fragmentation of land by residential and other uses, full agricultural development may be limited, the size and type of feedlots, hog and poultry production operations and related uses shall be limited. This is intended to protect non-agricultural land uses within and around, the urban areas of St. Georges and Powerview, hamlets, recreational and rural residential areas.

**2.2.4** Within Rural and Agricultural Areas, no legitimate farming activity should be

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<sup>1</sup>Soil Capability for Agriculture Maps, Canada Land Inventory.

curtailed solely because of objections by property owners even though that activity was not practiced when the small holdings were created. Crop spraying, intensive farming, livestock and poultry production including manure spreading, etc. are legitimate operations in "Rural and Agricultural Areas" and should be restricted only by public health regulations and environment protection measures, except as further provided in Section 2.3.

**2.2.5** Consolidation of small holdings into larger sized holdings shall be encouraged. In certain cases the District Board may consider the creation of small parcels on the condition that larger residual holdings will be consolidated. In such instances there should be no increase in the number of residential building sites or parcels under separate titles.

**2.2.6** Farm residences and other farm buildings should be located on sites with ready access to the existing municipal road system. Where expansion of agricultural activities or building locations necessitate considerable upgrading of the municipal road and drainage system at undue cost to the public, the municipality may require that the landowner bear such costs.

**2.2.7** In "Rural and Agricultural Areas" the predominant type of development is the "farm unit" which consists of the farm residence, an ancillary residence if required for additional labour, barns and other buildings which support the farm operation. The creation of an ancillary residence on the same holding as the farm residence may be permitted only where it is demonstrated that the additional residence is necessary to support the farming operation and where the occupant is employed full time in the farming operation. Ancillary residences shall be located adjacent to the existing farm residence, where possible or practical.

**2.2.8** Subdivisions for residential purposes are generally not permitted within designated "Rural and Agricultural Areas"; however, single lot subdivisions may be permitted in the following instances:

- (1) Where a landowner wishes to retain his home site and sell the farmland;
- (2) Where there is a fragmented parcel so separated from the balance of a larger holding that consolidation with adjacent holdings is not reasonable and where the said parcel cannot reasonably be used for any other purpose;
- (3) Where for farm business purposes, such as incorporation or mortgaging, it is necessary to establish a separate residential site for the farm residence;
- (4) Where a farmer with his own farm residence purchases another farm having a residence and wishes to sell the extra dwelling on a separate site; or
- (5) Where the proposed site is located on low class agricultural lands (having a Canada Land Inventory rating of Class 4 to 7 inclusive) and:
  - (a) The land has not been improved for agricultural production nor can it reasonably be used for agricultural purposes;
  - (b) The proposed residential lot will be at least 1500' from any intensive hog, poultry, beef, or dairy production operation; and
  - (c) There is not likely to be demand for additional residential lots in the area.

**2.2.9** New residential sites created under the provision of section 2.2.8 shall be located in a manner that least interferes with farming operations and shall:

- (1) Be physically suited for residential purposes;

- (2) Have frontage on an all weather public road;
- (3) Be of sufficient size to accommodate the intended use, accessory buildings, the type of waste disposal system intended, and have an adequate ground or other water supply; and
- (4) Not be wasteful of agricultural lands. In the case of prime agricultural lands, or lower class agricultural lands where farming is the dominant activity, the site should not exceed 2 acres in area. In the case of lands having a Canada Land Inventory rating of Class 4 or lower where there is little agricultural value and no foreseeable land use conflict the site should not exceed 10 acres in area. These acreages are guidelines and may be modified to takes into consideration the location of existing building, shelterbelts, waterways, transportation and utility corridors and the like.

In all cases the Board must be satisfied that the approval of the subdivision will not create or have the potential to create a land use conflict with agricultural or other related activities that would normally take place in the area.

**2.2.10** The use of water storage and water power reserve lands adjacent to the waterways in the District shall be governed by Sections 4.2.9 and 8.2.5 of this plan.

### **2.3 ZONING - AGRICULTURAL AREAS**

Rural and Agricultural lands as identified in this Section shall generally be zoned for the broadest range of agricultural and related uses. In agricultural areas adjacent to intensive residential or recreational developments the zoning by-law shall protect these developments by limiting or regulating certain intensive livestock production operations and other potentially incompatible uses. The Municipal Councils shall establish a limited agricultural zone in the zoning by-laws for this purpose and provide guidelines for the processing of development permits. Intensive livestock and poultry production operations may be listed as conditional uses in the zoning by-law.

Parcel size shall be guided by the policies stated herein and shall be restricted to parcels of sufficient area to carry out the type of agricultural activity normally practiced in the area.

The zoning by-law may also contain provisions to permit certain non-agricultural uses that may not conflict with agricultural uses, such as aggregate extraction operations, aircraft landing facilities, sewage disposal lagoons, garbage disposal sites, cemeteries, vacation farms, etc. Certain agro-industrial and agro-commercial uses such as seed cleaning plants, fertilizer storage and mixing plants and grain handling facilities, may be considered as conditional uses in the zoning by-law and may be subject to performance agreements.

*Recreational uses such as golf courses and travel trailer parks may be permitted as Conditional Uses in the Agricultural Zones provided that these uses do not conflict with agricultural operations.*

*(By-law 42/99)*

Land drainage projects may be regulated by the zoning by-law in order to ensure that municipal drainage systems and other lands are not adversely affected.

The commercial removal of topsoil and other surface material may be regulated by the zoning by-law in order to prevent destruction of the agricultural land base. A recommendation may be requested from the Department of Agriculture prior to issuance of a development permit.

### **3.0 NATURAL RESOURCE AREAS**

#### **3.1 CONCERNS - NATURAL RESOURCE AREAS**

The Planning District contains extensive natural environment areas and wildlife and fisheries habitat which are important resource bases for recreational activities. Maintenance of the District's forest land base is important because of its proximity to one of the major wood users (Abitibi Price) in Manitoba at Pine Falls. The forestry resource is significant in that more than 30% of the labour force is employed in forest industries. The significance of the forestry resource in the District is recognized by the establishment of the Belair and Brightstone Sandhills Provincial Forests. These Provincial Forests also contain the District's primary aggregate and quarry mineral resources.

The District Board recognizes that many natural areas are capable of sustaining outdoor recreational activities such as trail activities and wayside parks. In this and subsequent sections of this plan such uses shall be referred to as extensive recreational uses.

Eastern areas of the District are characterized by extensive marshland and bedrock outcrop interspersed with agricultural and forested lands. The provision of an adequate drainage and road system and the impact on the forestry resource is a major consideration in developing additional lands for agricultural production in these areas. The same is true for areas surrounding the Provincial Forests where agricultural and recreational activities are slowly approaching the forest reserve boundaries.

#### **3.2 OBJECTIVES AND CONCERNS - NATURAL RESOURCE AREAS**

The Natural Resource Area designation will identify those rural lands in the District exhibiting a high capability for wildlife, natural resource activities and possibly extensive recreational uses. Many such areas are owned by the Crown and are inaccessible by all-weather municipal roads. These areas, where the cost of providing services to isolated developments is excessive, should generally be maintained in their undeveloped state. The retention of natural lands will serve to enhance the natural aesthetic appeal of the countryside.

The Natural Resource category is also a transition and multi-use designation and will include areas where agricultural activities, natural forest and wet areas are interspersed. This designation will provide for the conversion of suitable lands from their natural state to agricultural use once the necessary municipal infrastructure is developed.

It is further recognized that Natural Resource areas contain parcels with water frontage that may have potential for future intensive recreational development.

Lands designated as Natural Resource Areas are depicted on the Development Plan Maps.

**3.2.1** The majority of land designated Natural Resource Land is owned by the Crown. Crown lands will be developed by policies contained in the Provincial Crown Land Plan (Appendix I) until such time as they become privately owned or leased. When reviewing proposals for use of Crown land, the District Board shall recommend that the "permitting or leasing" of Crown land be in accordance with the objectives and policies of the District Plan.

**3.2.2** Activities such as forestry or agricultural operations are primary uses in Resource Production Areas with extensive recreation occurring as a compatible secondary use. Extensive recreational uses may be appropriate for exhausted

mineral extraction sites where the site is not to be rehabilitated.

- 3.2.3** Development proposals and subdivision of land in the Natural Resource areas shall be considered only where municipal services, such as roads and drains, are available to the site.
- 3.2.4** The District Board shall seek advice from the Department of Natural Resources on proposals to drain or fill major waterfowl wetland areas. Land drainage projects may be regulated by the zoning by-law in order to ensure that municipal drainage systems and other lands are not adversely affected.
- 3.2.5** The primary function of regenerating trees in the Agassiz and Brightstone Sand Hills Provincial Forests shall be maintained. No intensive residential, industrial or commercial developments other than resource related uses shall be permitted on privately owned land adjacent to the forest reserve boundary. The retention of tree cover shall be encouraged as a means of maintaining the natural appeal of the countryside and protecting wildlife habitat.
- 3.2.6** Where resource-related activities are proposed in proximity to designated Recreational or Rural Residential Areas and there is a potential conflict with these neighbouring land uses, the resource developer shall be required to maintain suitable buffering by means of setbacks and/or vegetation cover.
- 3.2.7** Natural Resource Areas may contain shoreline areas that are capable of sustaining intensive recreational uses, such as cottaging. Where intensive recreational or rural residential developments are proposed, the subject area may be redesignated to an appropriate category to permit such development (subject to the Planning Act).
- 3.2.8** The expansion of agricultural activities onto unimproved Crown lands may be recommended in suitable locations. The following criteria, in accordance with the Provincial Crown Land Plan, shall be considered in evaluating applications for agricultural expansion:
- (1) Lands shall exhibit high capability for agricultural use, including shallow peat soils;
  - (2) Municipal services, such as roads and drains, shall be readily accessible or can be provided by way of a logical extension of the existing system at a reasonable cost (see Section 2.2.6); and
  - (3) The resultant agricultural use shall be compatible with resource related and other neighbouring land uses. Where an agricultural use is proposed in proximity to a Recreational or Rural Residential Area, the provisions of Section 2.3 herein shall apply.
- 3.2.9** Single lot subdivisions for residential purposes may be permitted where it is demonstrated that the use will not have a detrimental effect on resource related or agricultural activities. New residential sites shall comply with Section 2.2.8 of the Plan.
- 3.2.10** The use of water storage and water power reserve lands adjacent to the waterways in the District shall be governed by Sections 7.2.2 and 8.2.5 of this plan.

### **3.3 ZONING - NATURAL RESOURCE AREAS**

Lands designated as Natural Resource Areas shall be zoned in a subsequent zoning by-law for uses as outlined in this Section. Extensive recreational activities, intensive livestock and aggregate extraction operations may be listed as conditional uses in the zoning by-law. The by-law may also contain provision to permit certain

uses, such as sewage disposal lagoons and garbage disposal sites that may not conflict with resource or agricultural uses.

*Recreational uses such as golf courses and travel trailer parks may be permitted as Conditional Uses in the Resource Development Zones provided that these uses do not conflict with surrounding natural resource and agricultural uses.*

*(By-law 42/99)*

Generally, land divisions shall be limited to parcels of at least 80 acres within these areas. Certain activities, such as aggregate extraction sites may require a site area less than 80 acres. Such uses shall be determined by the Municipal Council and stated in its zoning by-law.

## 4.0 SEASONAL RECREATIONAL AREAS

### 4.1 CONCERNS - RECREATIONAL AREAS

The District's proximity to major population sources, easy accessibility, its major waterways, general topography and vegetation cover, make it a very popular outdoor recreation area. Those areas subject to the greatest recreational demand are lands which provide ease of access to the water; specifically, Lake Winnipeg, the Winnipeg River and Bird River.

The Winnipeg River Planning District has been subject to a substantial amount of recreational development in the past, yet extensive areas of undeveloped shoreline with recreational potential remain.

There is significant economic return to the District provided through outdoor recreation opportunities and related support services. The opportunity for a large portion of the resident population to continue to be employed in the recreation activities and associated services must be maintained.

	No. Dev. Cottage Lots 1984	Undeveloped Cottage Lots 1984	Undeveloped Cottage Lots 1987	New Cottages Built 1984-87	No. of New Units/Yr.	No. of Yrs. Cottage Lot to be Depleted
Lee River	254	195	169*	89	29.5	5.
Bird River	265	46	110*	43	14.0	7.8
Winnipeg River	158	158	133	22	7.0	19.0
Hillside Beach and Belair	1009	627	436	268	89.0	4.9
Traverse Bay	218	148	259*	90	30.0	8.6
<b>TOTAL</b>	1904	1174	1107	512	170.0	6.5

\*Includes new subdivisions approved and registered since 1984. SOURCE: Land Use Surveys May 1984 and May 1987.

Table I illustrates the change in cottaging land use between 1984 and 1987. The greatest number of cottages constructed since 1984 are located in the Hillside Beach-Belair Area (268). In spite of this development, there are still more than 400 undeveloped cottage lots in this area.

The Traverse Bay and Lee River areas have similar cottaging demand with approximately 90 cottages constructed in each area since 1984; however, there are almost 100 more cottage lots available in the Traverse Bay area as compared to the Lee River. Two major subdivisions were developed in the Traverse Bay area since 1984, while the development of cottage subdivisions in the Lee River area has been restricted as a result of recommendations from the Lee River Study<sup>2</sup>.

Over 40 new cottage units have been located in the Bird River area; however, 22 of these units were located in a residential mobile home subdivision.

Since 1979 cottage lot subdivisions along the Bird River have been restricted to 35 new lots per year; however, only 2 nine lot subdivisions and one 39 lot mobile home park have been approved (existing trailer parks being redeveloped at a lower density are

<sup>2</sup>Lee River Study - 1979.

not included in the 35 unit annual limit).

By far the lowest demand for cottage lots appears to be along the Winnipeg River. Average annual construction from 1984 to 1987 has been approximately 7 units. At this rate of development there are sufficient undeveloped cottage lots to meet the demand for 19 years. Other land uses such as rural residential development may be more in demand than cottaging along the Winnipeg River.

In addition to cottaging, there are other seasonal recreational developments located throughout the Planning District. These developments consist of uses such as housekeeping unit rentals, motels, hotels, hunting and fishing accommodations, boat launch sites and golf courses.

#### **4.1.1 Lee River Study - 1988**

In 1988 a more comprehensive recreational study of the Lee River was undertaken by the Lac du Bonnet Planning District. Based on water area boat counts, and boat limit capacity, the study identified a further capacity of 806 recreational dwelling units along the Lee River. Of the 806 units, 130 units were allocated to the L.G.D. of Alexander based on the ratio of land suitable for development. The study recommended that of the total 130 units, 17 units could be accommodated in Pinawa Bay and 113 along the Lee River to the north.

The Board of the Winnipeg River Planning District has accepted these recommendations in principle and enacts the policies outlined in Section 4.2.6.

## **4.2 OBJECTIVES AND POLICIES - SEASONAL RECREATIONAL AREAS**

The objective of the District Board is to prepare a rational plan for recreational development in the District. The plan should not only fulfill the demands and provide leisure time opportunities for District and non-District residents, but ensure that recreation resources are passed on to future generations. The plan should also recognize the diversity of recreational development in the District; therefore, it is important to identify areas that should be preserved for recreational development and provide siting and design guidelines for such development in the District.

All recreational developments shall be designed in a manner so as to ensure adequate open space, access to the shoreland and waterways, and privacy. Recreational areas shall be protected from adjacent land uses and activities that would diminish or endanger the use of the recreation resource.

Although the land and water resources in the District provide numerous recreational opportunities, development shall take into account the carrying capacity of the resource. The District Board shall promote communication and cooperation among local government, the general public, and appropriate government bodies in order to ensure optimum use of the recreation resource.

There is significant economic return to the District provided through outdoor recreation opportunities and related support services. The opportunity for a large portion of the resident population to continue to be employed in recreation activities and associated services must be maintained.

#### **4.2.1 Areas designated for Recreational development are depicted on the Development Plan Maps. It must be recognized that specific site characteristics within these areas vary greatly and not all areas identified will be suitable for recreational development. Densities of development will be determined by such factors as shoreline conditions, topographical features, natural vegetative cover, and drainage and erosion characteristics of a given site.**

**4.2.2** Recreation areas shall permit the development of land for intensive recreational uses such as cottage and mobile home subdivisions, mobile home and travel trailer parks and tourist camps. Extensive recreational uses such as trail activities may also be developed at appropriate locations.

In approving new development, consideration shall be given to the current and projected demand for recreational lots. To avoid premature fragmentation of land, the supply of lots shall bear a reasonable relationship to the demand or consumption of lots. Council may require that the developer undertake a supply and demand study to determine the sales potential of the proposed lots and stage the development accordingly.

**4.2.3** Development in areas subject to the hazards of flooding or shoreline erosion shall not be permitted unless the hazard has been removed or mitigated.

**4.2.4** The District shall plan the creation of additional tourist camps and boat launch sites at suitable locations along the major waterways to serve the transient recreational public, through the subdivision design and lot fees.

**4.2.5** Developers of proposed commercial uses in Recreational Areas shall demonstrate that the intended development is required to service local needs. Commercial areas shall not be too numerous in order to protect the recreational character of the area and, with the exception of marinas and tourist accommodations, shall not be located directly on the water front.

**4.2.6** *Excepting the Lee River/Pinawa Bay and the Bird River, as per Section 4.2.7, generally the minimum lot size for recreational dwellings shall be as set forth in Section 4.2.9(6).  
(By-law 56/05)*

#### **4.2.7 Lee River/Pinawa Bay, and Bird River**

The Board of the Winnipeg River Planning District enacts the following policies:

(1) The maximum number of additional recreational units<sup>3</sup> permitted along the Lee River-Pinawa Bay shall be limited to 130 units as follows:

(a) 17 units to be developed in the Pinawa Bay Area; and

(b) 113 units to be developed in the Lee River area north of Pinawa Bay.

(2) *New lots developed in the Lee River/Pinawa Bay and Bird River area shall generally have a minimum lot size of 1 acre. The Board may consider smaller lot sizes, on a site specific basis due to topography or other site conditions, provided a maximum density of one lot per acre is not exceeded. Lot size may be less than one acre to allow for clustering of the development, which may deliver a more appropriate, environmentally sensitive and effective use of the land, provided that the balance of the land is dedicated as public and/or crown reserve.*

*(By-law 56/05)*

(3) New recreational subdivisions along the Lee River (excluding Pinawa Bay) and Bird River shall include public access to water dedicated as public

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<sup>3</sup>Additional means in addition to the total number of existing and approved units at the effective date of this by-law. Recreational unit means a lot in a cottage, residential or mobile home subdivision; or a site within a campground, mobile home park, trailer park or tourist court. Motels, hotels, resorts, church camps and similar facilities shall be evaluated on the basis of 2 cabins equal 1 recreational unit, or 8 beds equal one recreational unit. Each self-contained dwelling unit within multiple dwellings or condominiums shall be considered as 1 recreational unit.

reserve.

- (4) New recreational subdivisions along the Bird River shall be limited to a maximum of 50 units and serviced by an all-weather public road constructed to Municipal and/or highway standards. Owners of existing trailer developments shall be permitted to subdivide provided that the density is reduced to one unit per acre. Where this redevelopment occurs, the number of units will not be included in the 50 units. Once the 50 unit limit has been achieved no further subdivision will be permitted until a Recreational Capacity Study for the Bird River indicates that further development is warranted.

#### 4.2.8 Siting Criteria

Development within Recreational Areas shall be consistent with the recreational capability of the land and water resource. It shall be the responsibility of the developer to demonstrate that the land is suited for the purpose for which the development is proposed. The following criteria are to be used by the District in evaluating the suitability of specific sites for various types of recreational development:

- (1) Accessibility of the waterbody;
- (2) All-weather road access;
- (3) Shoreline constraints;
- (4) Contour of the land;
- (5) Vegetation cover;
- (6) Soil and bedrock features;
- (7) Surface drainage;
- (8) Presence of wildlife and fisheries habitat;
- (9) Present intensity of development along waterbody;
- (10) Presence of archaeological and/or historical sites;
- (11) Compatibility with adjacent land uses. New developments shall not be located within 1500' of existing intensive hog, poultry, beef and dairy production operations.
- (12) Availability of a potable water supply and such municipal facilities as liquid and solid waste disposal grounds.

The above criteria may vary in the degree of limitation for different types of recreational uses. For example, where undulating topography and bedrock outcrop pose serious limitations for mobile home and travel trailer developments, cottage developments may be appropriate. Where, in the opinion of the District Board, the above siting criteria limit potential for development the Board may recommend or require that:

- (1) Only a portion of the proposed development proceed;
- (2) The development occur at a lower density, as referred to in Sections 4.2.6 and 4.2.7 herein; and
- (3) The development not proceed.

#### 4.2.9 Design Criteria

- (1) In consideration of the trend to year-round use and occupancy, cottage and mobile home subdivision developments shall be designed so as to accommodate year-round municipal servicing, such as road maintenance, ambulance and fire protection.
- (2) A public open space and/or public shoreline reserve dedication may be required as a condition of approval of subdivision development in Recreational Areas in order to:
  - (a) Preserve the natural environment and protect wildlife and high quality fisheries habitat;
  - (b) Provide for access to the shoreline;
  - (c) Provide space for non-water recreational opportunities such as playgrounds, tennis courts or sports fields; and
  - (d) Provide suitable buffer zones between intensive recreational development and neighbouring land uses, roadways, etc.

The District Board may require the preparation and submission of designs for the development of park and open space areas as part of any new development.

- (3) Where lands containing shoreland are to be subdivided a minimum public shoreline reserve measured from the top of the bank shall be required as follows:
  - (a) The Public Shoreline Reserve on lands adjacent to Lake Winnipeg shall be a minimum of 125 feet plus additional land to accommodate the 50 year erosion rate; and
  - (b) The public shoreline reserve on lands adjacent to other waterways within the district (i.e. Winnipeg, Lee and Bird Rivers) shall be a minimum of 125 feet and either have additional land to accommodate the 50 year erosion rate or install acceptable shoreline protection to prevent erosion.

For purposes of this by-law, lands abutting water storage plans shall be deemed to be lands containing shoreline. Water storage lands may be included for purposes of measuring the width of shoreline reserves; however, these are not to be construed as being part of said reserve. Manitoba Hydro or, in some cases, the Province of Manitoba, remains the registered owner and use of these lands is subject to the owner's approval in consultation with Council. To prevent unplanned development on Water Storage Lands adjacent to shoreline subdivisions, Council may require that the developer enter into an agreement with Council. This agreement shall be registered against all lots within the subdivision and will apply to all future owners of the subject property.

#### ***Exceptions to Sections 4.2.9.3***

*The Board of The Winnipeg River Planning District may, in consultation with member councils, as the case may be, waive or reduce the requirements for shoreline reserve in the following circumstances:*

- (1) *Where the proposed lots are for non-seasonal recreational purposes and located within areas designated as Hamlet, Commercial, Highway*

*Commercial, Rural and Agricultural, Natural Resource, Parks, Recreational and Institutional, Rural Residential or within the Village of Powerview;*

- (2) Where there is minimal or no shoreline erosion;*
- (3) Where adequate mitigative measures are in place to prevent erosion or where the proposed parcels are of sufficient size and where there will be adequate zoning yard setbacks in place so that there is no danger to buildings due to flooding, erosion, slumping or other riverbank instability;*
- (4) Where the proposed subdivision application is accompanied by a supporting recommendation from all provincial authorities having jurisdiction; and*
- (5) Where the proposed subdivision will not have a detrimental effect on adjoining Water Storage, Water Power Reserve or provincially owned shorelands.*

*The above exceptions do not apply to shorelands bordering Lake Winnipeg.*

*(By-law 45/00)*

- (4) All developments within Recreational Areas shall provide road systems installed to municipal standards. Where desirable, subdivisions shall be designed so as to provide road and/or walkway/open space linkages with adjacent recreational development. The internal road system shall be integrated with the existing municipal road system so that, where practical, there shall be at least two (2) points of access.
- (5) In all recreational developments the developer shall provide:
  - (a) For the use of individual pump out holding tanks or other approved systems of waste disposal such as a low pressure sewerage system. In the case of transient tourist accommodations such as travel trailer parks, tourist camps and wayside parks, central facilities may be provided for this purpose. Septic fields shall only be permitted on lots in excess of two (2) acres where soil conditions and depth to bedrock permit.
  - (b) Common wells or other suitable means of providing a potable water supply. The installation of private or piped water systems shall be the responsibility of the developer/owner subject to provincial regulations and such conditions deemed necessary by Council. Council shall ensure that an appropriate organization is in place to maintain piped water systems. Test wells may be required prior to development approval.
  - (c) An adequate surface drainage system altering the natural drainage pattern shall not be permitted unless these alternatives will aid in the reduction of erosion and/or improve existing drainage.
- (6) Where the recreational lots have direct shoreline access, lot size shall be a minimum of 15,000 square feet with public reserve dedicated as per The Planning Act. Those lots which do not front on the shoreline should have a minimum site area of **20,000** square feet with reserves dedicated in accordance with The Planning Act. The Board may permit a reduction in lot size to 15,000 square feet provided that the backshore lots are clustered and recreational facilities are installed, or the difference in lot size is dedicated to public reserve in addition to that required by The Planning Act.

*(By-law 33/93)*

(7) *Notwithstanding paragraph (6) above, high-density cottage or seasonal residential developments, including semi-detached and multiple dwellings, may be considered in the following circumstances:*

- (a) *When the proposed development is focused on an intensive, non-water oriented recreational facility such as a golf course or ski resort etc.;*
- (b) *When designed and intended for a specific market such as senior citizens, handicapped residents or sports association;*
- (c) *When the development is designed with, and where there are long term agreements for the provision of self-contained, group water and sewer services;*
- (d) *When the developer has reasonably demonstrated a demand for the specific type of development; and*
- (e) *Provided that the development does not exceed a density of 6 residential units per acre.*

*High-density cottage or seasonal residential developments may take the form of condominium, bare-land condominium, freehold development or planned unit development and may include limited incidental commercial uses such as convenience store or Laundromat as may be provided for in the applicable zoning by-law.*

*(By-law 44-00)*

**4.2.10** Subject to the approval of Manitoba Hydro and the Department of Natural Resources, the District shall encourage the development of centrally located boat launch and docking facilities as opposed to individual docks in all recreational developments. In this manner the impact on fisheries habitat will be minimized and the natural aesthetic appeal of the shoreline is preserved. Reduction in the number of individual docks may also serve to separate boating and swimming areas.

**4.2.11** The following densities for various types of recreational uses shall be incorporated in the zoning by-law. In many instances, densities lower than the stated maximums may be desirable for a variety of reasons related to specific site conditions or proposed servicing. Lower densities can be achieved through the provision of larger individual sites, more open space or a combination of each.

<b>TABLE II - RECOMMENDED RECREATIONAL DEVELOPMENT DENSITY</b>	
<b>RECREATIONAL USE</b>	<b>RECOMMENDED MAXIMUM DENSITY (GROSS AREA OF DEVELOPMENT)</b>
(A) Tourist Camps and Travel Trailer Parks	8 units/acre
(B) <i>Mobile Home Parks .High Density .Low Density</i>	<i>6 units/acre with central services 2 units/acre with holding tanks</i>
(C) <i>Cottage/Mobile Home Subdivision</i>	<i>2 units/acre</i>

*(By-law 33/95)*

#### **4.3 ZONING - SEASONAL RECREATIONAL AREAS**

Areas developed for recreational use shall be zoned accordingly in the zoning by-law. The by-law shall contain appropriate seasonal resort zones to accommodate the shoreline and backshore density requirement. *Lower density rural residential development may be zoned for this use in the zoning by-law provided all site requirements are complied with.* Some limited commercial uses such as confectionaries may be listed as conditional uses. A commercial recreational zone may be established to accommodate such uses as marinas, motels and tourist courts.

*(By-law 40/99)*

Special uses such as mobile home parks, travel trailer parks and tourist camps shall have specific design criteria which will be more fully set forth in the zoning by-law. Mobile homes, travel trailers and camping units shall be located in park/camp developments specifically designed for these uses, except where otherwise provided in the zoning by-law.

## **5.0 RURAL RESIDENTIAL**

### **5.1 CONCERNS - RURAL RESIDENTIAL AREAS**

Unlike many other areas in Manitoba, the District has experienced limited rural residential development pressures and as a result there has been minimal conflict with resource related industries such as agriculture. The predominant demand for rural residential lots has primarily been single lot development for family members. Concentrations can be found in the Broadlands area, the Stead area, in the fringe areas around Powerview and St. Georges, and in pockets interspersed with recreational and agricultural uses in the District.

The District Board recognizes that the effect of continued low density scattered development can result in the increase of costs to provide municipal services such as fire protection, snow removal, dust control and drainage works. These service costs can be minimized by limiting lot sizes and concentrating rural residential development in specific areas.

### **5.2 OBJECTIVES AND POLICIES - RURAL RESIDENTIAL AREAS**

The intent of the rural residential classification is to provide areas for residential development in the rural setting as an alternative to higher density cottage development or the serviced form of residential development found in the urban areas. Rural residential development should be located so as not to unduly restrict agricultural or resource activities. In Agricultural areas, residential development should be confined so as to minimize the effects of increased assessment and inflationary land values associated with such development.

Areas designated for Rural Residential development are depicted on the Development Plan Maps. Most of the rural residential areas reflect existing development; however, provision has been made for infilling and some expansion. In order to minimize future land use conflicts, the rural residential areas are not located on aggregate deposits, prime agricultural land and natural resource areas.

When approving subdivisions, consideration should be given to the current and projected demand for rural residential lots. To avoid premature fragmentation of land, the supply of lots should be in a reasonable relationship to the demand or consumption of lots (i.e. undeveloped subdivisions create servicing costs in excess of taxes produced). Council may require that the developer undertake a supply and demand study to ensure that the proposed lots can be marketed in a reasonable amount of time.

**5.2.1** Rural residential lots shall be of sufficient size to accommodate septic fields, natural features and drainage. Generally, rural residential lots shall not be less than 2 acres in area. Maximum lot sizes shall be examined through the subdivision approval process in order to ensure that lots are not wasteful of land. Generally, lots should not exceed 10 acres in area.

**5.2.2** The large lot nature of rural residential development is not compatible with the servicing requirements of urban centres. Except as shown on the Development Plan Maps, rural residential areas shall not be located within urban areas or within one mile of their boundaries. Rural residential development shall not restrict the logical expansion of serviced communities. The exceptions to this policy are the rural residential areas in proximity to Powerview and St. Georges (see Appendix F).

**5.2.3** Rural residential development shall be located in areas so that:

- (1) Services such as school bussing, snow removal, fire protection and like services can be provided with reasonable efficiency and without undue cost to the community;
- (2) Social, recreational and commercial facilities are within reasonable time and distance;
- (3) Normal agricultural activities will least interfere with the enjoyment of the rural residential area; and
- (4) Their presence does not interfere with or restrict the agricultural uses of the surrounding agricultural areas. No rural residential developments shall be permitted within 1500 feet of an existing intensive hog, poultry, beef or dairy operation. Generally this limitation will not apply to small mixed farming operations; however, the size of the intensive livestock operation shall be established in the Zoning By-law.

**5.2.4** Rural residential development shall have an adequate supply of potable water.

**5.2.5** Rural residential developments shall have road systems constructed to municipal standards and shall provide for future expansion onto adjacent lands where Council deems desirable. The development shall be linked to the highway system by a public road and in such a manner that least interferes with highway traffic. The design shall have adequate internal and external drainage systems.

In areas where rural residential use is proposed adjacent to a major provincial highway, such developments should be located on the same side of the highway as existing development of this nature.

**5.2.6** Where rural residential development is proposed in areas of treed land, the design shall protect or enhance existing treed acreages.

**5.2.7** The use of water storage and water power reserve lands adjacent to the waterways in the District shall be governed by Section 7.2.2 and 8.2.5 of this plan.

**5.2.8** As a condition of approval of rural residential subdivisions, development agreements may be required. Terms of the agreement shall ensure that:

- (1) All relevant municipal standards are met;
- (2) Appropriate staging of development, if council deems necessary, is undertaken;
- (3) The responsibility for the installation and development of public roads and necessary services associated with the development rest with the developer; and
- (4) Necessary site improvements are undertaken to ensure the subject site is suited to the intended use.

**5.2.9** Land uses directly related to or compatible with rural residential development may be permitted to locate in designated Rural Residential areas. These may include open space uses and related facilities, hobby farms, market gardening operations, home occupations and churches.

**5.2.10** Rural Residential development located between St. Georges and Powerview shall also comply with policies outlined in Section 12 concerning the Powerview-St. Georges Corridor.

### **5.3 ZONING - RURAL RESIDENTIAL AREAS**

Areas developed for rural residential use shall be zoned for such purposes in the zoning by-law. Land uses directly related to rural residential development, such as hobby farms or market gardening operations, may be allowed. These shall be identified as permitted or conditional uses in the rural residential section of the zoning by-law.

## **6.0 AGGREGATE RESOURCES**

### **6.1 CONCERNS - AGGREGATE RESOURCES**

Aggregate resources are a staple of the construction industry, but unlike forest resources, are non-renewable, totally consumable and very costly to transport long distances. The District has been extensively explored in the past, and has supported large-scale sand and gravel extraction over the years, particularly in the Belair Area. These resources are required to facilitate construction-related activities that include road construction, concrete aggregate, asphalt aggregate, railway construction and fill. Without effective land use planning and other regulatory means, this industrial activity can produce serious external effects to be born by the community at large. The extraction of aggregate can be a very disruptive operation.

Residents in the immediate vicinity of quarries and along hauling routes are subject to noise, dust and heavy traffic. In some cases, intensive land uses such as cottaging, have developed over gravel deposits (Belair area) thereby destroying the economic value of the deposit. Minerals, including gravel, have also been extracted in the past with little or no consideration to rehabilitating the site once the resource has been depleted.

In the eastern part of the District a scarcity of quality gravel deposits has created a need for the use of quarries located in the Precambrian bedrock. The crushed stone produced from the quarries has been utilized for highway construction and for riprap along the shorelines of the Winnipeg River system. The bedrock consists of granites whose aggregate potential is high when used as a construction material.

### **6.2 OBJECTIVES AND POLICIES - AGGREGATE RESOURCES**

The general objective of the Aggregate Resource section is to identify and protect all areas capable of supporting high quality aggregate and quarry mineral extraction and ensure that these resources continue to be available to support local and provincial construction. Mineral extraction operations should be reasonably compatible with adjacent land uses. Rehabilitation programs should also be considered for exhausted sites.

The status for aggregate deposits, as determined by the Provincial Mineral Resources Division, is shown on Appendix H. Those areas requiring protection and preservation due to the quality and quantity of the underlying resource are designated as follows:

- (1) "S" or Stop Areas: These areas contain deposits whose aggregate resource value is recognized and should be protected for future use.
- (2) "C" or Caution Areas: These areas contain deposits whose full potential is not proven, or whose quality is not high, but have been recognized as being of value to the District.
- (3) "Go" Areas: These areas contain deposits of no value as an aggregate resource. Specific land uses need not be restricted on these deposits.

**6.2.1** Development on areas designated "S" or Stop Areas shall be restricted to those uses which would not interfere with the extraction of the resource. Conflicting land uses shall be deferred until the mineral is extracted and the site rehabilitated. Conflicting uses include rural residential, intensive recreational, highway commercial and utility corridors. Prior to approving development or change in land use on deposits denoted as "C" or Caution Areas, the District Board shall consult with the Mineral Resources Division.

In the Belair area some intensive development has occurred on or adjacent to Stop areas (Appendix H). No further recreational or rural residential development shall occur in these areas until the pits have been depleted.

**6.2.2** The District Board shall not permit new lot development of rural residential, recreational or other forms of intensive land uses within 500 feet of an active mine or quarry site.

**6.2.3** The rehabilitation of exhausted pits and quarries on both Crown and private land is governed by regulations under the Mines Act. The Mineral Resources Division requires rehabilitation plans for all commercial pits and quarries (more than 2,000 cubic yards removed annually). The Board shall have input to proposed post-mining land uses and the development of appropriate rehabilitation plans so as to ensure they are compatible with the resource base of adjacent properties.

### **6.3 ZONING - AGGREGATE RESOURCES**

The zoning by-law shall contain provisions to prevent development from occurring on or near viable aggregate and mineral deposits.

The uses that shall be permitted are those that will provide access to the resource until such time that it has been exhausted and the site rehabilitated or the aggregate resource is determined to be uneconomical to extract.

The zoning by-law shall also contain set back restrictions on the quarry operations such as buffers, and minimum yard requirements.

## **7.0 FISHERIES AND WILDLIFE RESOURCES**

### **7.1 CONCERNS - FISHERIES AND WILDLIFE RESOURCES**

The Winnipeg River, Lac du Bonnet, Traverse Bay and Bird River are highly significant to the provincial sport fishing industry. This broad resource base offers a diversity of angling experiences not found in most areas of the province. Its presence has stimulated recreational development, mainly cottage subdivision. This has contributed to increased land values and encouraged support services to locate in the District; thus enhancing the local economy.

The District is also an important area for wildlife with high potential for moose and deer production. A large portion of the area west of the Winnipeg River and north of Stead is suitable moose and deer habitat. The interspersed farmland and natural cover makes these areas suitable as summer range while the forested areas provide cover and ease of movement in the winter months. The jack pine areas north of the Bird River also provide wintering habitat for these species.

Waterfowl make use of the Winnipeg River to some extent as well as local dugouts and wetlands in the District. Furbearers are similar to those species found elsewhere in the Province and with the open trapping area in the District, provide a source of supplemental income to many local residents.

### **7.2 OBJECTIVES AND POLICIES - FISHERIES AND WILDLIFE RESOURCES**

The continued success of fisheries and wildlife resources in the District is dependent upon maintenance and/or improvements of suitable habitat including fish spawning and nursery areas, wetlands and native vegetation areas. These resources should be further protected from encroachment by incompatible land uses and activities.

Potentially significant fisheries and wildlife areas in the District have been identified in the Winnipeg River Planning District Background Report (Sept./86) and the Planning Report on Natural Resources, Winnipeg River Planning District (July/83). The Crown Land Plan, attached as Appendix I hereto, also identifies lands that may be considered for official designation as Provincial Wildlife Management Areas. Intensive development proposals may be reviewed by the Crown to ensure compatibility with the policies contained in this Section.

#### **Fisheries**

**7.2.1** Fisheries habitat, spawning sites and nursery areas shall be protected by the following means:

- (1) Ditching and stream rechannelization shall not be encouraged in areas identified by the Department of Natural Resources as important spawning sites and nursery areas. Where property protection is necessary, dyking should be undertaken as opposed to channel deepening or straightening.
- (2) Land clearing and cultivation to the water's edge shall be controlled by requiring a public shoreline reserve for all shoreline subdivisions (Section 4.2.9(3)). This, in effect will reduce run-off, erosion and sedimentation. Retention of existing tree and natural vegetation cover on Hydro storage and Power Reserve lands shall be encouraged.

**7.2.2** Activities that discharge pollutants shall be restricted in their location and safeguards implemented as necessary. This will protect the quality of the water to support such uses as domestic consumption, aquatic life and wildlife, industrial and agricultural consumption and recreation.

**7.2.3** The District Board shall encourage the Department of Natural Resources to maintain and enhance fish stocking programs in the district.

#### **Wildlife**

**7.2.4** Significant deer and moose concentration areas, as identified by the Department of Natural Resources, shall be recognized and afforded protection by discouraging concentrations of rural residential, intensive recreational or industrial uses from locating in or near these areas.

**7.2.5** The retention of tree cover and woodlots shall be encouraged as a means of protecting significant wildlife habitat areas. Where possible, tree cover shall be retained on unused road allowances, and other municipal and Crown lands. Council may enact a by-law under the Municipal Act to enforce this section. Tree cover and wildlife may also be protected by clustering developments separated by treed open space, and retaining natural drainage ravines to act as corridors for wildlife.

**7.2.6** The District Board shall seek advice from the Department of Natural Resources on proposals to drain or fill major wetland areas which may experience use by waterfowl.

**7.2.7** The District Board shall encourage landowners to seek advice from the Department of Natural Resources with respect to habitat removal and wildlife depredation (i.e. crop damage) and will support any educational programs undertaken by that department.

## **8.0 HAZARD LANDS AND SHORELINE HAZARD AREAS**

### **8.1 CONCERNS - HAZARD LANDS AND SHORELINE HAZARD AREAS**

Hazard lands are those lands subject to the effects of flooding, ponding, erosion, bank instability, flowing wells, high susceptibility to groundwater pollution and poor subsoil characteristics for building purposes. In order to avoid personal loss and hardship it is necessary to avoid development of hazard lands or to ensure that adequate measures are taken to reduce or eliminate the hazard.

The majority of shorelines in the District are owned by the Province and/or Manitoba Hydro and have been designated as water storage and water power reserve lands in order to create the reservoirs required for hydro-electric generation.

### **8.2 OBJECTIVES AND POLICIES - HAZARD LANDS AND SHORELINE HAZARD AREAS**

The main objective of the Hazard Land section is to minimize property damage, personal hardship and public expenditure for relief and protection associated with development on hazard lands. The District Board further intends to restrict activities that would accelerate damages along shorelines arising from causes such as erosion or bank instability. It is in the interest of the District, as well as the Province and Manitoba Hydro, to ensure that development on water storage lands is consistent with the intended function of these lands.

All local sources of potable water and financial investments made in acquiring potable water should also be protected.

#### **Hazard Lands**

Groundwater Pollution hazard areas have been identified in the Winnipeg River Planning District Background Report (Sept./86). Those areas subject to hazardous surface ponding have not been identified.

- 8.2.1** Areas that have been designated as groundwater recharge, groundwater pollution hazard areas, or surface water retention areas shall be restricted to land uses that will not endanger the potability of the water resources. Facilities that are likely to cause groundwater pollution under normal operating conditions include waste disposal grounds, sewage lagoons, feed lots and septic tank drain fields. Those which may cause pollution by accident or because of improper or careless handling of toxic substances include bulk fuel stations, bulk fertilizer distribution centers, service stations and industries handling potential pollutants.
- 8.2.2** The District Board shall not recommend approval to any subdivision if, in the opinion of the Board, the resultant subdivision, development or its related activities, endangers the water resource. The development may proceed if the developer demonstrates that the development will not endanger the water resource.
- 8.2.3** The Board shall not permit the construction of habitable buildings and structures on lands known to be subject to surface ponding. The developer may proceed if the surface ponding can be overcome by drainage or the site raised by additional fill.
- 8.2.4** Rural residential or intensive recreational developments shall not be located within 1500 feet of a waste disposal grounds. Where such development is to be located within 1500 feet of an abandoned waste disposal grounds, the developer shall conclusively demonstrate, through a consultant engineer, that methane and other toxic gas generation will not be a hazard to people in the buildings or structures to be erected.

## Shoreline Hazard Areas

- 8.2.5** The majority of waterways in the District have shoreline areas designated as water storage lands or water power reserves, whose primary function is to create reservoirs for water power development. The ownership of the flooded lands and lands subject to flooding is presently split between the Crown and Manitoba Hydro.

Generally the development of habitable buildings and the placement of recreational units on water storage or water power reserve lands shall not be permitted. These include dwellings, guesthouses and mobile homes. Other uses may be permitted subject to Manitoba Hydro approval in consultation with the District Board.

As owners and administrators of the subject lands, the Province and/or Manitoba Hydro shall be requested to review all development applications pertaining to and adjoining these lands. The District Board shall not issue a Development Permit for use of water storage lands until such time as the applicant has secured permission from the Province and/or Manitoba Hydro. Section 4.2.9.3 of the Development Plan shall also apply.

### ***Exceptions to Sections 4.2.9.3***

*The Board of The Winnipeg River Planning District may, in consultation with member councils, as the case may be, waive or reduce the requirements for shoreline reserve in the following circumstances:*

- (1) Where the proposed lots are for non-seasonal recreational purposes and located within areas designated as Hamlet, Commercial, Highway Commercial, Rural and Agricultural, Natural Resource, Parks, Recreational and Institutional, Rural Residential or within the Village of Powerview;*
- (2) Where there is minimal or no shoreline erosion;*
- (3) Where adequate mitigative measures are in place to prevent erosion or where the proposed parcels are of sufficient size and where there will be adequate zoning yard setbacks in place so that there is no danger to buildings due to flooding, erosion, slumping or other riverbank instability;*
- (4) Where the proposed subdivision application is accompanied by a supporting recommendation from all provincial authorities having jurisdiction; and*
- (5) Where the proposed subdivision will not have a detrimental effect on adjoining Water Storage, Water Power Reserve or provincially owned shorelands.*

*The above exceptions do not apply to shorelands bordering Lake Winnipeg.  
(By-law 45/00)*

- 8.2.6** Where it has been determined that an area other than those lands referred to in Section 8.2.5 may be subject to hazards such as flooding, erosion or bank instability, development shall generally be limited to open space uses. It may not be practical or desirable for economic or social reasons to totally restrict development in all hazard areas. Development shall, however, be carefully controlled to ensure that it is compatible with the risks and that the hazard has been eliminated or mitigated.

## **8.3 ZONING - HAZARD LANDS AND SHORELINE HAZARD AREAS**

Water storage and water power reserve lands shall be included as part of the land use designations of adjacent lands. Such lands shall be zoned in the subsequent zoning by-laws for uses in accordance with Manitoba Hydro and Crown lands policy

as well as District and Municipal policy. Secondary uses of water storage lands listed in the zoning by-law shall be compatible with the primary use of this land, namely the storage of water for the generation of electricity.

## **9.0 TRANSPORTATION**

### **9.1 CONCERNS - TRANSPORTATION**

In addition to an extensive all-weather road system, the District contains several provincial roads and trunk highways which act as collectors for regional and local traffic. These high speed linkages are important for carrying volumes of traffic transporting goods and people within the District. With the potential magnitude of the recreational industry in the District and its flow of seasonal traffic, the Board is committed to protecting the major access routes within the District.

Unplanned strip development with direct access to highways can cause a loss of efficiency and safety, and create the need for costly highway improvements. Such measures as limiting individual access connections and encouraging the grouping of certain activities, such as highway commercial developments which rely on highway frontage, will serve to protect major traffic thoroughfares.

Of concern respecting airport facilities is the provision of sufficient obstacle-free airspace on and around an airport or private landing strip to allow safe aircraft operation. The buffering of intensive developments such as residential uses from airport facilities shall be considered.

### **9.2 OBJECTIVES AND POLICIES - TRANSPORTATION**

In addition to the policies of this document, development along Provincial Trunk Highways and Provincial Roads is also subject to statutory regulations. Under the Highways and Transportation Department Act no access to a provincial road nor any structure within 125 feet (or the placement of any planting within 50 feet) from the edge of the right-of-way may be constructed except by permit from the Department of Highways and Transportation. Under the Highways Protection Act no access (including any change in use of an existing driveway) to a Provincial Trunk Highway nor any structure within the controlled area may be constructed except by permit from the Highway Traffic Board.

The primary objective of the District with respect to transportation is to protect and facilitate the various functions of the road system within the District. Traffic should move safely and efficiently and the public costs associated with construction, improvement, and maintenance of roadways should be minimized.

A secondary major objective is to design future road plans, particularly in urban areas, to ensure economic servicing and efficient surface drainage.

**9.2.1** Major provincial highways such as P.T.H. No. 59 and P.T.H. No. 12 shall be protected by prohibiting the type of development that would cause significant interference such as residential (excepting farmstead subdivision), industrial and commercial development within 1000 feet of the centreline of a major intersection of a major provincial highway and any other provincial highway. The District Board shall seek advice from the Department of Highways and Transportation for development proposals adjacent to or near these highways and other provincial roads within the district. This would not apply to P.T.H. No. 59 north of P.T.H. No. 11. Development along both sides of P.T.H. No. 59 is permitted subject to a minimum setback of 100 metres from the centreline of P.T.H. No. 59 and road access to P.T.H. No. 59 is limited to the government road allowances, or as otherwise approved by the Department of Highways and Transportation. Development will be accessed by service roads or internal road systems to be located outside of the 100 metre setback and maintained by the Local Government District of Alexander or by the developer.

**9.2.2** In areas where residential, commercial or industrial uses are to be allowed in

proximity to a provincial highway, the following development criteria shall be observed:

- (1) Strip development along the highway, whereby direct connections to the highway are continuously relied upon for providing access to abutting properties, shall not be permitted. Local traffic will be required to consolidate at major points of access in order to provide a high degree of safety to the travelling public.
- (2) The District shall encourage the clustering of such uses as highway commercial development in order that the number of access connections can be controlled. Preference shall be given to those areas with existing commercial uses. Such developments should be located on the same side of the highway as existing development of this nature.
- (3) The local road or street network associated with any type of proposed development shall be designed to be in accordance with both the existing and planned road system of the neighbouring areas. In any new subdivision development, access to lots shall, where possible, be by public road systems and not private rights-of-way.

**9.2.3** The Belair Road, Lakeshore Drive, Hillside Road and Traverse Bay Road are Provincial access/main market roads. Development adjacent to these roads shall be accessed by collector roads. Individual lot driveway access onto the limited access roads is not permitted.

**9.2.4** The District and the respective municipalities shall ensure that adequate setbacks of buildings and structures are maintained from all road rights-of-way. Setbacks are needed to prevent snow drift blockages, to prevent potential hazardous uses, such as bulk fuel storage facilities, from locating close to roadways, and to serve as buffers against noise and dust nuisances associated with traffic. Setbacks will be established in the zoning by-laws of the respective municipalities.

**9.2.5** Satisfactory storm drainage shall be provided to service any development adjacent to the provincial road system. If possible, drainage improvements should be sufficient to accommodate the development of the entire area planned to be developed within a reasonable period of time.

**9.2.6** The responsibility for the development of internal public roads associated with a proposed development shall be stipulated in a development agreement signed by the developer and council.

Roads are to be constructed to standards adopted by the respective municipality. Existing municipal roads and government road allowances may be upgraded through the creation of local improvement districts by Council.

**9.2.7** Provincial Highways, Provincial roads and Provincial access/main market roads are outlined on Appendix H.

### **9.3 ZONING - TRANSPORTATION**

The objectives and policies of the District with respect to public roads shall be implemented by land use regulations contained within the zoning by-laws. The zoning by-law shall contain provisions to establish setbacks and building restrictions. Land uses that may create hazardous traffic situations may be listed as conditional uses in the zoning by-law. Subdivision and development proposals shall be reviewed by the District and council to ensure compliance with the preceding transportation policies.

## **10.0 HERITAGE RESOURCES**

### **10.1 CONCERNS - HERITAGE RESOURCES**

The Historic Resources Branch has undertaken a study to document sites of potential heritage importance within the Winnipeg River Planning District, including those of local, regional and national significance. The study identifies these sites as important to the identified historical development appropriate to the Winnipeg River area. Results of the study are noted in the Heritage Resources of the Winnipeg River District.

From an archaeological standpoint, southeastern Manitoba has witnessed more field research than any other portion of the province. The District has been used intermittently throughout the last 9000 years by a variety of cultures. The distribution and density of sites left by the various prehistoric and early populations remains unknown; however, an extensive record of human occupation and a wide range of cultures can be demonstrated from archaeological findings.

Critical to the prehistory of the District was the Winnipeg River system which served as major "highways" by means of which early peoples travelled to and from the Great Lakes region and the western grasslands. Virtually every culture to occupy the northeastern Great Plains periphery is represented by findings in this area.

Recorded activity of recent historical development in the District starts with Indian populations in the 1600's prior to the arrival of the Europeans. The arrival of the Europeans in the late 1600's and early 1700's started the fur trade and exploration era which lasted until the late 1800's. The development of natural resource industries including timber production, hydroelectricity, and agriculture all took place in the early 1900's.

### **10.2 OBJECTIVES AND POLICIES - HERITAGE RESOURCES**

The primary objective of the District Board with respect to heritage resources is to promote the identification of sites and structures that have historical and archaeological significance and to protect them from uses or activities that would endanger their preservation.

- 10.2.1** In recognition of the heritage resources that may exist in the District the District Board shall encourage further research and evaluation of potential sites and features by the Historic Resources Branch.
- 10.2.2** To ensure that invaluable heritage resources are protected, the Board and Councils shall refer all building and development permit applications within areas of significant archaeological sites and potential heritage sites to the Historic Resources Branch for review prior to approval. The Historical Resources Branch review shall not exceed 30 days unless serious concerns are identified. Potential heritage sites are identified on Appendix H.
- 10.2.3** The Board may require the protection of significant heritage resources through buffering or other appropriate means recommended by the Historic Resources Branch. To further protect historical resources the Board shall encourage the Province to acquire sites or structures of significant historic or archaeological value or enter into agreements with landowners respecting the examination, maintenance and renovation of such sites as provided for in The Heritage Resources Act. Member municipalities shall also be encouraged to acquire and protect such sites, where appropriate.

**PART III - POWERVIEW, ST. GEORGES,  
THE ST. GEORGES-POWERVIEW CORRIDOR,  
BROADLANDS AREA AND HAMLET DEVELOPMENT**

**11.0 POWERVIEW AND ST. GEORGES**

**11.1 GENERAL CONCERNS - POWERVIEW AND ST. GEORGES**

**11.1.1** Powerview and St. Georges have lost or are diminishing in their role as economic and social centres of the rural community. Smaller settlements have conceded this function to larger centres such as Selkirk which in turn are losing their commercial and service centre functions to Winnipeg.

**11.1.2** Powerview and St. Georges must respond to resident's demands for services, recreational facilities and other social institutions normally found in larger towns and cities, yet lack the population and tax base to provide for these amenities efficiently and at a reasonable cost.

**11.1.3** Unplanned development at the fringe of serviced communities may restrict the efficient and economic expansion of services for future growth of the community. Often the tax benefits from such development accrue to the surrounding municipality which may not necessarily provide services for these uses.

When these unplanned fringe areas are incorporated into the urban centres, services must be provided by the municipality instead of the developer. This in turn reduces the borrowing power of the municipality and places the cost of borrowing on the urban taxpayer. There are greater technical difficulties in supplying urban services such as water and sewer to areas already developed.

**11.2 GENERAL OBJECTIVES AND POLICIES - POWERVIEW AND ST. GEORGES**

**11.2.1** In order to promote the growth of existing urban centres and settlements in an orderly and economic fashion, the Planning District shall:

- (1) Prevent the establishment of new suburban and urban developments in competition with existing urban centres;
- (2) Direct the growth of urban centres in such a manner that water and sewer services are feasible and economical;
- (3) Encourage further urban growth to develop within the two existing urban communities;
- (4) Limit the extension of municipal water and sewer services only to those developments within the boundaries of any incorporated or identified urban centre; and
- (5) Not permit the development and subdivision of land within one mile of Powerview and St. Georges, except as shown on Appendix F, attached hereto.

**11.2.1** In order to strengthen existing urban centres so that employment opportunities and a broad range of commercial and community facilities can be provided the Planning District shall:

- (1) Ensure that proposed subdivisions permit the economic provision of such public services as schools, hydro, telephone, highways, police, fire protection, sewer, water, health care, and recreation facilities.
- (2) Ensure that proposed developments take into account the health, safety and

general welfare of the residents and the viability of the urban centre;

- (3) Discourage any use of land or activity which is or has the potential to be detrimental to the environment or the social-economic well being of the residents;
- (4) Encourage all commercial and industrial uses to locate within Powerview or St. Georges so as to strengthen the economic viability of these urban centres, except where the scale or nature of the development prohibits (i.e. truck terminals);
- (5) Permit some commercial developments within hamlets that supply a local service. These uses will be identified in the zoning by-law; and
- (6) Locate uses or activities permitted in the urban centres in such a manner that they will be compatible with other existing or proposed uses.

**11.2.3** In order to prevent conflict with certain agricultural activities, livestock and poultry production operations shall be limited in size and location in areas surrounding urban centres and major settlements.

**11.2.4** No subdivision or development of land shall take place if the water and sewage treatment system cannot accommodate the additional load.

**11.2.5** Rather than create conformity, this development plan and subsequent zoning should be able to choose between high density communities with strict zoning requirements and lower density settlements with flexible, more relaxed zoning regulations which reflect the current character of the community.

### **11.3 CONCERNS - VILLAGE OF POWERVIEW**

**11.3.1** Until the new lagoon is completed (1990), there will be little undeveloped land for residential development within the Village due to the location of the existing sewage lagoon. The lack of residential lots in the Village may have contributed to increased demand for rural residential lots in other areas. The resulting scattered development will entail higher costs if servicing is required in the future.

**11.3.2** The Village's water consumption is only one-third of the maximum supply contracted with Abitibi Price in Pine Falls. The Water contract is valid until 1991; however, Abitibi Price has indicated that the water volume of the renegotiated contract will be seriously reduced. The Village may be required to install a supplementary water source to ensure an adequate supply.

**11.3.3** The Village has in the past supplied water services to new developments outside Village boundaries in the Clark's Corner area. In addition to reducing the Village's unused water supply, this practice removes any incentive for locating within Village boundaries.

**11.3.4** The Village's Central Commercial District is situated along P.T.H. #11 and accommodates a reasonable variety of commercial establishments. The business establishments in this area are interspersed with a number of single family dwellings. There are vacant lots on which additional businesses can locate.

### **11.4 RESIDENTIAL OBJECTIVES AND POLICIES - VILLAGE OF POWERVIEW**

**11.4.1** Residential development shall be located so that it occurs in an orderly and economical fashion and not in a scattered and unorganized manner. Infill of existing serviced residential areas is essential as only a small amount of undeveloped land is available until the sewage lagoon is relocated.

- 11.4.2** Distinctive residential districts shall be created which are buffered from incompatible land uses.
- 11.4.3** All new residential development shall locate in areas designated for residential use on Appendix G, attached hereto. Prior to development, the areas shall be zoned for residential purposes in a subsequent zoning by-law.
- 11.4.4** Where incompatible land uses such as residential and industrial uses are located adjacent to each other appropriate buffering in the form of tree planting or fencing shall be placed between them. Areas where buffering may be required shall be identified in a subsequent zoning by-law.
- 11.4.5** The Board shall encourage tree planting and other forms of landscaping in residential areas in order to enhance the area's aesthetic qualities.
- 11.4.6** Provision shall be made in the subsequent zoning by-law for a wide variety of housing types in designated residential areas. These include not only single family, duplex, apartment and townhouse developments; but also planned unit and mobile home developments.
- 11.4.7** Multiple housing sites, such as apartment blocks, may not be compatible with conventional single family detached housing and the two uses should generally not be mixed. Multiple family dwellings shall be encouraged to locate adjacent to commercial areas, where possible, so as not to intensify vehicular traffic in single family areas.
- 11.4.8** The District Board and Council shall consider proposals for mobile home park and mobile home subdivision developments in separate locations within residential areas. The siting requirements and standards for mobile home developments shall be determined by Council and set forth in zoning and mobile home by-laws.
- 11.4.9** Home occupations may be permitted in residential areas; however, it is recognized that the proper place for performing business activities should be in designated commercial areas so as to strengthen commercial districts.
- 11.4.10** As a condition of approval of residential subdivision, council may require that the developer sign a development agreement ensuring that:
- (1) All relevant municipal standards are met;
  - (2) The responsibility for the installation and development of public roads and necessary services associated with the development rests with the developer;
  - (3) Appropriate staging of development, if Council deems necessary, is undertaken; and
  - (4) Necessary site improvements are undertaken to ensure the subject site is suited to the intended use. Where there is conflict between land uses in proximity to each other, appropriate buffering, such as tree planting, may be required.
- 11.4.11** As a condition of approval of residential subdivision, Council may require a public open space and/or public shoreland reserve dedication to:
- (1) Provide open space for recreational facilities such as playgrounds, sports fields, tot lots and neighbourhood parks;
  - (2) Provide for access to the shoreline; and
  - (3) Provide buffer zones between residential development and neighbouring

land uses or major roadways, where considered desirable.

**11.4.12** The use of water storage and water power reserve lands adjacent to the waterways in the District shall be governed by Section 7.2.2 and 8.2.5 of this plan.

**11.4.13** Land uses directly related to or compatible with residential development may be permitted to locate in residential areas. Such land uses may include recreation areas and religious institutions, group day care or corner stores and shall be more specifically set out as permitted or conditional uses in the zoning by-law.

## **11.5 RESIDENTIAL LAND DESIGNATIONS - VILLAGE OF POWERVIEW**

It is expected that residential development within the Village will locate in existing serviced areas then extend southward when the sewage lagoon is relocated and upgraded. The future development of the southern residential areas shall be guided by the conceptual layout depicted on Appendix G, attached hereto. Where a proposed subdivision does not conform to the suggested public road system, the District shall review the road layout in order to determine that a reasonable alternative exists that is still conducive to the economic provision of future sewer and water servicing and surface drainage.

## **11.6 RESIDENTIAL ZONING - VILLAGE OF POWERVIEW**

Areas presently used for residential purposes shall be zoned for such purposes in the zoning by-law. Further to the general policies provided herein, the zoning by-law shall provide various zones and specific requirements for the types of residential development anticipated. Separate zones may be established for single family, multiple family, mobile home park and mobile home subdivision uses. Council may establish regulations in the zoning by-law limiting home occupations so as not to detract from the character of residential areas.

## **11.7 COMMERCIAL OBJECTIVES AND POLICIES - VILLAGE OF POWERVIEW**

**11.7.1** In order to promote the development of a centralized and concentrated commercial area so as to improve conveniences and contribute to a community identity, commercial and retail businesses shall locate in the Central Commercial area. Such related uses as office buildings, hotels, administrative services including government offices, and some social, cultural, and recreational facilities shall also be encouraged to locate in this area.

**11.7.2** Growth of the central business section shall primarily be through infilling and the phasing out of single family dwellings. The Central Commercial area is at present characterized by business establishments being isolated or in small pockets of development interspersed with single family dwellings.

**11.7.3** Highway commercial uses not suitable for Central Commercial areas may be permitted in the southeast area of the Village.

## **11.8 COMMERCIAL LAND DESIGNATION - VILLAGE OF POWERVIEW**

The commercial land designations depicted on Appendix G generally reflect the existing commercial areas. It also includes several vacant lots and residential buildings that could accommodate commercial uses. Also included is an approved commercial subdivision adjacent to P.R. 304 in the southeast part of the Village.

## **11.9 COMMERCIAL ZONING - VILLAGE OF POWERVIEW**

Areas primarily used for commercial/retail businesses shall be zoned Central Commercial in the zoning by-law., Special provisions shall be included in the zoning by-law to maintain existing residential uses within the central commercial zone. The zoning by-law shall contain provisions regulating building placement, signs, parking, entrance and exit approaches, landscaping and other matters where applicable, to enhance the form and function of commercial areas. Accessory dwellings may be considered as permitted uses in commercial zones.

#### **11.10 INDUSTRIAL OBJECTIVES AND POLICIES - VILLAGE OF POWERVIEW**

**11.10.1** Residential and industrial development shall not be mixed, nor shall individual residences be allowed to locate on lands designated for future industrial uses.

**11.10.2** In order to ensure that industrial traffic does not traverse residential areas, industrial land use shall be appropriately located.

**11.10.3** The Village may encourage tree planting and other forms of landscaping in industrial areas.

#### **11.11 PARKS, RECREATION AND INSTITUTIONAL POLICIES - VILLAGE OF POWERVIEW**

**11.11.1** Land which is appropriately located and suited for use as parks and open space shall be reserved for this use and where possible shall be acquired as provided by The Planning Act as a condition of subdivision approval.

**11.11.2** In situations where the dedication of land pursuant to The Planning Act would serve no useful purpose, the Council shall require a cash dedication in lieu of such dedication. Funds obtained in this manner shall be used to acquire land for public use at more suitable locations with the priority being the Winnipeg River shoreline.

**11.11.3** Incompatible land uses shall not be allowed to develop in proximity to existing recreation areas.

**11.11.4** The re-establishment of tree cover shall be encouraged through public works, private initiative and co-operative programs between private owners, Council and government.

#### **11.12 PARKS, RECREATION AND INSTITUTIONAL LAND DESIGNATIONS -VILLAGE OF POWERVIEW**

Recreational open space areas include school grounds, ice arenas, shoreline reserves and public reserves in conjunction with new residential subdivisions. Parks, recreation and institutional areas are depicted on Appendix G, attached hereto.

#### **11.13 PARKS, RECREATION AND INSTITUTIONAL ZONING - VILLAGE OF POWERVIEW**

Areas primarily used for parks, recreation and institutional use shall be zoned for such uses in the Village of Powerview Zoning By-law.

In order to protect shoreline for future park use Council should ensure that no permanent conflicting uses locate in these areas.

#### **11.14 MUNICIPAL SERVICES AND DRAINAGE OBJECTIVES AND POLICIES - VILLAGE OF POWERVUE**

**11.14.1**The general objective of the District Board is to identify necessary improvements to the municipal sewer, water, road and drainage systems in order that the member municipalities may project necessary capital expenditures and plan for the orderly servicing of future development areas.

**11.14.2**The future development of areas within the Village shall be reviewed with regard to the municipal servicing available to the site.

**11.14.3**Capital works relating to the upgrading or extension of municipal sewer and water systems which are to be undertaken within the next 5 years shall be identified in the Village's 5 year capital expenditure program.

**11.14.4**The Village presently utilizes open ditch drainage systems throughout the Village. Development of new residential areas within the Village shall provide for the logical extension of the open ditch drainage system.

**11.14.5**The Village water supply is adequate for the existing development. Abitibi Price, which supplies water to the Village, has indicated that the contracted water volume will be reduced when the contract is renegotiated in 1991. The Village may require a supplementary source of water after this date, particularly if development increases.

**11.14.6**Future development of sewer servicing in the Village of Powerview shall be guided by the conceptual layout depicted on Appendix G. Where the Village or developer proposes to alter from the conceptual layout, the feasibility of the new layout should be verified by a qualified engineer.

## **11.15 CONCERNS - ST. GEORGES**

- 11.15.1**This community has become a residential community in recent years. Growth of the community has been by infill rather than expansion to new areas.
- 11.15.2**A number of small businesses are located along P.T.H. #11 and in the community club to serve area needs. Future business development will depend on further growth of St. Georges and expansion of services to accommodate these.
- 11.15.3**The pattern of land use and nature of development in the community have created a unique opportunity for the continued development of a community centre.

## **11.16 RESIDENTIAL OBJECTIVES AND POLICIES - ST. GEORGES**

- 11.16.1**Areas north, west and south of the present built-up portion of the community as shown designated for future expansion on Appendix E shall be reserved for future community expansion. These areas may be zoned as rural districts in a zoning by-law on an interim basis. Any development which is permitted shall be restricted to those uses which will be compatible with the intended future residential development.
- 11.16.2**Where there is some form of conflict between land uses which are adjacent to each other, appropriate measures shall be taken to reduce the conflict. For example, whenever practical, such measures may take the form of plantings or buffer strips between adjoining uses and may be implemented through a zoning by-law.
- 11.16.3**Residential development shall only be permitted in areas which are to be serviced by sewer and water.
- 11.16.4**In areas where sewer service cannot be supplied immediately, new development shall be restricted to the use of pump out holding tanks as an interim measure.
- 11.16.5**A mobile home subdivision may be integrated as a component of the Community's residential area and identified in a subsequent zoning by-law.

## **11.17 COMMERCIAL AND RECREATIONAL OBJECTIVES AND POLICIES - ST. GEORGES**

- 11.17.1**In order to promote the development of a more centralized commercial function so as to improve convenience, commercial and retail businesses shall locate in the area selected for the purpose of creating a centrally located commercial function.
- 11.17.2**In order to encourage the development of parks and open space in conjunction with other compatible uses, recreation areas shall be developed in conjunction with other community facilities so as to maximize the potential use of these facilities.

Open space in a central location has been used as the focus of the Community Centre. Other compatible uses have been located around, and integrated with, the open space. Other community and commercial functions can be located in a similar manner, and thus further contribute to the creation of the community centre. Through this kind of development the community has acquired a unique and strong identity.

## **11.18 LAND DESIGNATIONS - ST. GEORGES**

St. Georges land use designations are depicted on Appendix E, attached hereto.

### **11.19 ZONING - ST. GEORGES**

While no area will be specifically designated for multiple-family dwellings, they may be permitted, as a conditional use, in all residential districts designated in a zoning by-law.

Mobile homes, with the exception of "double-wide" units shall be located only in areas designated for mobile home subdivisions or mobile home parks in the zoning by-law. "Double-wide" units may be permitted in all residential districts if they comply with the Manitoba Building Code.

### **11.20 MUNICIPAL SERVICES - ST. GEORGES**

The existing water (private co-op) and sewer systems in St. Georges are more than adequate to handle any foreseeable new development.<sup>4</sup> If there is a large increase in development in St. Georges, a review of these systems may be necessary.

Future municipal servicing in St. Georges shall be guided by the conceptual layout depicted on Appendix E. Alterations from this layout may be made subject to the approval of a qualified engineer.

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<sup>4</sup> SOURCE: R. Bouvier, Former Resident Administrator.

## **12.0 ST. GEORGES-POWERSVIEW CORRIDOR**

### **12.1 CONCERNS - ST. GEORGES-POWERSVIEW CORRIDOR**

The corridor referred to in this section is located between the Village of Powersview and the community of St. Georges along P.T.H. #11. The corridor has been subject to a substantial amount of rural residential development in the past. A number of commercial/industrial operations are located in this area and are interspersed with residential and agricultural uses. Part of the corridor adjacent to the Village of Powersview and west of P.R. 304 is supplied with water from Powersview.

### **12.2 OBJECTIVES - ST. GEORGES-POWERSVIEW CORRIDOR**

The development plan will set policies to guide further development along the corridor in an organized manner. The physical separation of residential, commercial and industrial uses in the corridor will be attempted. The plan will further designate an adequate supply of readily serviceable land in the corridor to meet future industrial development demands.

### **12.3 RURAL RESIDENTIAL POLICIES - ST. GEORGES-POWERSVIEW CORRIDOR**

**12.3.1** Rural Residential development along the corridor shall have regard for the provision of:

- (1) An adequate supply of potable water;
- (2) An adequate surface drainage system; and
- (3) Suitable road system.

Further subdivision of land shall only be permitted where the proposed lots have frontage on an all-weather public road or where an internal road system is proposed.

**12.3.2** Further rural residential subdivision along the corridor shall be guided by the designations on Appendix F.

**12.3.3** As a condition of subdivision approval in the rural residential area a public shoreline reserve dedication may be required to:

- (1) Restrict the indiscriminate clearing of trees particularly adjacent to waterbodies in order to reduce siltation and shoreline erosion; and
- (2) Provide for access to the shoreline.

**12.3.4** As a condition of subdivision approval for rural residential development, development agreements may be required. Terms of the agreement shall ensure that:

- (1) All relevant municipal standards are met;
- (2) The developer is responsible for the installation and development of public roads and necessary services associated with the development;
- (3) Appropriate staging of development is undertaken, if Council deems necessary; and
- (4) Necessary site improvements are undertaken to ensure the subject site is

suited to the intended use.

**12.3.5** Subject to the approval of Manitoba Hydro and the Dept. of Natural Resources, the District shall encourage the development of centrally located boat launch and docking facilities as opposed to individual docks. The use of water storage and water power reserve lands adjacent to the waterways in the District shall be governed by Section 7.2.2 and 8.2.5 of this plan.

#### **12.4 COMMERCIAL AND INDUSTRIAL POLICIES - ST. GEORGES-POWERVIEW CORRIDOR**

**12.4.1** Part of River Lots 18, 19 and 20, Twp. 18, Rge. 10 E.P.M. bounded on the south by P.T.H. #11, as depicted on Appendix F, shall be reserved for future industrial use.

**12.4.2** Industrial traffic from the areas designated on Appendix "F" shall obtain access to the provincial highway system via a planned internal road system which would not interrupt the safety or efficiency of traffic flow on the local highways.

**12.4.3** As a condition of approval of a commercial/industrial development, development agreements may be required. Terms of the agreement shall ensure that:

- (1) All relevant municipal standards are met;
- (2) The developer is responsible for the installation and development of public roads and necessary services associated with the development;
- (3) Appropriate staging of development, if Council deems necessary, is undertaken; and
- (4) Necessary site improvements, including buffering against conflicting land uses, are undertaken to ensure the subdivision site is suited to the intended use.

#### **12.5 RECREATIONAL POLICIES - ST. GEORGES-POWERVIEW CORRIDOR**

**12.5.1** The District Board shall encourage the utilization of the shoreline of the Winnipeg River to its fullest recreational potential. Where possible, areas along the shoreline shall be obtained and developed for public use. The use of water storage and water power reserve lands adjacent to the waterways shall be governed by Section 7.2.2 and 8.2.5 of this plan.

**12.5.2** The area bounded by the Winnipeg River to the north, P.R. 304 to the east, P.T.H. #11 to the south and the eastern boundary of the Village of Powerview to the west shall be retained for recreational use which may include a public boat launch and docking facilities and campgrounds. A hotel/motel complex may be included as part of the overall recreational development.

#### **12.6 LAND USE DESIGNATIONS - ST. GEORGES-POWERVIEW CORRIDOR**

Recreational land downstream of the Pine Falls dam shall be designated as an initial step to improve the existing facilities and promote tourism.

Further rural residential, commercial and industrial development along the Powerview-St. Georges Corridor shall be limited to those areas designated for such use on Appendix F. Land adjacent to Powerview and St. Georges shall be designated for agricultural use only until such time as this land is required for future urban expansion.

## **12.7 ZONING - ST. GEORGES-POWerview CORRIDOR**

Areas presently used for rural residential development shall be zoned for such purposes in the zoning by-law. Highway commercial uses may also be zoned to reflect existing use.

The zoning by-law may contain design standards for various industrial uses. These may include spatial requirements, circulation systems, parking and loading facilities, landscaping, buffers, fences, lights, signs and other performance standards such as noise levels or hours of operation. The zoning by-law shall also contain provisions whereby industrial uses which are considered obnoxious by nature will be listed as conditional uses.

Areas at present used for Parks and Open Space purposes shall be zoned for such purposes in the zoning by-law.

## **13.0 BROADLANDS AREA**

### **13.1 CONCERNS - BROADLANDS AREA**

The development in the Broadlands area (Pedden's Corner and the market road to the North Shore Alexander Indian Reserve) has evolved in part, as a result of a shortage of residential lots in Pine Falls, Powerview and St. Georges.

Water servicing is available to some of the area via a private water cooperative. This cooperative services the area west of P.T. #304 north of the Winnipeg River.

Although there have been some discussions concerning the formation of a sewerage cooperative, nothing has been finalized.

The large lot size and unplanned nature of development in this area may increase the cost of water and sewer servicing unless an infill policy is implemented.

### **13.2 OBJECTIVES - BROADLANDS AREA**

**13.2.1** To ensure that the area does not develop into an urban area similar to St. Georges or Powerview, but remains suburban with larger residential lot sizes.

**13.2.2** To recognize existing and approved commercial areas to meet local retail demands.

### **13.3 POLICIES - BROADLANDS AREA**

**13.3.1** Residential lots should have a minimum site area of approximately 2 acres to ensure that a rural character is maintained. Where a sewage system has been installed lot size may be reduced to 10,000 square feet to ensure that the system remains economical to maintain.

**13.3.2** Commercial development shall be limited to existing and approved areas.

**13.3.3** As a water system operated by a cooperative is in place along the main market road west of P.R. #304, development shall be encouraged in this area.

**13.3.4** Public shoreline reserve shall be required as a condition of subdivision approval in accordance with Section 4.2.9(3) herein.

### **13.4 LAND USE DESIGNATIONS - BROADLANDS AREA**

Rural residential, residential, commercial and open space development in the Broadlands area shall be limited to those areas designated for such uses on Appendix F.

### **13.5 ZONING - BROADLANDS AREA**

It is recognized that not all land designated for residential and commercial purposes is required at this time. This land may be zoned to reflect its existing use until it is required for residential or commercial use in accordance with this plan. Council may place building location limitations on rural residential lots to facilitate future subdivision when the sewer system is installed using the yard requirements in the Zoning By-law.

## **14.0 HAMLETS**

### **14.1 CONCERNS - HAMLETS**

The hamlets of Belair, Great Falls and Stead are small settlements that have resulted from historical settlement patterns. Although development pressure has been minimal in these communities, development has occurred in a linear pattern along the Provincial Roads and Provincial Trunk Highways servicing these areas.

### **14.2 OBJECTIVES - HAMLETS**

**14.2.1** To identify settlement centres and to establish their function in the Municipality.

**14.2.2** To ensure that the development and growth of the Settlement Centres occurs in a logical and well-planned manner and thereby make the economic provision of services in these Centres possible.

**14.2.3** To encourage the arrangements of land use in a manner that will maximize the quality of the environment for living, working, personal development and recreation.

### **14.3 POLICIES - HAMLETS**

**14.3.1** In those situations where aggregate deposits have been identified, the policies of the Aggregate Resources section of this Plan shall prevail.

**14.3.2** Belair, Great Falls and Stead shall be recognized as Settlement Centres by this Plan. The principal role of each centre shall be that of a residential area and a local service centre.

**14.3.3** Continuous strip development shall not be encouraged in these centres. Additional development and subdivision should be kept within the limits of existing development, or expanded in a cluster, rather than linear fashion.

**14.3.4** Development shall occur in a manner that adjoining land uses are compatible and potential conflict between uses is minimized. The use of buffers may be required to minimize conflicts.

**14.3.5** Minimum lot sizes in the centres shall reflect the rural nature of their surroundings. The lots shall be a minimum size of 2 acres to accommodate the on-site requirements for sewage disposal and potable water.

**14.3.6** The residential uses and related commercial and other community uses shall be allowed in each Settlement Centre in accordance with the provisions of the Zoning By-law.

## **PART IV - IMPLEMENTATION**

### **15.0 IMPLEMENTATION**

The purpose of this section is to describe the methods where development plan policies, objectives and programs can be implemented and provide the means whereby the plan can be reviewed and amended.

#### **15.1 DEVELOPMENT PLAN**

The Development Plan is based on a long range view of future needs and trends and establishes objectives and policies to assist in making day-to-day decisions regarding zoning, re-zoning, approval of subdivisions, development agreements, etc. By ensuring that decisions conform as much as possible to the objectives, policies and standards in the Plan, the District ensures a uniform and continuing policy in the decision making process.

The District Development Plan should not be an inflexible development policy for the next twenty years. Conditions within the planning district are subject to constant change and if new trends or unforeseen needs arise the Development Plan may be amended to meet these changes. The Board shall review the Plan periodically and consider recommendations regarding desirable amendments. At minimum, the plan shall be reviewed on a five year basis and amended, if necessary.

A Development Plan does not in itself provide a complete planning tool, but must be used in conjunction with other planning documents available to municipalities under The Planning Act and other acts. The actual day-to-day enforcement of its policies and standards must involve a close liaison between the District Board and the member Councils and the use of the following planning controls.

#### **15.2 ZONING BY-LAW REGULATIONS**

Within a one year period or such further period as the Minister may prescribe after the passage of the Development Plan, the member municipalities shall adopt zoning by-laws to carry out the intent of the Development Plan.

The zoning by-law establishes various land use zones, determines both permitted uses and conditional uses, and prescribes relevant standards and requirements that are applicable in each land use zone. In this regard the Development Plan is used as a guide in preparing or amending the zoning by-law. In studying applications for zoning amendments, the Council shall base its decision on the objectives and the land use policies established in the Development Plan.

Many of the proposed uses on the attached Development Plan Maps may not occur for many years. It would be unfair to restrict the continuation of existing uses until that time; therefore, municipal zoning by-laws may zone land to reflect existing uses. If changes do occur, they must then conform to the development plan.

#### **15.3 SUBDIVISION CONTROL**

The Planning Act provides that the Province shall not approve a subdivision of land unless it receives prior approval from the local municipal council. Decisions regarding approval shall be guided by recommendations from the Board based on the provision of the Development Plan and other relevant by-laws. Once the Development Plan has been adopted, the responsibility for final approval of subdivision may be transferred from the Province to the District Board by the Minister of Rural Development.

When approving subdivisions, regulations under The Planning Act shall be followed. Requirements contained within subsequent zoning by-laws shall also be complied with.

#### **15.4 BUILDING REGULATIONS**

The Manitoba Building Code, adopted under The Building and Mobile Homes Act, sets the minimum provisions or standards which new and renovated buildings must meet in order to ensure structural safety of the buildings for the public. The Code has been adopted by each member municipality within the District.

The District Board is responsible for the administration and enforcement of these by-laws and regulations adopted by the member municipalities. The Board has appointed a development officer, who on behalf of the member municipalities, issues development permits subject to such conditions and restrictions as Council may impose.