



MSTW Planning District Development Plan

By-law 1-2025



**MSTW PLANNING DISTRICT
BY-LAW NO. 1-2025**

BEING a By-law of the MSTW Planning District,
in the Province of Manitoba, to adopt a Development Plan.

WHEREAS Section 40 of The Planning Act provides authority for the preparation of a development plan;

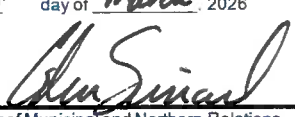
AND WHEREAS Section 45 of The Planning Act provides authority for the adoption of a development plan by By-law;


AND WHEREAS pursuant to the provisions of The Planning Act, the Minister of Intergovernmental Affairs & Trade approved the MSTW Planning District Development Plan on the ____ day of _____, A.D. 2026;


NOW THEREFORE the MSTW Planning District Board, in meeting duly assembled, enacts as follows:

1. *The MSTW Planning District Development Plan attached to and marked as "Schedule A" to By-law No. 1-2014 of the MSTW Planning District, and all amendments thereto are hereby rescinded.*
2. *The MSTW Planning District Development Plan, attached hereto and marked as "Schedule A" is hereby adopted.*
3. *The MSTW Planning District Development Plan shall take force and effect on the date of Third Reading of this By-law.*

DONE AND PASSED this ____ day of _____, A.D. 2026.

BY-LAW No. 1-2025 is hereby
Approved pursuant to clause
51(1) of The Planning ACT
This 10th day of March, 2026

Minister of Municipal and Northern Relations



Chairperson


Manager and Administrator

Read a First Time this 12 day of Nov, A.D. 2025.

Read a Second Time this 11 day of Feb, A.D. 2026.

Read a Third Time this ____ day of _____, A.D. 2026.

Certified a true copy of By-law No. _____ of the MSTW Planning District.



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PART 1 INTRODUCTION

1.1 Planning Context

The MSTW Planning District (Planning District) was formed in 1977 and consists of the City of Morden (Morden), the Rural Municipality of Stanley (Stanley), the RM of Thompson (Thompson), and the City of Winkler (Winkler). By working together, the Planning District ensures that long-range planning brings about development that accords with the interests of all partner municipalities.

The Planning District's Development Plan applies to all member municipalities and provides policies for land use and community-building into the future. The Planning District operates under the guidance of the Planning District Board, composed of representatives from member municipality councils.

Located in the south-central region of the Province of Manitoba (Manitoba), the Planning District is bounded by the RM of Pembina to the west, the RM of Dufferin to the north, the RMs of Roland and Rhineland to the east, and North Dakota on the south. The Planning District is situated between two prominent geographical areas of Manitoba, the fertile Pembina Valley on the east and the picturesque Pembina Escarpment on the west. The variety of natural features associated with this geography provides the Planning District with many opportunities for agriculture, recreation, and lifestyle. While agriculture underpins the regional economy, manufacturing is gaining in importance. This has led to an increasing demand for skilled labour, resulting in significant population growth through immigration, which, in turn, has placed pressures on the region in areas such as housing, education, and immigrant services.

1.1.1 Legal Authority

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

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

1.1.2 Provincial Land Use Policies

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



the Development Plan. The resulting Development Plan, once approved and adopted, replaces the PLUPs.

1.2 Community Vision

The Planning District Board agreed on the following community vision which reflects the region's strengths, and its hopes and aspirations for the future:

The MSTW Planning District is a progressive region with dynamic communities that balance modern city amenities with a rural quality of life. With diverse businesses, industries, agrarian, and a strong work ethic, we are part of a robust and growing economy. This is a welcoming place, with a strong sense of community, citizenship, and pride.

1.3 Context and Background

1.3.1 Historical Context

Immigration has long been an influential factor in the settlement of the region. Dating back to the turn of the last century, early Russian and Ukrainian Mennonite immigrants settled the region and established the agrarian and cultural traditions that have left an indelible stamp on the area and its communities. Early immigration was also swelled by people of German, Jewish, and Anglo-Saxon backgrounds. The introduction of a Canadian Pacific Railway line in 1882 marked the beginning of a population boom for the area, bringing in newcomers and providing the means for exporting a wide variety of agricultural produce. Agriculture and supporting industries remain the region's economic engine to this day.

1.3.2 Natural Features

The Planning District region has a wide variety of geographical features, originating from the recession of ice sheets at the end of the Wisconsin glaciation period some 12,000 years ago. The meltwater of these ice sheets fed Lake Agassiz, a prehistoric proglacial lake that covered most of Manitoba. Silt deposits from sediment accumulation in Lake Agassiz have created some of the most fertile agricultural lands in North America, with much of the region's soils enjoying Class 1, 2 and 3 ratings according to the Canada Land Inventory. Additionally, the ancient shores of Lake Agassiz remain in a large portion of the region known as the Pembina escarpment.

The transition in landscape and vegetation experienced as one transitions from the level terrain of the ancient lakebed to the rolling hills of the escarpment is a defining characteristic of the region. This geography is a source of significant interest and beauty to residents and visitors alike.

1.3.3 Demographics

The Planning District has a combined population of just over 34,000 (2021 Census). Between the 2016 and 2021 Statistics Canada census periods, Morden's population grew by 14.5%, Winkler's grew by 8.6%, RM of Stanley's grew by 0.1%, and the RM of



Thompson's grew by 6.8%. This represents a 7.7% population growth for the Planning District overall, greater than Manitoba's overall population growth of 5.0% over the same period.

The RM of Stanley notes that Stanley's population growth appears more modest than the actual population growth, as participation in the 2021 Census was lower than normal. However, changes to this number will not impact the policies of this development plan.

1.3.4 Economy

While agriculture is still a leading economic sector, the manufacturing sector is the largest employer in the region, followed by the health care and social assistance sectors. Agricultural land must continue to be protected for agricultural operations, food production, and agricultural diversification. Agri-commercial support businesses are also vital to the economy of the region. The Stanley Corridor, a portion of PTH #3 and #14 between Winkler and Morden, showcases a cross-section of these businesses and support services and, as a major transportation corridor, contributes to their success.

1.3.5 Municipal Services and Infrastructure

The MSTW's member municipalities offer a full range of high-quality services, facilities, and infrastructure in support of a diverse range of lifestyle environments from farmsteads and estate living through hamlets and villages to cities. In addition to well-managed conventional municipal infrastructure, including sewer, water, and drainage, MSTW residents and visitors are beneficiaries of services and facilities in the areas of education, health care, protection, recreation, and culture that are second to none in the province.

While the provision of some services is population-dependent, the MSTW Planning District offers certain services to residents through collaboration and cooperation between constituent municipalities. Library services in the region, for example, are offered through a partnership that extends beyond the borders of the Planning District to encompass eight other municipalities. Service sharing agreements are also emerging as an important tool in the provision of public services within the Planning District and a way of ensuring a high level of affordable services for all residents, regardless of where they live. Solid waste disposal provides another example of service sharing in terms of the Solid Waste Area Management Plan (SWAMP); a joint landfill operation involving the RM of Stanley, Winkler and Morden. Perhaps the best-known example of shared servicing is the state-of-the-art Boundary Trails Health Centre in the Stanley Corridor at the intersection of PTH #3 and PTH #14. Member municipalities also have a collaborative Fire Service in the region, under a Mutual Aid Agreement. Member municipalities consistently engage in collaboration and continue to do so, such as examining the potential to establish a regional airport.

The presence of assets or services within one part of the region may reduce or eliminate the need for the asset or service in another area of the region. Such is the case for recreational services and amenities within the Planning District, whereby trail systems, indoor recreational centres, and outdoor sporting facilities are available throughout the Planning District to all residents.



1.4 Guiding Priorities

The guiding principles for the development plan set out the priorities for future development within the region.

1.5 Objectives

- 1.5.1 To promote cooperation between the member municipalities in the Planning District in resolving matters of mutual concern.
- 1.5.2 To promote community economic development and diversity in a sustainable manner that contributes to the physical, social, and economic vitality of the Planning District.
- 1.5.3 To support and protect the agricultural economy in the Planning District from non-agricultural related development while protecting designated urban areas from incompatible agricultural activities such as livestock production operations, and associated uses. To ensure an adequate supply of land to meet present and future development requirements while respecting the needs of future generations.
- 1.5.4 To ensure that all varieties of development occur in an incremental, connected, compatible, and harmonious manner.
- 1.5.5 To encourage the use and development of land in a manner and variety that meets community needs, including affordable housing, and is consistent with the principles of sustainable development.
- 1.5.6 To support and enhance the identity and significance of Morden and Winkler as regional service centres while allowing growth within the Urban Area of Miami and Emerging communities of Reinfeld, Schanzenfeld and Rosebrook in the Planning District, when constructed to applicable urban and rural standards, as servicing allows.
- 1.5.7 To ensure that development does not jeopardize water quality in Lake Minnewasta, the Deadhorse Creek, and the region's aquifers, including but not limited to subsidiary waterways and designated recharge areas.
- 1.5.8 To ensure that existing natural areas and habitats are protected from incompatible land use activity/development where provincially and federally recognized endangered flora and fauna are found and recognized.
- 1.5.9 Develop integrated drought resilience strategies through water conservation policies, climate-adaptive agricultural practices, infrastructure modernization, and regional collaboration with the Watershed Districts, PVWC, and Manitoba Agriculture, in alignment with the Manitoba Drought Management Strategy and the



existing management plans for the City of Morden, RM of Stanley, RM of Thompson, and the City of Winkler.

- 1.5.10 To ensure that environmentally sensitive areas, including but not limited to floodplains, are protected from incompatible land use activity/ development, including consideration of climate change adaptation and mitigation.
- 1.5.11 To protect local and regional investment roads and infrastructure and to ensure that development proceeds in a manner that is manageable, adequate, affordable, and cost-efficient, considering life cycle costing, cost-benefit analyses, and capital budget planning for all infrastructure investments to ensure they are sustainable and strategic.
- 1.5.12 To engage in a development review process that considers both the short-term and long-term economic, social, and environmental impacts arising from proposed developments to existing and future generations.

1.6 Administration

1.6.1 Purpose of the Development Plan

The Development Plan provides the Planning District policies to guide decision making and manage land use and development within the region. It is a strategic document for the public, the development community, Councils, the Planning District, and other levels of government to promote sound decision-making with respect to development within the region.

1.6.2 How to use the Development Plan

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. Examples of general land use classifications in the land use policy area of the Development Plan are used for explanatory purposes and to guide the preparation of each municipal zoning by-law.

The policies contained within this plan contain various degrees of compliance, which will be interpreted as follows:

- **Encourage / Consider / May:** When used in policy, it is provided as a guideline or suggestion toward implementing the original intent of the policy.
- **Should:** When used in policy, the intent is that the policy is to be applied to the majority of situations. However, the policy may be deviated from to address unique circumstances that will otherwise render compliance impracticable or to introduce an acceptable alternate means to achieve the general intent of the policy.
- **Shall / Will / Must:** When used in policy, the policy is considered mandatory and must be adhered to in all circumstances

Unless the context indicates the contrary, where a policy in the Development Plan involves two or more items, conditions, provisions or events connected by the conjunctions and, or, either-or, the conjunctions shall be interpreted as follows:



- **And:** Indicates that all the connected items, conditions, provisions or events shall apply;
- **Or:** Indicates that all connected items, conditions, provisions or events may apply singly or in combination; and
- **Either-or:** Indicates that the connected items, conditions, provisions or events shall apply singly but not in combination.

The Planning District Board will be responsible for the administration and enforcement of the Development Plan (as per Section 14 of The Planning Act). In the event of a disagreement between municipalities in the interpretation of policies within this Development Plan, the Board will decide on the correct interpretation.

1.6.3 Structure of the Plan

The structure of the plan reflects how and where people live, work, and play on the land in the MSTW region. There are five distinct ways the land is used in the MSTW Region. These are:

- **Urban Areas** (Part 3) are Morden and Winkler, as well as the serviced Local Urban District of Miami. Due to their complexity, **Urban Areas** are further refined into six major functional areas:
 - a. Urban Neighbourhoods (Section 3.4)
 - b. Urban Downtown Areas (Section 3.5)
 - c. Urban Activity Corridors (Part 3.6)
 - d. Urban Employment Areas (Part 3.7)
 - e. Central Business District (CBD) Planning Overlay (Part 3.8)
 - f. Urban Parks and Open Space Areas (Part 3.9)
- **Emerging Communities** (Part 4) are the rural settlement centres of Schanzenfeld, Reinfeld, and Rosebrook that currently have some municipal services and may include more services in the future.
- **Stanley Corridor** (Part 5) is the area that borders PTH #14 and PTH # 3 between Morden and Winkler.
- **Village Areas** (Part 6)
- **Rural Employment Area** (Part 7)
- **Rural Areas** (Part 8) are all areas outside the urban areas, emerging communities, and the Stanley Corridor west of the escarpment that generally have agricultural capability classifications of four or more and lower suitability for agriculture.
- **Agricultural Areas** (Part 9) are all areas in the Planning District east of the escarpment with agricultural capability classifications of one, two, or three, thus generally deemed prime agricultural land.



Policies for each of these policy areas have been written and sorted based on interests in the land. Interests in the land identified in the MSTW region can include:

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

Policies that cut across the five different ways of living, working, and playing in the region have been placed up front in Part 2 of the document, ***Governance, Strategy, and Planning for All Areas***. These policies apply to all areas of the MSTW Planning District and are particularly relevant in terms of the regional perspective and inter-municipal cooperation.

The plan also includes policies for three special planning considerations:

- **Collaborative Planning Areas** (Part 10) are policies about managing land that is located at the edge of the cities and becomes the interface between the urban areas and rural/agricultural areas.
- **Lake Minnewasta** (Part 11) policies focus on managing the land around this important facility, which is significant as the City of Morden's principal source of water and a regional recreation asset.
- **Aquifer Areas** (Part 12) policies focus on managing the land around key recharge areas, which are significant sources of water to the region.

Each of the eleven policy sections (Parts 2-12) begins with a description of the ***Intent*** of the policy area and the ***Principles*** that underpin the policy area.



PART 2 GOVERNANCE, STRATEGY, AND PLANNING FOR ALL AREAS

2.1 Intent

This part of the development plan contains policies that apply to all areas of the Planning District, including policies on:

- Governance and strategy;
- Transportation and municipal servicing;
- Environment and resources;
- Recreation, education and health;
- Culture and heritage;
- Natural resources; and
- Livestock operations.

The Development Plan for the MSTW Planning District should be referenced and consulted by developers, other levels of government, and non-profit organizations that are involved in the community.

2.2 Principles

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

2.3 Governance and Strategy

- 2.3.1 Development proponents must be prepared to demonstrate the following that:
- a. The proposed land use(s) will be developed in such a manner that will mitigate against potential negative impacts on abutting or adjacent lands and the adjoining area;
 - b. Consideration has been given to the current and projected demand for the type of development being proposed;
 - c. The land is physically suited for the purpose intended, and in particular, that the soil and drainage conditions are adequate for the proposed development and private septic systems;



- d. Appropriate arrangements have been made for the adequate provision of road access, water supply, sewage disposal, solid waste disposal, storm drainage and/or retention, shallow utilities, and land for parks and open spaces;
 - e. The land is not subject to an environmental hazard or that appropriate remedial measures have been or will be taken to protect public health, safety, and property; and
 - f. Flag-shaped lots are discouraged in urban areas and are prohibited in rural areas unless it will ensure that currently farmed land will remain with the residual parcel and not with a proposed subdivision of a farmstead, or achieves a community objective of the urban municipality
- 2.3.2 New or expanding commercial, industrial, institutional, and multi-unit residential developments may be required to prepare landscape plans as well as lot grading and drainage plans as part of the development agreement process, as determined by the Council of the Municipality in which the proposed development is located.
- 2.3.3 Support collaboration among municipalities to explore shared service opportunities and coordination strategies.
- 2.3.4 Design the installation of major facilities such as lift stations and force mains to accommodate long-term development. Where the costs are front-ended by a development proponent, the Council of the municipality in which the development is located should collect funds within a reasonable time frame from future benefiting landowners and repay appropriate costs to the development proponent.
- 2.3.5 Notwithstanding other policies of this plan, new non-resource-related development will be directed away from prime and viable lower-class land and to areas that will not conflict with agricultural operations, including livestock operations.
- 2.3.6 Explore development policies that are equally and proportionally beneficial based on their economic, environmental, and social impacts.
- 2.3.7 Member municipalities are encouraged to pursue waste diversion strategies that align with regional sustainability goals, using community-appropriate approaches such as source separation, composting, and coordinated efforts for specialized waste collection.

2.4 Transportation and Municipal Servicing

- 2.4.1 Encourage multiple modes of transportation and connectivity by integrating all modes of transportation within the region and:
- a. Should develop a Regional Transportation Strategy in collaboration with Manitoba Transportation and Infrastructure (MTI), including:
 - i A feasibility study for regional public transit (bus/shuttle) connecting member municipalities through funding partnerships or grant opportunities;
 - ii Integration of active transportation networks in consultation with MTI;



- iii Pilot on-demand shuttle services in the region; and
 - iv Transit-oriented development zoning within walking distance of proposed transit stops.
- b. New developments should incorporate and connect to existing Active Transportation (AT) infrastructure where feasible. This may include sidewalks, multi-use pathways, and crossings, consistent with the Manitoba Active Transportation Design Guide. Smaller-scale projects such as rural clusters, agricultural subdivisions, and minor infill developments may be exempt, subject to municipal review.
 - c. Giving consideration to existing motorized recreational vehicle trail systems throughout the rural areas of the region, connecting existing communities and new developments to the asset;
 - d. Exploring opportunities for 'rails to trails' conversions, and use of rails for passenger transit when they arise; and
 - e. Planning an urban trail system that interconnects neighbourhoods, parks and open space areas with the downtowns.
- 2.4.2 Protect public airports from abutting or adjacent land use and development that might adversely impact their operations and potential for future expansion, in accordance with Transport Canada regulations.
 - 2.4.3 Explore regional airport options through funding partnerships with different levels of government, where available.
 - 2.4.4 Protect provincial roads and trunk highways from abutting or adjacent land use and development that might adversely impact their operations and future expansion, where anticipated, in accordance with Manitoba Transportation and Infrastructure plans.
 - 2.4.5 Developments requiring access to provincial roads and trunk highways are subject to Manitoba Transportation and Infrastructure approval and costs for required road improvements should be the responsibility of the developer.
 - 2.4.6 Encourage internal road systems where feasible and otherwise use service roads to avoid private approaches onto provincial roads and trunk highways for all types of development.
 - 2.4.7 Should restrict development to one side of a provincial highway or road where development has not already established on both sides of the highway.
 - 2.4.8 Encourage parallel road patterns in rural areas so residential uses can be clustered as much as possible.
 - 2.4.9 Minimize access points to provincial roads and trunk highways by encouraging clustered development and parallel roads.
 - 2.4.10 Require proposed developments to provide traffic impact studies to determine future intersection improvements, turning lanes, acceleration/ deceleration lanes,



signage, and signalization as necessary. Identified improvements may be funded by the developer or through applicable development fees.

- 2.4.11 Protect land and areas needed for possible future highway and road improvements/widening such as intersection improvements, turning lanes, or acceleration/deceleration lanes as necessary.
- 2.4.12 A Traffic Impact Study, prepared in accordance with Manitoba Transportation and Infrastructure guidelines, should be required to demonstrate that traffic from a proposed development can be accommodated efficiently and safely on the existing and proposed road network and to identify any necessary improvements.
- 2.4.13 Municipal roads will be classified according to the following classification system to describe their respective roles in the overall transportation network.
 - a. **Local streets / roads** will provide access directly to the property, will typically carry local traffic only, and have a right-of-way width of at least 20 metres (66 feet).
 - b. **Collector streets / roads** may provide direct access to the property in a controlled manner, will generally direct traffic to local destinations or to arterial roads, and have a right-of-way width of at least 24 metres (80 feet).
 - c. **Arterial streets / roads** are designed to carry high volumes of traffic to major destination points and have a right-of-way width of at least 30 metres (100 feet).
- 2.4.14 Collector and arterial roads should be planned to accommodate future transit servicing and corresponding higher densities of development.
- 2.4.15 Geotechnical studies should be completed in high groundwater table areas to determine the allowable basement depths to mitigate sump pump discharge issues.
- 2.4.16 Developers of properties bordering waterways such as, but not limited to, Dead Horse, Hespler, Buffalo, Shannon, and Tobacco Creeks may be required to prepare a geotechnical and bank stability analysis to determine what measures are necessary to ensure that the proposed developments do not jeopardize the integrity or impede the function of these water courses as major components of the municipal drainage systems.
- 2.4.17 Municipalities should pursue opportunities to establish or expand infrastructure service integration, where feasible, cost-effective, and environmentally prudent. Encourage risk management solutions and partnerships to improve resiliency due to climate change.
- 2.4.18 Encourage developing consistent municipal servicing standards for items such as street and sidewalk design, land drainage requirements and sewer and water specifications for similar developments in similar locations.
- 2.4.19 Any costs to undertake an up-to-date review of servicing requirements in response to a proposed development should be passed on to the development proponent,



as determined by the Council of the Municipality in which the proposed development is located.

- 2.4.20 Should consider the impacts of new developments on the equipment and operational requirements of protection services, including police, fire, and ambulance.
- 2.4.21 Collaborate among member municipalities to ensure that municipal sewer and water infrastructure keeps pace with development and is designed to high engineering and environmental standards with sufficient water treatment and distribution and wastewater collection and treatment capacities to accommodate the various forms of development.
- 2.4.22 The establishment of “wet” industries should not be permitted unless it can be demonstrated that water and sewer can be provided economically without placing an unsustainable demand on the aquifers or existing regional and local water systems.
- 2.4.23 Activities that may cause pollution either accidentally or under normal operating conditions should not be permitted in the groundwater sensitivity areas unless it can be demonstrated that the proposed activities and site-specific safeguards will protect against pollution of existing or potential groundwater supply. Refer to Reference Map 3 that identifies groundwater resources in the Planning District.
- 2.4.24 The aquifers will be protected against improper drilling in order to prevent surface water entry, aquifer mixing and saltwater intrusion.
- 2.4.25 Prohibit drilling of new domestic wells where water servicing is available in urban areas. In village areas, new domestic wells may be considered only where no feasible alternative exists and are subject to municipal and provincial approval, with consideration given to aquifer vulnerability and long-term water supply sustainability.

2.5 Environment and Resources

- 2.5.1 Land subject to significant flooding, erosion, or bank instability should be left in its natural state or developed for low-intensity uses such as wildlife habitat, or open space, non-motorized recreational activities.
- 2.5.2 Where it is not practical or desirable to restrict development on or near hazard lands, the development must be designed to avoid or mitigate the potential risk. Specific mitigation measures will be determined by an assessment completed by a qualified engineer. The assessment criteria include:
 - a. No adverse alteration, obstruction, or increase in water flow, flood velocities or flood stages;
 - b. No added risk to life, health, or safety;
 - c. All structures and services are designed to function under hazard conditions;



- d. If the land is subject to flooding, all permanent structures shall be located on sites which have been raised with fill to an elevation at least 0.6 metres above the 200-year flood level, or the flood of record, whichever is greater, as determined in consultation with the relevant Provincial Government Agency;
 - e. Land which may be eroded away within a period of 50 years shall be excluded from development unless it is demonstrated, to the satisfaction of Council, that the erosion process has been halted;
 - f. Development shall not be permitted on lands subject to bank instability, landslides, or subsidence unless a geotechnical analysis is provided demonstrating the criteria listed herein;
 - g. Activities such as dumping, excavation, and clearing, which would accelerate or promote damages due to causes such as erosion or bank instability, shall be prohibited;
 - h. Natural tree and vegetative cover shall be preserved to reduce erosion and assist in maintaining bank stability, and;
 - i. Enforce a minimum 30-meter setback from the top of the bank for all structures, with greater setbacks required where geotechnical studies indicate unstable slopes or high groundwater tables.
- 2.5.3 Minimum setback regulations shall be established in the Zoning By-law of each member Municipality in the Planning District for developments in proximity to natural hazard lands, active waste disposal grounds, sewage treatment lagoons, oil & gas facilities, pipelines, natural gas and hydro transmission line rights-of-way and railway rights-of-way, as appropriate.
- 2.5.4 Minimum setback regulations or shore land reserves may be created to protect shore land, waterways, aquifer recharge areas, or water bodies and their function as a recreational or domestic water supply resource. Public acquisition may also occur by direct purchase, dedication through the subdivision approval process, easement, lease, or a combination thereof.
- 2.5.5 Refer all development proposals located near waterways and waterbodies that have the potential to alter, disrupt, or destroy aquatic habitat, including the riparian area, to Manitoba Environment and Climate Change for review. Site designs should



incorporate water retention strategies to support drought resilience and groundwater recharge.

- 2.5.6 Water retention features should be integrated into new developments to manage stormwater and reduce peak flows; support groundwater recharge where feasible; and contribute to long-term drought preparedness goals.

2.6 Recreation, Education, and Health

- 2.6.1 The municipalities will consult with local school divisions in the preparation of Secondary Plans.
- 2.6.2 Member municipalities should engage regularly with education authorities to consider matters of mutual interest, including:
- a. development proposals and housing forecasts;
 - b. population forecasts and demographic characteristics;
 - c. student enrolment projections;
 - d. capital plans and facility requirements;
 - e. locations for future school sites;
 - f. co-location opportunities; and
 - g. school bus routing and related transportation issues.
- 2.6.3 Information on new development proposals and approvals, including housing unit counts, shall be made available to relevant public service agencies by municipalities—such as school divisions and health authorities—upon request.
- 2.6.4 The member municipalities may enter into a memorandum of understanding with school boards for co-locating parks and recreation facilities with school sites and/or acquiring adequate sites in terms of size, configuration, and location through the development approval process.
- 2.6.5 Work with the Province and provincial colleges and universities to establish a post-secondary school in the Planning District.

2.7 Culture and Heritage

- 2.7.1 Promote the designation and preservation of heritage resources in the Planning District for its educational and tourism benefits.
- 2.7.2 Heritage resources and human remains should be protected from incompatible or potentially incompatible land use activities and/or developments by ensuring the



applicable identification and assessment processes, and any requirements or agreements, are in keeping with provincial heritage legislation.

2.8 Natural Resources

- 2.8.1 The development of aggregate resources shall be in accordance with relevant provincial laws and regulations under the Mines and Minerals Act and the Quarry Minerals Regulation.
- 2.8.2 Areas designated by the Province as having “high” aggregate potential shall be protected from development that will preclude development and extraction.
- 2.8.3 In areas designated by the Province as having “medium” aggregate potential, development that could potentially impede development and extraction may be permitted following review and approval by the Board and provincial authorities.
- 2.8.4 Active mineral extraction sites shall be protected from development that might be sensitive to the operations and activities associated with surface mining, processing, storage, and transport.
- 2.8.5 Mineral extraction operations may be treated as a conditional or permitted use under municipal zoning by-laws with regulations, guidelines and standards governing development, operations and maintenance and post-mining site remediation/reclamation.
- 2.8.6 The approval of new or expanded quarry development may be contingent upon the acceptance by the municipal council of aggregate extraction plans, environmental impact assessments, traffic impact studies, and site remediation plans.
- 2.8.7 The adaptive re-use of quarry sites shall be encouraged where the use is compatible with abutting or adjacent development.
- 2.8.8 Owners of lands containing aggregate resources shall be encouraged to continue the agricultural use of lands not impacted by current or future mining operations.
- 2.8.9 Aggregate extraction operations may be conditional on the proponent entering into a Development Agreement with a municipal council, which agreement that may require the filing of a letter-of-credit to cover the cost of leaving the site in a safe and environmentally stable condition upon the cessation of operations.
- 2.8.10 The removal of topsoil, or other organic surface material on lands designated for agricultural use shall not be permitted unless approval has been granted by municipal council. This is not intended to restrict excavation for the purposes of drainage ditches, dykes, road construction, building sites or similar work, or gaining access to aggregate and other quarry minerals.
- 2.8.11 Once extraction of minerals ceases on the land, the land must be rehabilitated to the same soil quality for agriculture as is found on surrounding lands.

2.9 Livestock Operations Policies

- 2.9.1 No person shall develop or expand a livestock operation unless the Municipal Council or a delegate has approved the establishment or expansion. The



application must be made by the owner of the operation or by a person authorized by the owner and shall be accompanied by the following information:

- a. A detailed description of the proposed operation;
- b. The corporate identity and proof of property ownership;
- c. A legal description of the land on which the proposed development is to occur, by lot, block, subdivision and registered plan numbers;
- d. The owner's (and applicant if different from owner) name, address, signature, and interest in the land;
- e. A site plan showing the location of any animal housing facilities, manure storage facilities and other agricultural-related facilities relative to the boundaries of the site;
- f. Servicing needs; and
- g. The appropriate application fee.

2.9.2 Mutual separation distance will be maintained between livestock production operations and residences not accessory to an operation. These separation distances will be established, consistent with provincial minimum setbacks, in the Zoning By-laws of the RM of Stanley and RM of Thompson to aid in mitigating potential land use conflicts and negative environmental impacts. The RM Councils may, pursuant to *The Planning Act*, vary the separation distance as provided for in their respective zoning by-laws.

2.9.3 New or expanding livestock production operations shall not be allowed in areas designated Restricted on Maps 7 and 8 as follows:

- a. within Urban Areas, Emerging Communities, Village Areas, and the Stanley Corridor Area, Miami Golf and Country Club, Ski Birch Area, Deerwood Wildlife Management Area, Pembina Valley Wildlife Management Area, Pembina Valley Provincial Park, Wellington Wildlife Management Area, or designated recreation and open space areas;
- b. in a groundwater pollution sensitivity area or on hazard lands, as identified by the Provincial government, unless appropriate measures have been taken to mitigate potential negative impacts; and
- c. on soils generally with a dry land agriculture capability rating of Class 6 or 7, or unimproved organic soils based on detailed soil surveys at a minimum scale of 1:50,000 or better.

2.9.4 New livestock operations shall be allowed to establish to a maximum of 299 animal units and existing operations may expand beyond 299 animal units subject to conditional use approval in areas designated Livestock Limited on Maps 2 and 3.

2.9.5 The Zoning By-laws of the RM of Stanley and RM of Thompson shall include regulations for the development of livestock production operations in these



Livestock Limited and Livestock Restricted areas. The regulations shall identify the following:

- a. the size of the operations; and
- b. the minimum separation distances from residential uses.

Existing livestock production operations within these Limited and Restricted Areas shall be allowed to continue, subject to non-conforming provisions in the Zoning By-laws of the RM of Stanley and RM of Thompson, but proposed new or expanded operations shall be subject to policy 2.9.3 and 2.9.4.

2.9.6 The RM Councils should consider the following criteria when considering proposed new or expanding livestock production operations that require approval of a conditional use order in their respective Municipalities:

- a. Based on the information provided by the Technical Review Committee (TRC):
 - i The type (i.e., cattle, hogs, etc.) and size (i.e., the total number of Animal Units, cumulative across the species) of the operation and its location in relation to the neighbouring land uses;
 - ii Water supply (i.e., its source and consumption levels);
 - iii The proposed manure storage system (i.e., earthen lagoon, above ground storage tank, etc.);
 - iv The nature of the land base (i.e., soils, crop practice, proximity to surface water, etc.);
 - v Provincial guidelines and regulations governing livestock operations.
- b. Reports from appropriate provincial review agencies, including confirmation of construction above the flood control level and proximity of waterbodies such as lakes, rivers, and wetlands;
- c. Local resident concerns and/or support;
- d. The potential impacts generated by the operation on the provincial highway and municipal road systems;
- e. The need for a development agreement to be entered into between the proponent and the Municipal Council dealing with the affected property and any contiguous land owned or leased by the owner, on one or more of the following matters:
 - i The timing of construction of any proposed building;
 - ii The control of traffic;
 - iii The construction or maintenance, at the owner's expense or partly at the owner's expense, of roads, traffic control devices, fencing, landscaping, shelter belts or site drainage works required to service the livestock operation;



- iv The payment of a sum of money to the Municipal Council to be used to construct anything mentioned in subclause iii.; and
- v Requiring the covering of manure storage facilities and/or requiring shelterbelts to be established.



PART 3 URBAN AREAS

3.1 Intent

The intent of the Urban Areas designation is to provide a modern urban planning framework for the Planning District's urban centres to address land development, municipal servicing and urban design opportunities. Urban Area policies apply to three centres in the Planning District: Morden and Winkler, and the Local Urban District of Miami.

3.2 Principles

- 3.2.1 Urban Areas will grow in an orderly fashion and in a manner that supports the region's broader sustainability, infrastructure, economic, and community objectives.
- 3.2.2 In Urban Areas, a diverse range of land uses co-exist and potential land use conflicts are mitigated through site planning and urban design.
- 3.2.3 Urban Areas provide places of diverse employment opportunities, and a comprehensive range of community services and facilities in locations that are convenient to access for residents and users by all modes of transport.
- 3.2.4 Urban Areas provide diversity of housing types, tenures and price points to meet changing socio-economic and demographic needs to promote complete neighbourhoods and affordable housing.
- 3.2.5 Urban Areas provide commercial, recreational, health and wellness and social and cultural services and facilities that benefit the entire region.
- 3.2.6 Urban Areas are provided with affordable, cost-efficient and environmentally sustainable municipal infrastructure that is connected and promotes active lifestyles and a high quality of life.

3.3 Policies

- 3.3.1 Review new or expanding residential, commercial, industrial, and institutional sites and buildings in Urban Areas against a set of development standards contained in the zoning bylaws and secondary plans (if applicable).
- 3.3.2 Buffer residential development from abutting or adjacent and potentially incompatible land uses through the use of appropriately scaled berms, fencing, and landscaped strips.
- 3.3.3 Encourage locating major commercial and higher-density multi-unit family housing developments with frontage on, or direct access, to collector or arterial streets.
- 3.3.4 Separate vehicular, cycle and pedestrian traffic along major traffic routes using bike lanes, sidewalks, pathways and mid-block pedestrian corridors with appropriate signage.
- 3.3.5 Developers shall be responsible for the proper planning, design and construction of on- and off-site traffic and transportation infrastructure and municipal servicing



infrastructure necessary to service their proposed developments. Any cost-sharing arrangements or future reimbursements from benefiting properties may be addressed through front-ending agreements negotiated during the development approvals process.

- 3.3.6 Give priority to contiguous development and infilling serviced or readily serviceable vacant or underutilized lots and parcels within Urban Areas prior to expanding on the peripheries of those areas.
- 3.3.7 Require proponents of new developments in Urban Areas to demonstrate at the planning and approvals stage how their projects accommodate all relevant or appropriate transportation modes and options.
- 3.3.8 Require proponents to submit concept plans for residual lands not included in development proposals to demonstrate the viability of the development of these lands.
- 3.3.9 Developments in Urban Areas requiring provincial approval for access onto trunk highways and provincial roads may be required to undertake traffic-related improvements, subject to possible cost-sharing and/or future reimbursements from the municipality or benefiting properties as negotiated during the development approvals process.
- 3.3.10 Encourage development of sidewalks on both sides of collector and arterial streets and at least one side of local streets excluding bays and residential cul-de-sacs less than 100 metres (300 feet) in length.
- 3.3.11 Promote interconnected street patterns (e.g., modified grids or loops) that support multiple modes of travel. Where cul-de-sacs are included in subdivision design, pedestrian and cycling walkways should be provided at the bulb ends as necessary to maintain or enhance the continuity of the Active Transportation network.
- 3.3.12 Review proposed developments in Urban Areas in relation to the following criteria:
 - a. quality, appearance and appropriateness of exterior finishing materials and signage;
 - b. compatibility in relation to abutting or adjacent land uses and the character of the surrounding area;
 - c. adequacy of measures taken to achieve a high standard of development and to mitigate potential land use compatibility issues through site planning, building massing and design, landscaping, screening, sound attenuation, and transportation access and operational guidelines;
 - d. the preservation of trees or natural features; and
 - e. the functional accommodation of residents and users of all ages and abilities.
- 3.3.13 Require development to take place in a planned manner which allows servicing to be introduced or expanded as efficiently and economically as possible by:



- a. encouraging the development and infill of vacant lands within existing serviced areas prior to building in new areas;
 - b. discouraging leap-frog development; and encourage contiguous development;
 - c. expanding into areas that can be most economically serviced; and
 - d. rejecting new developments that may result in unanticipated or unreasonable costs to the public.
- 3.3.14 Development standards should be created to ensure collector and arterial streets in Urban Areas are designed to accommodate public transit operations, including routing and supporting infrastructure.
- 3.3.15 Require developers to prepare conceptual servicing plans and servicing reports with design assumptions and calculations to demonstrate that a municipality's existing sewer, water and land drainage facilities can accommodate a proposed development and to identify the type and cost of any necessary improvements.
- 3.3.16 Developments in the vicinity of sewage treatment facilities shall provide the necessary setbacks to ensure compatibility with those facilities.
- 3.3.17 New developments in Urban Areas to be serviced in accordance with municipal urban standards.
- 3.3.18 All developments shall prepare land drainage plans as part of the development approval process, ensuring that post-development stormwater flows off the site are the same or reduced from pre-development flows.
- 3.3.19 All developments may be required to prepare landscape plans at the discretion of the municipality.

3.4 Urban Neighbourhoods

3.4.1 Intent

To create urban residential neighbourhoods that provide a range of housing and community services and facilities necessary for accommodating people and families of all ages, abilities, socio-economic circumstances, and life-cycle stages in an environment that is safe, appealing and visually attractive.

3.4.2 Principles

- 3.4.2.1 Urban Neighbourhoods are provided with a full complement of urban services, including paved curb and gutter streets, boulevard landscaping and lighting, piped sewer and water, and piped or surface land drainage.
- 3.4.2.2 Urban Neighbourhoods should foster healthy, active lifestyles by ensuring access to a variety of spaces and facilities that support indoor and outdoor recreation, accommodating both active and passive activities.



- 3.4.2.3 Urban Neighbourhoods are interconnected to each other and to major community destination points with an Active Transportation (AT) Network.
- 3.4.2.4 Urban Neighbourhoods are interspersed with small-scale shops and commercial and personal services to meet the day-to-day consumer needs of residents.
- 3.4.2.5 Urban Neighbourhoods are safe and convenient to navigate for motorists, cyclists, pedestrians, and the mobility impaired.
- 3.4.2.6 Urban Neighbourhoods contain places of employment and a variety of public and private sector services, facilities and institutions that support and enhance individual, family and community life.

3.4.3 Policies

- 3.4.3.1 Accommodate a mix of land uses in Urban Neighbourhoods, including:
 - a. a range of housing, including single-unit dwellings with or without secondary suites, two-unit dwellings, and multi-unit dwellings;
 - b. neighbourhood-scale commercial and personal services and home-based businesses providing for the day-to-day health and consumer needs of neighbourhood residents;
 - c. institutional facilities such as churches, public and private schools, libraries, cemeteries, child care facilities as well as police and fire stations;
 - d. places of employment at a scale deemed to be appropriate;
 - e. recreation and open space uses such as neighbourhood parks, playgrounds, athletic fields and natural areas; and
 - f. limited agriculture activities such as crop and cereal production and horticultural operations as an interim use of land.
- 3.4.3.2 Evaluate new residential developments based on:
 - a. the cost and feasibility of providing transportation and sewer and water infrastructure;
 - b. flood protection and land drainage requirements;
 - c. Multi-modal transportation options;
 - d. the availability and proximity of public open space, recreational facilities and community services;
 - e. buffering or separation distance from incompatible land uses; and
 - f. demand for both market rate and affordable housing.
- 3.4.3.3 Unless otherwise set out in binding agreements with the municipality, bare-land condominium corporations shall be responsible for the



maintenance, repair and replacement of internal roads and infrastructure and the provision of services such as snow removal and the collection of refuse and recyclables.

3.4.3.4 Urban Neighborhoods shall provide a diversity of housing types, tenures, and price points—ranging from single-unit dwellings (with or without secondary suites) to multi-unit formats such as townhouses and apartments. In addition, Urban Neighborhoods shall accommodate a complementary mix of land uses to create complete communities, including:

- a. neighborhood-scale commercial and personal services;
- b. institutional facilities such as schools, child care centers, and places of worship;
- c. local employment opportunities at an appropriate scale;
- d. recreation and open space uses such as parks, playgrounds, and natural areas; and
- e. interim agricultural activities where suitable.

All development shall support walkability, connectivity, and access to Active Transportation networks.

3.4.3.5 Encourage housing affordability and the provision of entry-level housing in different formats, including rental housing, apartments, and other tenure types. Municipalities are encouraged to collaborate with the Manitoba Housing Renewal Corporation to track affordability metrics and prioritize developments meeting these criteria in zoning approvals.

3.4.3.6 Developers of projects creating/proposing more than 100 lots may be required to provide zoned lots or parcels for multiple-unit housing amounting to a minimum of 10% of the total housing unit yield. Shadow planning should be encouraged as a tool to support flexible and adaptive development. Where appropriate, applicants may identify alternative future land use scenarios—such as potential conversion between housing types or phased development areas—to accommodate changing market conditions, servicing capacity, or community needs.

3.4.3.7 Accommodate supportive housing, including group homes, assisted living and similar special needs housing.

3.4.3.8 May consider mobile home parks in Urban Neighbourhoods.

3.4.3.9 Encourage secondary suites to increase housing diversity, affordability, and multi-generational living, while ensuring maintenance, cost, and impacts on adjacent properties are considered to maintain neighbourhood health and compatibility.



- 3.4.3.10 Provide appropriate buffering using berms, fencing and landscaped strips where necessary to buffer residential development from potentially incompatible existing and future land uses on abutting adjacent lands in Urban Neighbourhoods or abutting or adjacent lands in the rural municipalities.
- 3.4.3.11 Discourage large-format commercial developments from locating in Urban Neighbourhoods that serve a city-wide or regional market and are determined to be incompatible with the residential environment by virtue of size, scale, traffic generation, noise, activities, or hours of operation.
- 3.4.3.12 Require major new developments, at the discretion of the approving authority, to maximize connectivity by:
 - a. providing an internal street system that does not create undue traffic impacts on abutting or adjacent areas;
 - b. designing the local road network in accordance with both existing and planned road systems in abutting or adjacent areas;
 - c. providing through-routes that are safe and convenient for residents to walk and cycle to schools, shops and community services; and
 - d. providing mid-block crosswalks if deemed necessary on collector or arterial streets for the safety and convenience of pedestrians and cyclists.
- 3.4.3.13 Shall locate schools in Urban Neighbourhoods on collector or arterial streets on sites with adequate on- and off-street facilities for car and bus parking, circulation and loading in accordance with Provincial guidelines and regulations.
- 3.4.3.14 Locate new elementary schools or future school sites centrally in Neighbourhood Areas in the vicinity of higher density housing in order to maximize the number of students who are able to walk or cycle to school.

3.5 Urban Downtown Areas

3.5.1 Intent

To enhance and strengthen the Urban Downtowns as the historic hearts of the urban areas, providing inviting pedestrian-oriented public spaces and places for living, working, shopping and entertainment in a built environment that is dense, attractive, well-designed and walkable.

3.5.2 Principles

- 3.5.2.1 Urban Downtowns are pedestrian-friendly, vibrant community focal points characterized by variety and density in terms of businesses, commercial



activities, places of employment, housing and cultural and institutional facilities.

- 3.5.2.2 Urban Downtowns are interconnected to all parts of the urban area and the larger region by a multi-modal transportation network.
- 3.5.2.3 Urban Downtowns accommodate mixed-use developments to optimize the use of land and municipal services.

3.5.3 Policies

- 3.5.3.1 Promote development that preserves or complements the architectural and urban design heritage of downtown buildings, pedestrian areas, and public spaces.
- 3.5.3.2 Encourage active street frontages to support a highly walkable and pedestrian-friendly downtown and encourage public realm spaces that provide a sense of place.
- 3.5.3.3 Locate multi-unit housing at higher densities in Urban Downtown Areas on stand-alone sites or in mixed-use developments with commercial and institutional components.
- 3.5.3.4 Encourage and nurture small-scale, pedestrian-oriented shops and enterprises within Downtown Areas to generate a sense of place through consideration of financial incentives, marketing assistance and public investment in downtown services and amenities.
- 3.5.3.5 Prohibit large format retail from locating in the Urban Downtown Areas and direct them to lands in Employment Areas or Activity Corridors where large land parcels and adequate roads and infrastructure are available.
- 3.5.3.6 Encourage the development and implementation of Design Guidelines / Controls in Urban Downtown Areas with the intention of:
 - a. enhancing the pedestrian environment;
 - b. raising the standard of architectural design and site appearance;
 - c. improving the quality of exterior materials and façade treatments; and
 - d. achieving a coordinated design theme for building facades and signage in keeping with or complementary to the historic appearance and character of the downtowns.
- 3.5.3.7 Enhance pedestrian safety in Downtown Areas by restricting the development of sites with vehicular approaches to parking or loading areas that cross public sidewalks, unless supported by a traffic impact study.
- 3.5.3.8 Encourage shared parking facilities in Urban Downtown Areas in order to avoid the proliferation of surface parking areas that detract from the



pedestrian orientation and Mainstreet character of contiguous, street-front buildings.

- 3.5.3.9 Reduce reliance on surface parking in Downtown Areas by encouraging alternative solutions through zoning regulations.
- 3.5.3.10 Develop Active Transportation networks that interconnect the Urban Downtowns with all parts of the communities and allow for future transit servicing while improving the safety and convenience of pedestrians and cyclists moving to and through the downtown areas.
- 3.5.3.11 The Cities of Morden and Winkler should each develop a secondary plan for their respective Urban Downtown Areas to provide additional policy and design direction.

3.6 Urban Activity Corridors

3.6.1 Intent

Activity Corridors are areas with higher concentrations of residential, commercial, educational, institutional or recreational development, alone or in combination. Activity Corridors are focused on major transportation routes that generate high volumes of vehicle and pedestrian traffic due to the density and diversity of land use and development. Activity Corridors integrate higher density housing, places of employment, commercial services, and a wide range of community services and facilities to provide residents with opportunities to live, work, shop and play nearby.

3.6.2 Principles

- 3.6.2.1 Urban Activity Corridors provide an alternative location for higher density development that might not be appropriate due to scale, operational characteristics or traffic generation for locations with the Urban Downtowns or Urban Neighbourhoods.
- 3.6.2.2 Urban Activity Corridors contain large format retail or highway commercial development on larger parcels with good vehicular and AT access and full municipal services.
- 3.6.2.3 Urban Activity Corridors contain a variety of uses that complement or reinforce each other, helping to create a destination point with a “sense-of-place” that is recognizable to residents and visitors.
- 3.6.2.4 Urban Activity Corridors may contain existing industrial and agricultural uses, which may continue to operate as such; however, the intent is to transition away from these uses over time.



3.6.3 Policies

- 3.6.3.1 Activity Corridors will incorporate a mix of compatible uses at higher densities that will enable the corridors to evolve into focal points for community living and activity while contributing to fostering a “sense-of-place” unique from other parts of the cities.
- 3.6.3.2 Encourage infill development for residential, commercial, recreational, health and wellness, cultural and employment uses and developments on vacant or underutilized lands along Activity Corridors.
- 3.6.3.3 Encourage mixed-use development within Urban Activity Corridors, integrating residential, commercial, and complementary uses to create vibrant, walkable communities.
- 3.6.3.4 Direct large shopping centres and large format stores to Activity Corridors where suitable sites are available.
- 3.6.3.5 Design Activity Corridors to accommodate all forms and modes of transportation, present and potential.
- 3.6.3.6 Require new developments within Activity Corridors to provide pedestrian connections from buildings through parking areas to public sidewalks or, if non-existent, to public rights-of-way that may be developed with future Active Transportation facilities.
- 3.6.3.7 Existing industrial and agricultural uses may continue to operate within the Urban Activity Corridor. While the long-term intent is to support corridor-oriented development, proposals for the expansion of existing industrial or agricultural uses may be considered where they demonstrate compatibility with the evolving character of the corridor and do not impede its planned function.

3.7 Urban Employment Areas

3.7.1 Intent

To provide fully serviced land with flexible zoning that will encourage business development across all sectors of the regional economy, including agriculture, commerce, health care, education, industry, research and technology, service, manufacturing, assembly and processing.

3.7.2 Principles

- 3.7.2.1 Urban Employment Lands support the region’s efforts towards achieving the economic diversity necessary for a stable and resilient economy.



- 3.7.2.2 Urban Employment Lands provide an adequate supply of serviced and subdivided lands as well as designated but unserviced lands to meet both present and future demand for employment lands.
- 3.7.2.3 Businesses or uses that are similar in nature or complementary in terms of type, scale, or operational characteristics are encouraged to cluster or co-locate in Urban Employment areas, including business parks with a higher standard of site and building design and development.
- 3.7.2.4 Urban Employment Areas use careful site planning, building design, and site landscaping to achieve compatibility with abutting or adjacent Urban Neighbourhoods and developments within the rural municipalities.
- 3.7.2.5 Agricultural production and research are an appropriate interim use of Urban Employment Lands.
- 3.7.2.6 Urban Employment Lands are developed to a high environmental standard and in line with the servicing capacity of the municipality, subject to site- or area-specific servicing agreements.

3.7.3 Policies

- 3.7.3.1 Permit large-scale cultural, institutional, educational and recreational facilities and developments in Urban Employment Areas where they are compatible with the industrial environment and operations.
- 3.7.3.2 Permit commercial enterprises in Urban Employment Areas that provide support services to businesses and workers.
- 3.7.3.3 New development shall be prioritized in accordance with the strategic plan and established growth priorities of the applicable municipality.
- 3.7.3.4 When non-compatible abutting or adjacent land uses are proposed to establish or expand, additional buffering should be required of the developer to mitigate impacts pursuant to a development agreement with the municipality.
- 3.7.3.5 Accommodate limited agricultural uses involving cropping and horticultural research activities in Urban Employment Areas as an interim use of land subject to zoning regulations.
- 3.7.3.6 Develop site and building design criteria, endorsed as Guidelines by Council or adopted as a component of zoning by-laws, to evaluate development proposals for land use compatibility in Urban Employment Areas.
- 3.7.3.7 Proponents of development in Urban Employment Areas will demonstrate through engineering pre-design studies and analyses that a municipality can accommodate the demand for water supply, wastewater treatment, waste disposal, electricity and gas, if required by the municipality.



- 3.7.3.8 Service Urban Employment Areas with major vehicular transportation routes designed to accommodate industrial and commercial traffic, including truck access, turning lanes, and highway connectivity.
- 3.7.3.9 Municipalities should Provide Active Transportation (AT) facilities in Urban Employment Areas, including sidewalks (1.8m width), walking trails, and multi-use pathways (3.0m width), to ensure safe connectivity to residential neighbourhoods, transit hubs, and regional AT networks. AT infrastructure must comply with the Manitoba Active Transportation Design Guide
- 3.7.3.10 Take necessary measures to ensure that development in Urban Employment Areas will not have a detrimental impact on the environment of the site or abutting or adjacent areas.

3.8 Central Business District (CBD) Planning Overlay

3.8.1 Intent

To identify central areas within Morden and Winkler that may require additional policy and design direction through the creation of a secondary plan. The Central Business District Planning Overlay policies are in addition to the land-use designations (Urban Neighbourhoods, Urban Downtown, Urban Activity Corridor, Urban Employment, and Urban Parks and Open Spaces) that apply to the use of the land.

3.8.2 Principles

- 3.8.2.1 Support opportunities for intensification and infill to make better use of the land and reduce the dependency on greenfield developments for accommodating new population growth.
- 3.8.2.2 Provide more flexibility to establish a compatible mix of land uses.

3.8.3 Policies

- 3.8.3.1 A secondary plan may be developed for the Central Business District Areas, as generally defined on Maps 1 and 2, to provide additional policy and design direction. A secondary plan may address (but is not limited to) the following:
 - a. Establishing an appropriate mix of residential, commercial, and recreational land uses;
 - b. Promoting intensification of development subject to municipal water and wastewater capacities and stormwater management;
 - c. Encouraging a pedestrian-friendly environment;
 - d. Creating landscaping standards; and/or
 - e. Developing design standards for new construction.



3.9 Urban Parks and Open Space Areas

3.9.1 Intent

To provide land in Urban Areas for active and passive recreational facilities for the health and enjoyment of the region's residents and visitors.

3.9.2 Principles

- 3.9.2.1 Urban Parks and Open Space Areas provide residents and visitors with opportunities for a variety of outdoor experiences by way of preserved natural lands as well as areas planned for active and passive recreation.
- 3.9.2.2 Urban Parks and Open Space areas provide indoor and outdoor recreational, cultural and entertainment facilities and attractions at scales and in locations appropriate to and compatible with the surrounding or abutting or adjacent neighbourhood.
- 3.9.2.3 Urban Parks and Open Space Areas accommodate a variety of recreational, cultural and leisure activities and events that meet the needs of residents and visitors alike and respond to changing demographic trends and societal preferences.

3.9.3 Policies

- 3.9.3.1 Expand recreational opportunities for residents and visitors by:
 - a. allocating and preserving open space areas for natural lands preservation and space-intensive recreational activities;
 - b. locating and integrating major recreational and institutional uses close to residential areas and/or Activity Corridors;
 - c. targeting lands within urban areas for future recreational and complementary uses such as schools;
 - d. interconnecting Parks and Open Space Areas with an Active Transportation Network, and;
 - e. promoting partnerships for the building of multi-use recreational facilities possibly in conjunction with health, wellness, education, and specialized housing facilities.
- 3.9.3.2 Accommodate and manage the following land in the Parks and Open Space Areas:



- a. recreation and open space uses like parks and natural areas and various sports and recreation facilities including arenas, golf courses, swimming areas, curling rinks, campgrounds and recreational vehicle parks;
 - b. institutional facilities like libraries, art galleries and museums, and;
 - c. restaurants and office uses that are accessory to recreation and open space uses and institutional facilities.
- 3.9.3.3 Parks and Open Space Areas improve the quality of the residential environment by being:
- a. accessible from all parts of the cities by all modes of transport;
 - b. sized and planned to accommodate future recreational and complimentary uses with a local and regional focus, and;
 - c. planned in consultation with the MSTW member municipalities and private and public sector partners, funders and service providers in order to create joint-use sites and multi-use recreation facilities with health and wellness, education, entertainment, cultural and specialized housing components.
- 3.9.3.4 Work with developers to preserve, acquire or otherwise secure for public use and enjoyment hazard lands and natural areas including waterways, wetlands and treed areas.
- 3.9.3.5 Interconnect Urban Parks and Open Spaces with all parts of the Urban Areas through the phased development of urban trail systems.
- 3.9.3.6 Use The Planning Act provisions for public land dedication and/or cash-in-lieu, as determined during the development approvals process, to provide the lands and facilities for active and passive recreation.
- 3.9.3.7 Work with public and private sector service providers and stakeholders to develop a variety of recreation, cultural and leisure opportunities that respond to demographic trends and the needs of people of all ages and abilities.
- 3.9.3.8 No housing should be more than a walking distance of 0.5 km (1/3 mi.) from an active or passive park or public open space.
- 3.9.3.9 Encourage the maintenance, enhancement or restoration of native plant species buffers along shorelines in municipal parks and other municipal lands. Enforce a minimum 30-meter setback from the top of the bank for all structures, with greater setbacks required where geotechnical studies indicate unstable slopes or high groundwater tables.



PART 4 EMERGING COMMUNITIES

4.1 Intent

Communities within the RM of Stanley have grown and evolved over time such that they can no longer be considered rural villages, nor are they urban centres. The designation of “Emerging Communities” recognizes the unique opportunities and challenges in these areas as they become serviced and accommodate more residents over time.

4.2 Principles

- 4.2.1 The community has a significant population that is projected to grow. Increased density, subject to servicing, is encouraged to accommodate new growth.
- 4.2.2 The rural character of the community is important and should be maintained through community design, flexible accommodation of rural land uses (such as home industry), and restricted accommodation of intensive urban land uses (such as larger-scale commercial).
- 4.2.3 Complete communities are encouraged by providing a wide range of options for housing, employment, retail services and recreation.
- 4.2.4 Development on these lands should be guided by comprehensive planning. A concept plan approved by Council may be required to ensure orderly growth. Future development in Schanzenfeld and Reinfeld must align with the adopted secondary plans.

4.3 Policies

- 4.3.1 Accommodate a mix of land uses by allowing limited opportunities for compatible commercial, industrial, and institutional uses in the zoning by-law.
- 4.3.2 Encourage small-scale neighbourhood commercial activities in suitable areas to promote complete neighbourhoods.
- 4.3.3 Encourage increased densities in New Community Areas by supporting lot splits, secondary dwellings, and multiple-unit dwellings, all subject to appropriate provision of water, sewer, drainage, transportation infrastructure, and secondary plans.
- 4.3.4 Prepare concept plans for underdeveloped areas of Emerging Communities to accommodate increased density. The concept plans shall provide for efficient, well-planned developments by illustrating the general arrangement of future roadways, tie-ins to existing roadways and services, pathways, building lots, open spaces, area drainage or other major features.
- 4.3.5 Prioritize infill development and intensification of existing developable lands within Emerging Communities before considering any boundary expansion. Development



shall occur in a contiguous manner that maximizes the efficient use of existing infrastructure and services.

4.4 Transportation

- 4.4.1 Enhance opportunities for Active Transportation connections throughout the community by planning and building paths and trail systems.
- 4.4.2 Enhance primary entrance points to the community by establishing landscaping, signage, or other features that reflect the unique local character.
- 4.4.3 Determine appropriate street standards for Emerging Communities such that adequate rights-of-way are established in anticipation of future servicing and traffic volumes.

4.5 Municipal Servicing

- 4.5.1 Extend piped wastewater service to Emerging Communities: Reinfeld and Schanzenfeld.
- 4.5.2 Consider agreements between Stanley and Winkler for the provision of municipal services to Emerging Communities.
- 4.5.3 New municipal services in Emerging Communities could be financed based on the principles of a user-pay approach.
- 4.5.4 Consider adding hydrants and increasing the capacity of pumps to obtain water pressure sufficient for fire suppression in areas served by the Reinfeld and Schanzenfeld reservoirs.



PART 5 STANLEY CORRIDOR

5.1 Intent

A thoroughfare that serves to connect two growing cities, accommodating the heart of the region, a hospitality and wellness hub and regional-level services along a multi-modal corridor.

5.2 Principles

- 5.2.1 Development in the Stanley Corridor complements economic development opportunities in the south central region of Manitoba.
- 5.2.2 Rural employment opportunities are planned with excellent highway exposure and connections to the region.
- 5.2.3 The Stanley Corridor is a safe and efficient highway network capable of moving people, goods and services.
- 5.2.4 Land development is effectively integrated with current and future transportation and infrastructure requirements.
- 5.2.5 Incompatible land uses are prohibited in the Corridor to maximize future regional economic development potential.
- 5.2.6 Development is serviced to an appropriate standard in a cost-effective manner.
- 5.2.7 Development is to adhere to the Stanley Corridor Secondary Plan.

5.3 Policies

- 5.3.1 Promote development on the Corridor that supports the evolution of the regional thoroughfare connecting two growing cities.
- 5.3.2 Allow a mix of land uses primarily consisting of commercial and industrial enterprises along the corridor.
- 5.3.3 Encourage regional-scale public services, such as a wellness centre, educational institutions, and recreational and sports complexes that contribute to the livability of the overall region.
- 5.3.4 Manage the location and design of new commercial development such that the Corridor complements the region over time with commercial uses maintaining visual prominence compared to industrial and in compliance with the RM of Stanley's policies.
- 5.3.5 Allow a range of parcel sizes and shapes while at the same time grouping compatible uses.
- 5.3.6 Allow smaller parcels that can accommodate support services over the long-term development of the Corridor.
- 5.3.7 Phase development by encouraging development in locations where services exist and requiring concept plans that demonstrate appropriate servicing levels, site plans, and adequate due diligence.



- 5.3.8 Encourage the establishment of regional amenities in the Corridor that can benefit from equal access to both urban populations.
- 5.3.9 Recognize northern and southern sides of the Corridor for long-term development requirements.
- 5.3.10 Promote health and wellness services, activities, and related businesses in the Hospitality and Wellness Area that benefit residents of the entire region, such as:
 - a. multi-modal pathways;
 - b. a wellness centre; and
 - c. tourism-related amenities.
- 5.3.11 Prevent incompatible land development in the vicinity of a hospitality and wellness node around the intersection of PTH #3 and PTH #14.
- 5.3.12 Protect the Corridor from residential encroachment by establishing a clear demarcation zone of Corridor-related land uses at the west and east edges of the Corridor.
- 5.3.13 Existing residences can continue to remain, but the establishment of new residential uses is prohibited.
- 5.3.14 Support establishment of visual cues through landscaping, signage, and other design elements, as well as land use, at the Winkler/Corridor edge and the Morden/Corridor edge.
- 5.3.15 Manage land use opportunities and restrictions through the zoning by-law.
- 5.3.16 Encourage the use of lands in the Stanley Corridor for agriculture until the land is required for development.

5.4 Transportation

- 5.4.1 Support a multi-use pathway along the Corridor as a viable mode of travel, an investment in healthy living, a safe and affordable means of transport, and a mechanism for connecting communities.
- 5.4.2 Encourage the use of multiple modes connecting the cities.
- 5.4.3 Focus on using existing service roads for building the internal road network with new roads running parallel to existing roads in a second layer on the Corridor.
- 5.4.4 Locate new access points on the Corridor not less than every one- mile or as limited by Manitoba Infrastructure and Transportation.
- 5.4.5 Maintain highway traffic flow in an efficient manner along the Corridor.
- 5.4.6 Require developers to provide concept plans committing to an overall internal road network plan for all new businesses.
- 5.4.7 Require modes of transportation to use separate facilities along the highway portion of the Corridor.
- 5.4.8 Minimize the infrastructure to limit municipal expenditures for future maintenance and snow clearing.
- 5.4.9 Integrate the Corridor transportation network with the Cities' transportation plans, as well as connections south and north of the Corridor.



- 5.4.10 Design service roads in a grid pattern to facilitate property access via 90-degree entrance/exit points.
- 5.4.11 Require developers to provide adequate on-site parking rather than relying on abutting or adjacent streets.
- 5.4.12 Work with Manitoba Infrastructure and Transportation to develop an access management strategy.
- 5.4.13 The developer shall be responsible for all costs associated with intersection and highway upgrades, as identified by the Traffic Impact Study in collaboration with Manitoba Transportation and Infrastructure. Where appropriate, alternative funding mechanisms may be pursued to support these upgrades, subject to approval by the relevant authorities.
- 5.4.14 Protect the future potential interchange at the intersection of PTH #3 and PTH #14 by recognizing the 1,000-foot radius control circle from the intersection midpoint.
- 5.4.15 Maintain and enhance Active Transportation infrastructure along the Corridor, including the existing physically separated pathway and rest stops, to continue promoting Active Transportation as a viable mode of travel.
- 5.4.16 Incorporate naturalized linear drainage systems as an aesthetic amenity to Active Transportation facilities.
- 5.4.17 Preserve and strengthen the Corridor's role as a major transportation route in Manitoba under the jurisdiction of Manitoba Transportation and Infrastructure.
- 5.4.18 Accommodate truck and large-vehicle traffic in the design of site approaches, intersections, roads and utility installations.
- 5.4.19 Provide appropriate truck parking areas within Corridor developments.
- 5.4.20 Coordinate with Manitoba Transportation and Infrastructure on the location and use of truck weigh scales on the Corridor if and when any future changes are made.
- 5.4.21 Explore regional transit options through funding partnerships with different levels of government where available.
- 5.4.22 Use transit facilities as a way to encourage and promote employment centers within the Corridor.

5.5 Municipal Servicing

- 5.5.1 Build on existing sewer infrastructure, using the most strategic connections as a first phase.
- 5.5.2 Require new development abutting or adjacent to existing piped municipal services to connect.
- 5.5.3 Accommodate interim servicing on private systems when phasing plans and appropriate due diligence have been demonstrated through a detailed development concept plan.
- 5.5.4 Require development with interim private services to install systems in a manner that can be easily retrofitted to a municipal piped service in the future, for example, tanks located in the yard closest to the future service connection, and building setback minimized to the future service connection.



- 5.5.5 Investigate the feasibility of an inter-municipal water servicing arrangement using increased supply from Pembina Valley Water Cooperative, Morden, and Winkler to effectively service the corridor.
- 5.5.6 Each municipality should establish best management practices or development standards for stormwater management to minimize the impact of stormwater runoff on the natural environment and existing infrastructure, considering water quality protection, flood risk protection, sustainable design, and regulatory compliance.
- 5.5.7 Coordinate drainage works in accordance with regional watershed management plans, Pembina Valley Conservation District, and the surrounding municipalities.
- 5.5.8 Require new developments to maintain pre-development storm water runoff with linear drainage facilities, incorporating the Active Transportation pathway where appropriate.

5.6 Development Standards

- 5.6.1 Development standards and design guidelines for the Stanley Corridor Area should be reviewed in consultation with Manitoba Transportation and Infrastructure and under the Stanley Corridor Secondary Plan. Reviews shall assess the effectiveness of current standards and identify necessary updates to support the evolving needs of development and transportation requirements.



PART 6 VILLAGE AREAS

6.1 Intent

The original villages, mostly in the RM of Stanley, remain as the small communities where new Canadians lived and farmed the land. This lifestyle, where homes and accessory industry and agricultural operations exist side by side, is alive and well today. Village Areas should continue to provide a traditional village living option that embraces farm life in the midst of close family and neighbours, horticulture, and small-scale animal husbandry.

6.2 Principles

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

6.3 Policies

- 6.3.1 Specialized small-scale agricultural operations, including market gardens, are encouraged in Village Areas, subject to compliance with the Zoning By-Law.
- 6.3.2 New livestock operations or expansions to any existing livestock operations will not be considered within Village Areas.
- 6.3.3 When accommodating growth that requires expanding the boundaries of Village Areas, the direction of growth and amount of land used should minimize interference with established agricultural operations, prime agricultural lands as defined in the Provincial Planning Regulation, and drainage conditions.
- 6.3.4 Development taking place on these lands may require a concept plan approved by Council.
- 6.3.5 Flag-shaped lots are prohibited within Village Areas unless they will ensure that currently farmed land will remain with the residual parcel and not with a proposed subdivision of a farmstead or achieve a community objective of the municipality.
- 6.3.6 Encourage the consolidation of agricultural holdings within Village Areas through land assembly and farm amalgamation to create larger, more economically viable agrarian operations. The municipality shall support voluntary consolidation initiatives that:
 - a. Combine fragmented agricultural parcels under single ownership or management;



- b. Reduce land fragmentation and improve operational efficiency for agricultural activities;
- c. Maintain agricultural land in productive use rather than allowing it to remain idle or underutilized; and
- d. Support the establishment of appropriately sized agricultural operations that can achieve economies of scale.

6.4 Commerce

- 6.4.1 Village Areas may contain limited commercial activities serving the village or the surrounding area.
- 6.4.2 Home industries are encouraged when considered compatible with abutting or adjacent land uses.
- 6.4.3 Prevent land use conflicts by making industrial uses a conditional use in municipal zoning by-laws.

6.5 Housing

- 6.5.1 Require secondary/concept plans when large areas of land are being proposed for development that describe phasing, cost of extending services, village waste, water services, transportation impacts, school, and recreation opportunities to the village and surrounding area.
- 6.5.2 Housing is encouraged within existing Village Area boundaries before expanding the boundaries.
- 6.5.3 Increase density in Rural Areas by considering small-scale multiple-unit and/or multi-generational housing in Villages:
 - a. where the property can be fully serviced with piped water, sewer, or;
 - b. where the municipality has approved localized water and sewer treatment facilities, they will be developed at the cost of the development proponent, to the satisfaction of the municipality, and may be required to be turned over to the municipality;
 - c. where the property has access to an improved all-weather municipal roadway; and
 - d. school bus service is available.

6.6 Recreation, Education, and Health

- 6.6.1 Promote recreational opportunities in Village Areas to serve local residents.



6.7 Culture and Heritage

- 6.7.1 Balance the respect for historical development patterns with the need to minimize impact on prime agricultural lands as defined in the Provincial Planning Regulation.
- 6.7.2 Preserve the historic housebarn settlement pattern with a mix of residential and agricultural operations where possible.

6.8 Environment

- 6.8.1 Protect and enhance the local ecological systems within villages as much as possible.

6.9 Transportation

- 6.9.1 Restrict development to one side of a provincial highway or road where development has not already established on both sides of the trunk highway.
- 6.9.2 Encourage parallel road patterns so residential uses can be clustered as much as possible.
- 6.9.3 Minimize access points to provincial roads and trunk highways by encouraging clustered development and parallel roads.

6.10 Water and Wastewater

- 6.10.1 Water service is provided by the municipality or co-op.
- 6.10.2 The municipality will consider the potential cost of extending municipal services for new development, which shall be a developer cost.
- 6.10.3 New development is required to connect to piped water or sewer services if available.
- 6.10.4 Wastewater treatment is generally provided on site but may be connected to a sewer service in the future. Encourage innovations such as small-scale wastewater treatment plans and composting toilets.
- 6.10.5 The municipality will consider the feasibility and cost of extending sewer services to a village area if it grows to a size or density where sewer services become necessary or required.
- 6.10.6 Encourage efforts to minimize the amount of land required for on-site wastewater treatment.
- 6.10.7 Size watermains to accommodate the pressure requirements of anticipated agricultural and residential users.
- 6.10.8 Proactively plan and implement water reservoir capacity and water pump upgrades.
- 6.10.9 Prepare sustainable wastewater management plans for Village areas that explore alternative systems (individual, clustered, and decentralized), technologies, and wastewater treatment programs that meet environmental, financial, and social needs using a sound decision-making process.



PART 7 RURAL EMPLOYMENT AREA

7.1 Intent

Employment areas are important for growing and diversifying the local economy. The Rural Employment Area designation provides employment opportunities outside of urban centres that complement and coordinate with other employment areas in the Planning District, including the Stanley Corridor area, to ensure a comprehensive and strategic approach to regional economic development that avoids duplication and maximizes the efficient use of infrastructure and services.

7.2 Principles

- 7.2.1 Promote economic resilience by encouraging diverse employment opportunities that are more appropriate outside of urban centres.
- 7.2.2 Cultivate a vibrant rural economy that provides meaningful employment opportunities, fosters innovation and entrepreneurship, and supports quality of life outside urban centres by leveraging rural assets, natural resources, and regional competitive advantages.
- 7.2.3 Support regional economic development by building on local strengths and emerging opportunities—such as agriculture, resource-based industries, tourism, and innovation sectors—where servicing capacity allows.
- 7.2.4 Balance economic development opportunities with agricultural sector protection by directing industrial and commercial developments not suited for urban areas to appropriately designated rural locations while ensuring compatibility with surrounding agricultural operations and rural character.
- 7.2.5 Ensure strategic connections between Rural Employment Areas and surrounding communities, urban centres, and regional transportation networks to facilitate market access, workforce mobility, and supply chain integration.

7.3 Policies

- 7.3.1 Concept Plans may be required to support the proposed development, which shall be funded by the developer.
- 7.3.2 The Rural Employment Area will accommodate a mix of rural commercial and rural industrial uses that meet the following criteria:
 - a. developments that are intended to primarily serve the farm community;
 - b. developments that pose a hazard or nuisance in an urban centre; and
 - c. developments that require a larger site area than is available or appropriate in an urban centre.



- Commercial and industrial uses related to agricultural uses shall be prioritized.
- 7.3.3 New rural industrial or commercial development shall be compatible with the rural area and abutting or adjacent land uses. Development proposals for the Rural Employment Area shall be evaluated against the criteria in Policy 2.3.1. and should not be on prime agricultural land or interfere with adjacent agricultural operations.
 - 7.3.4 Appropriate buffers, site planning, and operational standards may be required to prevent land use conflicts and ensure continued agricultural viability.
 - 7.3.5 Development within the Rural Employment Area shall be sited to increase the efficiency of the extension of municipal water and wastewater services as they become available. Development will be required to connect to such services as they become available.
 - 7.3.6 Access to lots within the Rural Employment Area shall be by an internal road network, and roads shall be constructed to ensure that they can accommodate industrial-related traffic. A traffic impact study may be required, and the developer shall bear the costs of any necessary infrastructure improvements.
 - 7.3.7 Development within the Rural Employment Area shall include safe active transportation facilities connecting to nearby municipalities and residential areas.
 - 7.3.8 Development within the Rural Employment Area shall comply with the relevant Secondary Plan, if applicable.
 - 7.3.9 Heavy industrial uses requiring substantial investments in infrastructure or that generate substantial volumes of traffic and/or wastewater shall not be permitted unless it can be clearly demonstrated that services can be provided cost-effectively, without placing unsustainable demand on aquifers, regional or local water systems, or other infrastructure. Any required servicing must be fully funded by the developer and must not compromise long-term infrastructure planning or regional growth coordination.
 - 7.3.10 Ensure that any proposed industrial or commercial use will not have a detrimental effect on the environment.



PART 8 RURAL AREAS

8.1 Intent

Rural Areas provide an opportunity for incorporating the development of housing and other uses in farming areas other than prime, Class 1, 2 & 3 agricultural lands. Rural Area policies acknowledge the need for larger parcels of land while providing opportunities for rural-based activities, including agriculture, tourism, and rural living in a responsible manner.

8.2 Principles

- 8.2.1 Prime agricultural lands and viable lower-class lands should be protected for agricultural activities and livestock production operations. Natural resources and ecological features are protected and managed, and development must respect natural land features, flood protection levels, and soil limitations.
- 8.2.2 Development will be directed to lands with soils capable of being serviced with onsite wastewater disposal, and there is no expectation of future servicing beyond current levels.
- 8.2.3 Developments will have adequate water pressure and supply to meet the needs of current and proposed developments.
- 8.2.4 Development occurs in a way that respects the natural features of the land and should be built to flood protection levels.
- 8.2.5 Natural resources are protected and managed.
- 8.2.6 Rural living opportunities are supported where clusters of development already exist, or along escarpment areas (see map) which are not suitable for farming activities.
- 8.2.7 Investments in the transportation infrastructure are protected by limiting the use of land to areas already serviced by maintained all-weather roads.
- 8.2.8 Rural living opportunities are supported only in areas where clusters of development already exist, or along escarpments and other lands unsuitable for farming, to avoid unnecessary fragmentation of agricultural lands.
- 8.2.9 Investments in transportation infrastructure are protected by limiting development to areas already serviced by maintained all-weather roads.
- 8.2.10 Rural Areas will accommodate a range of agricultural activities and agricultural operations on prime and viable lower-class lands.

8.3 Policies

- 8.3.1 Certain areas within the Rural and Agricultural Policy Area designations with significant existing land fragmentation have been identified as Rural Clusters on the attached maps. Parcels within a Rural Cluster will maintain the underlying Rural or Agricultural designation but will be afforded additional subdivision opportunity as identified in the subsequent policies in this section of the Plan. Because the Rural



Clusters maintain the underlying Rural or Agricultural designation, these areas are not 'designated areas' under Part 5 of the Provincial Planning Regulation and the minimum separation distances for siting livestock operations do not apply to these areas. Identifying new (or expanding the boundary of existing) Rural Clusters can only occur via amending this Development Plan using the appropriate land use map in this Plan pursuant to the provisions of *The Planning Act*. Any such proposals will only be considered in circumstances where:

- a. the proposal identifies lands with significant existing fragmentation;
- b. there is limited subdivision potential in any existing Rural Clusters in the area; and
- c. the proposal generally does not involve lands in agricultural use or would not impact the operation of or potential for agricultural uses in the area.

8.3.2 The subdivision of land may be considered for one of the following circumstances:

- a. A farmer who has actively and generally owned and farmed the land for a substantial time period wishes to retain the farmstead site, as defined herein, within the established shelterbelt for retirement purposes, or any of the other allowable farm-related subdivision criteria identified in Policy 9.3.6.
- b. a site forms a portion of a larger parcel of land located within a Rural Cluster, as identified on Maps, that:
 - i is constrained on three sides by lands (including roadways and well-established yard sites) that have not been farmed for a number of years; and
 - ii is of a size and shape that cannot easily be farmed on account of a variety of constraints;
 - iii is a minimum size to meet the requirements of provincial wastewater regulations; and
 - iv is a size and shape that is generally consistent with any existing development in the Rural Cluster.
- c. an abandoned farmstead is located on the proposed site if there is evidence of the following features;
 - i a well for domestic purposes;
 - ii an indication that a farm dwelling previously existed on the site; and
 - iii an existing farmyard shelter belt.
- d. to permit up to two lots to be subdivided in the Rural Area:
 - i from a well-defined yard site which has not already been split from the 80 acres; or
 - ii a physically isolated parcel which would generally be a minimum of 5 acres; or



- iii a parcel that has mature tree stands, is generally 5 acres and has not been cultivated for many years and can meet the provincial wastewater regulations.
 - e. Only one subdivision per generally 80-acre title will be considered (or equivalent to two subdivisions per quarter section) under policies a. through c or up to two lots under d. Once land has been subdivided under this policy, any additional subdivision of the affected land, or any abutting or adjacent lands, can only occur if the area has been identified as a Rural Cluster on the appropriate land use map. Municipalities may, as a condition of subdivision approval, limit the potential for further subdivision of residual farmland through a development agreement.
- 8.3.3 Create lots only where municipal services, such as roads, drainage, fire protection, and other infrastructure, including school bus service, may be provided with sufficient capacity and do not create a financial or operational burden on the municipality over time. Where possible, rural residents must share access points to municipal roads.
- 8.3.4 May support intensification of identified Rural Clusters, and the limited designation of new Rural Clusters on the land use maps in areas along the escarpment by meeting the following criteria:
 - a. Housing is clustered to minimize the impact on the land, natural resources, and the transportation network;
 - b. The Development Area must be a contiguous parcel and should be greater than 20 acres in area;
 - c. The maximum density of the Development Area shall be one lot per 2 acres of the gross Development Area;
 - d. Public open space should only include natural areas, wildlife habitat, sensitive areas and farmland and shall be protected from further development;
 - e. All wetlands, floodplains, steep slopes, mature trees and environmentally sensitive areas should be preserved within the proposal's open space as primary conservation areas, at the discretion of the municipality;
 - f. All heritage resources and human remains should be preserved within the proposal's open space;
 - g. Open space within the Development Area must connect with existing open space abutting or adjacent to the Development Area or, where no open space is abutting or adjacent to, provide for future connections to future open space to create an interconnected network of protected lands;
 - h. Encourage development to locate on existing improved all-weather municipal roads; and
 - i. Development does not impact high-quality agricultural production.



- 8.3.5 Encourage and facilitate residents living on large tracts of land (20 acres or more) to lease or consolidate the unused portion of their land for agricultural purposes, and support the consolidation of agricultural lands during subdivision processes, through a variety of means, which may include:
- a. Education and communication about the value of agricultural land and production; and
 - b. Encourage subdivision applicants to explore opportunities for consolidating adjacent or nearby agricultural lands with active farming operations as part of their development proposal, particularly when subdivision would otherwise result in small, non-viable agricultural remnants.
- 8.3.6 Residential development on small lots in Rural Areas shall continue to have agricultural zoning and shall be a conditional use in the municipal zoning by-law to ensure that impacts on livestock operations are minimized.
- 8.3.7 Require concept plans for development proposals in Rural Cluster areas, depending on the nature of the area of the proposal and as required by Council and subsequent policies in place.
- 8.3.8 Secondary / concept plans should address:
- a. development phasing;
 - b. cost of extending water and sewer services;
 - c. transportation impacts;
 - d. school, and recreation opportunities to the community and surrounding area; and
 - e. the housing needs of newcomers in the region.
- 8.3.9 Encourage housing within existing village area boundaries before expanding into undeveloped land.

8.4 Commerce

- 8.4.1 Direct non-agricultural commercial uses towards the Emerging Communities, Village Areas, or Rural Employment Areas, with first priority directed to commercial Urban centres and the Stanley Corridor. Commercial development should not result in the unnecessary conversion of land that is actively used for agricultural production or has the capability for viable agricultural use. Agricultural commercial uses may be considered in rural areas only where the use may be more appropriate in a rural industrial area, such as:
- a. uses which directly serve agricultural production or processing and service these industries best from a rural location;
 - b. unsightly or potentially noxious uses which do not require municipal services;
 - c. uses requiring larger lots that can accommodate on-site sewage;



- d. uses are directed away from environmentally sensitive areas; and
- e. uses where it is essential that they be located in rural areas.

Any major multi-lot proposals for such rural or agri-related commercial and industrial uses shall require re-designation to Rural Employment Area on the affected land use maps.

8.5 Recreation

- 8.5.1 Accommodate recreational uses not suited to Urban Areas (due to noise, dust, amount of land, etc.) in Rural Areas where there are natural features of the land that support the recreational use.
- 8.5.2 Respect local ecological features and do not negatively impact livestock operations when establishing recreational uses in Rural Areas.
- 8.5.3 Intensive recreation uses should be re-zoned to Open Space / Recreation.

8.6 Environment

- 8.6.1 Protect and enhance natural areas and habitats from incompatible development where:
 - a. rare or endangered flora and fauna have received provincial designation and protection under either the *Manitoba Endangered Species Act* or the federal *Species At Risk Act*;
 - b. lands have been designated as Protected under the *Protected Areas Initiative*;
 - c. lands have been identified as a wildlife management area or a provincial park;
 - d. sensitive/ecologically significant wildlife or aquatic habitat(s) have been identified; or
 - e. private lands that have been voluntarily protected by private landowners under *The Conservation Agreements Act*.
- 8.6.2 Recognize the value of soil conservation techniques that reduce wind and water erosion.

8.7 Transportation and Municipal Servicing

- 8.7.1 Access rural developments from municipal roads instead of provincial roads and highways where possible.
- 8.7.2 Rural residences may not be established without access to an existing all-weather road and individual approaches onto provincial roads, and highways should be avoided if possible.
- 8.7.3 Enhance existing trail systems and extend the network where appropriate.
- 8.7.4 Proposed Rural Area subdivisions should have on-site wastewater management systems and should not be wasteful of land. All wastewater systems must be approved by Manitoba Conservation and Water Stewardship.



- 8.7.5 Plan, manage, and locate residential developments in Rural Areas to ensure that they do not conflict with sewage lagoons.
- 8.7.6 Intensive development and high-capacity wells should only be permitted in areas where it can be demonstrated that the accumulated demand will not exceed the total sustained yield of the aquifer nor cause a reduction in aquifer water quality or quantity for existing users.
- 8.7.7 Rural residential development should be directed to locations that can be economically serviced by local water systems to avoid potential issues with groundwater contamination, well water quality and aquifer integrity.
- 8.7.8 Consider and support the feasibility of shared private on-site wastewater services for residential clusters in rural areas, subject to submission of a study in defence of the proposed system, completed by a professional engineer registered to practice in Manitoba, and satisfactory to the municipality. The study must include at least:
 - a. capacity of the land to handle the proposed system, including evidence of soil suitability;
 - b. any specific due diligence required by Manitoba Environment and Climate Change;
 - c. statement of system capacity (number of residences and land area) and any phasing schemes relevant to system implementation; and
 - d. full-cost accounting of the ongoing maintenance, operations, and renewal of the system to the municipality over time.

8.8 Agriculture

- 8.8.1 Prime agricultural lands and viable lower-class lands should be protected for agricultural activities and livestock production operations. The Rural Areas designation does not diminish the agricultural value or capability of these lands, and development decisions must recognize and protect their agricultural potential.
- 8.8.2 Encourage the use of Rural Area lands for food production, agricultural diversification opportunities, and agricultural operations.



PART 9 AGRICULTURAL AREAS

9.1 Intent

The Agricultural Area designation identifies land characterized, in a generalized sense, by the most productive agricultural capability classifications. The intention of the policies in this section of the Development Plan is to protect agricultural land and manage development that supports and strengthens the agricultural industry.

9.2 Principles

- 9.2.1 Prime agricultural land is valued for its contribution to the economy, local culture, and future opportunities.
- 9.2.2 The land accommodates a full range of agricultural activities and livestock production operations in accordance with the principles of sustainable development.
- 9.2.3 Incompatible uses of the land are discouraged to support the efficient use of the land resources for agriculture.

9.3 Policies

- 9.3.1 Agricultural Areas shall be protected for agricultural activities and livestock production operations on prime agricultural lands generally defined as Agricultural Capability Classifications 1, 2, 3, and viable lower-class lands.
- 9.3.2 In general, agricultural land should be held in large parcels, generally 80 acres.
- 9.3.3 Encourage land consolidation of existing smaller holdings with larger-sized land holdings.
- 9.3.4 Small land holdings for small-scale or specialized commercial agricultural operations like tree nurseries, apiaries, market gardens and other bona fide agricultural practices may be considered for approval, provided that business plans are submitted, and such proposals are compatible with other existing agricultural operations and that the size of the proposed parcel is appropriate for the intended use. Subdivision will be limited to one per 80-acre parcel.
- 9.3.5 Subject to a business plan being reviewed by Manitoba Agriculture and approved by the Municipality and Planning District, agri-commercial/industrial uses may be located in Agricultural Areas in the following circumstances:
 - a. they will not conflict with agriculture or the Provincial highway system;
 - b. they cannot locate elsewhere due to their requirement for larger parcels of land, and it is demonstrated that due to the nature or activity of the use it is essential that it be located in an agricultural area; and
 - c. Limited to a single business and does not create a multi-lot rural employment area.



- 9.3.6 The subdivision of land for residential purposes may be allowed in the Agricultural Areas in accordance with the following options:
- a. where an existing farmstead site, as defined herein, which contains a habitable dwelling and which will be located within a well-defined yard-site typically defined by a well-established shelterbelt, is no longer required as part of a farm operation and has become surplus for the purposes of farm enlargement;
 - b. where a retiring farmer wishes to subdivide his or her residence from the farm and retain the dwelling for retirement purposes;
 - c. where a farm is incorporated, and it is necessary to establish a separate residential site from the company holdings for business or mortgage purposes;
 - d. Only one subdivision per generally 80-acre title will be considered (or equivalent to two subdivisions per quarter section under policies a. through c. Once land has been subdivided as per the above policies, a development agreement shall be registered on title restricting further subdivision of the new lot and must then be identified as Rural Cluster on the appropriate land use map prior to further development being permitted; or
 - e. where a parcel of land is physically isolated by way of a creek, drain, road or natural land feature and also must be of a size or shape that makes farming difficult.
- 9.3.7 The subdivision of land for the realignment of farm boundaries around rivers, streams, highways, drains and other features may be permitted if deemed necessary for agricultural purposes. Boundary realignments under this policy must not create new titles.
- 9.3.8 Encourage and facilitate residents living on large tracts of land (40 acres or more) to lease or consolidate the unused portion of their land for agricultural purposes.



PART 10 COLLABORATIVE PLANNING AREAS

10.1 Intent

As growth occurs, development should take place where it makes sense based on physical opportunities and constraints rather than political boundaries. When similar development occurs across boundaries, the experience of moving from one municipality to another should appear seamless. Services, infrastructure, and taxes should be integrated to ensure that the community can flourish to the benefit of everyone.

The Collaborative Planning Area references a process of collaboration between municipalities. The Collaborative Planning Area policies, which consist of areas identified as Urban Growth Areas and Urban Fringe Area, are *in addition* to the land-use designations (Agriculture, Rural, Neighbourhood, etc.) that apply to the use of the land. The Planning District Board is responsible for the administration and enforcement of the Development Plan (as per Section 14 of The Planning Act). In the event of a disagreement between municipalities in the interpretation of policies within this section, the Board will decide on the correct interpretation.

10.2 Principles

- 10.2.1 The form of development should be generally consistent in terms of lot sizes, development standards, and complementary uses of the neighbouring urban municipality. Land uses within the Collaborative Planning Area and Urban Fringe Area shall be carefully selected to minimize conflicts between urban and rural activities.
- 10.2.2 Servicing and tax-sharing agreements are prerequisites in Collaborative Planning areas that may include local improvement districts or differential mill rates.
- 10.2.3 Cooperative boundary adjustment agreements in Collaborative Planning areas are a consideration subject to annexation agreements.

10.3 Policies

- 10.3.1 New development in the Collaborative Planning area should contribute toward the provision of community services such as recreation, employment, utilities, and emergency and health services through inter-municipal service-sharing agreements or user fees.
- 10.3.2 Development shall be undertaken in a contiguous manner, avoiding leapfrogging unless approved by both the rural and urban municipality, as infrastructure servicing capacities allow.
- 10.3.3 Prior to development or subdivision approval in Collaborative Planning Areas, a secondary plan may be required to guide the development of the Collaborative Planning Area. The affected municipalities shall jointly determine when a secondary plan is required based on the scale, complexity, or potential regional



impact of the proposed development. A Development Plan amendment may also be required to apply a land use designation that supports the proposed use.

- 10.3.4 Prior to development or subdivision in Collaborative Planning Areas, a highway access management plan may be required where direct access onto a provincial road or highway is unavoidable. The determination of when such a plan is necessary shall be made jointly by the rural municipality where the development is proposed and the adjacent urban municipality, with final decision-making authority resting with the MSTW Planning District Board in cases where the municipalities are unable to reach an agreement. Either municipality may require the developer to complete a Traffic Impact Study, in accordance with Manitoba Transportation and Infrastructure guidelines, to demonstrate that traffic from a proposed development can be accommodated efficiently and safely on the existing and proposed road network and to identify any necessary improvements.
- 10.3.5 The long-term servicing needs of the community will be considered when evaluating development proposals, including life cycle costing, cost-benefit analyses, and capital budget planning for all infrastructure investments to ensure they are sustainable and strategic.
- 10.3.6 Servicing requirements shall be determined via engineering studies, and infrastructure shall be sized to ensure the Collaborative Planning Area can adequately accommodate future development servicing needs. Engineering studies for Collaborative Planning Areas should be undertaken using a coordinated regional approach to ensure comprehensive servicing planning and cost-effective infrastructure delivery.
- 10.3.7 The costs associated with upsizing existing infrastructure to increase capacity required to accommodate new development shall be paid for by the developer(s). However, where appropriate and subject to municipal approval, alternative funding options—such as cost-sharing agreements, development levies, or infrastructure grants—may be explored to support these upgrades.
- 10.3.8 Infrastructure and services systems installed within the Collaborative Planning Area shall be constructed to the standards of the adjacent urban community. Servicing alternatives may be considered in specific instances where the development demonstrates the achievement of regional priorities or objectives, and it is not feasible to have full urban servicing, but only if mutually agreed upon by both the urban and rural municipality.
- 10.3.9 Urban municipalities will circulate subdivision and re-zoning applications to all member municipalities for their review and comment.
- 10.3.10 Subdivision and re-zoning applications within the Urban Growth area shall require a resolution of support from the abutting or adjacent city municipality prior to the rural municipality approving the application. and such resolution shall not be



unreasonably withheld providing the conditions set forth in this development plan are met.

- 10.3.11 Where services are shared, a service-sharing agreement shall be required prior to development in the Collaborative Planning Area between the rural and urban municipality to provide for an equitable sharing of costs for services such as:
- a. protection services;
 - b. garbage collection and disposal and recycling;
 - c. snow clearing;
 - d. sewer and water services;
 - e. road and infrastructure maintenance; and
 - f. recreation facilities and programming.
- 10.3.12 A tax sharing agreement may be developed whereby municipal revenues from new development in the Collaborative Planning Area shall be equitably shared.
- 10.3.13 Annexation of land must be approved by the province in accordance with the provisions of The Municipal Act.



PART 11 LAKE MINNEWASTA AREA

11.1 Intent

The Lake Minnewasta Policy Area is dedicated to the long-term protection and stewardship of Morden's primary drinking water source. As climate change intensifies drought risk and pressures regional water security, preserving Lake Minnewasta's water quality and quantity is an overriding priority for the community's health, resilience, and sustainable growth. All land use and development within this area must be carefully managed to ensure that the lake's ecological integrity and its role as a potable water supply are not compromised by recreational or residential pressures.

The area is divided into three zoning districts, each regulated through its respective zoning by-law, and informed by best available geotechnical and hydrological science.

The **Waterfront District** is strictly limited to low-impact, seasonal recreational activities. No permanent structures or year-round occupancy are permitted, and setbacks are established to minimize contamination and shoreline disturbance.

The **Environmental Protection District** encompasses zones of high risk, such as floodplains, unstable slopes, and sensitive habitats, where development is prohibited to safeguard natural filtration, prevent erosion, and maintain the lake's resilience against extreme weather events.

Recognizing the accelerating impacts of climate change and population growth, these districts' boundaries and permitted uses must be reassessed at least every ten years, or sooner if warranted by new scientific evidence or significant hydrological events. This adaptive management approach ensures that Lake Minnewasta's primacy as a drinking water source will never be subordinated to short-term recreational or development interests but will instead be protected as the foundation of Morden and Stanley's environmental and community well-being for generations to come.

11.2 Principles

11.2.1 Waterfront District (W)

- a. Prioritize water source protection by strictly limiting all uses to seasonal, low-impact recreation, ensuring the lake's role as Morden's drinking water supply is never compromised.
- b. Enforce a minimum 30-meter setback from the top of the bank for all structures, with greater setbacks required where geotechnical studies indicate unstable slopes or high groundwater tables.
- c. Prohibit permanent residences and year-round occupancy to minimize cumulative impacts on water quality and shoreline stability.



- d. Require all site plans to demonstrate that runoff, landscaping, and access will not increase nutrient loading, erosion, or water contamination.

11.2.2 Environmental Protection District (EP)

- a. Prevent all development, land alteration, or vegetation removal within the geotechnical slope stability line as determined through a geotechnical or hydrological analysis.
- b. Preserve and restore native vegetation in all riparian and high-risk areas to stabilize soils, filter runoff, and maintain ecosystem services. Enforce a minimum 30-meter setback from the top of the bank for all structures, with greater setbacks required where geotechnical studies indicate unstable slopes or high groundwater tables.
- c. Ensure that any existing non-conforming uses or structures are phased out or not allowed to renew, and areas are restored to natural conditions as the non-conforming uses are removed.

11.2.3 Overarching Principles for All Districts

- a. All zoning boundaries and setback distances must be established, reviewed, and updated at least every ten years (or sooner if triggered by significant environmental changes) using the most current geotechnical and hydrological data, including LiDAR elevation models and data from the Manitoba Hydrologic Forecast Centre.
- b. The City of Morden shall maintain a robust monitoring program for water quality, shoreline stability, and compliance, with escalating enforcement for violations to ensure ongoing protection of Morden's drinking water source.

11.3 Policies

11.3.1 Water Source Protection and Zoning

- a. All land use and development within the Lake Minnewasta Policy Area shall be regulated to ensure the absolute priority of protecting the lake as Morden's primary drinking water source. Zoning boundaries (Waterfront and Environmental Protection) must be established and updated in accordance with the most current geotechnical and hydrological studies, with a comprehensive review and reassessment, including an updated carrying-capacity analysis, which should occur every ten years, or sooner if triggered by significant drought, water quality decline, or shoreline change.
- b. Zoning boundaries (Waterfront, Environmental Protection) must:
 - i. Be established based on geotechnical slope stability analysis and erosion rates.



- ii Be reviewed every 10 years using updated LiDAR elevation models and Manitoba Hydrologic Forecast Centre data, as well as any information that any subsequent carrying capacity may identify.

11.3.2 Waterfront District

- a. The Waterfront District shall be limited to seasonal recreational uses only. Permanent residences, year-round occupancy, and permanent structures are strictly prohibited. All buildings and installations must be designed for removal or non-occupancy outside the designated seasonal period (May 1–October 31).
- b. All structures must be set back a minimum of 30 meters from the top of the bank, or further if required by the most recent geotechnical assessment. No new septic systems, wells, or non-municipal water infrastructure are permitted within this district.
- c. All site plans must demonstrate that runoff, landscaping, and access will not contribute to nutrient loading, erosion, or any degradation of water quality.

11.3.3 Environmental Protection District

- a. The Environmental Protection District shall encompass all lands identified as unsuitable for development due to flooding risk, unstable slopes, erosion hazards, or ecological sensitivity, as current technical studies determine.
- b. No new construction, land alteration, or vegetation removal is permitted within 50 meters of the high-water mark or as determined by geotechnical or hydrological analysis.
- c. Native vegetation must be preserved and, where disturbed, restored to stabilize soils and filter runoff.
- d. Any existing non-conforming uses or structures must be phased out in accordance with a schedule set by the municipality, with removal or restoration completed within a maximum of ten years from the adoption of this plan.

11.3.4 Water Quality and Drought Resilience

- a. Member municipalities shall implement and enforce water conservation measures according to their Drought Plans. A carrying capacity and water quality assessment for Lake Minnewasta must be completed every ten years, or more frequently if required by observed changes, to determine safe limits for seasonal use, allowable development, and necessary protective measures.
- b. All policies and zoning boundaries must be updated in response to these studies, with public consultation and transparent reporting of findings and actions.



11.3.5 Enforcement and Monitoring

- a. The City of Morden shall maintain an active monitoring program for water quality (including nutrients, pathogens, and contaminants), shoreline stability, and compliance with occupancy and use restrictions.
- b. Violations of zoning, occupancy, or environmental protection requirements shall be subject to escalating fines, mandatory remediation, and, if necessary, removal of non-compliant structures or uses.



PART 12 AQUIFER AREAS

12.1 Intent

The intent of this section is to provide policies to protect the various aquifers and water sources in the Planning District, including: the Winkler Aquifer, the Massey Aquifer, and the Border Valley Aquifer.

12.2 Principles

- 12.2.1 Protecting the limited supply of fresh water.
- 12.2.2 Reducing the excess wastewater coming from households, sump pits, storm water and the water treatment process.

12.3 Policies

- 12.3.1 All member municipalities should create and implement a comprehensive water conservation strategy.
- 12.3.2 Groundwater protection practices, such as sealing abandoned wells, shall align with the policies of the applicable Integrated Watershed Management Plans.
- 12.3.3 Activities with the potential to cause groundwater contamination to the recharge area within the MSTW Planning District may be subject to strict performance standards and review. Development proposals within the recharge area within the MSTW Planning District should be required to demonstrate, through technical studies and approved safeguards, that groundwater resources will be protected. High-risk uses shall be restricted or prohibited where adequate protection cannot be achieved to the satisfaction of the approving authority. Refer to Reference Map 3 that identifies the recharge area in the Planning District.
- 12.3.4 The aquifers will be protected against improper, unauthorized or unlicensed drilling to prevent surface water entry, aquifer mixing and saltwater intrusion.
- 12.3.5 Natural vegetative cover within the Aquifer areas should be retained or rehabilitated.
- 12.3.6 Collaborate in existing shelterbelt programs with Watershed Districts in the primary aquifer recharge area to increase natural vegetative cover in the area.



PART 13 IMPLEMENTATION

13.1 Development Plan Designations

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

13.2 Amendments to the Development Plan

It is recognized that certain situations may necessitate a degree of flexibility in the application of the Development Plan policy and mapping, provided that the general intent of the Development Plan is maintained. The MSTW Planning District Board may amend the Development Plan in accordance with the provisions of *The Planning Act* any time it considers it appropriate or necessary. When errors or omissions to the plan are evident, and not of a substantive nature to the intent of the policies presented, those errors/omissions may be corrected with the permission of the Province and in agreement with the MSTW Planning District partners.

13.3 Secondary Plans

Several policies in this plan call for secondary plans to be developed. Consistent with the Development Plan, secondary plans provide more guidance on development issues. Municipal councils may, by by-law, adopt a secondary plan to deal with objectives and issues in a part of the municipality, including any matter:

- dealt with in this plan.
- dealing with subdivision, design, road patterns, building standards, or other land use and development matters.
- respecting economic development or protection of heritage resources, human remains, and sensitive lands.

13.4 Concept Plans

A concept plan is written with the same intent as a secondary plan and can be prepared and used as a guideline for Council without being adopted as a by-law. However, a plan without by-law status has less authority.

13.5 Municipal Cooperation

Planning and working cooperatively within the MSTW Planning District as well as with other municipalities, agencies, and levels of government will produce more efficient and higher quality services for residents. Transportation, municipal services, recreation, fire, health and education, and libraries are examples of where the region is already working cooperatively.



13.6 Municipal Service Sharing Agreements

The member municipalities may enter into municipal service-sharing agreements with each other to provide essential and non-essential services such as fire protection, snow clearing, or recreation service.

13.7 Zoning By-law

The zoning by-laws of the member municipalities are critical tools for implementing this plan. Zoning by-laws must be updated to conform to this Plan within 12 months of Third Reading of this Plan. The zoning by-law and amendments regulate and control land uses that align with the directions and policies in this Development Plan. This plan directs that some uses be conditional uses in the zoning by-law. Property owners may also apply to Council for a variance to the zoning by-law if they feel the land use controls are too restrictive.

The zoning by-laws of the member municipalities should be updated as soon as possible after the adoption of this plan to reflect the direction of this plan. Consideration should be given to amalgamating the zoning by-laws into one regional zoning by-law and creating a regional planning commission.

13.8 Zoning by-law amendments

Nothing is static as our communities continue to evolve. From time to time, it will be necessary to revisit zoning regulations to accommodate new and innovative development proposals that suit the community. In that event, the zoning bylaw may be amended. Applications for zoning bylaw amendments must be reviewed in the context of the policies of this Development Plan.

13.9 Subdivision

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

13.10 Development Permits

New development that requires a permit issued by the municipality will be reviewed to ensure conformance with the Development Plan and the zoning by-law and Secondary Plans, and Construction Standards as applicable.

13.11 Subdivision Approval

One of the MSTW Planning District Board's primary roles is to review subdivisions and provide comments on MSTW Development Plan compliance. As such, all proposals to subdivide land will be subject to review and approval by the MSTW Planning District Board (the approving authority), municipal council, and other relevant agencies. This process provides an opportunity for development proposals to be evaluated with the policies of this



plan to ensure conformity. Conditions may be attached to a subdivision approval to implement policies in this plan.

13.12 Other By-laws

A municipality has the capability to adopt and administer other by-laws concerning the use, development, and maintenance of land. This includes Building By-laws, Property Maintenance By-laws, Access Approval By-laws, Drainage By-laws, and other types of by-laws that affect the use of land.

13.13 Acquisition and Disposal of Land

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

13.14 Public Works

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

13.15 Capital Planning and Expenditures

The MSTW Planning District, other levels of government and their departments, school boards, health authorities, Manitoba Hydro, and other agencies with a stake in the development and growth of the municipality should consult the Development Plan when revising capital plans. Expenditures to service land, build roads, upgrade facilities, or otherwise provide for growth and development should be identified in the approved five-year capital plan, and other agencies and governments should be encouraged to align and coordinate their resources in response to this plan.

13.16 Development Fees (Capital Lot Levies)

Development Fees, also called Capital Lot Levies, are a form of infrastructure charge that seeks to recover the cost of growth-related infrastructure from growth itself. Revenue from to the levy must be specifically dedicated and used solely for the purpose of providing growth-related infrastructure. In this way, it can help the municipality provide the infrastructure that will support new development. The municipalities have the ability to use this tool in accordance with provisions in *The Planning Act*. The tool can be used strategically by exempting or reducing the levy for development that offers desirable features and/or amenities to the municipality.

13.17 Special Studies

The Planning District Board should maintain a centralized, ongoing inventory of necessary special studies, including but not limited to engineering, environmental, transportation, and servicing analyses. Each study shall be:



- **Identified** by title, scope, and triggering policy;
- **Justified** with a brief rationale for its need; and
- **Ranked** annually by the Board according to priorities such as risk mitigation, regulatory compliance, regional impact, and cost-benefit considerations.

The Board should allocate funds returned to municipalities at year-end toward the highest-ranked studies. The inventory and ranking results shall be reviewed and updated at least once per fiscal year to guide budgeting, commissioning of studies, and strategic use of reserve funds.

13.18 Monitoring and Review

The MSTW Planning District should continually monitor the plan to ensure it is effective in guiding orderly and cost-efficient development of the region.

A major review of the Development Plan shall be completed in accordance with *The Planning Act*.



PART 14 GLOSSARY

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

“abutting” means the affected parcels have a shared property line.

“adjacent” means the affected parcel may share a public reserve, works, public road allowance or similar land use designation.

“affordability” Housing costs (mortgage or rent, and utilities) shall not exceed 30% of gross household income, consistent with Canadian Mortgage and Housing Corporation (CMHC) standards.

“agricultural capability classifications”, according to Agriculture Canada¹, indicate the degree of limitation imposed by the soil in its use for mechanized agriculture. The subclasses indicate the kinds of limitations that individually or in combination with others, are affecting agricultural land use. For the purposes of the by-law, classifications shall be interpreted generally according to this definition using logic and common sense in interpretation of impact and potential.

Class 1 - Soils in this class have no significant limitations in use for crops. The soils are deep, are well to imperfectly drained, hold moisture well, and in the virgin state were well supplied with plant nutrients. They can be managed and cropped without difficulty. Under good management they are moderately-high to high in productivity for a wide range of field crops.

Class 2 - Soils in this class have moderate limitations that restrict the range of crops or require moderate conservation practices. The soils are deep and hold moisture well. The limitations are moderate and the soils can be managed and cropped with little difficulty. Under good management they are moderately-high to high in productivity for a fairly wide range of crops.

Class 3 - Soils in this class have moderately severe limitations that restrict the range of crops or require special conservation practices. The limitations are more severe than for class 2 soils. They affect one or more of the following practices: timing and ease of tillage, planting and harvesting, choice of crops, and methods of conservation. Under good management they are fair to moderately high in productivity for a fair range of crops.

Class 4 - Soils in this class have severe limitations that restrict the range of crops or require special conservation practices, or both. The limitations seriously affect one or more of the following practices: timing and ease of tillage, planting and harvesting, choice of crops, and methods of conservation. The soils are low to fair in productivity for a fair range of crops, but may have high productivity for a specially adapted crop.

¹ Agriculture and Agri-Food Canada, <http://sis.agr.gc.ca/cansis/nsdb/cli/class.html#class1>



Class 5 - Soils in this class have very severe limitations that restrict their capability to produce perennial forage crops, and improvement practices are feasible. The limitations are so severe that soils are not capable of use for the sustained production of annual field crops. The soils are capable of producing native or tame species of perennial forage plants, and may be improved by the use of farm machinery. The improvement practices may include clearing of bush, cultivation, seeding, fertilizing, or water control.

Class 6 - Soils in this class are capable only of producing perennial forage crops, and improvement practices are not feasible. The soils provide some sustained grazing for farm animals, but the limitations are so severe that improvement by use of farm machinery is impractical, terrain may be unsuitable for use of farm machinery, or the soils may not respond to improvement, or the grazing season may be very short.

Class 7 - Soils in this class have no capability for arable culture or permanent pasture. This class also includes rock land, other non-soil areas, and bodies of water too small to show on the maps.

“agricultural operation” means an agricultural, horticultural or silvicultural operation that is conducted to produce agricultural products on a commercial basis, and includes:

- a. the production of crops, including grains, oil seeds, hay and forage, and horticultural crops, including vegetables, fruit, mushrooms, sod, trees, shrubs and greenhouse crops;
- b. the use of land for livestock operations and grazing;
- c. the production of eggs, milk and honey;
- d. the raising of game animals, fur-bearing animals, game birds, bees and fish;
- e. the processing necessary to prepare an agricultural product for distribution from the farm gate;
- f. the operation of agricultural machinery and equipment, including the tillage of land and the application of fertilizers, manures, soil amendments and pesticides, whether by ground or aerial application;
- g. the storage, use or disposal of organic wastes for agricultural purposes; and
- h. agri-tourism businesses.

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

“contiguous parcel” means an uninterrupted area of land.



“development” means:

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

“development area” means the gross area of a parcel or lot as described and identified on all implicated Certificates of Title.

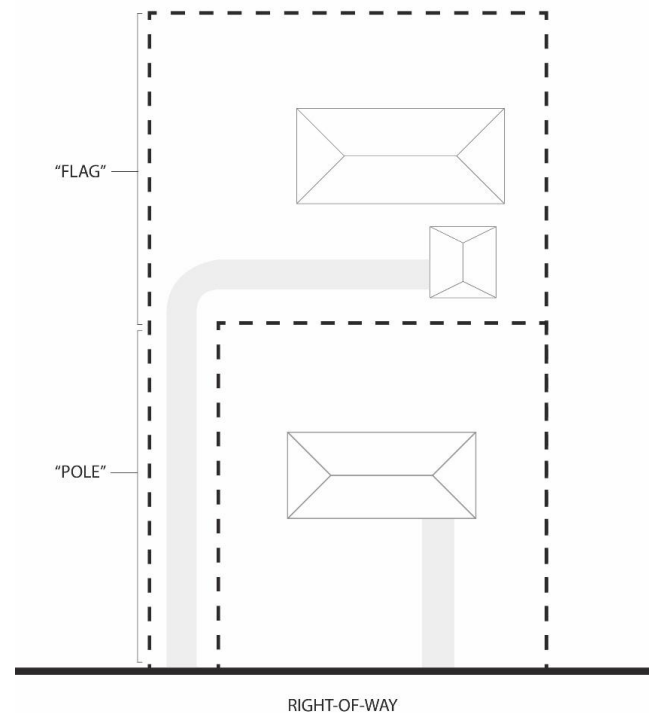
“ecosystem” means a community of organisms functioning and interacting together within their physical environment. It is composed of all living and nonliving parts of the environment in a defined space and time.

“entry-level housing” means housing units (e.g., townhouses, condominiums, small-lot single-unit homes, modular homes) priced to be affordable to households earning 80% or less of the Manitoba Median Household Income (MMHI) for the Planning District (\$63,000 as of 2021 Census).

“farmstead site” means the portion of land of an agricultural operation that includes the habitable residence of the producer and those buildings and facilities associated with the farm operation for a minimum of 10 years, usually surrounded by a well- defined shelterbelt, is generally a minimum of 5 acres and generally does not include pasture, cultivated land, drainage or other water courses.

“flag shaped lot” means a lot lacking the required minimum lot width or frontage on an existing or proposed street, but having direct access to the street through a narrow access point. Flag shaped lots have two distinct parts:

- a. The flag, which is the building site and located behind another lot; and
- b. The pole, which connects the flag to the road.



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

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

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

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

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

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

“major commercial development” means any single retail or service complex exceeding 10,000 ft² in total gross leasable area, regardless of individual unit sizes. Strip malls,



indoor markets, or multi-tenant buildings whose combined floor area exceeds 10,000 ft² qualify as Major Commercial Development.

“natural areas” means an area of unique scenic, historic, geologic or ecological value and of sufficient size and character so as to allow its maintenance in a natural condition by the operation of physical and biological processes, usually without direct human intervention.

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

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

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

“prime agricultural land” means land composed of mineral soil determined by the Province to be of dryland Agricultural Capability Class 1, 2 or 3 and includes a land unit of one quarter section or more or a river lot, 60% or more of which is comprised of land of dryland Agricultural Capability Class 1, 2, or 3. In certain circumstances, land composed of organic soil determined by the Province to be of dryland Agricultural Capability Class O1, O2, or O3 or land determined by the Province to be of Irrigation Suitability Class 1A, 1B, 2A or 2B may also be considered to be prime agricultural land. For the purpose of this by-law, classifications shall be interpreted generally according to this definition using logic and common sense in interpretation of impact and potential.

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

“retired farmer” means a natural person who has engaged in agricultural production for at least 10 years—whether on the same parcel or multiple properties—who has ceased active farm operations and intends to subdivide only the immediate yard site for retirement purposes.

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

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

“secondary plan” means any plan, adopted by by-law, that deals with objectives and issues that are within the scope of authority of a board or council in part of the Planning District or Municipality, including, without limitation, any matter (a) dealt with



in the development plan by-law; (b) dealing with subdivision, design, road patterns, building standards or other land use and development matters; or (c) respecting economic development or the enhancement or protection of heritage resources, human remains, and sensitive lands.

“**shelterbelts**” means a line of trees or shrubs planted to protect an area, especially a farm field, from strong winds and the erosion they cause.

“**Specialized agricultural operation**” means an agricultural enterprise producing high-value, low-volume products (e.g., greenhouses, apiaries, market gardens) requires a formal business plan demonstrating financial viability, market strategy, and operational capacity. Such operations must comply with zoning regulations and submit a business plan as part of permit or subdivision applications.



PART 15 MAPS

15.1 Land Use Maps

Map 1: City of Winkler

Map 2: City of Morden

Map 3: Rural Municipality of Stanley

Map 4: Rural Municipality of Thompson

Map 5: Reinfeld

Map 6: Schanzenfeld

Map 7: Livestock Management Area – Rural Municipality of Stanley

Map 8: Livestock Management Area – Rural Municipality of Thompson

15.2 Reference Maps

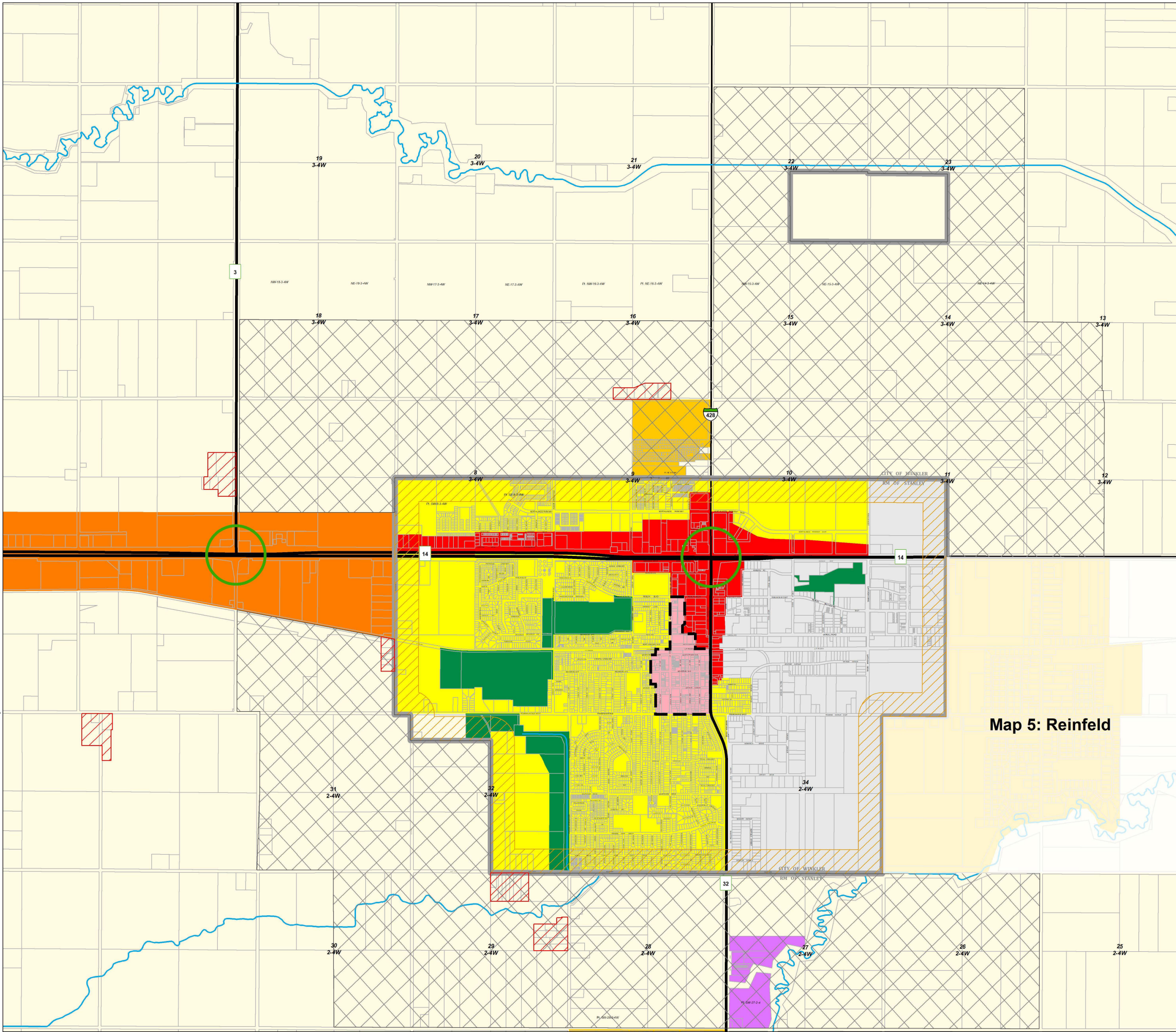
Reference Map 1: Aggregate Potential – Rural Municipality of Stanley

Reference Map 2: Aggregate Potential - Rural Municipality of Thompson

Reference Map 3: Aquifer



15.1 Land Use Maps



MSTW Planning District

Development Plan

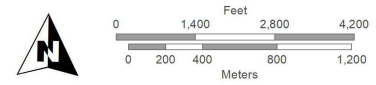
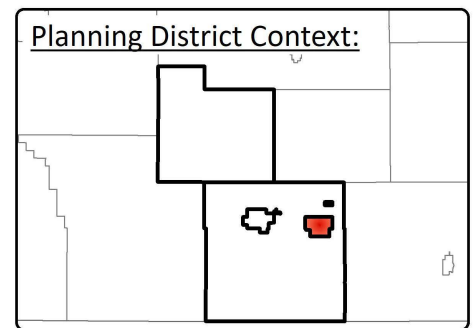
By-Law _____

Map 1: City of Winkler

- Land Use Designations:**
- Agricultural Area
 - Emerging Communities Area
 - Rural Employment Area
 - Stanley Corridor
 - Urban Activity Corridor
 - Urban Downtown Area
 - Urban Employment Area
 - Urban Neighbourhood
 - Urban Parks and Open Space Area

- Planning Overlays:**
- Central Business District Overlay
 - Collaborative Planning Area - Urban Growth
 - Collaborative Planning Area - Urban Fringe
 - Rural Clusters Overlay

- Other Features:**
- Control Circle - 1000 Ft
 - Assessment Parcels
 - Municipal Boundary
 - Waterbody
 - Waterways
 - Provincial Road
 - Provincial Trunk Highway



Map 5: Reinfeld

MUNICIPALITY OF RHINELAND

CITY OF WINKLER
RM OF STANLEY











CITY OF WINKLER
RM OF STANLEY

MSTW Planning District

Development Plan By-Law _____

Map 2: City of Morden







Land Use Designations:

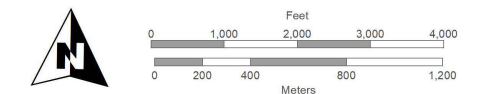
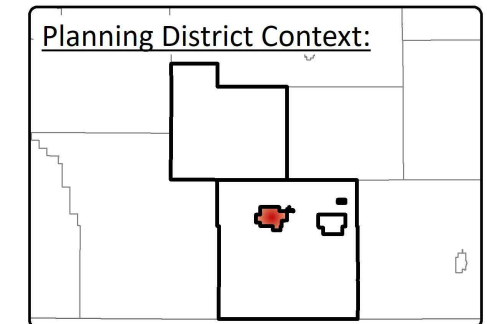
-  Agricultural Area
-  Lake Minnewasta Area
-  Rural Employment Area
-  Rural Area
-  Stanley Corridor
-  Urban Activity Corridor
-  Urban Downtown Area
-  Urban Employment Area
-  Urban Neighbourhood
-  Urban Parks and Open Space Area

Planning Overlays:

-  Central Business District Overlay
-  Rural Clusters Overlay
-  Collaborative Planning Area - Urban Growth
-  Collaborative Planning Area - Urban Fringe

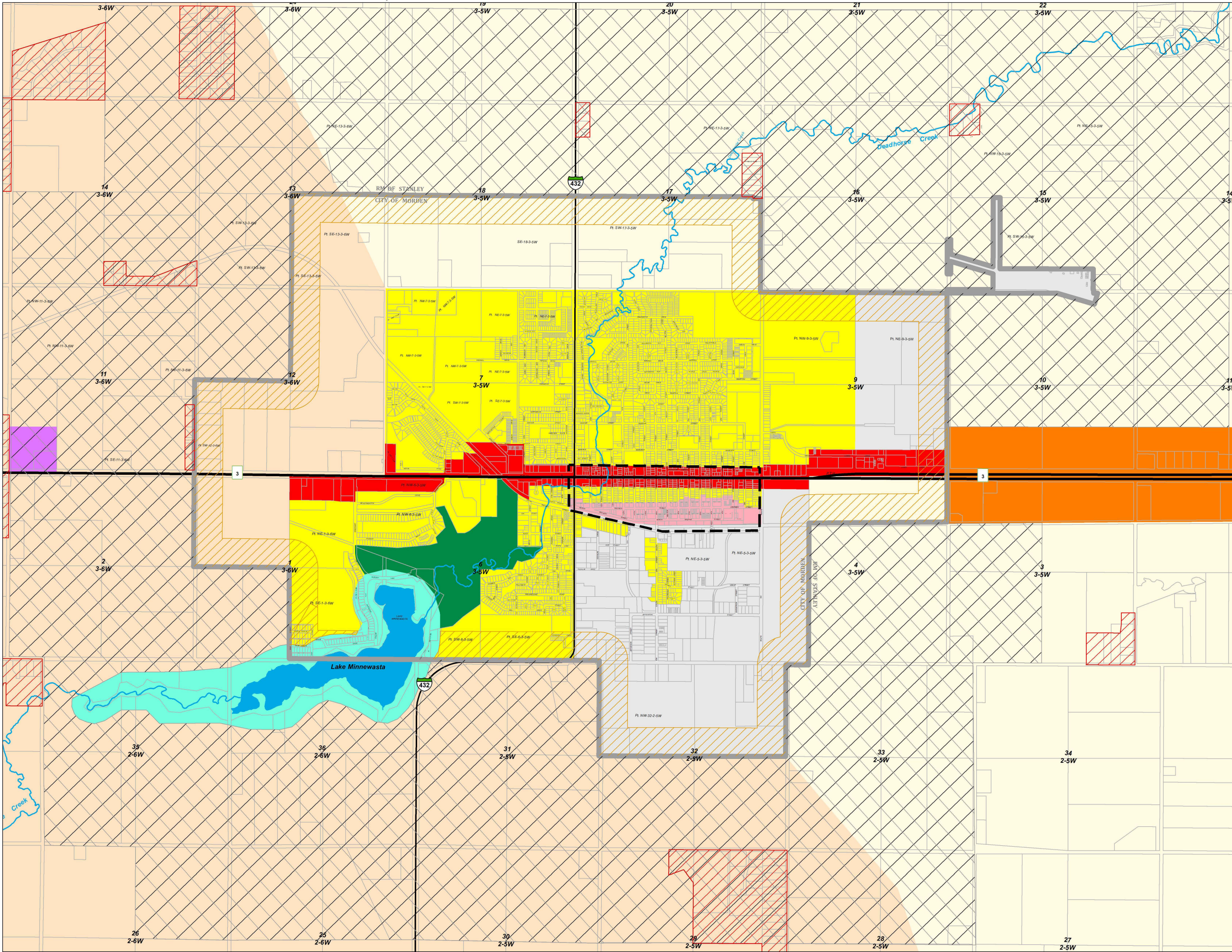
Other Features:

-  Assessment Parcels
-  Municipal Boundary
-  Waterbody
-  Waterways
-  Provincial Road
-  Provincial Trunk Highway



TWP 3

TWP 2



RGE 7

RGE 6

RGE 5

RGE 4

RGE 3

TWP 3

TWP 2

TWP 1

MUNICIPALITY OF PEMBINA

MUNICIPALITY OF RHINELAND

UNITED STATES OF AMERICA

MSTW Planning District
Development Plan
 By-Law _____
 Map 3: RM of Stanley






Land Use Designations:

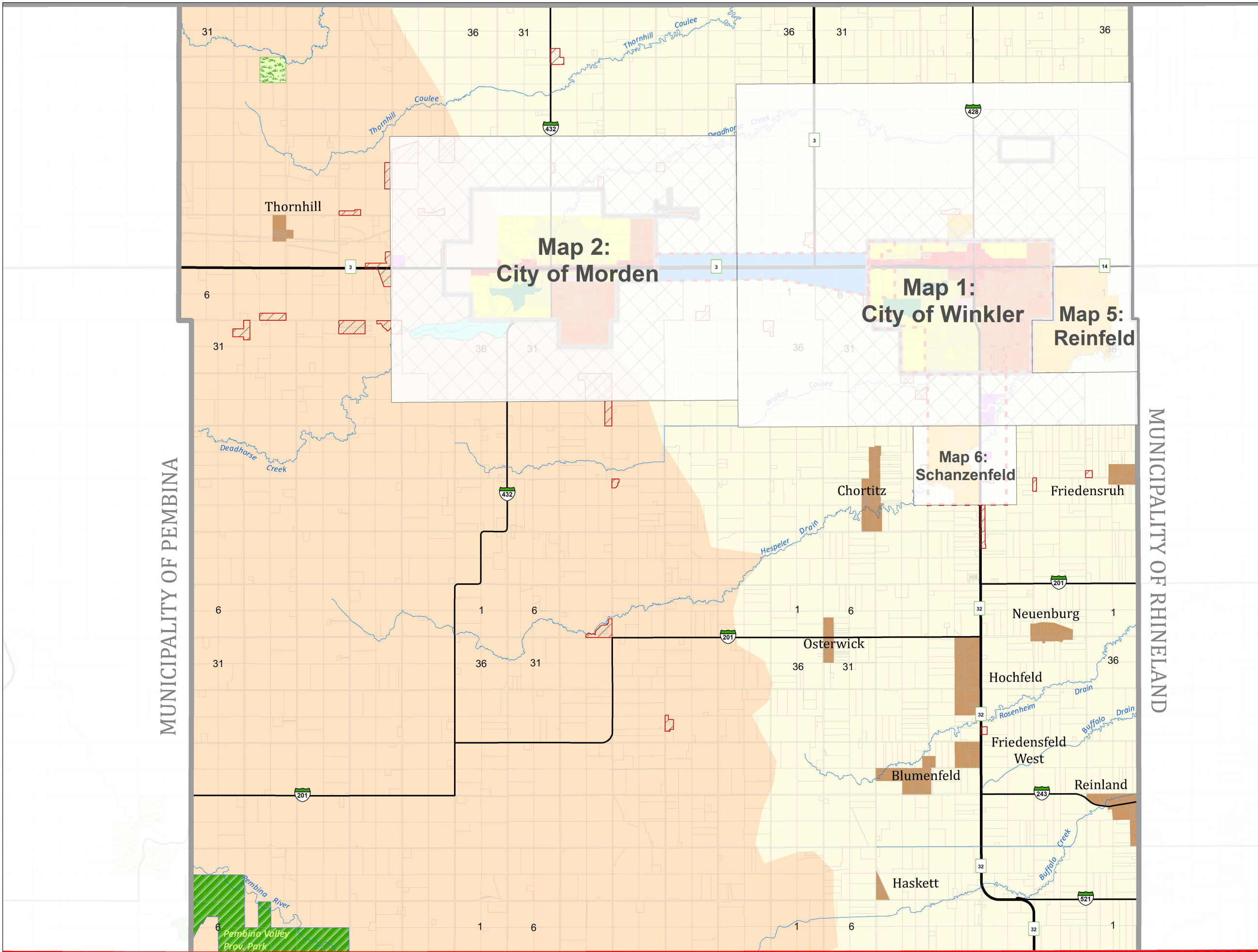
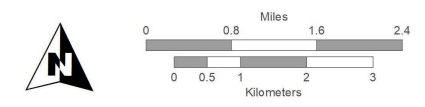
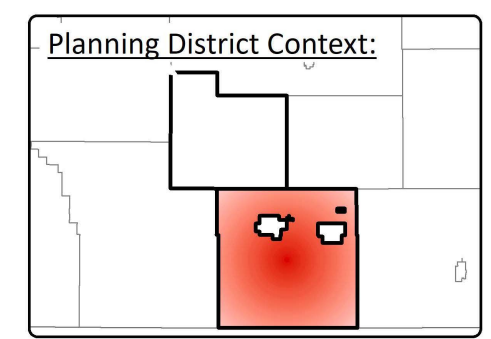
-  Agricultural Area
-  Rural Area
-  Village Area

Planning Overlays:

-  Rural Clusters Overlay

Other Features:

-  Assessment Parcels
-  Municipal Boundary
-  Provincial Parks
-  Wildlife Management Areas
-  Waterways
-  Provincial Road
-  Provincial Trunk Highway
-  International Border



RGE 8

RGE 7

RGE 6

RGE 5

TWP 6

TWP 5

TWP 4

MUNICIPALITY OF LORNE





RM OF DUFFERIN

RM OF ROLAND

MSTW Planning District Development Plan By-Law _____

Map 4: RM of Thompson

Land Use Designations:

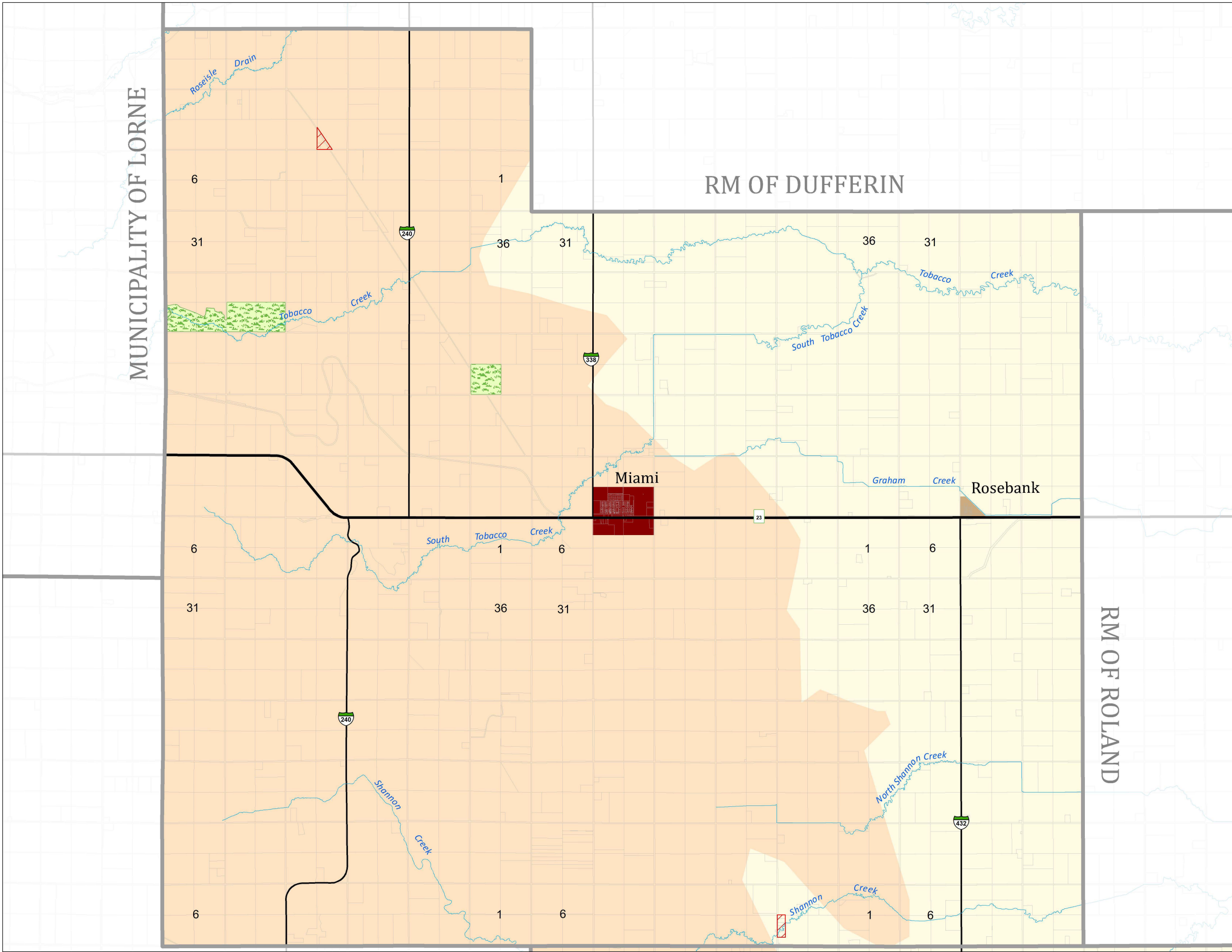
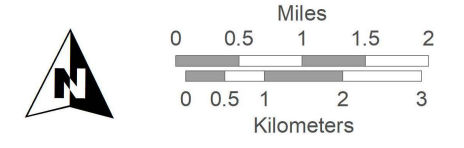
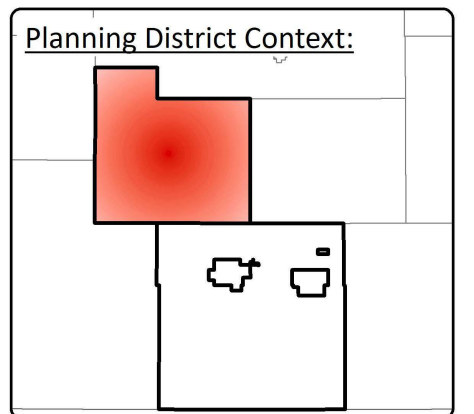
-  Agricultural Area
-  Rural Area
-  Urban Centre
-  Village Area

Planning Overlays:

-  Rural Clusters Overlay

Other Features:

-  Assessment Parcels
-  Municipal Boundary
-  Wildlife Management Areas
-  Waterways
-  Provincial Road
-  Provincial Trunk Highway





Map 3: City of Winkler



MUNICIPALITY OF RHINELAND

MSTW Planning District Development Plan By-Law _____ Map 5: Reinfeld






Land Use Designations:

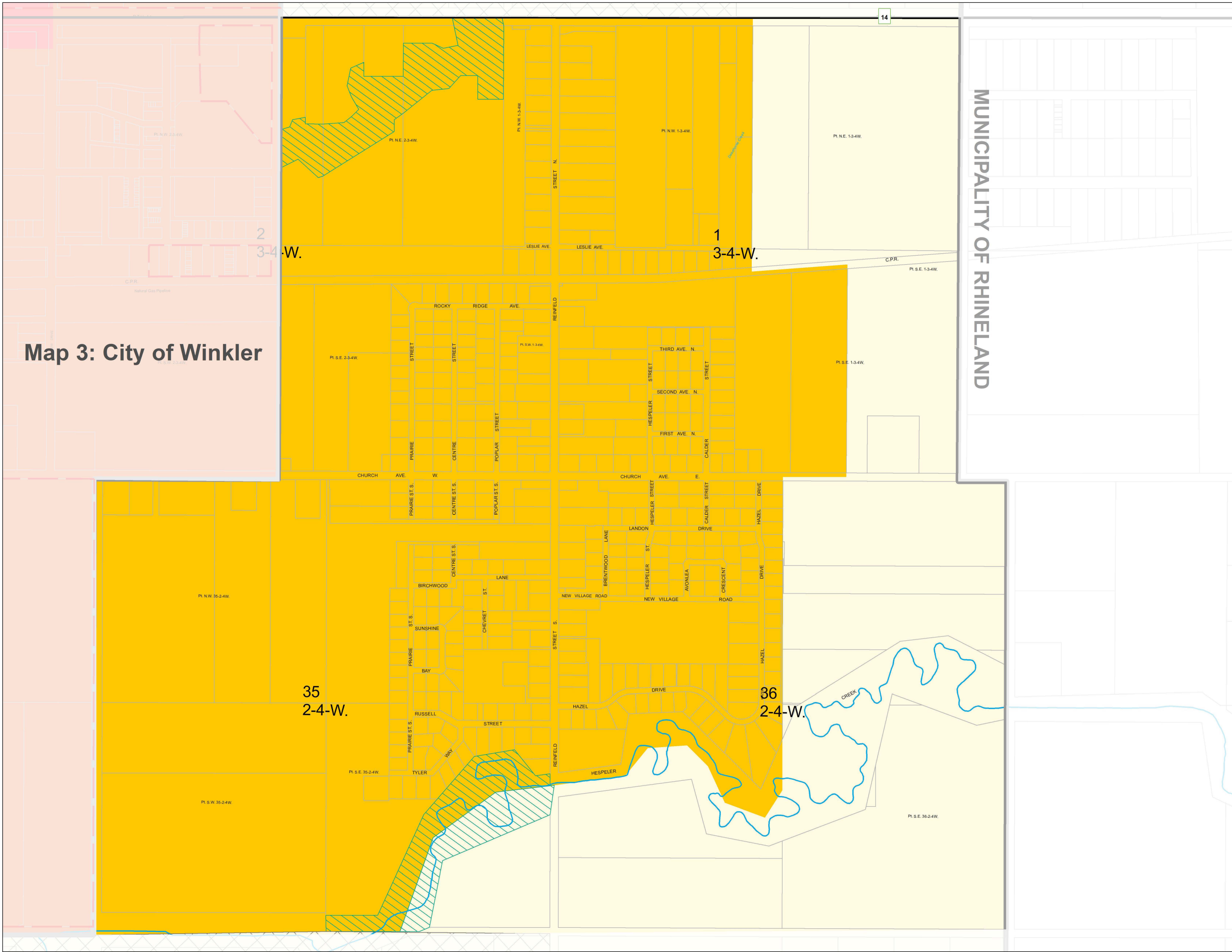
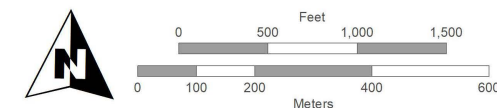
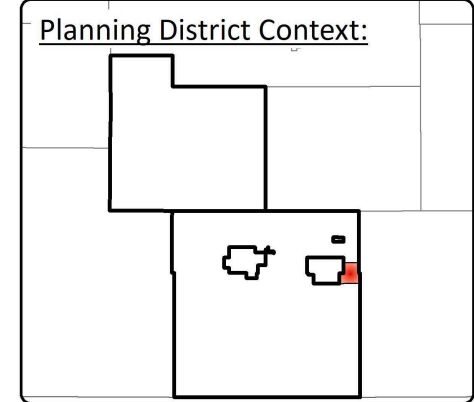
-  Agricultural Area
-  Emerging Communities Area

Planning Overlays:

-  Collaborative Planning Area
-  Reinfeld Secondary Plan - Open Space

Other Features:

-  Assessment Parcels
-  Municipal Boundary
-  Waterbody
-  Waterways
-  Provincial Trunk Highway



RGE 7

RGE 6

RGE 5

RGE 4

RGE 3

TWP 3

TWP 2

TWP 1

MUNICIPALITY OF PEMBINA

MUNICIPALITY OF RHINELAND

UNITED STATES OF AMERICA

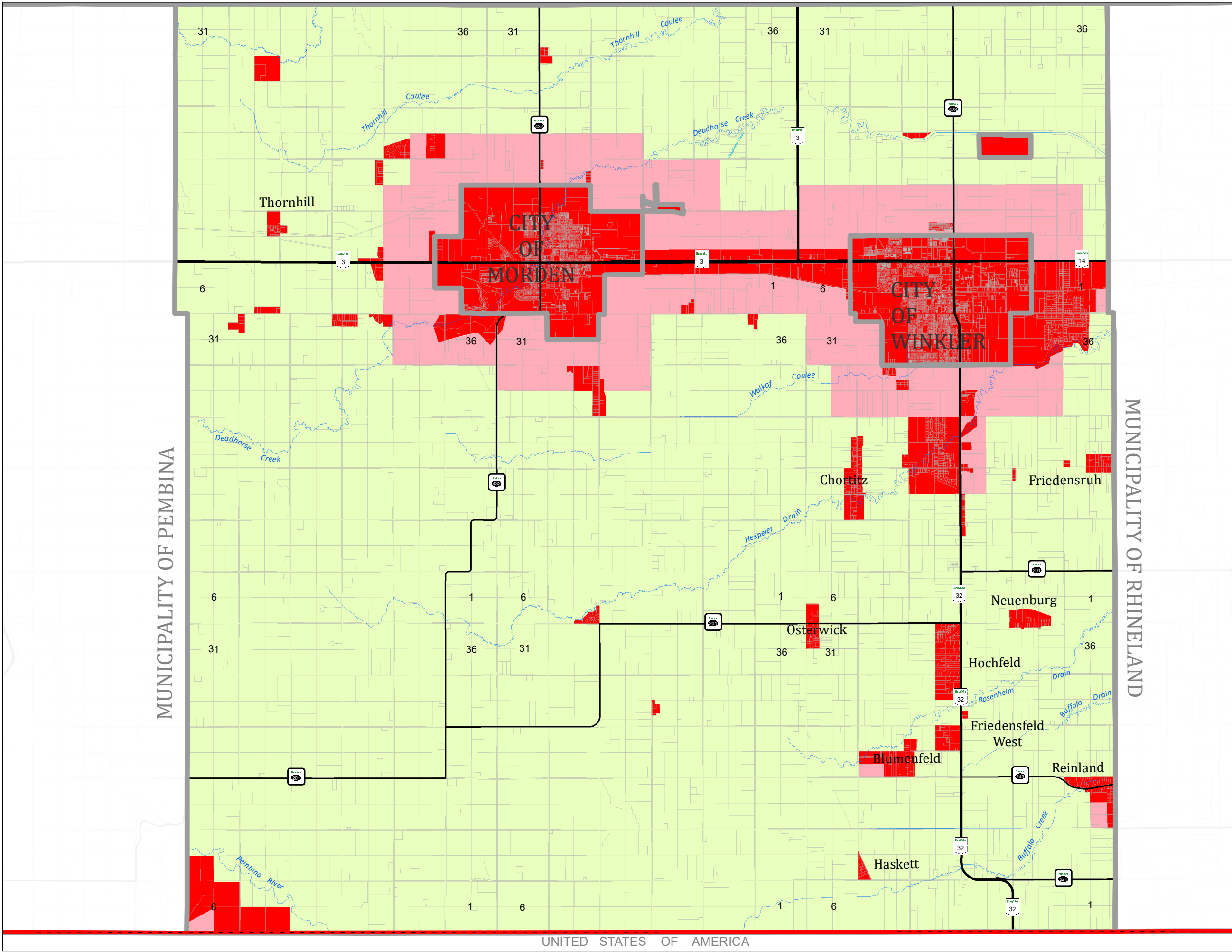
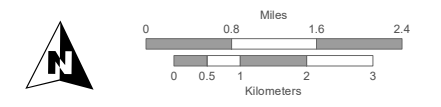
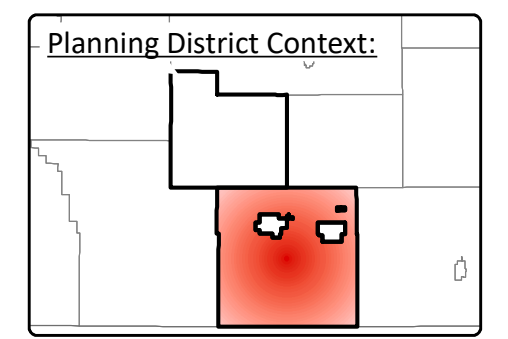
MSTW Planning District Livestock Policy Areas RM of Stanley

Livestock Policy Areas:

- No Restrictions
- Livestock Limited
- Restricted

Other Features:

- Assessment Parcels
- Municipal Boundary
- Waterways
- Provincial Road
- Provincial Trunk Highway
- International Border



RGE 8

RGE 7

RGE 6

RGE 5

TWP 6

TWP 5

TWP 4

MUNICIPALITY OF LORNE

RM OF DUFFERIN

RM OF ROLAND

MSTW Planning District

Livestock Policy Areas

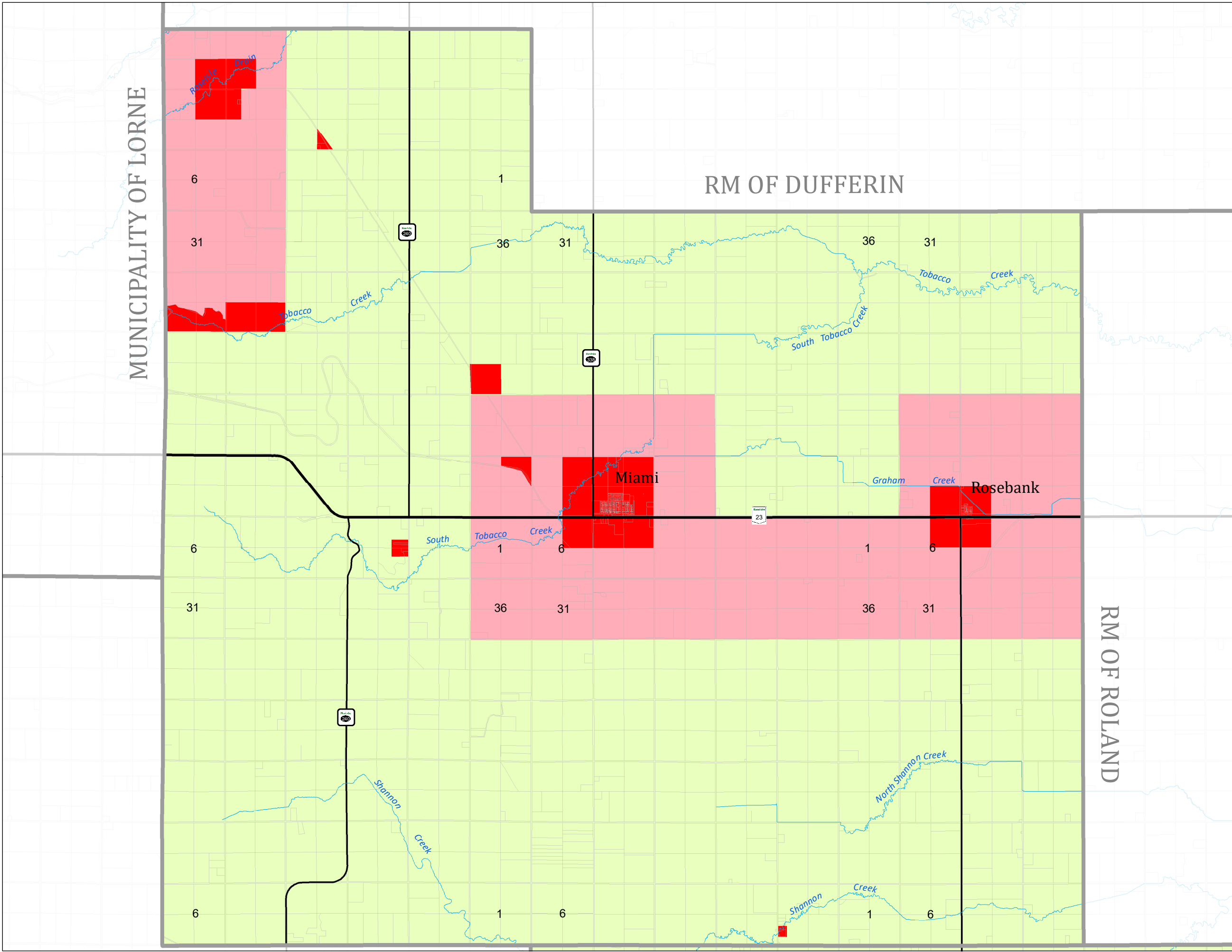
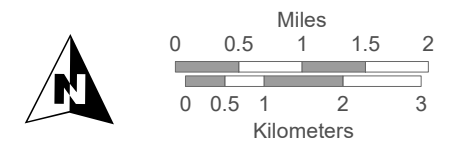
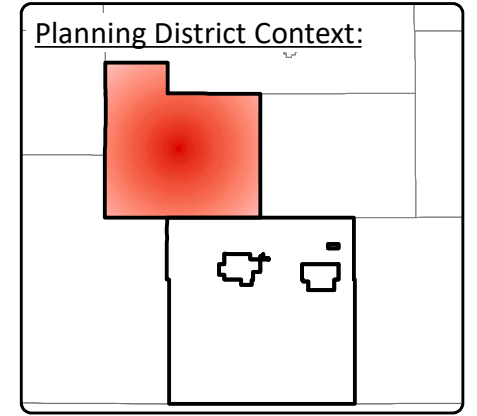
RM of Thompson

Livestock Policy Areas:

- No Restrictions
- Livestock Limited
- Restricted

Other Features:

- Assessment Parcels
- Municipal Boundary
- Waterways
- Provincial Road
- Provincial Trunk Highway





15.2 Reference Maps

RGE 7

RGE 6

RGE 5

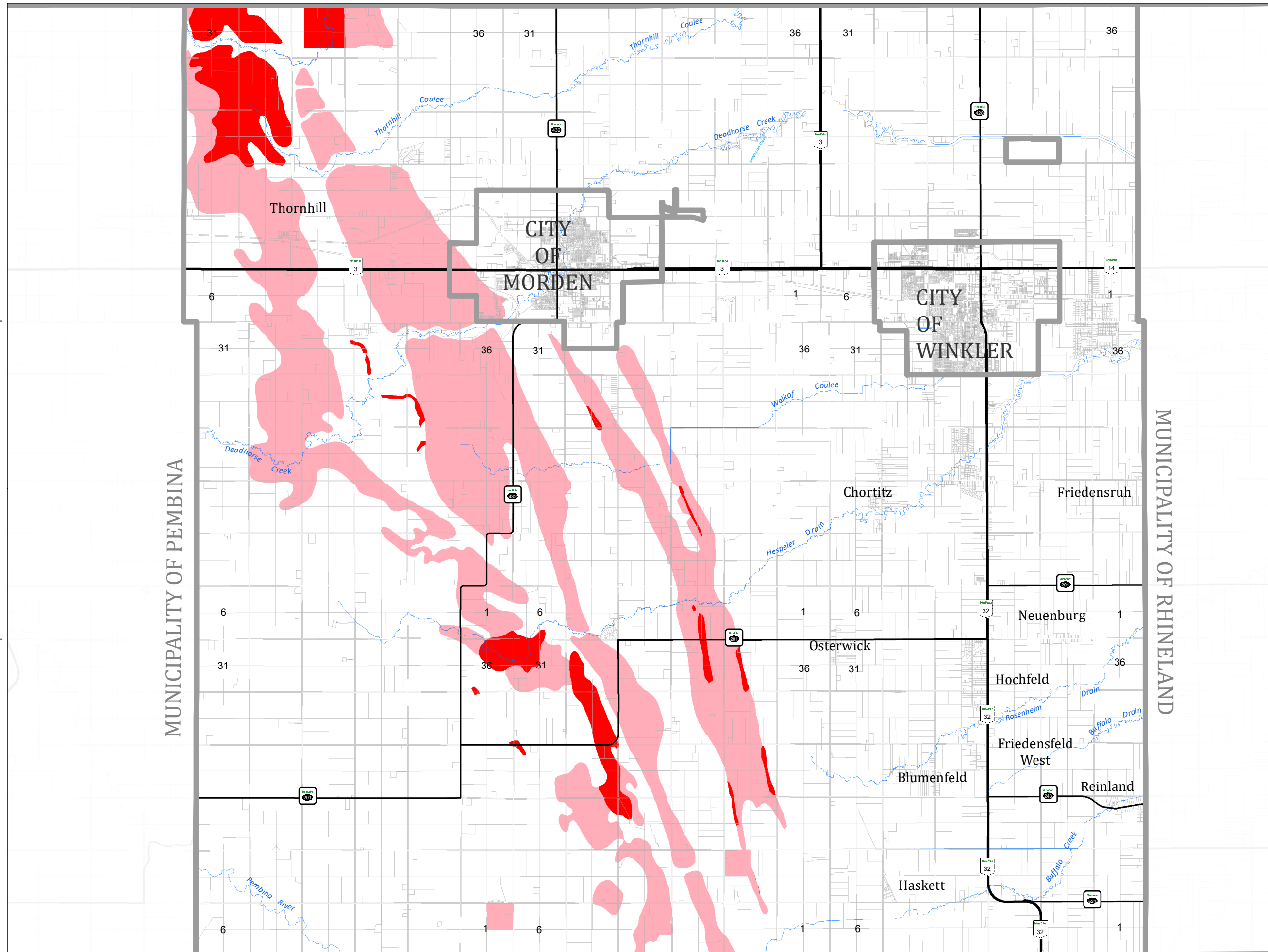
RGE 4

RGE 3

RGE 3

RGE 2

TWP 1



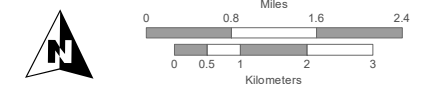
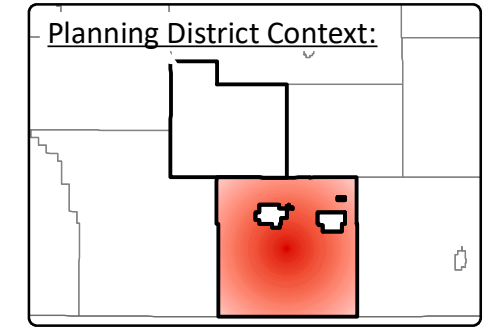
MSTW Planning District Aggregate Potential RM of Stanley

Deposit Potential Quality:

- High
- Medium

Other Features:

- Assessment Parcels
- Municipal Boundary
- Waterways
- Provincial Road
- Provincial Trunk Highway
- International Border



UNITED STATES OF AMERICA

RGE 8

RGE 7

RGE 6

RGE 5

TWP 6

TWP 5

TWP 5

MUNICIPALITY OF LORNE

RM OF DUFFERIN

RM OF ROLAND

MSTW Planning District

Aggregate Potential

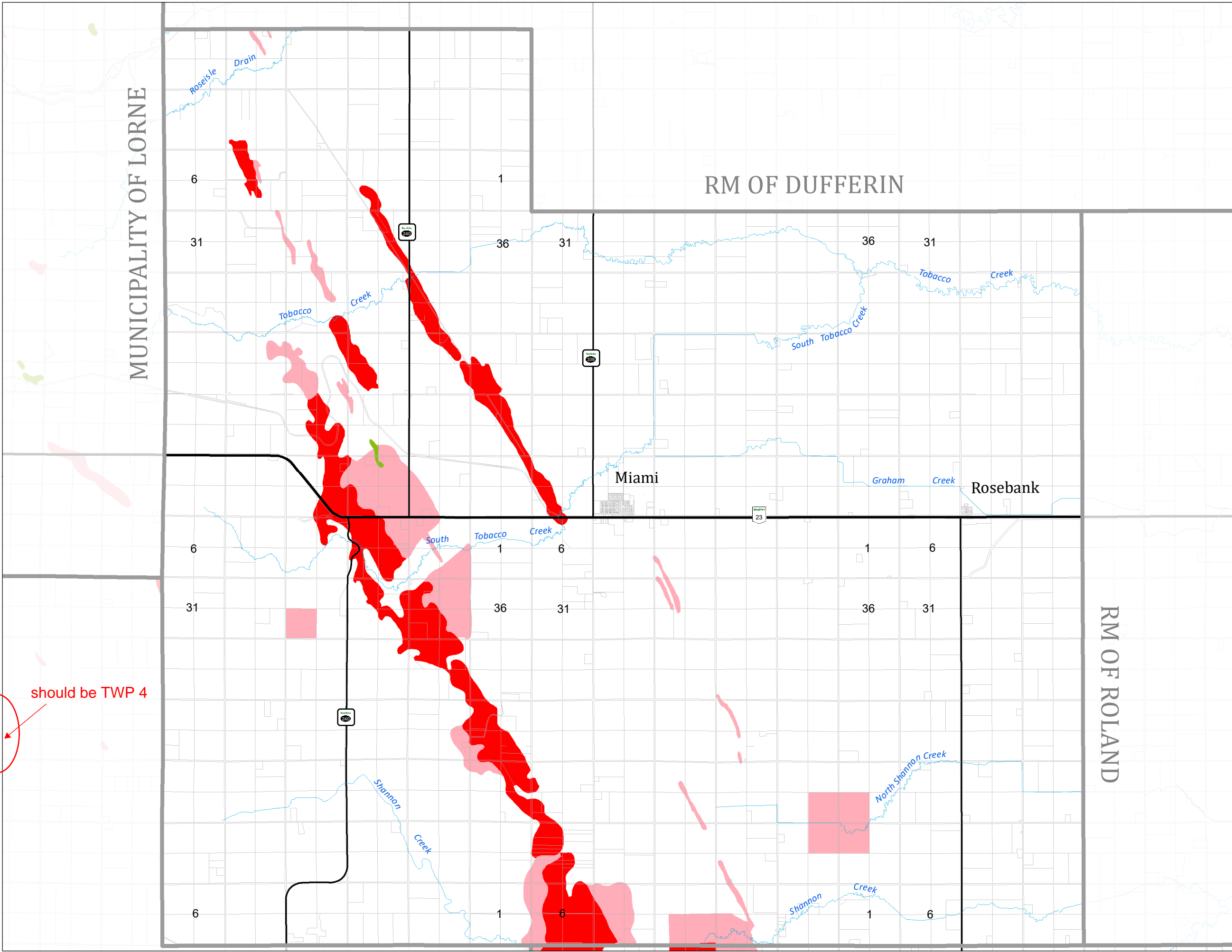
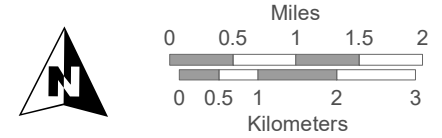
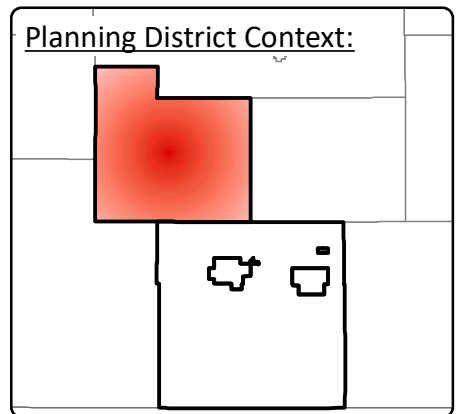
RM of Thompson

Aggregate Potential Quality:

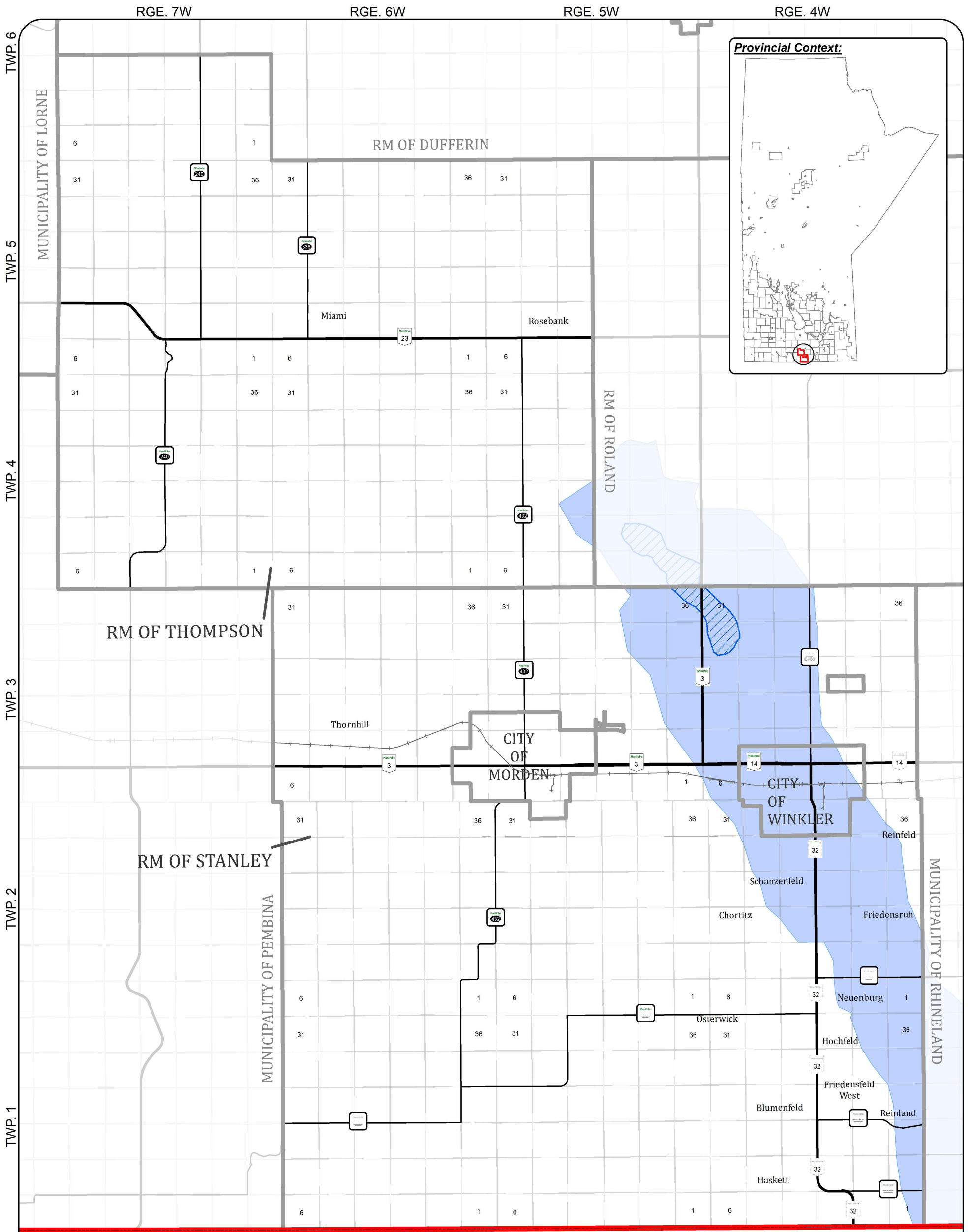
- High
- Medium
- Low

Other Features:

- Assessment Parcels
- Municipal Boundary
- Waterways
- Provincial Road
- Provincial Trunk Highway





should be TWP 4








UNITED STATES OF AMERICA

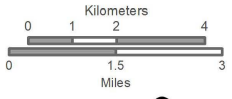
MSTW Planning District - Map 3: Operational DBO Aquifers

Aquifers:

-  Winkler Aquifer
-  Winkler Recharge Area

Other Features:

-  Provincial Road
-  Provincial Trunk Highway
-  International Border
-  Railway
-  Municipal Boundary



Date: January 2026
 Coordinate System: NAD 1983 UTM Zone 14N