



St-Pierre-Jolys Development Plan

Prepared by: Richard + Wintrup Planning and Development

September 2021

By-Law No. 2021-10

St-Pierre-Jolys Development Plan By-law No. 2021-10

A by-law of the Village of St-Pierre-Jolys to regulate the use and development of land within the Planning Area of the municipality.

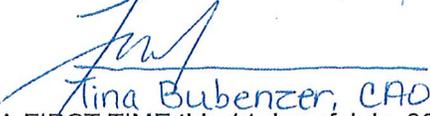
WHEREAS, Section 45 of *The Planning Act* requires a Council adopt a development plan by by-law that applies to the municipality.

NOW THEREFORE BE IT RESOLVED THAT the Village of St-Pierre-Jolys Council in meeting duly assembled, enacts as follows:

1. The Development Plan attached in Schedules A, and B is hereby adopted.
2. The By-law shall be known as the St-Pierre-Jolys Development Plan By-law No. 2021-10.
3. By-law No. 2009-8 for the Village of St-Pierre-Jolys: as amended, are repealed.
4. This By-law shall come into force on [this date].

DONE AND PASSED by the Village of St-Pierre-Jolys Council duly assembled at the [Name of Location] in the Province of Manitoba, this [Date] of [Month], [Year].

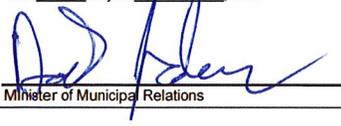
Signature(s)  Raymond Maynard, Mayor

 Tina Bubenzer, CAO
READ A FIRST TIME this 14 day of July, 2021.

READ A SECOND TIME this 15 day of September, 2021.

READ A THIRD TIME this [Date] day of [Month], [Year].

BY-LAW No. 2021-10 is hereby
Approved pursuant to clause
51(1)(a) of *The Planning Act*
This 25th day of November, 2021


Minister of Municipal Relations

St-Pierre-Jolys Development Plan By-law No. 2021-10

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4. This By-law shall come into force on December 1, 2021.

DONE AND PASSED by the Village of St-Pierre-Jolys Council duly assembled at the Village Office (701 Jolys Ave west) in the Province of Manitoba, this 1st day of December, 2021.

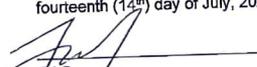

Mayor

READ A FIRST TIME this fourteenth (14th) day of July, 2021.

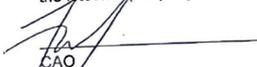
READ A SECOND TIME this fifteenth (15th) day of September, 2021.

READ A THIRD TIME this 1st day of December, 2021.

Certified copy of By-law 2021-10, given first reading on the fourteenth (14th) day of July, 2021.


CAO

Certified copy of By-law 2021-10, given second reading on the fifteenth (15th) day of September, 2021.


CAO

Certified copy of By-law 2021-10, given third reading on the 1st day of December, 2021


CAO

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1 Introduction

1.1 Plan Purpose

St-Pierre-Jolys Development Plan [the Plan] is a progressive strategy that enables and sustains the social, environmental and economic health and prosperity of *Village of St-Pierre-Jolys* [the Village].

The objective is to smartly capitalize on the emerging new growth opportunities by continuing to build on the existing strengths of this meaningful, walkable community rich in history of providing a high quality of life and supporting entrepreneurs building a strong local economy. While attracting new residents and businesses is an important factor in the Plan, the quality of life and well-being of existing business and residents is also an essential consideration. Ongoing improvements to infrastructure and amenities will continue to build towards a complete community with a diversity of uses that sustains the Village with attractive and affordable neighbourhoods for residents to live, work, and play all within easy walking distances of their homes.

The Plan is a long-range blueprint for embracing economic growth opportunities that will diversify and grow the Village in a proactive and accountable manner. It intends to sustain and support the quality of life needed for retaining existing residents and attracting new residents.

The Plan demonstrates to current and potential inhabitants, investors and other levels of government that the Village is ready and motivated to move on economic opportunities that will improve their economic circumstances and standard of living, in a responsible and thoughtful manner.

The Plan provides a long-term vision, guiding principles, goals, objectives, and policies needed to generate community resiliency in the face of climate change and fluctuating fiscal markets.

The Plan attempts to strike a balance between the various population growth projection scenarios and the amount of land required to accommodate the growth by realizing the 'Medium' density scenario with provisions for the 'Higher density', should it be needed. All projections and scenarios are met by optimizing the existing lands: directing growth to the priority areas of the Chaboillé District and lands with existing infrastructure systems. This will place new growth within walkable distances to encourage the shift in modes of transportation away from personal gas-powered automobile to reduce greenhouse gas emissions.

Finally, 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 St-Pierre-Jolys.

1.2 Plan Approach

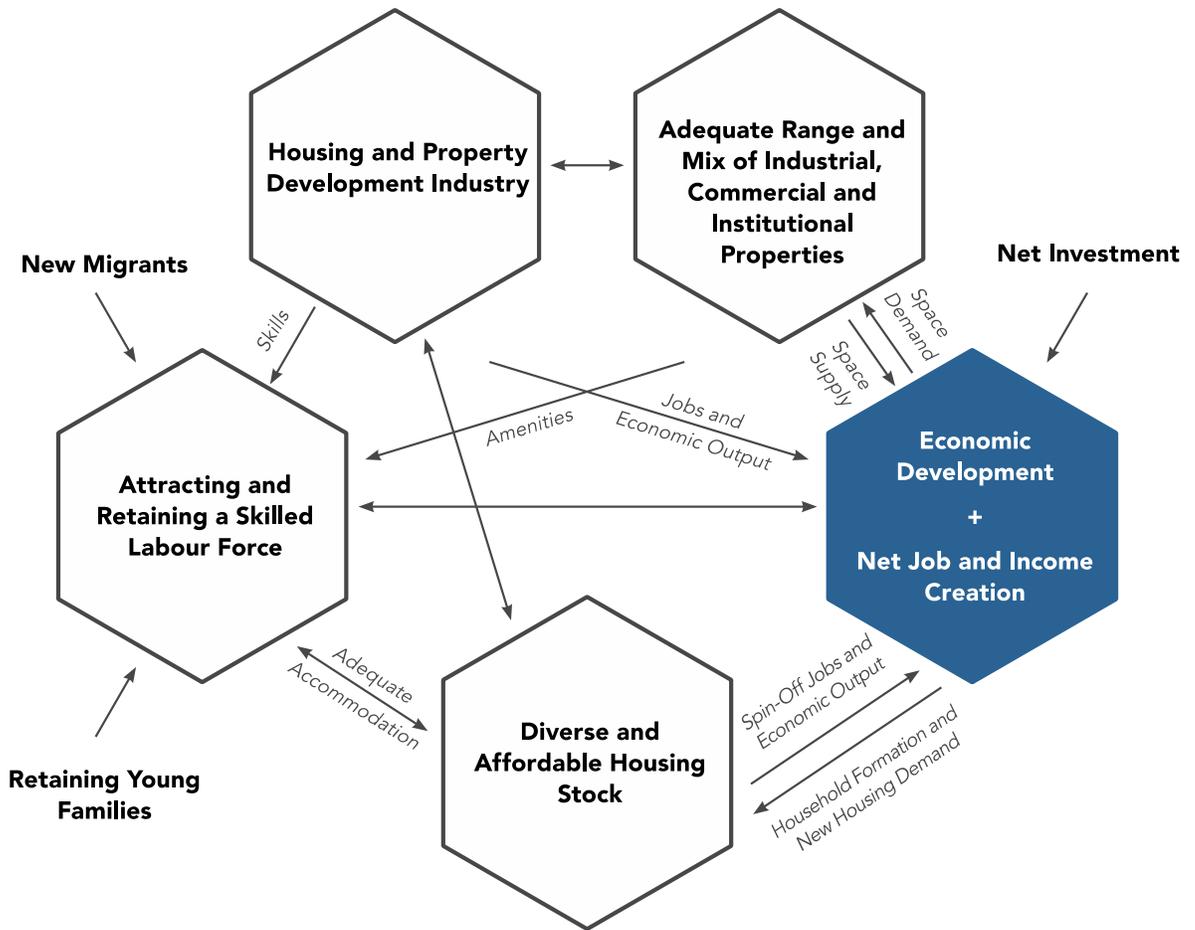
The Plan's focus is on fostering socially, environmentally and economic growth while improving the well-being of residents that make up the Village. *St-Pierre-Jolys Development Plan* is not just about regulating land uses. It focuses on implementing a strategic framework for enhancing the quality of life for all residents, strengthening the identity of the Village, and setting-the-stage for the growth necessary to increase its competitiveness with municipalities across the Province and within the region to capture new residents no longer anchored at their places of work but affixed to the safe spaces of houses and neighbourhoods they call home.

St-Pierre-Jolys Development Plan is a key indicator that this community is ready, and able to respond in a timely manner to emerging new prospects through initiatives that nurture and encourage economic development in all areas. The emphasis of the Plan is to evolve and diversify in:

- attracting telecommuters to a community that can provide healthy social and cultural connections, and safe spaces for friends and families;
- bolstering small-scale enterprise through tools and services that encourage the innovators, the self-employed, and the small business entrepreneurs to continue establishing and growing;
- ensuring a full range of housing options, an appropriate range and quality of community services and facilities, a functional transportation network, and a strong identity that will help distinguish the Village in the Province;
- providing a degree of certainty for landowners, neighbours, investors, etc. of what the community expects to happen with 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 depends on the careful stewardship of resources; and
- fostering alternative modes of transportation to reduce greenhouse gas emissions.

The most critical deliverable of this Development Plan is the demonstration that the Village is mindful of its obligations and understands the fiscal, social and environmental responsibilities. As a result, *St-Pierre-Jolys* has created a land use framework within which the connected components all work together to make a vibrant, prosperous community for all, now and in the future.

St-Pierre-Jolys Development Plan



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

1.3 Plan Outline

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

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: maintain a progressive, sustainable economy; attract and retain residents; connect the Village; create a sustainable, integrated Watershed and create social, economic, and environmental resiliency in the Village.

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

PART FOUR advances the concepts on how to accommodate the anticipated growth that can create jobs and income in the Village, attract people seeking housing who expect a broad spectrum of commercial amenities along with a high quality of life. This section addresses how growth and change in the Planning Area will be accommodated through Progressive Policies (policies for growth and change) and Conservative Policies (policies for minimal growth).

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

PART SIX tells the story of the Village. It provides an overview of the context and background for the Village 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 ‘Low Growth’, ‘Modest Growth’, and ‘High Growth’ that are to be accommodated in the 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 Program’; ‘Incentive Tools’; ‘Awareness Tools (Marketing)’; and ‘Planning and Planning Tools’. Each strategy has a set of actions that can be undertaken and outlines all the necessary planning components for implementing the *St-Pierre-Jolys Development Plan*.

2 Planning Intent

2.1 Vision

Based on the St-Pierre-Jolys Municipal Strategic Plan 2020, the vision for the next 10 years is as follows:

The Village of St-Pierre-Jolys strives to grow sustainably while preserving and celebrating our Francophone culture and heritage. We are prepared to act on new opportunities that further establish our community as a place to live, work, and play.

2.2 Guiding Principles

Guiding Principles were adapted from the four developed early in the process to guide the Development Plan and confirmed through community and stakeholder dialogue. They identify both intention and expectation in guiding the vision, goals, objectives, policies and implementation of the Plan. The principles are:

Principle 1: Plan for Business

The Plan sets out a clear direction for business, employment and entrepreneurial opportunities across all sectors at suitable locations throughout the Village. We will engage local and regional partners to establish transparent communication channels outlining our business needs, goals and future incentives to achieve mutual-beneficial outcomes within the Village. There is a clear need to find solutions to bolster the diversity of business in the Village, while creating attractive conditions for businesses to recover and refresh. We have heard a strong sense of community in the Village stemming from the Chaboillé Corridor, PTH 59 or the Main Street as the heart of the Village. This place is where an all-in-one business centre is desired by the community and potential investors from across the region.

Principle 2: Plan for People

The Plan paves the way forward for a complete and connected Village where people of all ages and abilities can work, access recreation and shop all within a short walk or bike ride. We will work together to help our bilingual places to thrive and for buildings and open spaces to be highly linked and compact.

A plan for people considers the senses and scale of pedestrians, their respective age, ability to move and socio-economic status. An age-friendly community carefully considers the safety of the environment for people age 8 and under to age 80 and over, and their ability to access everyday activities car-free and barrier-free within 15 minutes of travel time. Emphasizing these elements add to and create the urban conditions people and businesses often look for and are attracted to.

Principle 3: Plan for Resilience

The plan helps protect the environment for future generations, while strategically promoting our natural assets as a unique community feature. In this plan we will identify and protect our significant natural areas, encourage, and incentivize infill development where feasible, and encourage the design of well-connected street-blocks, greenspaces and buildings that work with nature and foster biodiversity. Planning for resilience involves a whole-of-community approach to overcome challenges, sustain our wellbeing and preserve our natural resources for future generations. It involves collaboration with experts from a wide range of industries to the public, together with the support of local, provincial, Federal and First Nation partners to champion “green” initiatives.

Principle 4: Plan for Sustainable Growth

The Plan builds capacity for smart and responsible growth to withstand the rise in cost of living by offering affordable alternatives. A mix of housing types, tenure and building age are critical to help stabilize housing costs, attract population growth and retain youth. A key strategy for affordability in the Village is to capture all types of investment and through-traffic along and adjacent to Sabourin Street (PTH 59) to create spin-off economic benefits for local businesses in the Village.

2.3 Village Goals and Objectives

The Village commits to advancing the following Goals and Objectives, which are the foundation to the plan policies and implementation strategy. Each Goal and Objective is advanced through the framework described in this Plan.

Goal 1: Promote diverse businesses and land use.

- Encourage a full range of business opportunities from small home occupations, shops and offices to larger commercial highway and institutional uses.
- Encourage a mix of land/property uses that are complementary and compatible in the same areas.
- Establish an economic development area south of Joubert Creek to accommodate a range of larger-scale business related to warehousing and transportation industries.
- Coordinate with health industries to deliver complementary health and wellness services such as transitional care for older adults, home care, health promotion and rehabilitation programs.
- Attract new business through various incentives.
- Support the construction of new buildings, while encouraging the maintenance and rehabilitation of old ones that are more affordable for small businesses.

Goal 2: Retain residents by offering attractive and affordable neighbourhoods respective of all ages and abilities.

- Support the development of various types of housing that suit people of all income levels, stage of life and physical ability.
- Nourish our cultural and natural heritage assets to ensure that each resident is able to engage in healthy living.
- Collaborate with surrounding Municipalities and private-sector partners within the

region to identify mutual community-economic needs that could be met through land development in the Village.

- Work with public and private sector partners to achieve age-friendly objectives such as increasing the capacity for transitional/supportive living.
- Facilitate a mix of residential lot sizes that create a seamless urban-rural transition and are sensitive to surrounding agricultural and natural lands.
- Build upon institutional and private-sector business presence in the Village to offer more learning opportunities for youth and young professionals.

Goal 3: Protect and enhance our Francophone heritage by maintaining our places of natural and historical significance.

- Protect significant cultural heritage features and places such as Park Carillon, the Musée St-Pierre-Jolys, and Joubert Creek from adverse impacts cause by adjacent land use development.
- Link mature and newly developed areas together through greenspace and multi-use trail connections.
- Champion the remediation of contaminated lands along Sabourin Street.
- Excuse existing agricultural-related uses until such land is needed for contiguous urban development.
- Encourage the retention of mature trees where possible, management of land drainage alterations and the enhancement of flood protection.
- Build infrastructure to a standard that is resilient and adaptable to changes in future climate such as extreme temperatures, flood, drought, wind and snow conditions.

Goal 4: Facilitate sustainable growth through compact and fiscally-responsible land use development.

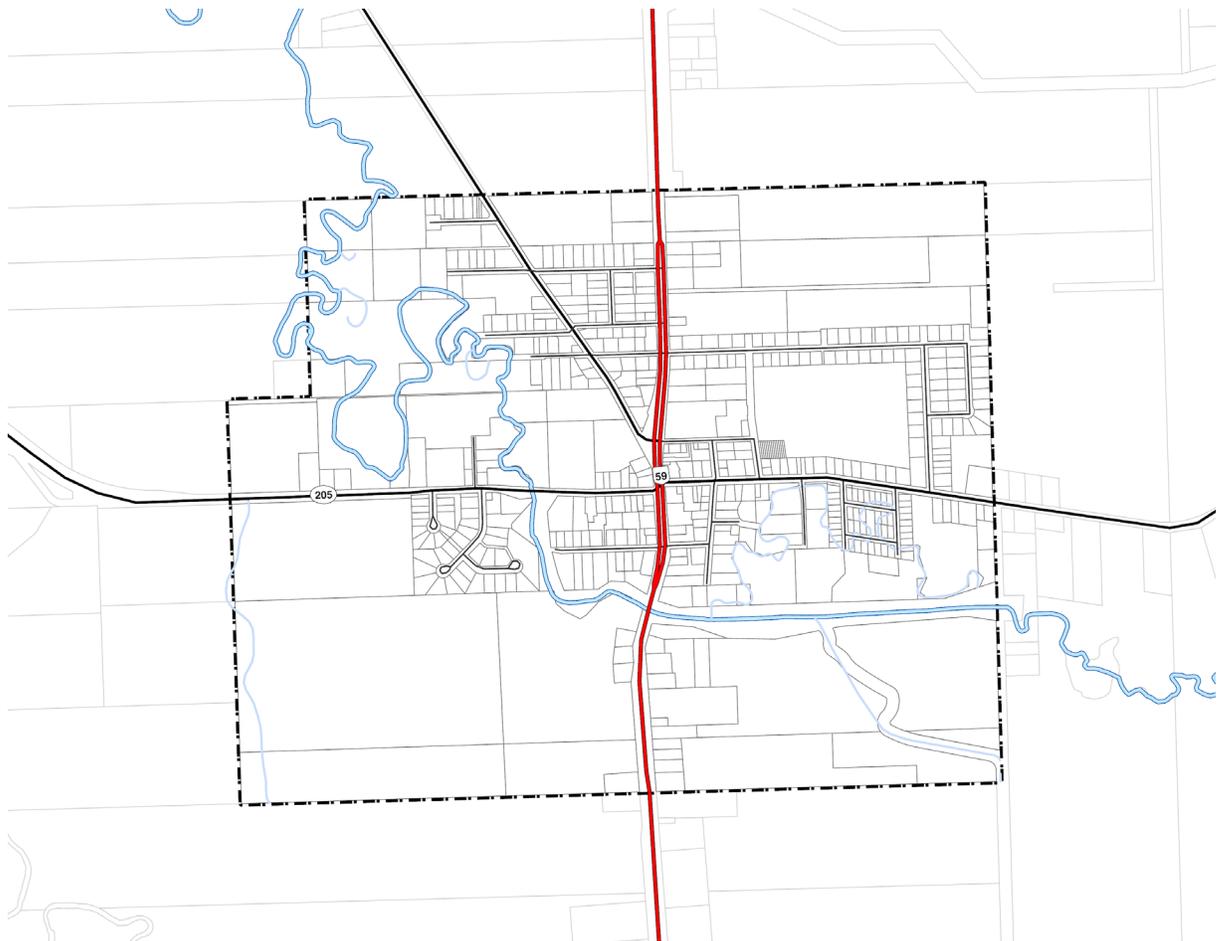
- Create the land use conditions for active transportation and to limit the need for private automobile parking and usage within the Village.
- Encourage infill development within the Village where appropriate.
- Encourage a mix of land uses, building types and age that are complementary and compatible in the same areas.
- Promote balanced growth by maximizing land use within the Village in areas currently serviced with municipal infrastructure (e.g. redevelopment of vacant properties).
- Encourage a range of housing types (duplex, triplex, fourplex, cottage-court, courtyard and mansion-style residences) that house more than one unit and that fit under the scale of a single-detached home.

3 Planning Area

The Village of St-Pierre-Jolys is a bilingual municipality located on Treaty 1 Territory, the original lands of Anishinaabeg, Cree, Oji-Cree, Dakota, and Dene peoples, and on the homeland of the Métis Nation with a settlement history dating back to the 1870's. This area is also known as the Chaboillé region, named after the prominent fur trader Charles Jean-Baptiste Chaboillé who established the first centre of commerce in 1799 at the mouth of the Rat and Red River.

3.1 Boundaries of the Planning Area

The Village of St-Pierre-Jolys Planning Area [the Planning Area] approximate boundaries are the northern limits of River Lot 26, and the southern limits of River Lot 31. The eastern boundary is the Government Road Allowance between River Lots 41 and the eastern ends of River Lots 42, 27 - 31. The western boundary is the western limits of Pt. Lot 4 Plan 3423, Lot 1 Plan 19562; and Parcels E Plan 59011.



3.2 Surrounding the Planning Area

The Village of St-Pierre-Jolys is encircled by the Rural Municipality of De Salaberry and bisected by Provincial Trunk Highway 59 on a north/south axis and Provincial Road 205 on an east/west axis. The existing built areas of the Village fall within a 900-metre radius of the PTH 59 and PR 205 intersection, located in the middle of the village. Joubert Creek flows from the southeast to the northwest through the Village.



The Village of St-Pierre-Jolys exists within the Red River Valley School Division, the Eastern District of the Association of Manitoba Municipalities, the Steinbach Assessment Area, the La Vérendrye Provincial Electoral District, the Provencher Federal Electoral District, and Tourism Manitoba's Eastern Region.

Roseau River Anishinaabe First Nation is the closest First Nation Reserve, located 50 kilometres south and about 20 kilometres north of the Canada/United States border.

On January 1, 2020, Manitoba transitioned Conservation Districts to Watershed Districts under *The Watershed Districts Act*. Under Watershed Districts Regulation 141/2019, 18 conservation Districts became 14 new watershed Villages with boundaries based on watersheds including the newly formed Seine Rat Roseau Watershed District, Rat River-Joubert Creek Subdistrict the covers the entire Village of St-Pierre-Jolys.

4 Planning Policies

4.1 Progressive Policies

'Progressive Policies' target areas for growth and land development. These are the areas where development activity is likely to take place because there exists an underlying sturdy foundation of neighbourhoods and infrastructure that is best suited for growth. This includes new commercial, residential and employment related land-uses.

Intent

Progressive policies are applied to most residential, commercial, mixed-use and institutional properties in the Village, and collectively make-up a complete and connected Village.

The existing neighbourhoods, employment hubs, and commercial concentrations of land-uses are the places where growth can be best accommodated via *intensification*: developing at a higher density than currently exists, and includes redeveloping property, expanding or converting existing buildings, reusing brownfield sites, developing under-utilized property, infill development and mixing compatible land uses. These are the areas that will support the densities and diversity of residential, institutional, employment and commercial land-uses required to sustain the community's social and economic well-being.

New commercial and employment, especially the smaller entrepreneurs amplifying the economy, are best suited on traditional main streets and the downtown central business district within comfortable walking distances (400-800 meters) of all residential areas. Commercial and employment requiring large plots of land are better suited along major transportation corridors that enable the movement of goods and as logical extensions of existing land developments.

Employment lands requiring separation due to nuisances, or hazardous operations, need to be located away from residential uses.

Objectives

Significant growth should be directed toward the intensification of the previously developed areas of the Village to concentrate development around existing infrastructure, and to limit low density scattered development.



General Policies

- (1) Progressive Policies shall only be applied to Urban Policy Areas and all uses within these Areas, as identified on Map 4.
- (2) Growth and development should occur in a planned and contiguous manner that emphasizes compact form and optimizing municipal public services.
- (3) New development projects should provide for a variety of housing types, residential building forms

densities and affordability levels to accommodate a range of income levels, the ability to age in place and align to market demands.

- (4) New development projects should encourage a mixture of land-uses and an appropriate inventory of employment uses (commercial, retail, and industrial), amenities, community and cultural assets, transportation choices, and strong place identities to better compete with other regions in attracting and maintaining residents.
- (5) Intensification of, and reinvestment in, the existing built areas should be considered and encouraged before expansion onto underdeveloped lands.
- (6) High quality open spaces should be considered a priority when planning for new development projects, guided by Section 5.2.4.
- (7) Expansion of designated Urban Policy Areas shall require an amendment to the Development Plan and a complimentary zoning amendment.
- (8) New livestock operations shall not be permitted to establish and existing livestock operations shall not be permitted to expand within any Progressive Policy area. However, provisions may be made in the Zoning By-law to allow as a Conditional Use, but with not more than 9 AUs: **Livestock Operations, Animal Keeping (less than 10 Animal Units in size);** and **Private Stables.**

4.1.1 Urban Policy Areas

Intent

To continue to concentrate development within the existing neighbourhoods in the Village to optimize existing infrastructure and civic services to better position the community to generate the economic activities necessary to sustain themselves into the future. Density and diversity of uses are aligned with the type of road they are fronting: the more significant densities and diversity of uses are directed toward the corresponding classification of roads considered 'major'.



Objectives

- To direct projected growth from all scenarios towards the existing built areas of the Urban Policy Areas, especially along major streets, and on vacant and underutilized lands.
- To promote all forms of development, linking property owners to economic development opportunities via home builders, local entrepreneurs and bringing in business from across Southern Manitoba.
- To ensure public institutional lands, including educational facilities are maintained and developed strategically to advance sustainable objectives and green innovation.
- To facilitate purpose-built living options such as intergenerational living spaces, and visitable and universally accessible homes.
- To encourage density and diversity of land-uses to enable alternative modes of transportation shifting away from single-occupant gas powered vehicles.

Policies

- (1) Urban Policy Areas apply to all areas identified on Map 4.
- (2) 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.
- (3) Residential intensification means intensification of a property, building or area that results in a net increase in residential units or accommodation.
- (4) Residential intensification with additional densities shall be encouraged in the following:
 - a. Higher concentrations of density and diversity of uses should be directed towards corresponding higher volume vehicle transportation routes that are long-standing and historically significant and identified as major roads: Sabourin Street (PTH 59), Jolys Avenue (PR 205), Joly Avenue East, Joubert Street, Prefontaine Avenue, Hebert Avenue and Cote Avenue.
 - b. The reuse and intensification of brownfield sites means abandoned, vacant, derelict or under-utilized commercial or industrial sites that may be contaminated is encouraged with densities that are greater than the net housing densities of the adjacent neighbourhoods, provided that potential contamination has been assessed and remediated as directed by Provincial legislation and regulations.
 - c. The repurposing and intensification of grayfield sites means abandoned, vacant, derelict, blighted or under-utilized commercial, or institutional sites, buildings or parking areas will be encouraged with densities that are greater than the net housing densities of the adjacent neighbourhoods.
 - d. The conversion or expansion of non-residential buildings (commercial, industrial or institutional) for residential uses with densities higher than the net housing densities of the adjacent neighbourhoods, will be encouraged.
 - e. Infill development on small lots and/or corner lots that are vacant or underdeveloped fronting lower volume vehicle transportation routes as identified as local streets will be encouraged.
 - f. Incremental intensification within residential neighbourhoods with the conversion or expansion of existing residential buildings to create one additional dwelling unit will be encouraged.
 - g. Residential densities shall not exceed the capacity of the required infrastructure services of wastewater sewer, land drainage, and water.
- (5) The location and intensity of land-uses shall be regulated by the Local Planning Authority through the Zoning By-law.
- (6) Secondary Plans may be used to express the policies and objectives of the Development Plan for guiding the development of a specific geographical area, district, or neighbourhood where more detailed direction is needed for matters beyond the general framework provided by the Development Plan.
- (7) Growth and new residential developments should first be directed towards lands with existing piped wastewater and/or water services.

- (8) Urban Policy Areas will include an adequate inventory of serviced lands, or lands easily serviced, to accommodate the projected population growth for the Municipality.
- (9) Where the expansion of an existing designated Urban Policy Area is required to accommodate new urban-type land uses, it will require a development plan amendment and complimentary zoning by-law amendment

Residential

- (10) Urban Policy Areas will include an adequate inventory of residential lands to accommodate a range of dwelling types, forms, and ownership tenure to meet local needs and provide housing opportunities, while minimizing the need for travel beyond the community.
- (11) Infill in areas designated Urban Policy Areas shall be encouraged before expanding or re-designating more lands for expanding Urban Policy Areas.
- (12) Provision should be made for a variety of types, including single-detached dwellings, duplexes, triplexes, fourplexes, and apartment buildings.
- (13) 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.
- (14) Accessory Dwelling Units may be accommodated within the Urban Policy Areas, subject to compliance with the standards set forth in the Zoning By-law, provided they are compatible with the adjacent residential uses, and the residential character of the property is maintained.
- (15) Home Enterprises may be accommodated within the Urban Policy Areas, subject to compliance with the standards set forth in the Zoning By-law, provided they are compatible with the adjacent residential uses, and the residential character of the property is maintained.
- (16) Proposed residential uses of more than 3 units is considered 'significant developments', and as such should require concept plans and must be serviced with drinking water and wastewater and have high quality landscaping and aesthetically pleasing site design.



Commercial

- (17) Urban Policy Areas will include an adequate inventory of commercial lands to accommodate a range of commercial services to meet local and regional needs and provide convenient local retail opportunities and personal services, while minimizing the need for travel beyond the community.
- (18) Regional scale public service facilities attended by the broader public should be located and directed within designated Urban Policy Areas that are along corresponding higher volume vehicle transportation routes that are long-standing and historically significant and identified as major

St-Pierre-Jolys Development Plan

roads: Sabourin Street (PTH 59), Jolys Avenue (PR 205), Jolys Avenue East, Joubert Street and Hebert Avenue.

- (19) Large format commercial and institutional uses will be directed to the appropriately zoned areas along Sabourin Street (PTH 59), Jolys Avenue (PR 205) and Jolys Avenue East and (where appropriate) Joubert Street. New or modified access may be limited along PTH 59 and PR 205, and may require a traffic impact study, drainage study and possible intersection improvements.
- (20) Proposed large format commercial/retail uses are considered 'significant developments', and as such should require concept plans, be serviced with potable drinking water and wastewater and have high quality landscaping and aesthetically pleasing site design.
- (21) Large format commercial will be encouraged to co-locate with light/medium industrial (e.g. flex tech space, small scale manufacturing), institutional uses and higher density residential uses.

Industrial

- (22) Ensure industrial and commercial developments are located to not negatively affect existing development or designated land uses.
- (23) Where possible, encourage the mixing of industrial uses that are compatible with commercial uses.
- (24) Small scale industrial uses should be encouraged to locate in Urban Policy Areas with available municipal public services.
- (25) Proposed industrial and manufacturing related uses will be directed south of Joubert Creek and have access along Sabourin Street (PTH 59). Such uses will require a rezoning application to "M" Industrial.

4.1.1.1 Heritage Resources

Intent

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



Objectives

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

Policies

- (1) Heritage Resources are identified on Map 4 attached to this Development Plan.
- (2) The Local Planning Authority shall encourage and facilitate the identification of heritage resources in the Planning Area; and sites with heritage potential shall be considered for designation as a municipal heritage site under Part 3 of *The Heritage Resources Act*.
- (3) Heritage resources that have been degraded or damaged should also be identified and prioritized for rehabilitation, if rehabilitation is practicable.
- (4) The Local Planning Authority shall encourage the preservation of heritage resources and significant structures in the Village.
- (5) No development shall be permitted that will endanger heritage resources with historic, architectural, or archaeological significance as designated by applicable Local Planning or Provincial Authority.
- (6) 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.
- (7) The Local Planning Authority shall endeavor to preserve and protect municipal heritage resources through tools such as the Zoning By-laws, Secondary Plans, subdivision procedures, development permits, design by-laws and demolition by-laws.

4.1.1.2 Hazardous Uses

Intent

The intention is to locate uses that have potentially adverse impacts on human health away from people's homes, lands subject to flooding, drinking water systems, and critical and significant wildlife habitat. Such hazardous uses may be located 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

- (1) New or expanding hazardous uses will not be allowed within the Chaboillé District, Green and Open Spaces, and Natural Lands Policy Areas.
- (2) Hazardous uses refer to facilities or developments, exclusive of railways and highways, which manufacture, handle, store or distribute dangerous goods.
- (3) Dangerous goods mean's 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*.
- (4) Mutual separation distances should be established in the Zoning By-law between hazardous uses and areas such as drinking water systems, habitable spaces, buildings with evacuation-sensitive occupancy, the edge of Provincial Trunk Highways, Provincial Road right-of-way as well as all Provincial Access Road right-of-way's; and designated areas identified in this Plan.
- (5) 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.
- (6) The proposed expansion of an existing facility shall require Municipal Council approval, as provided in the applicable Zoning By-law.
- (7) 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.
- (8) Where development of a potentially hazardous use is proposed, a rezoning application to "M" Industrial is required. In addition, 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.
- (9) Development or activities that could cause pollution under normal operating conditions may not be

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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.

(10) Anhydrous ammonia facilities are hazardous uses and shall not locate in the Village

4.1.2 Chaboillé District

Intent

By recognizing the 'Chaboillé District' in this Plan, we recognize the heritage of the area and the importance of this main street to the Village. The term 'Chaboillé District' comes from the Heritage Corridor concept that had historically been represented as the link between the communities of St-Pierre-Jolys, Otterburne, St-Malo, and Dufrost. It is a subset of the "Progressive" Policy Area in the



Village that is characterized by a greater concentration and diversity of mature businesses, dwellings, and places unique to the Village. It consists largely of Sabourin Street (PTH 59) and Jolys Avenue (East and West) where people primarily go for everyday for work and school, access everyday goods and services, and spend their leisure time on a regular basis. The Village will make the Chaboillé District a prime location for infill development to further support a mix of new and old buildings.

Objectives

- To encourage infill development to create a greater concentration of businesses and residential dwellings.
- To promote the adaptive re-use of existing buildings and activation of building façade/street frontage.
- To ensure small- to mid-scale businesses are complementary and compatible in the same areas through appropriate lot coverage, building yard setbacks and landscaping.
- To facilitate road extensions to align with pre-existing grid-block street pattern.
- To encourage pedestrian- and cycling-supportive site design.

Policies

- (1) The Chaboillé District is identified in Schedule B: Map 4 attached to this Development Plan.
- (2) The boundaries of the Chaboillé District shown on the maps and figures contained herein are intended to be approximate only and should be considered as such.
- (3) Public facilities, public offices, institutional facilities, and indoor recreational facilities that serve the whole community should be located in the Chaboillé District.
- (4) Promoting the rehabilitation and re-use of existing buildings in the Chaboillé District and encouraging multiple use of buildings and mixing different housing options with other compatible uses.
- (5) Commercial retail, food services, personal services and limited small-scale industrial requiring smaller land sizes will be encouraged to locate in the Chaboillé District.
- (6) Encourage social and cultural gathering areas within the Chaboillé District. Amenities should include public art, public spaces (i.e. open air stages), benches, chairs and tables, or other community identity building features, to create lively and meaningful interactions to support the Chaboillé District as unique destinations for both residents and visitors.
- (7) Encourage a horizontal and vertical mixing of uses along the Chaboillé District including retail/commercial on the ground floor, and residential and office on upper floors.
- (8) Encourage mid-level buildings (4-6 stories) along the Chaboillé District.
- (9) Support the revitalization of residential areas contiguous to the Chaboillé District with the encouragement of residential intensification as per the polices under section 4.1.



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4.2 Transformative Policies

'Transformative Policies' provide a general idea of where the transformational growth—the possibilities of an influx of investments and residents that can greatly change the fortunes of the municipality—may occur by identifying lands that can capture and accommodate the potential economic development of commercial, residential and/or industrial land-uses the community may reasonable aspire to secure.

4.2.1 Future Growth Areas

Intent

Setting up the framework for future development with commercial, residential, and industrial uses to capture the influx of investments and employees. These lands may include existing agricultural uses.

Objectives

To direct future growth opportunities to the existing settlement area and transportation corridors, unless otherwise required to fulfill the need of a specific opportunity, or to accommodate a growing need for residential, employment, and commercial land supplies. Urban Policy Areas will 'grow' into these areas when needed and when servicing capacity allows for bringing these lands on-line and up to developable standards, otherwise these lands remain relatively 'as is'.

Policies

- (1) Transformative Policies shall only be applied to Future Growth Areas and all uses within these Areas, as identified on Map 4 Policy Areas.
- (2) The Local Planning Authority shall only allow the re-designation of some or all of the lands in Future Growth Areas 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.
- (3) The timing of when these lands will be re-designated in the Development Plan to allow new developments shall be dependent on the economic conditions within the municipality 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.
- (4) The location and intensity of land uses will be guided by the Village through an amendment to the Development Plan, a Secondary Plan or a Concept Plan, and an amendment to the Zoning By-law.
- (5) The identification of Future Growth Areas shall not compel the Local Planning Authority to undertake: re-designating the lands to allow intensification with development; or re-designating all the lands identified within the Transformative Area.
- (6) Future Growth Areas shall be located adjacent to compatible and existing developments with the proposed new growth areas being contiguous to existing urban areas and development abutting transportation corridors.
- (7) Future Growth Areas shall be located adjacent to existing road networks to minimize new road construction, and should be located with existing piped services for water to optimize public investments in infrastructure.

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- (8) Redesignation of Future Growth Areas must be planned for, including provision of all technical studies deemed appropriate by the Village.
- (9) Proposed subdivisions on lands designated Future Growth Area will require an amendment to the development plan and shall be redesignated to Urban Policy Area.
- (10) Redesignation of Future Growth Areas in the southwest part of the Village shall consider the needs for additional public reserve and institutional lands to accommodate a third school.
- (11) Proposed industrial uses on Future Growth lands may be deemed by the Village as appropriate, granted the lands have an existing or proposed access to a major road such as Sabourin Street (PTH 59) and Jolys Avenue West (PR 205).
- (12) Existing and underlying uses in Future Growth Areas shall remain in effect until lands are re-designated through a development plan amendment.
- (13) 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.
- (14) New livestock operations shall not be permitted to establish and existing livestock operations shall not be permitted to expand within Future Growth Areas. However, provisions may be made in the Zoning By-law to allow as a Conditional Use, but with not more than 9 AUs: **Livestock Operations, Animal Keeping (less than 10 Animal Units in size);** and **Private Stables.**
- (15) Any proposed development on lands designated Future Growth Policy Area shall require a Development Plan Amendment to Urban Policy Area, in addition to a subdivision and rezoning application to the appropriate zoning category.

4.3 Conservative Policies

'Conservative Policies' are important for maintaining and preserving the health, and identity of the Village as defined in our Municipal Strategic Plan. These areas are identified as being protected due to being inappropriate for development. Such lands are characterized as a flood risk, wildlife and riparian habitat, play and open space.



Intent

Conservative Policies are associated with undeveloped or protected parts of the Planning Area where no new growth is anticipated.

Objectives

- To preserve the natural and rural character of the Village.
- To protect existing natural lands, critical and significant wildlife habitats.
- 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.

General Policies

- (1) Conservative Policies shall only be applied to Natural Lands Policy Areas as identified on Map 4 Policy Areas.
- (2) Current land-uses shall continue, as they may exist today, for as long as the landowner wishes until such time as discontinuance conditions are met based on *The Planning Act*.
- (3) 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 may be allowed.
- (4) The removal of topsoil, or other organic surface material shall not be permitted unless approval has been granted by the Local Planning Authority. This is not intended to restrict excavation for the purposes of drainage ditches, dikes, road construction, building sites or similar work.
- (5) Local Planning Authorities shall support the protection of soil from wind and water erosion by encouraging the retention of existing woodlots and shelterbelts, and the development of new shelterbelts and other conservation measures.

4.3.1 Natural Lands Policies

Natural Lands should be identified and protected to optimize ecological, heritage, cultural, health and economic benefits to the communities. Natural Lands also provide local citizens with employment opportunities in the tourism sectors. The Local Planning Authority may also designate some areas within the Planning Area for retention as passive, publicly or privately owned spaces that retain existing features and topography valued by the local community.



Intent

Lands under the Crown [Provincial or Federal] fall outside of the jurisdiction of local municipal authorities though should be identified in Development Plans to ensure the importance of these areas' natural significance and impacts in the tourism economy. Lands owned by the municipality, conservation groups and private landowners 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.

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

Objectives

- To protect existing natural areas, including water bodies, groundwater supply and associated riparian areas within the Planning Area.

Policies

- (1) Natural Lands Policy Areas are identified on Maps 2 and 4 attached to this Development Plan.
- (2) 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. Sensitive wildlife or aquatic habitat has been identified by a senior level of government;
 - d. Municipally owned lands identified by the Local Planning Authority for preserving existing features and topography; and
 - e. Private lands that have been voluntarily protected by landowners under *The Conservation Agreements Act*.

- (3) 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.
- (4) Buffer Areas should be established around designated protected areas, and developments and the use of land within the 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.
- (5) 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.
- (6) The Local 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.

Water Bodies and Hazards

- (7) Development shall adhere to the regulations under *The Water Protection Act* and the *Provincial Planning Regulation* and will be encouraged to develop in a manner that ensures that water bodies and the limited groundwater resources are sustained.
- (8) Land subject to flooding, erosion or bank instability shall be left in its natural state or only developed for low intensity uses such as open space recreation, grazing, cropping, forestry, and wildlife habitat.
- (9) Intensive and high-pollution risk developments (including chemical and fertilizer storage facilities, septic fields and tanks, fuel tanks, waste disposal grounds and sewage treatment facilities) should be restricted in source water protection areas for all public drinking water sources. Where restriction is not possible, development must be limited and may be subject to:
 - a. Demonstration by the proponent that no significant negative effect on water is likely to occur;
 - b. Implementation of mitigation measures and alternative approaches that protect, improve or restore these areas; and
 - c. Preparation of a strategy for mitigation in the event that negative impacts do occur. This may include:
 - i) Ensuring an emergency response plan is developed for each public drinking water system to address spills, accidents, and other emergencies that may affect public drinking water sources; and
 - ii) Sealing all known abandoned wells in public water system source water protection areas.
- (10) Lands subject to flooding means land that:
 - a. is inundated by floods up to and including the 200-year flood, or the flood of record, whichever is greater;
 - b. has a known history of flooding; or
 - c. experiences flooding during a flood event of a magnitude specified by the Province in areas protected by flood control works.

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- (11) 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.
- (12) 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.
- (13) In areas where the specific flood, erosion and bank instability hazards have not been determined, new buildings shall be set back from all water bodies at a distance an engineering investigation shows that these limits should be established, and at the discretion of the Local Planning Authority, and/or the applicable Provincial authority.
- (14) To ensure the protection, retention and rehabilitation of riparian areas, a 30-meter (100 foot) setback is established. 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.
- (15) The riparian setback limiting development adjacent to Joubert Creek may be reduced subject to geotechnical, engineering or environmental assessment by a professional engineer, and at the discretion of the Village and the applicable Provincial Authority.
- (16) Where possible, and at the discretion of the Local Planning Authority, an area adjacent a water body may be registered as a public reserve on title for public purposes as part of a subdivision process.
- (17) 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.

5 Planning Infrastructure

5.1 Transportation Policies

5.1.1 Roads

Intent

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 compatible and correspond to 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

- (1) The Transportation system is identified on Map 3 attached to this Development Plan.
- (2) Consideration should be given to the establishment of guidelines for the placement of facilities for hazardous uses, as defined by Policy 4.1.1.2 (4).
- (3) Consideration should be given to the preparation of overall concept plans, or secondary plans if more appropriate, for areas where 'significant development' is proposed.
- (4) Preference should be given to internal road systems (as opposed to frontage roads) in the preparation of overall plans. All new frontage roads serving developments will be the responsibility of the local jurisdiction.

Road Hierarchy

The road system within the Village 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 59 – Primary Arterial
- PR 205 – Collector “A”

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 another road service may encourage strip development. There are two classes of Rural Arterial highways:

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

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

Municipal Roads: Major municipal roads accommodate local traffic and are meant to service traffic generated by new development. Some of these roads will then connect to the system of provincial roads (i.e. collectors and arterials) at strategic locations to ensure safe operations on these higher volume routes.

5.1.2 Policies and Statutory Controls Limited Access Highways

Sabourin Street (PTH 59) from Joubert Creek south to the Village boundary and from Prefontaine Avenue north to the Village boundary is considered a Limited-Access Highway. Limited Access Highways have a ‘controlled area’ or a controlled right-of-way to ensure safe operations of provincial traffic, which includes the roadway as well as the ditches, drainage facilities and highway related signage.

The ‘controlled area’ extends 38.1 m (125 ft) from the edge of the right-of-way for the protection of future highway expansions and improvements, and future operations. The ‘controlled area’ adjacent to Sabourin Street (PTH 59) and Jolys Avenue West (PR 205) are identified under Schedule B: Map 3. A Highway Permit from Manitoba Infrastructure (MI) is required for any of the following purposes within the controlled area as illustrated in Map 3:

- New or modified municipal roads and/or trails accessing a provincial highway; and
- New or modified private accesses on provincial highways.

Under Provincial Legislation, a permit issued by Manitoba Infrastructure (MI) is required for any new, modified or relocated access and to intensify the use of an existing access to the entirety of

Sabourin Street (PTH 59) and Jolys Avenue West (PR 205) within the Village. However, the Village is the approving authority for development (including new or modified structures, utility upgrades, signage and trails) adjacent to PTH 59 and PR 205 within the Planning Area—which includes establishing building setbacks as prescribed in the Zoning By-law 2021-11.

Provincial Highway System

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

- (1) Areas of potential or future highway upgrading/widening, system enhancement and intersection improvements should be kept free of development;
- (2) Developments shall be planned to restrict direct access to a provincial highway facility and whenever possible, use internal access roads; internal road systems; or municipal road system to limit direct access to the Provincial Highway System.
- (3) Development that would have a detrimental impact to the function and safety of the highway or where the highway (or any future system expansion) may have a detrimental impact on the development, should not be allowed to locate near a provincial highway;
- (4) Development that contributes to the evolution of a row of lots (strip development) each relying on direct access should not be permitted adjacent to a provincial highway.
- (5) Developments that generate vehicle movements with heavier than normal loads that exceed weight restrictions on provincial highway and local roads shall not be permitted unless provisions are made to ensure that appropriate load improvements for the road networks are incorporated into any plans for development.
- (6) Developments that generate excessive noise or dust; or are hazardous in nature that are incompatible with the safe use, operation and maintenance of nearby transportation facilities as indicated in Policy 5.1.2.(3) must not be allowed, unless mitigative measures can be met by the developer.

Highway Developments

- (7) Compatible land uses, such as agricultural operations and “highway commercial”, may be permitted adjacent to a provincial highway under certain circumstances. Highway commercial uses are land uses with a dependency on vehicle traffic, large parking areas, a dominance of vehicle use, and need large land areas for development, especially to accommodate the travelling public and transportation of goods.
- (8) Allowable areas for highway commercial uses (i.e. lands that are zoned Highway Commercial in the Zoning By-law) 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.
- (9) Whenever possible, internal access roads, internal road systems, or municipal road systems will be utilized to limit direct access to the Provincial Highway System.

Road Drainage

- (10) 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. If there is an increase in flow or an adverse impact, 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.

Limit Direct Access

- (11) Internal access roads; internal road systems; or municipal road system shall be utilized to limit direct access to the Provincial Highway System from all land developments.
- (12) It is however, recognized that there are some developments in the highway commercial category for which a frontage road could be beneficial, some exceptions could be made in these instances. Frontage roads should access the highway system via the local road system. Frontage roads that may be required to serve development will be a municipal responsibility.

Municipal Roads

- (13) 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.
- (14) 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.
- (15) Where there are existing or anticipated high volumes of truck traffic, the Municipality may designate certain municipal roads as truck routes, in order to limit deterioration of the municipal road system and to minimize safety problems and nuisance factors within urban and rural residential areas. The designated truck routes will be identified as truck routes on a map and adopted as a transportation by-law for the Municipality. These truck routes are intended to complement the provincial highway system as major traffic carriers and as such will be subject to the following considerations:
- a. Truck routes shall receive priority consideration for maintenance and snow removal; and
 - b. Truck routes shall be designed to carry heavy farm traffic although restrictions may be placed on these roads at certain times of the year.

5.1.3 Active Transportation

Intent

Providing greater access and options for walking, cycling and physically active modes of transportation is widely considered to be the most practical investment that will lead to improved health, increased personal mobility, and more livable and socially active communities.



One of the fundamental strengths the Village has to offer is its connection to the Crow Wing Trail and to other partner Municipalities, including Richot, Niverville, DeSalaberry, and Emerson-Franklin. The Crow Wing Trail represents nearly 60 kilometers of the Trans Canada Trail, attracting trail users from around the world, in addition to many local users. Expanding the quality and range of active transportation options to residents, workers and visitors of the Village will not only help to ensure people are not dependent on one mode of travel, but also facilitate an active lifestyle.

Objectives

- To plan for, and implement active transportation network improvements, and establish connections within existing neighbourhoods via active transportation routes.
- To facilitate the Village as an integral destination along the Crow Wing Trail through continued investment into active transportation infrastructure.
- To provide residents with active recreational opportunities and alternative transportation choices (including designated snowmobile trails) to reduce reliance on private passenger vehicles.

Policies

- (1) Active Transportation (AT) Trails are identified in Map 3 attached to this Development Plan.
- (2) AT Trails should be protected from developments that may potentially interrupt, interfere or limit activities occurring on the AT Trails.
- (3) The development of AT Trails linking settlement areas, and linking Natural Lands with settlement areas, should be encouraged.
- (4) Utility corridors and underground pipes may provide opportunities to co-locate AT trails.
- (5) 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.
- (6) 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.
- (7) The development of land in and around Active Transportation Trails may require a concept plan to determine whether it complies with the overall intent of this Development Plan to connect new developments to AT Trails.
- (8) Employment intensive land-uses located within Urban Policy Areas should be connected to new AT trail network.

- (9) AT facilities should be physically separated from PTH 59. Operation and maintenance of these facilities are the responsibility of the Municipality.

5.2 Public Service Policies

5.2.1 Water and Wastewater

Intent

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

Objectives

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

Policies

- (1) 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.
- (2) Where municipally operated water or wastewater services are provided within any developed area, new developments shall be required to connect to these services.
- (3) Where piped water or piped sewer services are not available in the Planning Village, development should be planned to be able to accommodate efficient and economical piped municipal services in the future.
- (4) The extension of piped water and piped wastewater services to new developments should be implemented in environmentally-sound, economically, and timely manner
- (5) New developments should be approved in a manner that supports Village and regional services for water and wastewater.
- (6) New developments that will optimize the provision of existing municipal water and wastewater infrastructure shall be encouraged.
- (7) It is recommended that new residential developments are setback 300 meters from a wastewater treatment lagoon.
- (8) Drinking water systems and wastewater management systems, where provided, shall be developed and operated in accordance with applicable provincial standards, including: *The Environment Act*,

and *The Public Health Act* and *The Drinking Water Safety Act*.

5.2.2 Land Drainage

Intent

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

Open ditches, culverts, dams and other engineered water control works are used to manage surface waters into the Souris River Watershed. 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

- (1) Local Planning Authorities should adhere to provincial drainage guidelines and work cooperatively with the applicable Provincial authorities and adjacent municipalities to address any regional drainage issues.
- (2) Overall storm drainage plans for undeveloped areas may be required prior to development. Where development may increase storm flows into the provincial highway system, permission from the applicable provincial authority will be needed, 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.
- (3) Authorization is required from Manitoba Infrastructure to undertake any activity or construction on a provincial waterway as designated under the *Water Resource Administration Act*. The cost of any revisions required to the existing provincial waterway system, which are directly associated with the development, will be the responsibility of the developer.

5.2.3 Utilities

Intent

Future growth will be based on the ability to provide a full spectrum of utilities, including fiber optic cables, hydro connections, television and satellite providers, and other telecom services.

Objectives

- To ensure utilities are planned for in a coordinated manner, whereby aligning to future growth opportunities in the Village.

Policies

- (1) 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.
- (2) Encourage the installation of underground utilities to reduce the visual impact, physical deterioration and environmental obstructions it may produce.

5.2.4 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 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 Open 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

- (1) Green and Open Spaces should be centrally located to ensure inclusivity and optimize use for local residents.
- (2) 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.
- (3) Collaboration with School Divisions to co-locate municipally owned Green and Open Spaces next to schools to allow for joint-use opportunities should be considered.
- (4) 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.
- (5) Green and Open Spaces should have strong sight lines to encourage ‘eyes on the street’, critical to community safety.
- (6) Green and Open Spaces should be constructed in accordance with Crime Prevention Through Environmental Design (CPTED) and Universal Design principles.
- (7) There should be a diversity of Green and Open Spaces in the Planning Area with different functions and facilities to accommodate an assortment of activities from passive to active.

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- (8) 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.
- (9) Green and Open Spaces should have lighting, directional signage and focal points, and connect to the cycling and pedestrian networks of the Planning Area.
- (10) 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.
- (11) Green and Open Spaces should provide seating areas that allow people to rest and observe surrounding activities.
- (12) Amenities such as water features, clock towers, public art and/or architectural features may be considered as landmarks in Green and Open Spaces that provide identity to the neighbourhood.
- (13) 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.
- (14) 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.
- (15) 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.
- (16) Collaboration with Manitoba Hydro to identify opportunities to accommodate passive leisure and recreational uses in the Hydro Corridors as appropriate should be encouraged.
- (17) Collaboration with the private sector to identify opportunities to accommodate in Green and Open Spaces, cafés, restaurants, food trucks, food kiosks, eating and drinking land-uses, and outdoor dining and drinking areas should be encouraged.
- (18) Green and Open Spaces shall be connected to existing pathways or sidewalks to facilitate easy pedestrian and cycling movements.
- (19) Regional pathways may connect to and through Green and Open Spaces.
- (20) Green and Open Spaces should provide at least one universally accessible path that connects to one or more existing adjacent path or sidewalks.
- (21) The Local Planning Authority may require a Public Land Dedication from subdivision applications for up to 10% of the proposed land (or up to 8% of the land value), designated for Green and Open Spaces.
- (22) When new Green and Open Spaces are being proposed by a land developer as part of land dedication, the Local Planning Authority may request a traffic impact study, active transportation network plan, building design information, or any other information deemed necessary to ensure a high-quality development.
- (23) The Local Planning Authority may require the preparation and submission of designs for the development of park and open space areas as part of any new development. Pursuant to *The Planning Act*, a public open space reserve dedication may be required as a condition of approval of any subdivision in order to:

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- 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 Village;
- 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 Planning Area Background

6.1 St-Pierre-Jolys Background Study

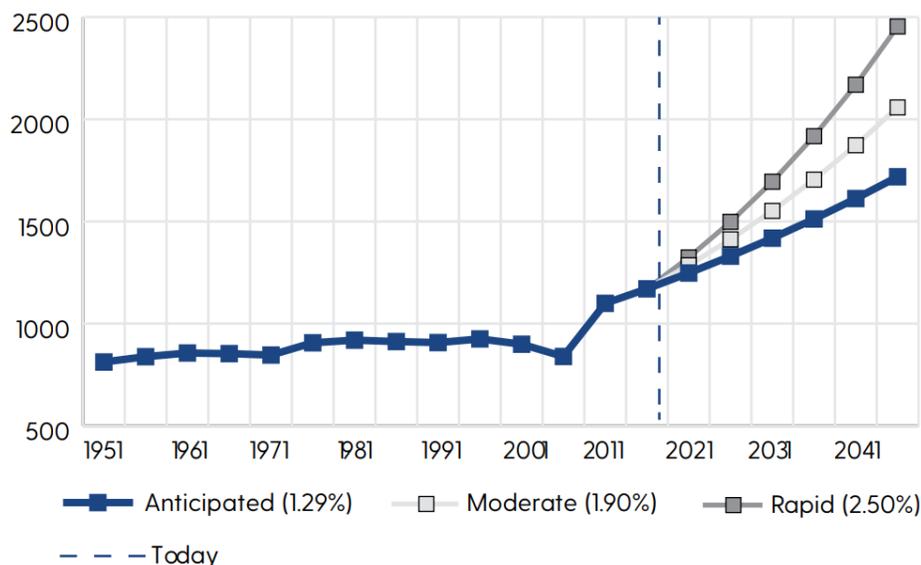
The companion document completed with the Development Plan, the *St-Pierre-Jolys Background Study* [the Study] contains a comprehensive compilation of both qualitative and quantitative data analysis for the Planning Area in the following areas: Citizens; Community; Environment; and Commerce.

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

6.2 Growth Scenarios

- **Scenario 1 – Anticipated Growth (1.29%):** Manitoba from 2013 to 2038 is expected to grow anywhere between 1.2% and 1.5% annually. The anticipated growth scenario for St-Pierre-Jolys, also the low-end projection across the province of Manitoba, is an annual increase of about 1.29%. The anticipated growth projection is the baseline population projection for the Village, which represents the previous 15-year average for the Village and a conservative growth assumption among the Southeast region of Manitoba.
- **Scenario 2 – Moderate Growth (1.90%):** The Province of Manitoba predicts South Central and Southeast regions to experience higher and stronger rates of population growth. Urban areas in the region, including the towns of Saint Malo, Grunthal, Niverville and Ile des Chênes have seen a strong growth rate and also tend to be located closer to Winnipeg. If these trends are to continue, it is likely the Village will experience a more moderate growth rate of 1.9%.
- **Scenario 3 – Rapid Growth (2.50%):** An influx of jobs, people and residential development would be more likely to create the conditions for a rapid growth scenario. If the Village is able to secure private sector investment into the Village, it would help support a steady labour force, increase in population, and livelihood of a strong community base. This rapid annual population increase is similar to the previous five-year growth rate of Niverville, the fastest growing community in Manitoba in terms of population data, which is about 2.5% annually.

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Residential Area Demand Projections

6.3 Growth Scenario Implications

As of 2016, the population of the Village was about 1170. Our projection estimates that by 2031, an additional 100 to 210 new dwelling units will need to be built to accommodate anticipated, moderate or rapid growth. When we look to the year 2046, we estimate around 220 to 514 new dwelling units will be needed. Different types of housing will accommodate different numbers of people, which is why the next major component in this growth projection analysis are to define the assumptions between single-detached and multi-family housing.

	Anticipated Pop. Growth	New Dwelling Units	Moderate Pop. Growth	New Dwelling Units	Rapid Pop. Growth	New Dwelling Units
2016	1170	-	1170	-	1170	-
2020	1232*	-	1262*	-	1292*	-
2031	1418	100	1552	153	1695	210
2046	1719	220	2056	356	2454	514

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

6.4 Planning Process

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

Community Dialogue

This process began with the creation of a Municipal Strategic Plan that incorporated the community's vision for Village in the next ten to twenty years. Community dialogue is an important and open-ended process (as opposed to a linear approach that presents 'facts' for

community verification), these initial public conversations were further supported by direct one-on-one dialogue with many community stakeholders.

Framing

Quantitative (hard facts, stats and data) and Qualitative (community dialogue: what you told us) are assessed together - an iterative process assumes both 'streams' of information are equal and valuable. During this stage, the 'hard facts' are weighed against the community dialogue. Do community ideas, issues and opportunities 'fit' with the hard data? The completed Background Study helps to present this information.

Vision and Guiding Principles

The Vision and Guiding Principles were drafted in response to the community dialogue and used as the basis of all community dialogue. Citizens, stakeholders, organizations and elected officials were invited to provide input on the draft vision and guiding principles.

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

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

6.5 Project Governance

A comprehensive governance structure was developed to ensure complete oversight throughout the process. This consisted of 4 governance groups:

Village of St-Pierre-Jolys

This group includes all community members of the Village, with key community stakeholders being contact directly for their input. Through public engagement events, all members of the public have the opportunity to have their voices heard in the planning process.

Project Steering Committee

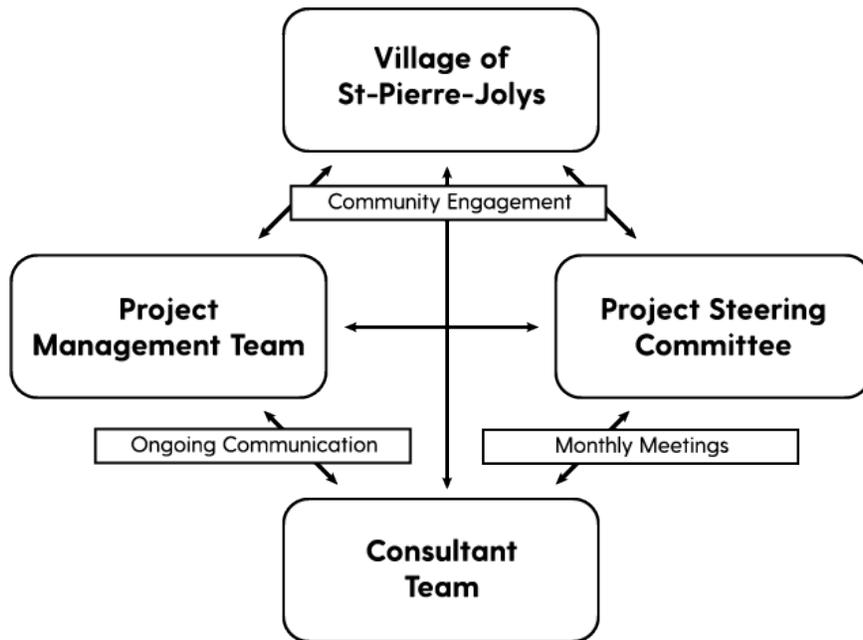
The Project Steering Committee consists of the Village of St-Pierre-Jolys Council and Administration. Members of the Council at this time include: Mayor Raymond Maynard, Councillor Paule Péloquin, Councillor/Deputy Mayor Justin Kehler, and former Councillor Raymond Gagné. Monthly meetings with the Consultant Team, Project Steering Committee, and Project Management Team are held to provide regular updates and guide the process through each deliverable.

Project Management Team

The Project Management Team consists of Chief Administrative Officer Tina Bubenzer and Assistant Administrative Officer Nicole Bratzke. They are the primary contacts for both the Consultant Team and Project Steering Committee, and ensure detailed components of the process are consistent with the Village's Vision.

Consultant Team

Richard+Wintrup Planning and Development is the planning group drafting the Development Plan and subsequent Zoning By-law for the Village.



Project Governance Diagram

7 Implementation

St-Pierre-Jolys Development Plan provides direction on the long-term development of the communities that comprise the *Village of St-Pierre-Jolys*.

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

The Plan has policies to guide decision makers, the community, and landowners towards the vision for the Village. 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 of the Village 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 may afford the Village with new economic opportunities. The following are the actions for implementing the Plan.

7.1 Implementation Strategies

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

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

And there are a number of practical, proactive strategies for implementing of the Plan, which follow under the sections of 'Leadership, Partnership and Sponsorship'; 'Capital Infrastructure

Programme'; 'Incentive Tools'; 'Awareness Tools (Marketing)'; and 'Planning and Planning Tools'. Each strategy has a number of actions that can be considered for undertaking to implement the Plan, including: planning strategies, funding strategies, incentives/innovative techniques, leadership, partnership and sponsorship steps. These actions include low risk frugal activities, and actions that associations, groups, and Non-Governmental Organizations outside of the Village can also implement to drive growth and change in the Village.

We are recommending that the first steps for implementing the plan be the low-cost actions such as fostering relationships, 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. Some of the actions listed have already been taken or are part of the Municipal Strategic Plan but serve as a reminder of the ongoing work necessary to achieve the vision for the Village.

7.2 Leadership, Partnership, and Sponsorship

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

Actions:

- Municipal Partnerships:
 - ◆ Identify and implement innovative approaches to municipal service delivery options to provide quality services at an affordable cost.
 - ◆ Manage municipal facilities to achieve strategic fit, flexibility, and affordability in support of the consolidation of the management of services.
 - ◆ Evaluate the needs of citizens in the delivery of services and monitor performance against those needs including comparisons with other municipalities and the private sector.
- Identify and collaborate with potential partners from Non-Government Organizations (NGOs) in sport, recreation, cultural, business and education from within and external to the community for establishing temporary events and pop-up activities in the communities within the Planning Area.
- Monitor and respond to demographic, social, economic and environmental trends both locally and globally.
- Work cooperatively with other levels of government and Non-Government Organizations whose services are desired and required by residents and are delivered in a coordinated manner to maximize convenience to the public and minimize duplication.
- Develop strong partnerships with existing businesses within the Village to encourage new business and outside investors to set up within the planning area.
- Encourage the implementation of a support system that acknowledges the special needs of new & existing, small businesses to help them grow and expand.
- Support retention and recruitment programs including the creation of entrepreneur

incubators, locations that provide resources and assistance to new businesses in their early developmental stages.

- Assist business in meeting government requirements associated with new development and expansion, including streamlining procedures and regulations within the municipal administration.
- Support the expansion of information technology infrastructure:
 - ◆ Consider appropriate locations for high technology facilities, information corridors and areas of technological concentration.
 - ◆ Identify and collaborate with other groups to advocate with other level of governments and service providers to expand information technology infrastructure in the planning area.
- Foster closer relationships with local school divisions, community colleges, and the not-for-profit sector to identify the work force training needed to support the needs of the local business community.
- Identify the personal services and commercial amenities needed in community areas for attracting and retaining new and existing residents.

7.3 Capital Infrastructure Programme

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

Actions:

- Long Term expenditures on infrastructure for the planning area, and the vision for the planning area, need to be intertwined to ensure both are successful by focusing on placemaking improvements to the public realm for people, and amenities needed to support an expansion of land-uses.
- Consider strategizing to generate an infrastructure programme with a schedule for the multi-year investment being targeted for enhancing the planning area with infrastructure that matches the demands of land-uses and land-users.
- Consider generating and endorsing a Conceptual Plan that illustrates the design possibilities for the creation and/or improvements to public spaces and public infrastructures such as links (sidewalks, pathways), and landmarks (focal points & main streets) to strengthen the place making design of the planning area and reinforces the identity of the communities that make up the Village.
 - ◆ Consider implementing an active walking trail that mirror the Boundary Trail to connect the municipalities together, and with their past.
 - ◆ Consider implementing new directional signage and gateway feature signage at entry points into each of the communities to strengthen identity and direct tourists.
- Consider implementing a program of assessment and timely replacement of infrastructure in order to maintain the capacity of existing water supply system, and

wastewater collection and treatment system.

- Minimizing deferred maintenance and taking into account the impact on the infrastructure life expectancy and life cycle when making deferred maintenance decisions.
- Explore innovative ways to develop new Village public amenities such as Private Public Partnerships or Social Action Bonds.

7.4 Incentive Tools

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

Actions:

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

7.5 Awareness Tools

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

Actions:

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

through continued urban design, community theming and place making (creating community places that people want to be in) along the appropriate transportation routes.

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

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 converting lands surrounding existing settlement areas to a *Progressive Policy* (Urban Policy Area, Tourism Policy Area, Rural Residential Policy Area) designation 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 land redesignation, which the general policies of the Development Plan cannot address, for:
 - ◆ Large redevelopment projects in currently vacant land.
- Consider changing the current Land-Use Zoning By-law Regulations to align zoning 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:
 - ◆ Allow for mixed uses, both horizontally on one property and vertically within one building.
 - ◆ Make temporary uses such as 'outdoor markets', 'farmer markets', and 'Fair and Exhibition Grounds' 'P' (with a number of performance standards regulating size, intensity, and hours of operation) to draw in people to communities.
 - ◆ Make residential uses 'P' along commercial main streets when not on the ground floor to encourage people to live in settlement areas on existing municipal services.
 - ◆ Allow 'soft densification' of secondary suites, small lot subdivisions, infill multiple housing projects within existing residential sectors of settlement areas.
 - ◆ Allow multiple family housing and different residential building types.

- ◆ Allow intensive life stock operations.
- ◆ Parking – consider eliminating or significantly reducing the parking stall requirements for all land uses to discourage the consumption of land for parking areas, and encourage the establishment of an intense diversity of land-uses along commercial main streets of settlement areas.
- ◆ Plan for Regional Services within the Village.
- 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.
- Recommend that the planning for commercial growth be adjacent to existing development and served by an internal road system and not along provincial highways.

Development Plan Amendments

The Planning Act allows a board or council, and a landowner 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 *High Growth Scenario* that is a possibility for the planning area, positively impacting the local and Provincial economies, may trigger the need to amend the Plan to bring on the additional *Progressive Policy* land related directly to facilitating an intense jobs growth industry, and in-directly with expanding residential and services to support the needs of new employees.

The Development Plan Amendment provides the vehicle for the Local Planning Authority to collaborate with proponents of new developments to ensure local interests are considered, and ensures the Provincial interests are also considered. The Development Plan Amendment also provides the opportunity for the Local 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.

7.6.1 Secondary Plans

The Planning Act allows a board or council to adopt secondary plans to deal with objectives and issues in a specific part of the planning area or the municipality. The issues a secondary plan might address include:

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

A secondary plan might be useful in setting out the overall pattern of future development in an area, or to set out more detailed policies respecting development issues in a specific part of the municipality or planning area.

7.6.2 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 Village. 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 Village that has a Village-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.

7.6.3 Variances

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

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

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

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.

7.6.4 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.

7.6.5 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:

- (1) a plan of subdivision, conveyance, deed, mortgage or grant; or
- (2) 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 Branch have been delegated approving authority for subdivisions in most parts of Manitoba including the Village.

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

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

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

Action:

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

7.6.6 Development Agreements

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

variance order or approving a conditional use.

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

Action:

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

7.6.7 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 Crime Prevention Through Environmental Design (CPTED) and Universal Design.
 - ◆ Guidelines should be 'general' that avoid detailed design specifics to ensure building professionals have flexibility in designing each building and site, and avoid repetitious building designs.
 - ◆ Guidelines shall only address the exterior of buildings and above grade site plans, and the public realm areas of rights-of-ways and public spaces.
- Support community groups that bring forward Development and Design Guidelines for Main Street revitalization projects.

7.6.8 Development Permits

Part 9 of the Act prohibits development unless a development permit has been issued and the development complies with the permit. Procedures for issuing development permits are outlined

St-Pierre-Jolys Development Plan

in the St-Pierre-Jolys Zoning By-law 2021-11.

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

Actions:

- The board or council may issue the development permit if it is satisfied that the proposed development generally conforms with the applicable provisions of the development plan by-law, the zoning by-law and any secondary plan by-law [Subsection 148(1)].
- Until such time as the Zoning By-law regulations are changed in a Development Application, nothing in this Plan shall preclude current uses in the Planning Area from continuing as they existed prior to the Plan, with all the zoning land-use rights inherent in the lands, and for as long as the landowner wishes.
- Should a landowner 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-way's, 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.

7.6.9 Placemaking - Lighter, Quicker, Cheaper*

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

Actions:

- Signage – consider using public art, landmarks, and signage to create a sense of place of each community within the Village to establish a strong identity for the areas for the residents and visitors.
- Seasonal/One Off Events – temporary transform public spaces in communities within the Planning Area by having a series of one night events during spring/summer/fall such as block party, outdoor movie events, musical acts, poetry slams, beer gardens, wine tasting, art shows, food trucks, farmers markets, artisan markets, star gazing, etc.
- POP-UP Infrastructure – provide temporary infrastructure in public spaces within the communities of the planning area for people to use such as lawn chairs/picnic tables, converted shipping containers decorated by local artists for temporary shops/food kiosks/ sitting areas;/bicycle repair station.
- POP-UP activities – provide temporary activities lasting an afternoon or weekend in public spaces within the communities of the planning area such as ping pong tables, yoga, mini-library, art installations, art classes, chess boards, board game night, musical acts, and retail. The specific activity may not be the same though having a pop-up activity occurring routinely should be a goal.
- POP-UP Food – encourage food and drink suppliers to set up temporarily for either a short duration (one weekend morning) or for the entire summer to attract people to the communities within the Planning Area. A demonstration of this may be to have a well-known food truck set up for a weekend and/or a kitchen barge to be used by a variety of restaurants to offer different dishes throughout the summer.
- Allow for community gardens to be established in public spaces within the communities of the planning area with boxes or plots for gardening, and provide the soil and water supply along with sitting/shade areas to encourage gardeners to congregate.
- Establish an off-leashed, fenced in Dog Park with infrastructure such as a running obstacle course and drinking water for dogs to encourage dog owners to meet each other over coffee and use public open spaces.

7.6.10 Placemaking - The Power of 10

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

Action:

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

7.7 Plan and Policy Interpretation

Individual policies of the Development Plan should be interpreted within the overall spirit and intent of all other objectives and policies of the Development Plan. The land use designation boundaries shown on the Development Plan Policy Maps and any lot size, distance and area requirements mentioned are meant to serve as guidelines only. Situations may arise that will necessitate a degree of flexibility in the application of these standards, provided the intent of the Development Plan is not compromised. These standards provide general guidelines for the preparation of the more specific performance standards and requirements of the applicable zoning by-laws.

Schedule B: Maps

Map 1 – Planning Area

Map 2 – Natural Lands

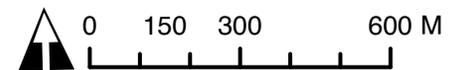
Map 3 – Transportation

Map 4 – Policy Areas



Map 1 Planning Area

-  Village Boundary
 -  Property Assessment
 -  Highway
 -  Collector
 -  Municipal Road
 -  Creek
 -  Ditch
- Walking Radii**
-  200m
 -  400m
 -  800m



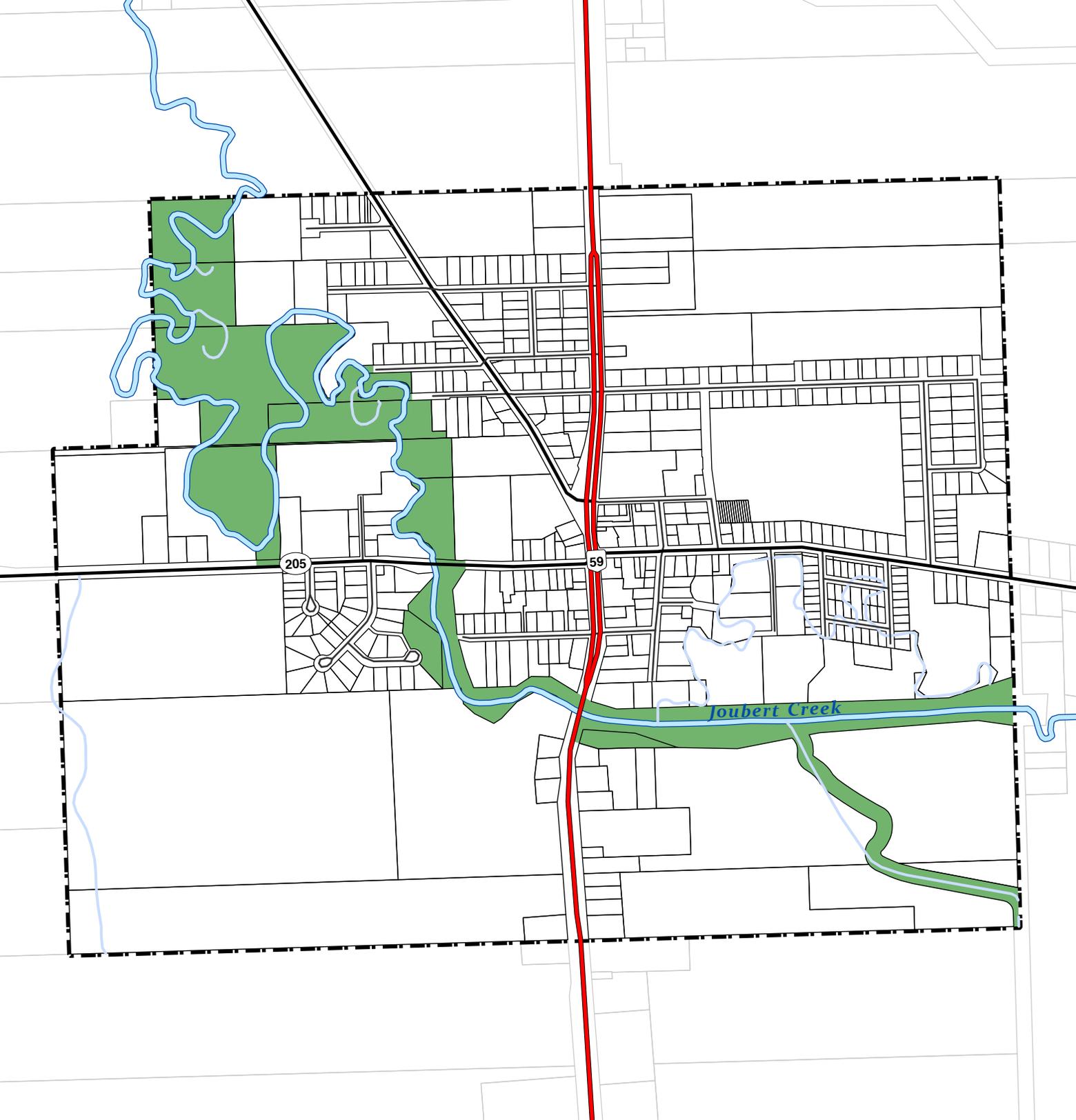
For General Reference Only
Source: Manitoba Geo Portal
Scale: 1:15,000
Name: NAD 1983 UTM Zone 14N
Revised: 9/9/2021
Prepared by Richard+Wintrup Planning & Development
Prepared for Village de St-Pierre-Jolys





Map 2 Natural Lands

-  Village Boundary
-  Property Assessment
-  Natural Lands
-  Creek
-  Ditch
-  Highway
-  Collector
-  Municipal Road



For General Reference Only
Source: Manitoba Geo Portal
Scale: 1:10,000
Name: NAD 1983 UTM Zone 14N
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