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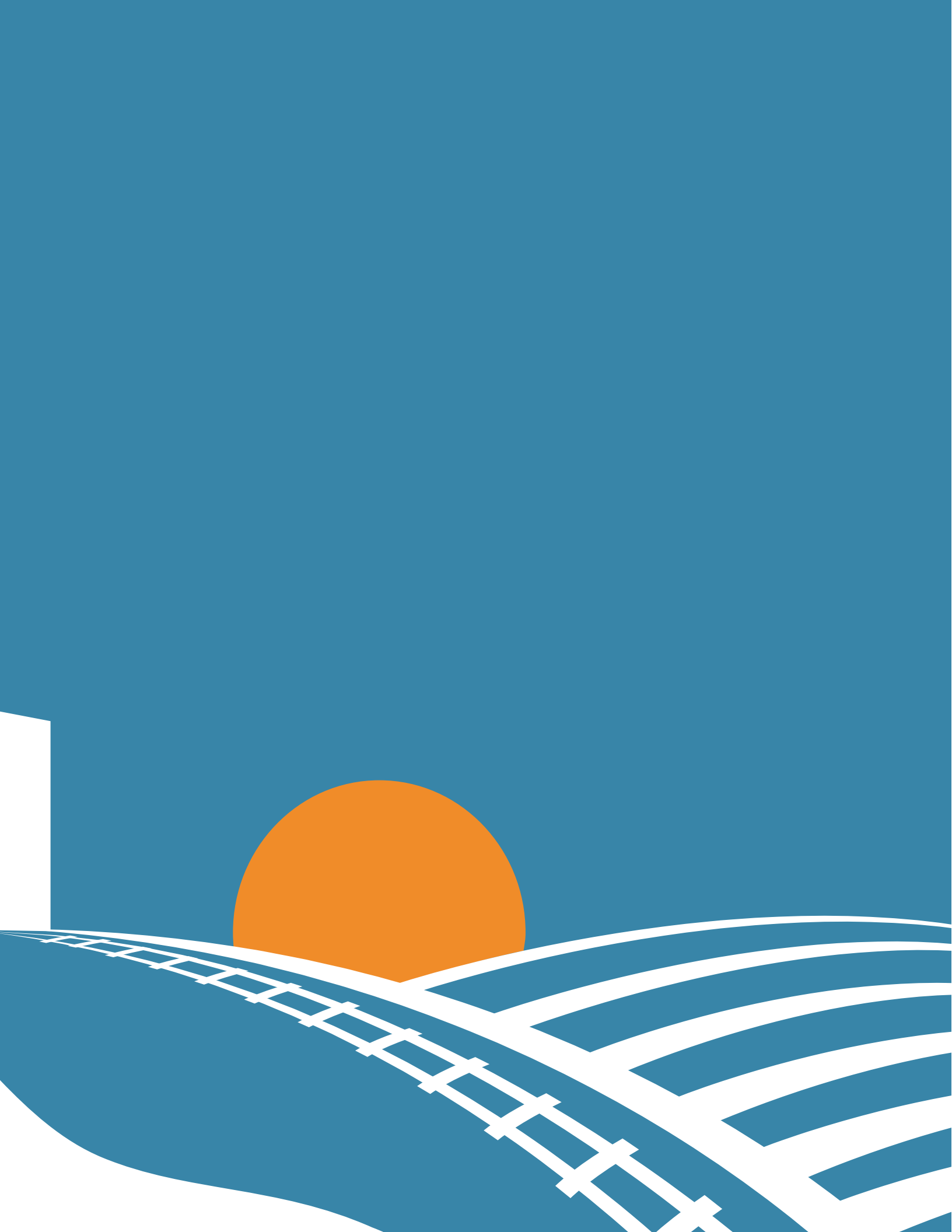
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1.0 INTRODUCTION

1.1 Plan Purpose

The *Whitehead Development Plan* [the Plan] is a progressive plan, setting out clear policies to guide growth and build the greatest value for citizens in Whitehead's communities. It is a long-range blueprint for embracing growth opportunities that will diversify and evolve these communities in a proactive and accountable manner. While attracting new residents is an important factor in the Plan, the quality of life of existing residents is also a priority. Improvements to infrastructure and amenities will build complete communities and make Whitehead a desirable place to live in the long-term.

The Plan provides vision, principles, goals, objectives, and policies for the R.M. of Whitehead that will be used to guide decision-making. By setting out parameters for land-use and development, the Plan directs the population growth that is projected for Whitehead towards existing settlement areas that are already developed and serviced in the *Progressive Areas*. The Plan directs the prosperity of an established agricultural sector, including livestock operations, towards the lands already dominated by agricultural uses in the *Conservative Areas*. The Plan anticipates the 'possibilities' of increased development interest and major infrastructure improvements towards the *Transformative Areas*.

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

1.2 Plan Approach

The *Whitehead Development Plan* is designed around the concept of enhancing the quality of life for citizens through economic development by directing the projected population growth to the existing settlement areas and to the lands quantitatively estimated as being required to accommodate this growth.

The Plan's focus is on making things happen at the large- and small-scale, and fostering responsible growth while augmenting the well-being of citizens in each of the communities that make up Whitehead. This Plan is not about regulating land uses to stop development. It focuses on implementing a strategic framework for heightening the quality of life for all residents; strengthening each of the individual communities' identities; and setting the stage for the continued collaboration with surrounding municipalities.

The Plan is a key indicator this community is ready and able to respond in a timely manner to new prospects through initiatives that nurtures and encourages development. The emphasis of this development plan is to evolve and diversify in:

- ensuring that the neighbourhoods and communities of Whitehead can offer a high quality of life including a broad spectrum of housing choices, an appropriate inventory of amenities, community and cultural assets, transportation choices, and strong place identities to better compete with other regions in attracting and maintaining residents.

- providing a degree of certainty and transparency for landowners, neighbours, investors, etc. of what we expect to happen as the 'highest' and 'best' use of lands.
- creating a culture of resiliency from an economic, social, and environmental sustainability perspective, recognizing that the future success, both fiscally and socially, of Whitehead depends on careful stewardship.

These factors are all important contributors to the capacity of Whitehead to quickly respond to and incorporate opportunities that will strengthen and improve the long-term prospects of the communities within the Planning Area. Ensuring that long-term growth accounts for retail, commercial, industrial, and recreational uses demonstrates the desire and readiness to build complete communities.

Overall, the approach of the Plan for responding to residential growth is to provide a clear framework outlining where development is desired, what infrastructure is required to sustainably connect with the surrounding community, and how to work with the municipality to improve the quality of life for new and existing residents.

1.3 Plan Outline

PART ONE sets out the planning approach and framework for the *Whitehead Development Plan*. Key concepts are introduced – that in order to achieve growth in the municipality, strategic actions must be taken in: the importance of complete communities; and where growth will be physically directed within Whitehead.

PART TWO sets out the vision, guiding principles, and goals the Plan is striving to achieve. These are the outcomes from the Plan engagement process. It will consider ways to advance general goals that: create complete and connected communities; service Whitehead for the future; and create social, economic, and environmental resiliency.

PART THREE sets out the location and defines the boundaries of the Planning Area that is under the jurisdiction of the R.M. of Whitehead, where the policies of this Plan apply.

PART FOUR advances the concepts on how to accommodate the anticipated growth and provide a comfortable, rural quality of life for residents, while maintaining a robust agricultural economy. This section addresses how the different growth scenarios will be accommodated by devising the Planning Area into *Progressive Areas – places to grow now*; *Transformative Areas – places to grow in the future*; and *Conservative Areas – places with little to no growth*.

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

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

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

2.0



PLANNING INTENT

2.1 Vision

Whitehead will be a forward-thinking and resilient municipality, prepared to embrace new opportunities for growth. The municipality will foster an improved quality of life for residents, and support the agricultural and rural heritage of each community as the region continues to transform. This quality of life will be achieved by offering diverse public amenities; ensuring communities are able to accommodate new economic possibilities; and mitigating the impact on our environment. Creating complete communities that are accessible to all will demonstrate that Whitehead is ready to become a place to live, work, and play.

2.2 Guiding Principles

Unlike many development plan review processes, Guiding Principles were developed early in the process. Through the community dialogue process, they have been verified and confirmed. They guide the Development Plan, and identify both the intentions and expectations that guide the vision, goals, objectives, policies, and ultimately implementation of the Plan.

PRINCIPLE 1: PLAN FOR SUSTAINABLE GROWTH

The Plan will demonstrate the R.M. of Whitehead is prepared to accommodate growth and change. The municipality will be able to respond to new development opportunities as they arrive.



PRINCIPLE 2: PLAN FOR COMPLETE AND CONNECTED COMMUNITIES

The Plan will be used to strengthen the municipality through transportation and servicing improvements as part of a larger regional area experiencing growth. This will include better access to important services and amenities.



PRINCIPLE 3: PLAN FOR PEOPLE

The Plan will be used to create an active and connected community emphasizing community needs such as recreation, wellness, and education. Quality of life matters and the plan will demonstrate that it matters by creating opportunities for housing regardless of your age; new commercial/retail businesses; and attracting places to work.



PRINCIPLE 4: PLAN FOR RESILIENCY

The Plan will address the natural environment and threats to agricultural and community infrastructure, such as flooding and erosion. It will also look at balancing social issues, environmental concerns, and socio-economic development opportunities, which includes aging in place, fiscal responsibility, and servicing/transportation issues.



2.3 Goals and Objectives

The R.M. of Whitehead commits to advancing the following Goals and Objectives. These goals and objectives are the foundation to the plan policies and implementation strategy.

GOAL 1: CREATE COMPLETE AND CONNECTED COMMUNITIES

- Direct development, as much as possible, to urban communities that can best service development with a full range of municipal services – water, wastewater and land drainage
- Create opportunities in each urban community to accommodate a broad spectrum of housing options with a focus on housing to support seniors, young people, and young families through policy, zoning, and incentives
- Identify and address quality of life amenities that are viewed as desirable to attract and maintain residents such as encouraging multi-use opportunities in existing amenities such as schools
- Advocate for, and support a full range of community and support services supplied by both the public and private sectors (i.e. daycare, recreation, and wellness amenities and long-term care facilities)
- Celebrate and enhance historic areas and assets on a community basis
- Ensure that urban communities offer a variety of parks, open space, and recreation areas

GOAL 2: SERVICE WHITEHEAD FOR THE FUTURE

- Direct development to existing, well-served areas to reduce the impact of future growth
- Provide and maintain a safe, modern and multi-modal system to move people and goods in and around Whitehead, emphasizing safe truck routes
- Encourage transportation options for all ages, abilities, and incomes
- Accommodate major transportation expansions, as well as water pipeline or treatment facility expansions within the policies of the Development Plan
- Improve fibre optic corridor capabilities, acknowledging that digital connection is as important as any physical connection



Source: David Matthews

GOAL 3: CREATE SOCIAL, ECONOMIC, AND ENVIRONMENTAL RESILIENCY

- Work with the regional Conservation Districts to support Integrated Watershed Management Plan objectives, taking into consideration those that live, work, and play along the watershed
- Ensure an adequate drinking water supply from water sources for the regional water system is available, and its long-term protection is considered
- Respect the unique environment and natural features of Whitehead through protection of designated natural areas and resources
- Acknowledge and plan for increased flooding and associated erosion
- Encourage community-based sustainability programs such as waste recycling.
- Identify tools and actions to mitigate climate change impact
- Properly allocate resources to efficiently maintain the current systems, and plan for future solid waste and wastewater management systems that protect public health, maintain the quality of our environment, and is economically sustainable

The Sustainability Lens

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

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



Source: David Matthews



3.0 PLANNING AREA

The Rural Municipality of Whitehead (henceforth called Whitehead or the Planning Authority) is located in the heart of southwestern Manitoba. It is approximately five kilometres west of Brandon, Manitoba and approximately 75 kilometres from both the U.S. and Saskatchewan border. Whitehead recently established a new ward system to better represent the population distribution between residential and rural residential. Six wards have now been consolidated into two (shown in Figure 1), with three council members for each new ward.

The Provincial Trunk Highway 1 and 1A, as well as the CP and CN railway lines that pass through Kemnay and Alexander, are major transportation networks in the Province. They have been and will continue to be driving factors for Whitehead.

Most of the land in the municipality is used for agricultural purposes, and consists primarily of cropland, with a lesser amount of pasture and hay land. One of the key geographic features of the area is the Assiniboine River, located along the northern fringe of the municipality with a number of creeks and streams draining into it. The Alexander Griswold Marsh, extending southwest from the town of Alexander, is another key environmental feature to the area.

3.1 Boundaries of the Planning Area

The Whitehead Planning Area [the Planning Area] includes all the lands between Townships 9 – 10, and Ranges 20 – 22 West Prime Meridian. There are two primary urban centres, Alexander and Kemnay, in addition to several smaller subdivisions.

3.2 Surrounding the Planning Area

Whitehead is located in Treaty 2 territory, adjacent to 7 rural municipalities and a First Nation reserve:

- R.M. of Cornwallis
- Municipality of Souris-Glenwood
- R.M. of Sifton
- Riverdale Municipality
- R.M. of Wallace-Woodsworth
- R.M. of Elton
- Municipality of Oakland-Wawanesa
- Sioux Valley Dakota Nation Reserve

The nearby City of Brandon (approximately 4km east of Whitehead) is also a large influencing factor for the development of the Planning Area due to employment opportunities and diverse amenities available.

There are three different watersheds within Whitehead's boundaries. The Little Souris River Subwatershed makes up most of the southern area, which is a part of the Central Assiniboine watershed. The northern portion of the municipality includes both the Arrow/Oak and Little Saskatchewan River watersheds.

The Assiniboine Hills Conservation District has created the Central Assiniboine and Lower Souris River IWMP through collaboration with Whitehead and other surrounding municipalities. It encompasses the area of land that contributes water to the Assiniboine River including tributaries such as the Souris River, Cypress River and Oak Creek. A number of recommendations for the Whitehead area in this plan factor into the subsequent Development Plan policies.

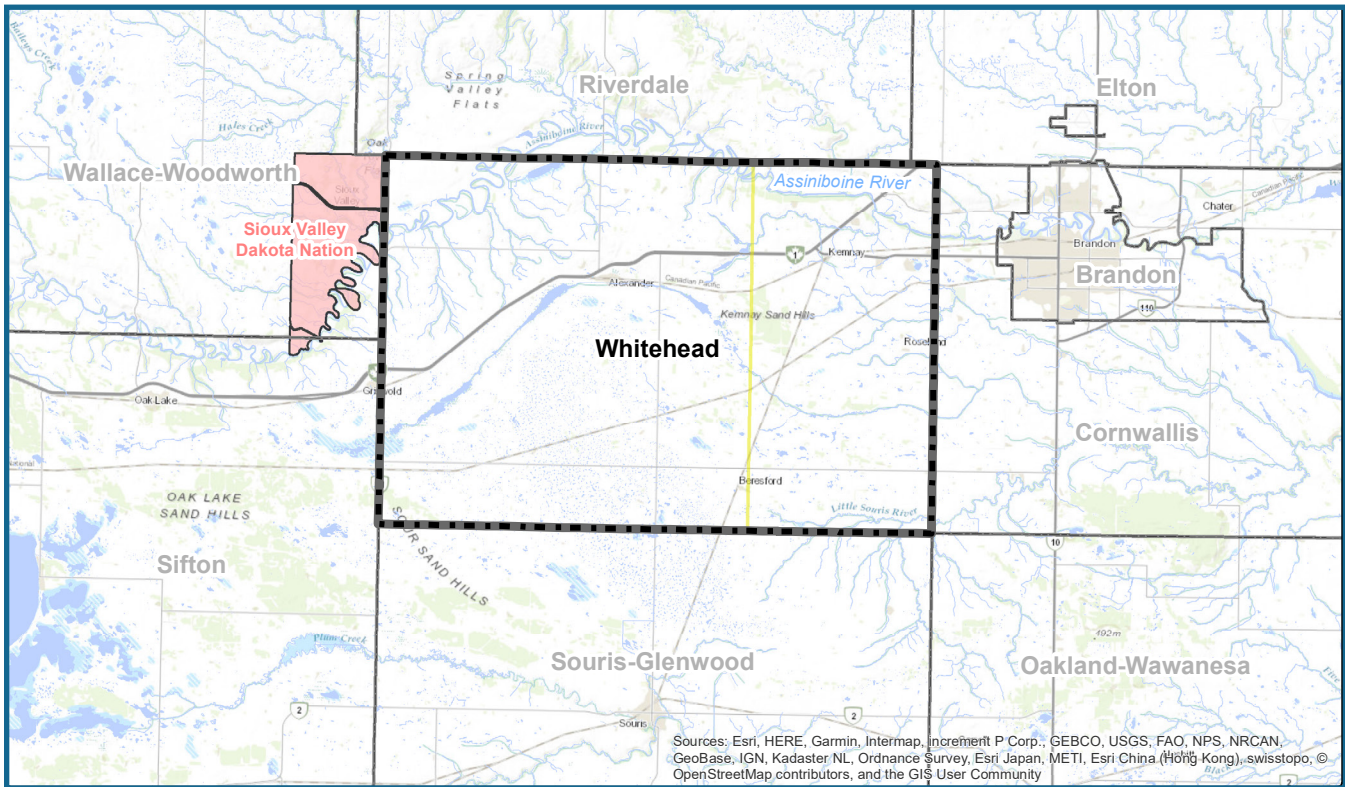


Figure 1: Planning Area Map

4.0 PLANNING POLICIES

4.1 Progressive Areas

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

Intent

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

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

Smaller boutique commercial development should be directed to existing urban areas that can be readily serviced with pedestrian and parking infrastructure. Commercial development requiring large plots of land are better suited along transportation corridors as logical extensions of existing land developments.

Objectives

The anticipated growth for Whitehead (refer to Section 6.2 for Growth Scenario details) is directed toward the intensification of existing urban centres to concentrate development around existing infrastructure, and to limit low density scattered development that may negatively impact agricultural lands and agricultural producers. Developers wanting to subdivide and develop land in these areas are able to do so without any amendments to this Plan, providing they meet the governing policies.



General Policies

- (a) Progressive Policy Areas are identified on Map 2 attached to this Development Plan.
- (b) The identification of Progressive Areas shall not compel the Planning Authority to grant rezonings, variances, and conditional uses to intensify current land-use rights; only to identify lands that may develop and intensify with additional developments beyond the existing land-use zoning.
- (c) Growth and development should occur in a planned and contiguous manner that emphasizes compact form and optimizing municipal public services.
- (d) Progressive Areas should provide for a variety of housing types, residential building forms densities and affordability levels to accommodate a range of income levels, the ability to age in place and align to diverse market demands.
- (e) Progressive Areas should allow for a mixture of land-uses and allow for an appropriate inventory of employment uses (commercial, retail, and industrial), amenities, community and cultural assets, transportation choices, and strong place identities to attract and maintain residents.
- (f) Intensification of, and reinvestment in, the existing built areas should be considered and encouraged before expanding into underdeveloped lands in the Transformative Areas.
- (g) Land designated 'Progressive Areas' may be subdivided into smaller parcels less than 80 acres.
- (h) New, additional, or expansion of Progressive Areas on the maps and figures shall require an amendment to the Development Plan.
- (i) High quality open spaces should be considered a priority when planning for development in Progressive Areas, guided by Section 5.2.5.

4.1.1 Urban Policy Areas

Urban Policy Areas are shown in Map 3, 4, and 5, specifically within the two primary urban centres: Alexander and Kemnay. It is important to note that each area is unique and should embrace a character that reflects the respective community. Strong urban centres are important to Manitoba's long-term prosperity, social and environmental well-being, and economic competitiveness. They provide employment opportunities, a diversity of housing types, and affordable recreation and social services in a universally accessible environment that facilitates aging in place.

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

Intent

Progressive Areas are identified as the primary locations for accepting new developments associated with modest growth (*Growth Scenario 2*). Focusing growth and intensification towards existing urban centres will maximize the public investments already made in public services to accommodate future development. These physical locations have a framework of transportation connections and small lots that can accept an influx of new residents. Booming growth (*Growth Scenario 3*) should also be directed towards *Progressive Areas* and future lands that are contiguous to *Progressive Areas*, identified in *Transformative Areas* as the possible expansion locations.

Objectives


- To direct a large proportion of the projected growth in Scenario 2 and Scenario 3 towards the existing built areas of the Urban Policy Areas especially the main streets or existing and historical urban centres. This will help build complete communities, rather than simply supporting traditional rural communities.
- To ensure the development of non-resource-related uses (residential, commercial, and industrial) is efficient and orderly and occurs in the most strategic locations to maximize investments, without negatively impacting on resource-related uses (agricultural).
- To encourage compact and clustered settlement patterns and foster a culture of sustainable growth management and financial accountability and maximize investments in infrastructure.
- To promote healthy, vibrant, and well-balanced communities.





General Policies

- (a) Urban Policy Areas apply to current urban centres, including: Alexander, and Kemnay, identified on Maps 3, 4, and 5 attached to this Development Plan.
- (b) Urban Policy Areas shall not apply to rural residential areas.
- (c) Urban Policy Areas may also apply to a concentration of employment uses located along transportation (roads and rails).
- (d) Urban Policy Areas may have residential, commercial, employment (industrial) land-uses, and public services including recreational, cultural, and institutional uses such as educational and medical.
- (e) An adequate inventory of serviced lands, or lands easily serviced, shall be accounted for to accommodate the projected population growth for Whitehead.
- (f) The location and intensity of use shall be guided by the Planning Authority, Zoning By-law and/or Secondary Plans.
- (g) New residential developments should first be directed towards lands with piped wastewater and/or water services, should obtain access from the municipal road system or include an internal road system that connects to the municipal road system in the planning of the area.
- (h) The reuse of brownfield sites (abandoned, vacant, derelict or under-utilized commercial or industrial sites that may be contaminated) is encouraged in Urban Policy Areas, provided that potential contamination has been assessed and remediated as directed by *The Manitoba Contaminated Sites Remediation Act*.



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- (i) Urban Policy Areas are considered 'designated areas' for minimum separation distances for siting livestock operations.

Residential

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- (j) An adequate inventory of residential lands shall be accounted for to accommodate a range of dwelling types, forms, and ownership tenor ship to meet local needs and provide housing opportunities and personal services.
 - (k) Infill in areas designated Urban Policy Areas shall be encouraged before expanding or re-designating more lands for expanding Urban Policy Areas.
 - (l) New areas considered for designation as Urban Policy Areas shall be directed towards the following different locations:
 - a. Lands with existing municipal drinking water systems and/or waste water pipes;
 - b. Lands contiguous of existing Urban Policy Areas;
 - c. Lands in close proximity to well-serviced transportation infrastructure; or
 - d. Lands that can be serviced, in time, with an extension of existing municipal drinking water systems and/or waste water pipes in an environmentally sound, economically, and timely manner.
 - e. Lands not vulnerable to overland drainage problems or other environmental concerns.
 - (m) Provision should be made for a variety of housing types, including single-detached dwellings, duplexes, triplexes, fourplexes, and multi-family dwellings.
 - (n) Mobile homes (moveable dwellings) should be accommodated within Urban Policy Areas, subject to compliance with the standards set forth in the Zoning By-law, and the residential character of the property is maintained.
 - (o) Secondary Suites may be accommodated within the Urban Policy Areas, subject to compliance with the standards set forth in the Zoning By-law, provided they are compatible with the adjacent residential uses, and the residential character of the property is maintained.
 - (p) The local planning authority may cause to prepare and endorse development design guidelines for Urban Policy Areas that address building designs and site planning for different land-uses or different geographical areas.
 - (q) Regional-scale public service facilities attended by the public should be located and directed within designated Urban Policy Areas that are along the appropriately sized transportation corridor.
 - (r) Proposed residential uses of more than 3 units is considered 'significant development', and as such should require concept plans with high quality landscaping and aesthetically pleasing site design. Additionally, proponents should demonstrate that the site is not vulnerable to overland drainage problems or other environmental concerns, and can be serviced with municipal public services of drinking water and wastewater.
- 



Commercial

- (s) Urban Policy Areas should accommodate a range of commercial services to meet local needs and provide convenient local retail opportunities and personal services.
- (t) Large format commercial uses shall be directed to the appropriately zoned areas along transportation corridors, and use frontage roads connecting to existing internal road systems if adjacent to a Provincial Trunk Highway.
- (u) Proposed large format commercial/retail uses are considered 'significant developments', as such should require concept plans with high quality landscaping and aesthetically pleasing site design. Additionally, proponents should demonstrate that the site is not vulnerable to overland drainage problems or other environmental concerns, and can be serviced with municipal public services of drinking water and wastewater.
- (v) Large format commercial will be encouraged to co-locate with light/medium industrial (i.e. flex tech space, small scale manufacturing), institutional uses and in some cases residential uses.

Industrial

- (w) Urban Policy Areas should accommodate industrial sites of various lot sizes and districts to meet the needs of business and industry in urban centres.
- (x) Ensure industrial and commercial development has minimal impacts on incompatible land uses in the Zoning By-law.
- (y) Where possible, encourage the mixing of industrial uses that are compatible with commercial uses.
- (z) Small-scale industrial should be encouraged to locate in Urban Policy Areas with the municipal public services of drinking water systems and wastewater infrastructure. Additionally, proponents should demonstrate that the site is not vulnerable to overland drainage problems or other environmental concerns.



4.1.1.1 Main Streets

The R.M. of Whitehead has attracted a limited amount of commercial development due to the proximity to the City of Brandon, where residents are able to access most of their daily needs. However, the concept of urban 'Main Streets' should be promoted as Whitehead continues to grow, improving the quality of life and available amenities for residents. Using these streets as central nodes will help anchor the development of each urban centre and allow opportunity for new businesses to enter into the community.

Intent

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

Objectives

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



Policies

- (a) Main Streets of urban centres are identified on Map 4 attached to this Development Plan.
- (b) The boundaries of Main Streets shown on the maps and figures contained herein are intended to be approximate only and should be considered as such.
- (c) A new Main Street area may be designated by the Planning Authority in an existing Urban Policy Area location in accordance with the following:
 - a. The road is asphalt or concrete and is well-maintained;
 - b. Water and wastewater services are accessible; and
 - c. The area is able to accommodate a variety of land-uses (i.e. residential, retail/ commercial).
- (d) Public facilities, public offices, institutional facilities, and large scale indoor recreational facilities that serve the whole community should be located on Main Streets.
- (e) Promoting the rehabilitation and re-use of existing buildings on Main Streets and encouraging the multiple use of buildings and mixing different housing options with other compatible uses.
- (f) Commercial retail developments and personal services requiring smaller land sizes will be encouraged to locate along Main Streets.



- (g) Encourage Main Streets as social and cultural gathering areas. Amenities should include sidewalks, public art, public spaces (i.e. open air stages) benches, chairs and tables, or other community identity building features, to create unique destinations for both residents and visitors.
- (h) Encourage a horizontal mixing of uses along Main Streets including retail/commercial on the ground floor, and residential and office on upper floors.
- (i) Encourage mid-density (i.e. 2-4 stories) along Main Streets.

4.1.1.2 Natural Amenity Uses

Intent

The Alexander Griswold Marsh and Assiniboine River are excellent natural amenities that should be promoted as such. Residential development in proximity to these water bodies should be promoted as long as the protection of the environment is a primary consideration. Allowing citizens an opportunity to experience these areas through well maintained trail networks will improve quality of life for the community.

Objectives

- The R.M. of Whitehead will encourage, promote, and facilitate opportunities for environmentally responsible development around watershed areas.
- Collaborating within the Planning Area and with other levels of government, citizens, and stakeholders to bring about establishing a vision and goals for main watershed areas.



Policies

- (a) Natural Amenity Uses are designated by water bodies within or in close proximity to Progressive Policy Areas.
- (b) The underlying Policy Areas designations of Conservative or Progressive Policy Areas shall remain in force and effect, allowing intensifications as per each Policy Area until re-designated in Development Plan Amendments or revisions.
- (c) Municipal council shall collaborate with other levels of government and strategic partners to address water management and shoreland erosion concerns, and the commitments to a sustainable development strategy.
- (d) Development within Natural Amenity Uses areas shall ensure landscaping and trail networks (i.e. boardwalks) that emphasize the existing natural landscape.



Alexander-Griswold Marsh (Source: Google Earth)

4.1.2 Rural Residential Policy Areas

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


Intent

The intention is to allow for limited intensification of existing rural residential developments at locations where it currently exists within the Planning Area, and to provide housing choices in well planned areas as an alternative to living in urban centres. Preference is given to existing lands in the Planning Area that have access to piped municipal water services, access to existing roadways, and adequate drainage properties.

Objectives

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

Policies


- 
- (a) Rural Residential Policy Areas are identified on Maps 3, 4, and 5 attached to this Development Plan.
 - (b) Rural Residential Policy Areas are a concentration in a radius proximity of less than 0.8 km or 2,640 feet of three (3) or more non-farm, single family dwellings with lot sizes of 5 acres or less located outside an urban centre.
 - (c) Rural residential developments with single-family dwellings shall be directed towards areas designated as Rural Residential Policy Areas on maps attached to this Development Plan.
 - (d) Rural residential should be directed to areas where, due to a combination of a diversity of landscape features, the predominance of lower class land, a high degree of land fragmentation and the existence of a mixture of land uses, agriculture is not dominant; and away from prime agricultural land, viable lower class land and existing agricultural operations whenever possible.
 - (e) Infill in areas designated Rural Residential Policy Areas shall be encouraged before expanding or re-designating more lands for more rural residential development.
 - (f) New areas considered for designation as Rural Residential Policy Areas shall be directed towards the following different locations:
 - a. Lands with existing municipal drinking water systems and/or waste water pipes;
 - b. Lands contiguous of existing Rural Residential Policy Areas;
 - c. Lands in close proximity to well-serviced transportation infrastructure;



- d. Lands that can be serviced, in time, with an extension of existing municipal drinking water systems and/or waste water pipes in an environmentally sound, economically, and timely manner; and
 - e. Lands not vulnerable to overland drainage problems or other environmental concerns.
- (g) It is the responsibility of the proponent to demonstrate that the development of land in Rural Residential is suited for the purpose for which the development is intended. The following criteria should be used in evaluating the suitability of specific sites for new Rural Residential Policy Areas, and intensification of existing lands within Rural Residential Policy Area that will yield three (3) or more lots:
- a. Geo-technical or geophysical suitability of the site for development;
 - b. Intensity and/or density of the use;
 - c. Impact on the natural environment;
 - d. Impact on agricultural operations;
 - e. Provisions of open spaces or natural areas;
 - f. Conservation of natural environment;
 - g. Provision and capacity of essential infrastructure relating to wastewater, potable water supply, drainage, access and supporting utilities;
 - h. Cost of municipal public services;
 - i. Transportation impacts;
 - j. Provision of pathways and trails as part of the local and regional active transportation network;
 - k. Presence of archaeological and/or historical sites;
 - l. Market demand needs;
 - m. Concept Plan;
 - n. Phasing; and
 - o. Compatibility with adjacent land-uses.
- (h) The local planning authority may require the preparation and submission of development designs for new rural residential areas as part of any new development that address building designs and site planning.
- (i) Rural residential development shall provide a parcel size larger than found in urban areas that will preserve the rural character while accommodating on-site wastewater management system according to appropriate provincial regulations.
- (j) Rural residential building locations on the large lots should be considered under the Zoning By-law for allowing the further subdivision of the lands to ensure densification and the economic viability of municipal public services such as piped wastewater and/or piped water.





- (k) Where on-site servicing is proposed, engineering studies may be required to determine the suitability of systems on a particular site and take into consideration existing soil conditions, drainage and the effect on any adjacent water bodies or natural areas.
 - (l) All residential developments shall have or make suitable arrangements for an adequate water supply and wastewater disposal.
 - (m) Rural residential development shall protect natural features such as creeks, tributaries, riparian areas, and retain existing tree cover wherever possible.
 - (n) Rural residential development shall provide adequate surface drainage.
- 
- (o) The Planning Authority may require the preparation and submission of designs for the development of park and open space areas as part of a land dedication for any new development, as set out in Section 5.2.5 of this Development Plan.
 - (p) Home occupations may be accommodated within the Rural Residential Policy Areas, subject to compliance with the standards set forth in the Zoning By-law, provided they are compatible with the adjacent rural residential uses, and the residential character of the property is maintained.
 - (q) Mobile homes (moveable dwellings) may be accommodated within Rural Residential Policy Areas, subject to compliance with the standards set forth in the Zoning By-law, and the residential character of the property is maintained.
 - (r) Secondary Suites may be accommodated within the Rural Residential Policy Areas, subject to compliance with the standards set forth in the Zoning By-law, provided they are compatible with the adjacent rural residential uses, and the residential character of the property is maintained.
 - (s) Rural Residential are considered 'designated areas' for minimum separation distances for siting livestock operations.

4.2 Transformative Areas

There is an opportunity to capture the potential influx of families to the existing communities within the Planning Area, based on potential booming growth scenarios. Transformative Areas accommodate any future changes. For Whitehead, these changes are set to occur around Alexander and Kemnay as to grow the existing urban centres. The future PTH 110 extension will also shape the transformative growth, helping reroute truck traffic and providing a safer pedestrian environment.

As new residential and infrastructure development occurs, Whitehead must have areas designated to meet this growth. By identifying these future growth areas in advance, Whitehead will be prepared to accommodate these opportunities while remaining aware of the greater picture for the municipality. Major employment uses (commercial and industrial) are also suitable for these areas, as long as they access a primary transportation network and don't conflict with surrounding land-uses.

Intent

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

Future growth policies help guide development of commercial, residential and industrial uses that will capture the influx of residential development, given water and wastewater servicing improvements to meet this demand.

Objectives

- Indicating where major growth is best suited to occur, setting the framework for the protection of these lands from conflicting land uses with the intensification of non-compatible uses.
- Serving as the residential, employment, and commercial land supplies associated with booming growth (*Growth Scenario 3*); the long-range land supplies needed under modest growth (*Growth Scenario 2*); and the areas where Progressive Areas will 'grow' when needed and when servicing capacity allows for bringing these lands on-line. These areas will remain relatively 'as is' until this growth demands otherwise.



General Policies

- (a) Transformative Areas are identified on Map 2 attached to this Development Plan.
- (b) The Planning Authority shall only allow the re-designation of some or all of the lands in a Transformative Area to Progressive Area when there is a demonstrated need for additional lands to satisfy an immediate demand, and where any associated needs for municipal public services can be provided in an environmentally-sound, economically, and timely manner.



- (c) The timing of when these lands will be re-designated in the Development Plan to allow new developments shall be dependent on the economic conditions within both Whitehead and Manitoba, and market conditions with regards to the supply of, and demand for, the land-uses; as well as the **completion of infrastructure improvements** to support and enable specific land-use developments.
- (d) Transformative Areas underlying Development Plan policy areas as 'Conservative' shall remain in effect until re-designation to new Progressive Policy Area.
- (e) Any underlying Progressive Policy Areas shall remain in force and effect, and are exempt from the policies of Transformative Areas, thus allowing intensifications as per the policies of the Progressive Policy Area.
- (f) Current land-uses shall continue as they may exist today, and for as long as the land owner wishes, until such time as the Zoning By-law regulations are changed to affect the land-use rights.
- (g) The boundaries of Transformative Areas shown on the maps and figures contained herein are intended to be approximate only and should be considered as such.
- (h) Major infrastructure improvements located near the boundaries of existing Transformative Areas should inform new boundary edges. New, additional or expansion of Transformative Areas on the maps and figures shall not require an amendment to the Development Plan.

Future Growth Policies

- (i) The identification of future growth areas with identified land-uses shall not compel the Planning Authority to: re-designate the lands to allow only that identified land-use to develop; or re-designate all the lands identified within the Transformative Area.
- (j) Transformative Areas should be protected from conflicting land uses other than residential, employment, and commercial, and should not allow the intensification of non-compatible land-uses such as Hazardous Uses and Livestock Operations that could interfere with the possible future development of the lands as residential, employment, and commercial.
- (k) Transformative Areas shall be located adjacent to compatible and existing developments with the proposed new growth areas being contiguous to existing urban areas and development abutting transportation corridors.
- (l) The location and siting of future development when located abutting a provincial highway should be restricted to the same side of a provincial highway facility where existing development has already occurred.
- (m) The location and intensity of land uses will be guided by the Planning Authority, Zoning By-law and/or Secondary Plans.
- (n) Current land-uses shall continue as they may exist today, and for as long as the land owner wishes, until such time as the Zoning By-law regulations are changed to affect the land-use rights.



- (o) The issuance of a building or development permit for permitted land-uses on right-fully zoned lands that existed prior to the adoption of this Plan shall be allowed, until such time as the Zoning By-law regulations are changed to affect the land-use rights.
- (p) Intensification of lands designated 'Transformative Areas > Future Growth Area' shall only be to facilitate subdivisions that reduces the number of land titles [consolidation] but may still yield a parcel smaller than 80 acres.
- (q) Future growth areas must be planned for, including provision of all technical studies deemed appropriate by the Planning Authority and Concept Plans.
- (r) Future growth areas shall use an internal road system connecting to a nearby existing road system for access and to minimize new road construction, and should be located with existing underground piped services for water to optimize public investments in infrastructure.



Source: David Matthews

4.3 Conservative Areas

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

Intent

Conservative Areas are associated with 'rural' parts of the Planning Area. While there may be opportunity for growth or small single lot subdivisions in these designated areas, significant residential development is not recommended. Significant growth should be restricted to land uses such as the livestock operations and the agri-commercial/agri-business sectors of the economy.

Objectives

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



General Policies

- (a) Conservative Areas are identified on Map 2 attached to this Development Plan.
- (b) The Planning Authority shall only allow the redesignation of Conservative Areas to Progressive Areas when there is a demonstrated need for additional lands to satisfy an immediate demand, and where any associated needs for municipal infrastructure can be provided in an environmentally-sound, economically, and timely manner. Transformative Areas shall be considered a higher priority for redesignation ahead of Conservative Areas.
- (c) The timing of when these lands will be redesignated in the Development Plan to allow new developments shall be dependent on the economic conditions within the Whitehead and Manitoba, and market conditions with regards to the supply of, and demand for, accommodating growing land-uses; as well as the completion of infrastructure improvements to support and enable specific land-use developments.
- (d) Current land-uses shall continue as they may exist today, and for as long as the land owner wishes, until such time as the Zoning By-law regulations are changed to affect the land-use rights.
- (e) The issuance of a building or development permit for permitted land-uses on rightfully zoned lands that existed prior to the adoption of this Plan shall be allowed, until such time as the Zoning By-law regulations are changed to affect the land-use rights.
- (f) Development may be prohibited in areas that have received designation or protection under the *Manitoba Endangered Species and Ecosystem Protection Act* (2015); or the *Species at Risk Act* (2002). If development is permitted it shall be in accordance with the terms and conditions established by the applicable provincial authority.
- (g) The removal of topsoil, or other organic surface material on lands designated for agricultural use shall not be permitted unless approval has been granted by the Planning Authority. This is not intended to restrict excavation for the purposes of drainage ditches, dykes, road construction, building sites or similar work, or gaining access to aggregate.



- (h) Local planning authorities shall support the protection of soil from wind and water erosion by encouraging the retention of existing woodlots and shelter belts, and the development of new shelter-belts and other conservation measures.
- (i) Transformative Areas have underlying 'Conservative Area' designations until re-designated in Development Plan Amendments or revisions to facilitate and accommodate new growth.



Source: David Matthews

4.3.1 Agricultural Policy Areas

The agricultural industry is a key driver of productivity and prosperity in Whitehead and Manitoba. The diversity of agriculture in the province plays an important role in maintaining economic strength and generating socio-economic stability. While the number of farms has experienced a continuous decline in the last decade, there are opportunities to these shifts in agriculture and livestock production.

Intent

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


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

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

Objectives

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

Policies

- 
- (a) Agricultural Policy Areas are identified on Map 3 attached to this Development Plan.
 - (b) All lands designated with the Agricultural Policy Area shall be preserved or utilized for agricultural operations, which means an agricultural, horticultural or silvicultural operation that is conducted in order to produce agricultural products on a commercial basis.
 - (c) Non-resource-related uses should be discouraged on lands designated for agricultural operations.
 - (d) To minimize fragmentation or further fragmentation of lands designated for agricultural operations, specifically prime agricultural lands and viable lower class lands, such land shall be maintained in a minimum parcel size of at least 80 acres (32 hectares).
 - (e) The clearing of land on steep slopes which are erosion prone, such as along the Assiniboine Valley, shall be discouraged.
 - (f) The consolidation of agricultural lands that effectively reduces the number of land titles, shall be encouraged even when the yield is a new parcel size smaller than 80 acres.
 - (g) Home Occupations may be accommodated within the Agricultural Policy Areas, subject to compliance with the standards set forth in the Zoning By-law, provided they are modest in scale, compatible with the adjacent rural residential uses, and the residential character of the property is maintained.
 - (h) Secondary Suites may be accommodated within the Agricultural Policy Areas, subject to compliance with the standards set forth in the Zoning By-law, provided they are compatible with the adjacent agricultural uses, and the residential character of the property is maintained.



- (i) Land designated 'Conservative Area > Agricultural Policy Area' may be subdivided into smaller parcels less than 80 acres but only one subdivision per 80 acre title shall be permitted in circumstances set out in the Zoning By-law.

Single Lot Subdivision

- (j) Single lot subdivisions shall be permitted in Agricultural Policy Areas for a commercial or industrial use that is intended to:
 - a. provide services, machinery, equipment, products or goods specifically required by agricultural operations;
 - b. store or process products grown or raised by an agricultural operation, but only if it is demonstrated that due to the nature or activity of the use it is essential that it be located in an agricultural area;
 - c. store or processes products for animal feeds from raw agricultural products;
 - d. store or processes products for seed planting used by agricultural operations; or
 - e. agro-commercial, agro-industrial, agriculture support industry.
- (k) Single lot subdivisions shall be permitted in Agricultural Policy Areas in respect of an existing farmstead site if:
 - a. the site is no longer required as part of an agricultural operation because the associated farmland has been acquired by another agricultural operation; or
 - b. the subdivision of the farmstead site is necessary to allow the agricultural producer to continue to reside in the existing farm residence upon retirement.
- (l) An existing farmstead site may be subdivided to create a non-farm dwelling site, provided that any farm dwelling on the property has been in existence for a period of at least 5 years. Council may waive the 5 year period where it can be demonstrated to the satisfaction of Council that due to exceptional circumstances, such as poor health, that the owner is unable to properly maintain a larger parcel.
- (m) A single lot subdivision for residential purposes shall be permitted for an individual who significantly participates in the agricultural operation on an ongoing basis and derives an income from it.
- (n) A single lot subdivision shall be permitted for a parcel of land that has been physically isolated by such things as a transportation route, utility corridor, rail line, or a water course, but only if the parcel is of a size, shape or nature that makes agricultural operations physically impractical.

Non-Resource Related Uses

- (o) Non-resource related uses on parcels of less than 80 acres should meet the following criteria:
 - a. should not be wasteful of agricultural land;
 - b. should, if possible, be directed away from prime agricultural land and existing livestock operations;
 - c. if applicable, should be confined to the existing shelterbelt that forms part of a farmstead site or former farmstead site; or directed to mature tree areas;



- d. the proposed subdivision shall have legal access to a public road. Direct access to a provincial highway is discouraged;
- e. access should be via an all-weather municipal road where service improvements and/or extensions and/or new rail crossings are minimized;
- f. the location and siting of the proposed development associated with a subdivision when located abutting a provincial highway, shall be restricted to the same side of a provincial highway facility where existing development has already occurred. Wherever possible, frontage roads (or access roads) and internal road systems will be utilized to limit direct access to the provincial highway system.
- g. the proposed subdivision should be capable of accommodating an on-site wastewater management system and have an adequate supply of potable water;
- h. municipal services such as drainage, school busing, fire protection shall be available to the subdivision site or can be provided without undue cost to the municipality; and
- i. the proposed subdivision location should comply with the mutual separation distances between livestock operations and dwellings.

4.3.1.1 Livestock Operation Uses

Intent

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

Objectives

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



Policies

- (a) As defined in *The Planning Act* and for the purposes of this Development Plan By-law, a livestock operation means a permanent or semi-permanent facility or non-grazing area of at least 80 acres where at least ten (10) animal units of livestock are kept or raised either indoors or outdoors, and includes all associated manure collection facilities.
- (b) New or expanding livestock operations shall be allowed only within the Agricultural Policy Area, but should not be permitted within Transformative Area boundaries and should conform to Aggregate Resource Policy Areas (Section 4.3.5).
- (c) New or expanding livestock operations shall be sited so as to minimize conflict with existing or planned urban developments. All proposed new or expanding livestock operations involving 300 or more animal units must be processed as a conditional use and must be reviewed by the applicable provincial authority, or Technical Review Committee.



Separation and Setbacks – Siting and Expansion

- (d) The mutual separation distances shall be established in the Zoning By-law between livestock operations and a residence, and designated areas; and shall be the same as the minimum separation distances provided for siting livestock in Part 5 of the Provincial Planning Regulation. The Planning Authority, may, pursuant to subsection 169 (4) of *The Planning Act*, vary the separation distance provided in the Zoning By-law.
- (e) In the Zoning By-law, the minimum standards respecting setbacks for a new or expanded livestock operation shall not be inconsistent with the minimum setback requirements from property lines and water features prescribed in the *Livestock Manure and Mortalities Management Regulation, Manitoba Regulation 42/98*.
- (f) New or expanding livestock operations shall not be allowed on soils determined by detailed soil survey, in consultation with the Province, to be Agricultural Capability Class 6, 7, or unimproved organic soils as defined under the *Canada Land Inventory*.
- (g) No person shall develop or expand a livestock operation unless the Planning Authority or the designated employee or officer has approved the establishment or expansion.

New and Expanding Livestock Operations – Application

- (h) An application for approval of the establishment or expansion of a livestock operation shall be made to the Planning Authority, by the owner of the operation or by a person authorized by the owner, in a form and accompanied by any material and any fee established by the Planning Authority.
- (i) An existing farm building that conforms to the applicable zoning by-law can be replaced, altered, or expanded without the need for renewed approval, unless the change results in an increase in the original number of animal units by more than 15%.
- (j) Applications for new or expanding livestock operations of **less than 300 animal units** shall be processed in accordance with the following:
 - a. An application for the establishment or expansion of a livestock operation of less than 300 animal units shall be made to the Planning Authority or the designated employee or officer;
 - b. The Planning Authority shall not require a public hearing respecting an application proposing the establishment or expansion of a livestock operation of less than 300 animal units;
 - c. An application will be approved if the proposed livestock operation:
 - i. will be compatible with the general nature of the surrounding area;
 - ii. will not be detrimental to the general health and welfare of the people living and working in the area or negatively affect other property or potential development in the area;
 - iii. generally conforms to the applicable provisions of the Development Plan and the Zoning By-law;



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



- d. Local planning authority may impose the following conditions on an application:
 - i. measures to ensure conformity to the applicable provisions of this Development Plan and the Zoning By-law;
 - ii. measures to implement recommendations made by the Technical Review Committee; if a technical review is requested;
 - iii. one or both of the following measures intended to reduce odours from the livestock operation:
 - 1. requiring cover on manure storage facilities; and/or
 - 2. requiring shelter belts to be established.
 - e. Require the applicant to enter into a development agreement regarding one or more of matters:
 - i. the timing of construction;
 - ii. the control of traffic;
 - iii. the construction and maintenance of roads, fencing, landscaping, shelter belts or drainage works; and/or
 - iv. the payment of a sum of money to the municipality to be used to construct any of the items mentioned in clause iii above.
- (l) Grand Valley Provincial Park is considered 'designated areas' for minimum separation distances for siting livestock operations.



Source: David Matthews

4.3.1.2 Hazardous Uses

Intent

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

Objectives

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



Policies

- (a) New or expanding hazardous uses will not be allowed within Rural Residential Policy Areas, Green and Open Spaces, Natural Lands Policy Area, Water Body Policy Areas, and Municipal Public Services.
- (b) Hazardous uses refer to facilities or developments, exclusive of railways and highways, which manufacture, handle, store, or distribute dangerous goods.
- (c) Dangerous goods means a product, substance or organism that is:
 - a. prescribed, designated or classified as a dangerous good or hazardous waste in Provincial regulations;
 - b. by its nature conforms to the classification criteria for one or more classes of dangerous goods or hazardous wastes set out in Provincial regulations; or
 - c. a High Hazard, Group F, Division 1 (F1) Industrial occupancy containing sufficient quantities of highly combustible and flammable or explosive materials to constitute a special fire hazard because of their inherent characteristics as per the *Manitoba Building Code*.
- (d) The separation distances to be established in the Zoning By-law between hazardous uses and designated areas will be the same as the minimum separation distances set out in Provincial regulations specifically for hazardous uses.
- (e) Hazardous uses should be separated from incompatible uses such as lands or buildings used primarily for human occupation; municipal public services for drinking water systems; away from lands prone to flooding, and directed to appropriately designated area.
- (f) The proposed expansion of an existing facility shall require Planning Authority approval, as provided in the applicable Zoning By-law.
- (g) A site-specific groundwater pollution hazard appraisal may be required prior to the approval of a proposed new development or expanded facility for a hazardous use.
- (h) Where development of a potentially hazardous use is proposed, further analysis may be required relating to the adverse impacts of the use such as the nature of any potential discharges, the nature of outside storage, the compatibility of surrounding land uses, and plans for buffering such activities from adjacent uses and human activities. Any required environmental or engineering studies may be the responsibility of the applicant.



- (i) Development or activities that could cause pollution under normal operating conditions may not be permitted in an identified groundwater pollution sensitivity area unless:
 - a. It can be proven by adequate engineering or hydro-geological investigation that the proposed activity will not cause pollution of the groundwater supply; or
 - b. Appropriate remedial measures have been or will be taken to sufficiently mitigate the risk of endangering the potability of the groundwater supply.
- (j) Anhydrous ammonia facilities are hazardous uses and shall not locate:
 - a. In close proximity to habitable structures than is permitted or recommended by Provincial regulations and guidelines;
 - b. In close proximity to Provincial Highways than is permitted or recommended by Provincial regulations and guidelines; and
 - c. In close proximity to the risk of endangering the potability of the groundwater supply.

4.3.2 Natural Lands Policy Areas

Natural Lands should be identified and protected to optimize ecological, heritage, cultural, health, and economic benefits to the communities. The Planning Authority may also designate some areas within the Planning Area for retention as passive publicly owned public spaces to retain existing features and topography valued by the local community.

Intent

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

Objectives

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



Policies

- (a) Natural Lands Policy Areas are identified on Map 3 attached to this Development Plan.
- (b) Natural Lands shall be protected from incompatible or potentially conflicting land use developments where:
 - a. Lands that have received provincial designation and protection under the *Wildlife Act*; *Manitoba Endangered Species and Ecosystem Protection Act* (2015); or the *Species at Risk Act* (2002);



- b. Lands have been designated as 'Permanent Protected' under the Province of Manitoba's *Protected Areas Initiative*;
 - c. Lands have been identified as provincial park;
 - d. Sensitive wildlife or aquatic habitat has been identified by a senior level of government;
 - e. Municipally owned lands identified by local planning authorities for preserving existing features and topography; and
 - f. Private lands that have been voluntarily protected by landowners under *The Conservation Agreements Act*.
- (c) Proposed developments located near water bodies that have the potential to alter, disrupt or destroy aquatic habitat, including the riparian area, will be referred to the Province of Manitoba for review.
 - (d) Remaining wooded lands may be developed in a manner consistent with their wildlife potential, particularly in the areas adjacent to wildlife management areas, provincial parks, ecological reserves or any other sensitive /important ecological areas.
 - (e) Buffer Areas, approximately 2.4 km (1.5 miles) or approximately a section and half, should be established around designated provincial parks and protected areas, and developments and the use of land within the designated buffer areas should be referred to the Province of Manitoba for review/comment to ensure that future development or changes in land use will not adversely affect the sustainability of the Natural Lands.
 - (f) The Planning Authority may designate municipally owned lands as 'Natural Lands' in order to maintain the passive character of these lands and retain these publicly owned lands in their current state.
 - (g) Natural Lands are considered 'designated areas' for minimum separation distances for siting livestock operations.



Source: David Matthews

4.3.3 Water Body Policy Areas

Intent

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

Objectives

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



Policies

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

- (a) Water Body Policy Areas may apply to **as much as** 1.6 km (1.0 mile or one section), extending away from a body of flowing or standing water, whether naturally or artificially created and whether the flow or presence of water is continuous, intermittent or occurs only during a flood, and includes lakes, rivers, creeks, streams, sloughs, marshes, swamps and wetlands and the frozen surface of any of them. Special considerations may be made for flood prone lands. Distance is to be measured from the high water mark of the surface water or surface watercourse.
- (b) Water bodies in close proximity to urban centres shall also be considered a Natural Amenity Use (see Section 4.1.1.2).
- (c) Development should adhere to the regulations under *The Water Protection Act* and will be encouraged to develop in a manner that ensures that water bodies and the limited groundwater resources are sustained.
- (d) Land subject to flooding, erosion, or bank instability should be left in its natural state or only developed for low intensity uses such as open space recreation, grazing, cropping, forestry and wildlife habitat.
- (e) Lands subject to flooding means land that:
 - a. is inundated by floods up to and including a 200 year flood, or the flood of record, whichever is greater”;
 - b. has a known history of flooding; or
 - c. experiences flooding during a flood event of a magnitude specified by the Province in areas protected by flood control works.
- (f) Lands subject to erosion refers to all lands which would, within a 50 year period, be eroded or become unstable due to the action of water contained in an adjacent water body.
- (g) Lands subject to bank instability refer to those lands where actual effects of such hazards have occurred, are occurring, or have been predicted by engineers to occur.
- (h) Any new land improvements that involve the alteration of a water body require approval from the Province and will be subject to periodic inspections for continued compliance.



- (i) In areas where the specific flood, erosion and bank instability hazards have not been determined, new buildings shall be set back from all water bodies at a distance an engineering investigation shows that these limits should be established, and at the discretion of the Planning Authority, and/or the applicable provincial authority.
- (j) The setbacks limiting development adjacent to water bodies established in a Zoning By-law or Secondary Plan may be reduced subject to geotechnical, engineering or environmental assessment by a professional engineer licensed to practice in Manitoba, and at the discretion of the Planning Authority and/or the applicable provincial authority.
- (k) Where possible, and at the discretion of the Planning Authority, an area adjacent to a water body may be registered as a public reserve on title for public purposes as part of a subdivision process.
- (l) To ensure the protection, retention and, where required, rehabilitation of riparian areas around the Assiniboine River, building setbacks should be established through a proper geotechnical, engineering or environmental assessment by a professional engineer licensed to practice in Manitoba, and at the discretion of the Planning Authority and/or the applicable provincial authority:
 - a. The natural vegetative cover must be retained or rehabilitated within the setbacks to water bodies; and
 - b. Developments that create minor disturbances to the natural vegetative cover in riparian areas, such as docks, pathways and boathouses, may be permitted in those areas, provided that not more than 25% of the length of the lot's shoreline is affected.
- (m) New or expanding livestock operations within Water Body Policy Areas shall adhere to minimum setback requirements under the *Livestock Manure and Mortalities Management Regulation*.
- (n) Where lands containing shoreland are to be subdivided, the following may be required:
 - a. Public shoreland reserve suitable to accommodate erosion hazards or to include the provision of acceptable shoreline protection as determined through an appropriate and professional geotechnical and/or environmental assessment.
 - b. Provision for access to the shoreline at suitable locations in the proposed development.
 - c. The establishment and maintenance of a public reserve with undisturbed native vegetation adjacent to water bodies. A purpose of the public reserve is to establish a functioning riparian area of undisturbed native vegetation which:
 - i. Helps stabilize the banks;
 - ii. Provides aquatic and wildlife habitat; and
 - iii. Protects water quality.
 - d. In areas where the specific flood, erosion and bank instability hazards have not been determined, buildings shall be set back from all water bodies at a distance an engineering investigation shows that these limits should be established, and at the discretion of the local planning authority and/or the applicable provincial authority.



4.3.4 Heritage Resource Uses

Intent

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

Objectives

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



Policies

- (a) The Planning Authority shall encourage and facilitate the identification of heritage resources in the Planning Area; and sites with heritage potential shall be considered for designation as a municipal heritage site under Part 3 of *The Heritage Resources Act*.
- (b) Heritage resources that have been degraded or damaged should also be identified and prioritized for rehabilitation, if rehabilitation is practicable.
- (c) The Planning Authority shall encourage the preservation of heritage resources and significant structures that are in the urban centres of each community.
- (d) No development shall be permitted that will endanger heritage resources with historic, architectural, or archaeological significance as designated by applicable municipal or provincial authority.



- (e) Opportunities for the compatible, environmentally sound, sustainable development of heritage resources and lands and habitat identified should be facilitated, including using
 - a. historic structures and sites for residential and commercial uses, if appropriate;
 - b. heritage resources for appropriate education and tourism opportunities; and
 - c. lands and habitat to support eco-tourism, such as wildlife viewing and wilderness canoeing.
- (f) The Planning Authority shall endeavour to preserve and protect municipal heritage resources through tools such as the zoning by-laws, subdivision procedures, development permits, design by-laws and demolition by-laws.

4.3.5 Aggregate Resource Policy Areas

Intent

Aggregate resource deposits in the Planning Area and the extraction of the minerals provide minimal opportunity for investment. However, future aggregate extraction may be available in areas located in this Development Plan. These areas should be protected for that purpose.

Objectives

- The R.M. of Whitehead will facilitate the exploration and extraction of aggregate consistent with the principles of sustainable development within the Planning Area; and will endeavor to identify and protect from conflicting surface land uses that could interfere with access to the below surface resources.



Policies

- (a) Aggregate Resource Policy Areas, which have been identified on Map 3 as having significant potential for future aggregate (gravel) extraction, should be protected for that purpose unless a favourable recommendation is received from the provincial mining authority.
- (b) Existing surface land uses may continue when not interfering with exploration and extraction but shall not be intensified any further.
- (c) Only resource related land uses, excluding livestock operations, that are compatible with exploration, extraction and development of the mineral resources should be accommodated on lands identified for Mineral Resources.

5.0 PLANNING INFRASTRUCTURE

5.1 Transportation Policies

5.1.1 Roads

Intent

The R.M. of Whitehead has several key transportation networks for road and rail. The current road system is meeting the demands of the area, however, there is an on-going need to address the quality of municipal roads and the increase in traffic on the Provincial Trunk Highways. Furthermore, there is a limited amount of dedicated infrastructure for cyclists and pedestrians at this time. No trail systems exist, though there could be opportunities for development in the future.

The essential elements of this transportation system are maintained and implemented by interests outside of Whitehead, thus improvements and changes will be dependent on external parties. However, direction by local decision makers on land-use developments can influence and impact this transportation network. The following is a summary of the existing transportation linkages that are considered in the Development Plan.

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

Objectives

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



General Policies

- (a) The Transportation system is identified on Map 2 attached to this Development Plan.
- (b) Consideration should be given to the establishment of guidelines for the placement of hazardous goods facilities.
- (c) Consideration should be given to the preparation of overall concept plans, or secondary plans if more appropriate, for areas where 'significant development' is proposed.
- (d) Preference will be given to internal road systems (as opposed to frontage roads) in the preparation of overall plans. All new frontage roads (not along highways) serving developments will require a permit from Manitoba Infrastructure (or the Highway Traffic Board) and will be the responsibility of the municipality.

5.1.2 Road Hierarchy

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

PTH 1 – Expressway

PTH 1A, PR 250 – Secondary Arterial

PR 349, PR 455, PR 459 – Collectors 'A'

Rural Expressway: Expressways are multi-lane divided highways that carry a high volume of free flow traffic at high speeds. They connect or bypass cities to serve interprovincial and international traffic as well as major trucking routes. Direct property access is normally eliminated to maintain flow and safety conditions.

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

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

Secondary Arterials connect other population centres.

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

Local Roads: Local roads are designed for low traffic volumes and speed limits. These are generally two-lanes. They connect private properties with collector roads. Most roads within settlement areas are local roads. Connections between new local roads and arterial roads (PTH 1/1A) should be avoided. Local roads are maintained by local municipalities.

Policies and Statutory Controls

This section contains recommendations from Manitoba Infrastructure and should be viewed as supplementary information to the policies in Section 4 and subsequent sections.

Permits are required from the appropriate provincial authority for structures/development proposed within the control areas adjacent to the provincial highway system and for any access proposed to a provincial highway. This includes new, modified or relocated access to Limited Access Highways (PTH 1 and 1A), as well as changes to the use of land or buildings and for any construction/structure above, below or at ground level proposed within 76.2 m (250 ft.) from the edge of the rights-of-way of these highways. All provincial roads also require permits for any new, modified or relocated access to and any structure/construction above, below or at ground level within 38.1 m (125 ft.) from the edge of their right-of-way. Permits are also required to plant or place any tree, shrub, or hedge within 15.2 m (50 ft.) of all highways (declared provincial trunk highway and provincial roads).

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

457.2 m (1500 ft.)

- PTH 1/PTH 1A intersection

304.8 m (1000 ft.) control circle

- PTH 1/PR 250 intersections (both junction points)

Provincial Highway System

In order to preserve the integrity of the provincial highway system:

- (a) Areas of potential or future highway upgrading/widening, system enhancement and intersection improvements should be kept free of development;
- (b) Expansion of existing areas of development should generally be kept to one side of the highway or rail lines to reduce safety hazards as a result of cross traffic and increased turning movements on and off the highway;
- (c) All future development including the development of row of lots (strip development) should be planned in such a way that development uses internal road systems and does not directly access provincial highways; and
- (d) Development that would have a detrimental impact to the function of the highway or where the highway (or any future system expansion) may have a detrimental impact on the development and cannot be suitably mitigated, should not be allowed to locate near a provincial highway. This includes the following impacts associated with transportation facilities:
 - a. noise,
 - b. dust, or
 - c. hazardous goods.

Highway Commercial Developments

- (a) Commercial development along highways may be permitted adjacent to a provincial highway under certain circumstances. Highway commercial uses include service stations, roadside restaurants and cafes, motels and hotels and uses of like character that provide essential services to the highway user.
- (b) Areas proposed to be designated for commercial along highways should be areas that will ensure that the efficiency and safety of the adjoining highway are not jeopardized and the area is designed to minimize direct access to the highway system.
- (c) In the selection of the designated locations, Manitoba Infrastructure recommends these areas be in the immediate vicinity of an existing development. Expansion of existing development bordered on one side by a provincial highway should be kept to the developed side of the corridor.

Road Drainage

- (a) Permission is required from Manitoba Infrastructure to drain any water into the highway drainage system. The Department prefers to see no increase in storm flows in the highway ditch system. However, if this is unavoidable, the cost of any revisions required to the existing highway drainage system, which are directly associated with the development, will be the responsibility of the developer.

Frontage Roads

- (a) Frontage roads are at times essential in the elimination of direct connections onto a highway. However, they should be discouraged when planning the overall development of an area.
- (b) Frontage roads constructed adjacent to the right-of-way of another road are uneconomical both in terms of initial capital investment and annual maintenance costs. Greater benefits could be derived if the same road were utilized as an internal street so that both sides could provide access to the adjoining land.
- (c) It is however, recognized that there are some developments in the highway commercial category for which a frontage road could be beneficial, some exceptions could be made in these instances. Frontage roads should access the highway system via the local road system.

Municipal Roads

- (a) New development shall have access to an existing all-weather road of sufficient standard and capacity, unless the proponent makes an agreement with the municipality to upgrade an existing road or develop new road access to a standard agreed upon by the municipality. The proponent may be responsible for part or all of the costs of this roadway construction and maintenance.
- (b) A setback distance for all buildings, structures, hedges, or similar obstructions adjacent to roads, shall be specified in the zoning by-laws for the purpose of protecting the safety and efficiency of the road system. This setback shall apply to all municipal roads in the Planning Area except provincial highways where the province establishes setback requirements. Setbacks for buildings and structures and access to Provincial Trunk Highways and Provincial Roads shall be in accordance with The Highways Protection Act and The Highways and Transportation Act.

- (c) Where there are existing or anticipated high volumes of truck traffic, the municipality may designate certain municipal roads as truck routes, in order to limit deterioration of the municipal road system and to minimize safety problems and nuisance factors within urban and rural residential areas. The designated truck routes will be identified as truck routes on a map and adopted as a transportation by-law for the municipality. These truck routes are intended to complement the provincial highway system as major traffic carriers and as such will be subject to the following considerations:
- Truck routes shall receive priority consideration for maintenance and snow removal; and
 - Truck routes shall be designed to carry heavy farm traffic although restrictions may be placed on these roads at certain times of the year.

5.1.3 Active Transportation

Intent

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

Objectives

- To provide residents with active recreational opportunities and transportation choices to reduce reliance on private automobiles within communities.



Policies

- Abandoned railway lines should be protected from redevelopments with land uses that may negatively impact their conversion to AT Trails.
- Should any transportation or utility corridor become redundant, consideration shall be given to converting such lands to public uses that may include or support an extension of AT Trails.
- New developments in the Planning Area shall be encouraged to make provisions for active transportation options such as physical connections to existing or anticipated AT trails.
- Employment intensive land-uses should make considerations for an AT trail network.
- Consideration shall be given to the provision of AT facilities that are physically separated from a provincial highway. Operation and maintenance of these facilities would be the responsibility of the municipality.
- AT should be prioritized in Natural Amenity Use areas and other areas with protected environmental features.

5.1.4 Rail Lines

Intent

Rail/municipal proximity issues can occur, typically, in three principle situations: land development near rail operations; new or expanded rail facilities; and road/rail crossings. The nature and integrity of rail lines and yards need to be respected and protected. In addition to noise and vibration, safety, trespass, drainage, and/or blocked crossings are other inherent issues generated when both communities and railways grow in proximity to one another.

Objectives

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



Policies

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

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



5.2 Public Service Policies

5.2.1 Water and Wastewater

Intent

Community drinking water systems comprised of water treatment plants and underground pipe networks, as well as wastewater treatment facilities with lagoons, are maintained by local decision makers. However, they are constructed with funds from senior levels of government who set the regulations for the operations and treatment of water and wastewater. Overcapacity or interference of the network systems and works may cause human health concerns for residents and financial hardships for local decision makers.

Whitehead's current system has become a major economic driver for the municipality, offering a higher quality of living for new and existing residents. However, the capacity of this system becomes a limiting factor for future development if either modest or booming growth is to occur. New development as well as partnerships with neighbouring municipalities and other levels of government must play a role in providing adequate services to future residents.

Objectives

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



Policies

- The Water Treatment Plant (WTP) on the east side of the Town of Alexander shall be protected from encroachments of non-compatible uses in the Zoning By-law.
- The Whitehead WTP receives raw water from wells connecting to a sand-and-gravel aquifer located north of the Town of Alexander, which shall be protected from encroachments of non-compatible uses in the Zoning By-law.
- The Alexander Wastewater Treatment Lagoon (WLT) is located in Section 7-10-21W, west of the Town of Alexander, shall be protected from encroachments of non-compatible uses in the Zoning By-law.



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

5.2.2 Solid Waste

Intent

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

Objectives

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



Policies

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

5.2.3 Land Drainage

Many areas throughout Whitehead were affected by the 2011 flood. There was significant agricultural flooding was noted south of Alexander, an area with a high density of terminal basins and topography that limits the movement of water.

Intent

An integrated network and system across a wide geographical area comprising both natural and human made elements are essential to making sure water drainage is managed to safeguard human security. Open ditches, culverts, dams and other engineered water control works are used to manage surface waters into the municipality's water bodies. There are a number of Provincial and Federal agencies that establish and have input into drainage standards and requirements as a result of their individual mandates and control over natural and engineered drainage structures.

Objectives

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



Policies

- (a) The Planning Authority should adhere to provincial drainage guidelines and work cooperatively with the applicable provincial authorities and adjacent municipalities to address any regional drainage issues.
- (b) Overall storm drainage plans for undeveloped areas may be required prior to development. Where development may increase storm flows into the provincial highway system, Manitoba Infrastructure will be consulted, and the cost of any improvements required to the existing highway drainage system directly associated with the development will be the responsibility of the developer.
- (c) Water control works shall adhere to regional water storage goals and should not add water at times of peak flow, increase capacity in upstream tributaries, or disturb natural streams.
- (d) Drainage activities that contribute to peak flows should pass through temporary water storage sites to mitigate additions to peak flows.



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

5.2.4 Utilities

Intent

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

Objectives

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



Policies

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

5.2.5 Green and Open Spaces

Intent

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

Objectives

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



Policies

- (a) Green and Open Spaces should be centrally located to ensure inclusivity and optimize use for local residents.
- (b) Green and Open Spaces should be located within, adjacent or abutting residential land-uses to enable residents a comfortable walk to and through their community.
- (c) Collaboration with the local School Division to co-locate municipally owned Green and Open Spaces next to schools to allow for joint-use opportunities should be considered.
- (d) Green and Open Spaces in urban areas should be a unifying public realm, part of the open space, and street network that creates one overall community for the residential area.
- (e) Green and Open Spaces should have strong sight lines to encourage 'eyes on the street', and be constructed in accordance with CPTED and Universal Design principles.
- (f) There should be a diversity of Green and Open Spaces in the Planning Area with different functions and facilities to accommodate an assortment of activities.
- (g) Each Green and Open Space should have a clear function, character and shape with well-defined boundaries through the positioning of adjacent buildings, walls, fences, trees and plantings.
- (h) Green and Open Spaces should have lighting, directional signage, focal points and connect to the Active Transportation networks in the Planning Area.
- (i) Green and Open Spaces may have a variety of vegetation plantings such as flowers, trees and/or shrubs along with boxes and plots for community gardening.
- (j) Green and Open Spaces should provide seating areas that allow people to rest and observe surrounding activities.
- (k) Amenities such as water features, public art and/or architectural features may be considered as landmarks in Green and Open Spaces that provide identity to the neighbourhood.
- (l) Café, restaurants, food trucks, food kiosks, eating and drinking land-uses and outdoor dining and drinking areas should be land-uses encouraged to set up temporarily or permanently to attract people.
- (m) Children play areas, playgrounds, community gardening, pop-up activities, off-leash dog runs, organized recreational games, leisure events, outdoor art and music events, seasonal and temporary events should be land-uses encouraged to set up temporarily or permanently to attract people.
- (n) Accessory motor vehicle surface parking and bicycle parking [short and long term] may be enabled as an acceptable land-use within Green and Open Spaces Policy Areas.



- (o) Collaboration with Manitoba Hydro to identify opportunities to accommodate passive leisure and recreational uses in the Hydro Corridors as appropriate should be encouraged.
- (p) Green and Open Spaces shall be connected to existing pathways or sidewalks to facilitate easy pedestrian and cycling movements.
- (q) Regional pathways may connect to and through Green and Open Spaces.
- (r) Green and Open Spaces should provide at least one universally accessible path that connects to one or more existing adjacent path or sidewalks.
- (s) The Planning Authority may require a Public Land Dedication from subdivision applications for up to 10% of the proposed land (or up to 8% of the land value), designated for Green and Open Spaces.
- (t) When new Green and Open Spaces are being proposed by a land developer as part of land dedication, the Planning Authority may request a traffic impact study, active transportation network plan, building design information, or any other information deemed necessary to ensure a high-quality development.
- (u) The Planning Authority may require the preparation and submission of designs for the development of park and open space areas as part of any new development. Pursuant to the Planning Act, a public open space reserve dedication may be required as a condition of approval of any subdivision in order to:
 - a. Preserve the natural environment and protect wildlife and high quality fisheries habitat;
 - b. Provide space for recreational opportunities such as playgrounds, tennis courts, sports fields, etc.;
 - c. Support a network of open spaces, trails, and natural corridors that enhance the environmental character and well-being of the municipality;
 - d. Provide suitable buffer zones between intensive recreational development and neighbouring land-uses, roadways, etc; and
 - e. Maintains and support public access to the shores of the adjacent water body.

6.0 PLANNING BACKGROUND

6.1 Whitehead Backgrounder

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

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

6.2 Growth Scenarios

- **Scenario 1 - Slow Growth:** Assumes Whitehead grows at their past 15-year average annual growth rate.
- **Scenario 2 - Modest Growth:** Assumes Whitehead will grow at the projected average annual rate for the Province.
- **Scenario 3 - Booming Growth:** Assumes Whitehead will attract a major residential developers to the area and receive an influx of new residents from the Brandon area.

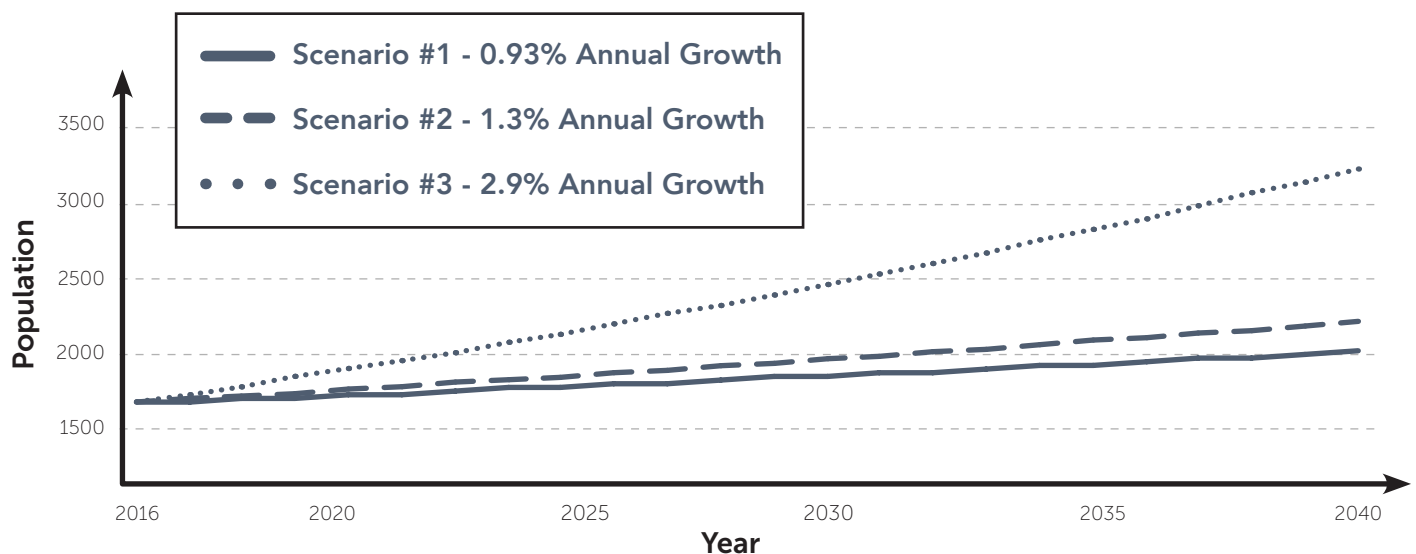


Figure 2: Whitehead Population Growth Projection

6.3 Growth Scenario Implications

All three scenarios represent a healthy growth rate, which will require strategies to guide development. To address the moderate rates from Scenarios 1 and 2, residential development must continue at consistent pace. Meeting demand for housing while not exceed the capacity of existing infrastructure will be crucial.

If Whitehead receives a significant influx of new residents, a framework for accommodating commercial development as well as multi-family development should be considered. As discussed in the following chapters, there are limited commercial and amenity opportunities. A large increase in population could begin to support certain types of businesses and community assets. Additionally, multi-family units that support aging in place would help retain the population. These new opportunities would improve Whitehead's economic sustainability and ensure resilience in the future.

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

Scenario	Population Growth (2016-2040)	Estimated Demand	Estimated Supply (if adjusted)	Supply Minus Project Demand
Scenario #1 (0.93% annual growth)	394 people	297 acres	451.8	+154.8 acres
Scenario #2 (1.3% annual growth)	575 people	434 acres	451.8	+17.8 acres
2% annual growth	958 people	723 acres	451.8	-271.2 acres
Scenario #3 (2.9% annual growth)	1545 people	1166 acres	451.8	-714.2 acres

Table 1: Projected Supply/Demand Scenarios

7.0 IMPLEMENTATION

The Whitehead Development Plan provides direction on the long-term development of the communities that comprise the R.M. of Whitehead.

The Plan does this by outlining a clear vision with planning principals & goals that can realize the inherent opportunities presented in the Planning Area as well as mitigate constraints by following a series of objectives & policies. This will guide the evolution of Whitehead's communities in a proactive manner that improves the quality of life for the residents through economic development by: guiding residential development and providing opportunities to diversify and drive Whitehead's economy.

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

The vision, goals, principles and policies have all been formulated in an iterative planning process to provide certainty amongst the stakeholders and the public at-large who have been engaged in the planning process, that the over-arching future direction reflects their needs and requirements. The Plan is a blueprint with specific actions that can be undertaken for proactively implementing the vision & goals of the Development Plan, as well as outlining the possible planning tools available for responding nimbly when changing market & engineering conditions creates new economic opportunities.

7.1 Implementation Strategies

In accordance with the Planning Act, all future intensifications of lands with new development applications, development permits, and municipal decisions and actions within the Planning Area, must be consistent with the policies of this Plan. This provides one mechanism for implementing the Plan, but is a passive reaction dependent on waiting for development to occur and only allows the private developer and the planning authorities to implement the Plan. The Act does not necessary outline all the proactive strategies and actions for guiding various stakeholders to implement the Plan by attracting development and enhancing the quality of life for residents.

Each strategy in the subsequent sections have a number of actions that can be considered for undertaking to implement the Plan, including: planning strategies, funding strategies, incentives/ innovative techniques, leadership, partnership and sponsorship steps. These actions include low risk frugal activities, and actions that associations, groups, and Non-Governmental Organizations outside of the Whitehead Council can also implement to drive growth and change in the municipality.

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

7.2 Leadership, Partnership, and Sponsorship

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

Actions:

- Identify and collaborate with potential partners from Non-Government Organizations (NGOs) in sport, recreation, cultural, business and education from within and external to the community for establishing temporary events and pop-up activities in the communities within the Planning Area.
 - Continue to support local recreation centres and initiatives with organizations in surrounding municipalities
- Work cooperatively with other levels of government and Non-Government Organizations whose services are desired and required by residents, and are delivered in a coordinated manner to maximize convenience to the public and minimize duplication.
- Encourage the implementation of a support system that acknowledges the special needs of new & existing small businesses to help them grow and expand.
- Support home-based businesses in their early development stages through the creation of entrepreneur incubators that provides accessible shared space in either permanent locations (i.e. vacant buildings) or temporary locations (i.e. farmers markets and pop-up shops).
- Assist business in meeting government requirements associated with new development and expansion, including streamlining procedures and regulations within the municipal administration.
- Support the expansion of information technology infrastructure:
 - Consider appropriate locations for high technology facilities, information corridors and areas of technological concentration.
 - Identify and collaborate with other groups to advocate with other level of governments and service providers to expand information technology infrastructure in the planning area.
- Foster closer relationships with local school divisions, post-secondary institutions, and the not-for-profit sector.
- Identify the personal services and commercial amenities needed in community areas for attracting and retaining new and existing residents.



Source: David Matthews

7.3 Capital Infrastructure Programme

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

Actions:

- Long-term expenditures on infrastructure for the planning area, and the vision for the planning area, need to be intertwined to ensure both are successful by focusing on placemaking improvements to the public realm for people, and amenities needed to support an expansion of land-uses.
- Consider strategizing to generate an infrastructure programme with a schedule for the multi-year investment being targeted for enhancing the Planning Area with infrastructure that matches the demands of land-uses and land-users. Specifically, expansions to the water distribution system should be primarily supported by new development and additional regional partnerships.
- Consider generating and endorsing a Conceptual Plan that illustrates the design possibilities for the creation and/or improvements to public spaces and public infrastructures such as links (sidewalks, pathways), and landmarks (focal points & main streets) to strengthen the place making design of the planning area and reinforces the identity of the communities.
- Consider implementing a program of assessment and timely replacement of infrastructure in order to maintain the capacity of existing water supply system, and wastewater collection and treatment system.
- Minimizing deferred maintenance and taking into account the impact on the infrastructure life expectancy and life cycle when making deferred maintenance decisions.
- Explore innovative ways to develop new public amenities such as Public-Private Partnerships or Social Action Bonds.

7.4 Incentive Tools

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

Actions:

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

7.5 Awareness Tools

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

Actions:

- Seasonal/One Off Events – consider having a kick start/launching event such as music event in the Planning Area to raise awareness of the vision outlined in the Plan.
- Consider meeting with potential partners from surrounding municipalities to inform them of the vision and goals of the Development Plan.
- Consider engaging the community through social media, community groups, neighbourhood forms, etc. to collect their ideals on possible pop-up events to occur in the communities within the Planning Area.
- Consider actively promoting the urban communities as locations for expanding places for living and coordinate the marketing of Whitehead with a focus on major residential developers, capitalizing on the assets of the area including its agricultural capacity.
- Support community-based initiatives to draw visitors into Whitehead communities through community events and place making (creating community places that people want to be in) along the appropriate transportation routes.
- Create communication material to inform livestock producers on the pertinent regulatory information including: where operations may be allowed; size of operations; where operations will not be permitted; separation distances which would be applied in the Planning Area.

7.6 Planning Tools

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

Actions:

- Consider using Development Plan Amendments for changing *Transformative Areas* related to the long-term forecasted needs of residential areas when needed and when infrastructure servicing capacity allows bringing these lands on-line for development with the intended use.
- Consider using Development Plan Amendments and Secondary Plans with specific policies, strategies and goals precisely tailored for implementing *Transformative Areas*, which the general policies of the Development Plan cannot address, for:
 - Watershed areas related to the Alexander Griswold Marsh, Assiniboine River and effected lands where renewable resources, heritage, recreation, provincial natural lands, water bodies, riparian areas, flood areas and settlement areas all converge.

- Consider changing the current Land-Use Zoning By-law Regulations to align zoning districts to the Development Plan to address small scale land-use issues.
- Consider the changes to the current Land-Use Zoning By-law Regulations with the following possibilities:
 - a. Allow for mixed uses, both horizontally on one property and vertically within one building.
 - b. Make temporary uses such as outdoor markets and farmer markets 'Permitted' (with a number of performance standards regulating size, intensity, and hours of operation) to draw in people to communities.
 - c. Make residential uses 'Permitted' along commercial main streets when not on the ground floor to encourage people to live in settlement areas on existing municipal services.
 - d. Allow 'soft densification' of secondary suites, small lot subdivisions, infill multiple housing projects within existing residential sectors of settlement areas.
 - e. Allow multiple family housing and different residential building typologies.
 - f. Allow intensive livestock operations.
 - g. Plan for future commercial growth on Main Streets and along the highways.
- Streamline any permitting process for seasonal events and activities in the Planning Area.
- Consider establishing and using Development Design Guidelines for new developments to clearly articulate in a transparent manner the expectations new residential, commercial, and industrial developments are to meet for their exterior building and site plans designs in order to fit contextually with the surrounding area.

Development Plan Amendments

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

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

Secondary Plans

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

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

A secondary plan might be useful in setting out the overall pattern of future development in an area, or to set out more detailed policies respecting development issues in a specific part of the municipality. A secondary plan by-law must be consistent with the Development Plan By-law. A secondary plan by-law is subject to the same hearing and approval process required to adopt a zoning by-law under Part 5 of the Act. The possible uses of a secondary plan in this Planning Area may be related to planning and implementing major residential developments; and planning and implementing a diversity of land-uses in watershed areas.

Zoning By-laws

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

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

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

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

Action:

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

Variances

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

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

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

Action:

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

Conditional Uses

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

Action:

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

Subdivision Control

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

- (a) a plan of subdivision, conveyance, deed, mortgage or grant; or
 - (b) an agreement granting or extending a use of or right in land, directly or indirectly or by an entitlement to renewal, for a period of 21 years or more;
- but not including a lease respecting only floor space in a building.

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

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

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

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

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

Action:

- Ensure the 'approving authority' for subdivisions is aware of the Development Plan policies.

Development Agreements

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

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

Action:

- Development Agreements shall consider the policies of the Development Plan, and any conditions required shall generally be consistent with the applicable provisions of the Development Plan By-law.

Development Designs

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

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

Actions:

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

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

Development Permits

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

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

Actions:

- The council may issue the development permit if it is satisfied that the proposed development generally conforms with the applicable provisions of the Development Plan By-law, the Zoning By-law and any secondary plan by-law [Subsection 148(1)].
- Until such time as the Zoning By-law regulations are changed in a Development Application, nothing in this Plan shall preclude current uses in the Planning Area from continuing as they existed prior to the Plan, with all the zoning land-use rights inherent in the lands, and for as long as the land owner wishes.
- Should a land owner wish to change (i.e. intensify) their land-use rights via a rezoning, a subdivision, or a conditional use development application, the intensification shall require the appropriate Development Application, and shall follow the Plan policies to direct the changes towards the vision outlined for the Planning Area.
- Site Plans and/or Plans of Subdivision that refine and determine exact detailed designs & locations of land-uses, building lots, buildings, parking, densities, railway setbacks, transportation routes & networks including public right-of-ways, and underground services shall be submitted as part of Development Application processes when and where appropriate as determined by the municipality.

- Developers of land shall enter into agreements with the municipalities as conditions of development applications, when and where appropriate as determined by municipal councils, which shall direct the Developer to intensify uses on the land in the Planning Area in a manner that is consistent with the policies of the Plan.

Placemaking - Lighter, Quicker, Cheaper

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

Actions:

- Signage – consider using public art, landmarks, and signage to create a sense of place of each community to establish a strong identity for the areas for the residents and visitors.
- Seasonal/One Off Events – temporary transform public spaces in communities within the Planning Area by having a series of one night events during spring/summer/fall such as block party, outdoor movie events, musical acts, poetry slams, beer gardens, wine tasting, art shows, food trucks, farmers markets, artisan markets, star gazing, etc.
- POP-UP activities – provide temporary activities lasting an afternoon or weekend in public spaces within the communities of the planning area such as ping pong tables, yoga, mini-library, art installations, art classes, chess boards, board game night, musical acts, and retail. The specific activity may not be the same though having a pop-up activity occurring routinely should be a goal.
- Allow for community gardens to be established in public spaces within the communities of the planning area with boxes or plots for gardening, and provide the soil and water supply along with sitting/shade areas to encourage gardeners to congregate.

Placemaking - The Power of 10

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

Action:

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

MAPS

Map 1 - Planning Area

Map 2 - Major Policy Areas

Map 3 - Minor Policy Areas

Map 4 - Alexander Precinct

Map 5 - Kemnay Precinct

Map 6 - Rural Residential Map

