

La Salle Secondary Plan

And Background Study

Final Report

April 2019

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Appendix A: Community Workshop Findings

Appendix B: Community Survey Findings

1 Introduction

In 2017, the Rural Municipality (RM) of Macdonald retained Landmark Planning and Design Inc. to write a community vision and planning study for the community of La Salle. As part of the planning process, the project team has completed a background study in order to set the context and framework for the study. This background study addresses the following areas:

- Existing policy context, including the Macdonald-Ritchot Planning District Development Plan and RM of Macdonald Zoning By-Law;
- Socio-economic, demographic, and population trends;
- Community vision;
- Local economic conditions;
- Housing statistics, including starts, absorption rates, and affordability;
- Constraints and opportunities;
- Infrastructure and servicing;
- Environmental information, including conservation areas and flood prone lands; and,
- Municipal comparisons (primarily Taché, Ritchot, and Headingley).

2 Background and Context

The project team reviewed background information, including, but not limited to, fee levy by-laws, engineering and other existing studies, Census data, Statistics Canada data, the Macdonald-Ritchot Planning District Development Plan, and the RM of Macdonald Zoning By-Law. The main objective of the background study portion of this assignment is to identify the current framework for development in the La Salle area, in order to help inform the Secondary Plan.

Throughout the background report, both the community of La Salle and RM of Macdonald statistics are compared to other municipalities (including the RMs of Headingley, Ritchot, and Taché), as well as to the Winnipeg CMA and the Province of Manitoba.

2.1 Community Profile

The RM of Macdonald is one of the fastest growing communities in the Manitoba Capital Region. Its proximity to the City of Winnipeg, affordable municipal taxes, low crime rate, and various community amenities makes the municipality a desirable area to raise a family or operate a business. As highlighted in the next section of the report, the community has grown quite significantly over the last twenty or so years. In particular, La Salle has seen a lot of housing activity while Oak Bluff has encountered a dramatic rise in new housing starts, beginning in 2012.

2.1.1 Physical Characteristics

La Salle is developed on both sides of PRs 330 and 247. These roads act as main arterials in the community and provide access to the City of Winnipeg and Oak Bluff to the north, Sanford to the west, Domain to the south, and various communities to the east including St. Adolphe, Glenlea and Niverville. A Canadian Pacific Railway line also runs through the community (La Riviere Subdivision).

The La Salle River meanders in an east-west direction through the community. It provides functional (land drainage receptor) and aesthetic benefits. There are a few areas along the river that provide public access. However, for the most part, private land holdings predominate along the water shoreline, due largely to the historical river lot system of landholding in the area.

La Salle has encountered a significant amount of residential land development. Most of this development has taken place in the River Ridge, Kingswood, Riverview Park, and Prairieview subdivisions.

2.1.2 Demographics

Over the past three decades, the RM of Macdonald has been one of the fastest growing municipalities in Manitoba. With a 14% growth rate between 2011 and 2016, Macdonald is among the top 2 when it comes to Capital Region municipal growth rates. The majority of that growth has been in the urban centres, including La Salle, Oak Bluff, and Sanford. As of the 2016 Census, the population stood at 7,162 residents (see **Figure 1**). The population of Macdonald has doubled in the last 30 years.

Year	Population	# Increase	% Increase Over 5 Years
1981	3,403		
1986	3,583	180	5.3%
1991	3,999	416	11.6%
1996	4,900	901	22.5%
2001	5,320	420	8.6%
2006	5,653	333	6.3%
2011	6,280	627	11.1%
2016	7,162	882	14.0%

Figure 1: Population Growth in the RM of Macdonald – Table, 1981 to 2016

The population of La Salle as of the 2016 Census is 2,069 residents. The community grew by 5.7% between 2011 and 2016, which is significantly lower than the 35% growth rate experienced between 2006 and 2011.

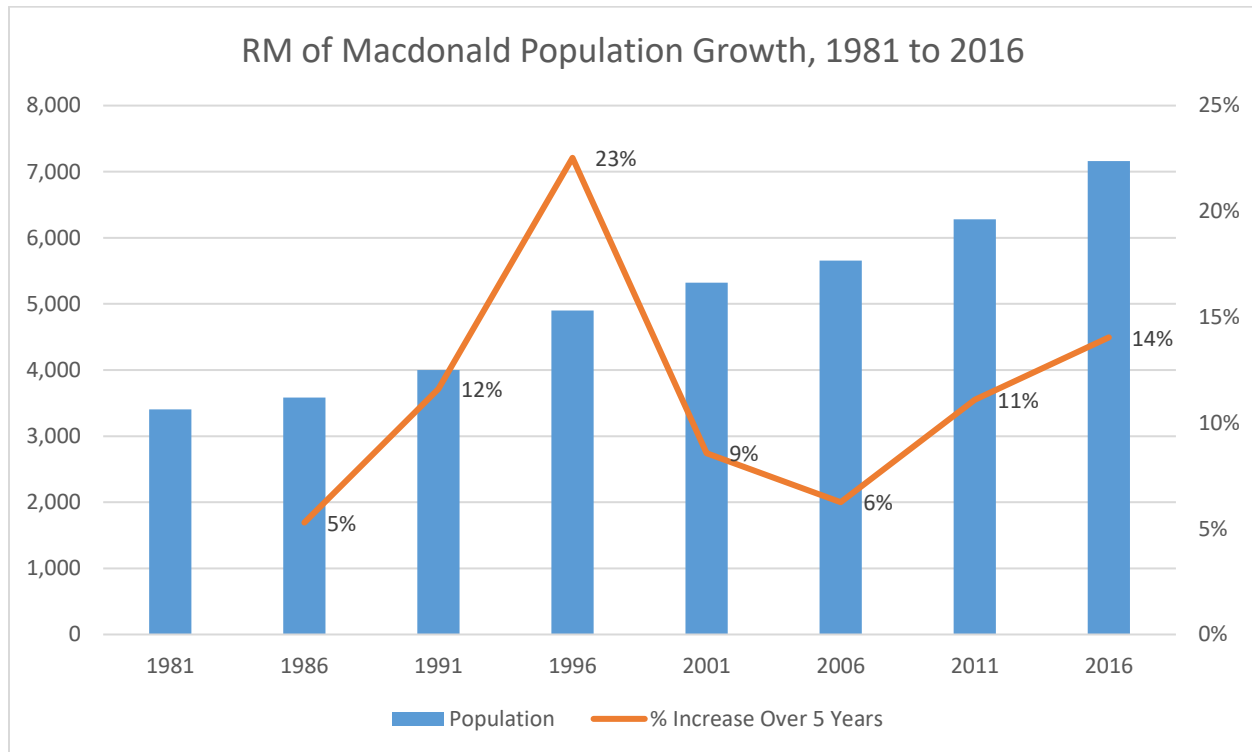


Figure 2: Population Growth in the RM of Macdonald – Chart, 1981 to 2016

Like many municipalities, the RM of Macdonald is facing a demographic shift; each census period, seniors become a higher proportion of the total population. However, this trend is definitely not as pronounced in either Macdonald or La Salle as it is elsewhere in the Capital Region and in the Province as a whole. In 2016, the median age in Macdonald was 38.8, while the median age in La Salle was slightly lower at 36.1 – both are in line with the provincial median age of 38.3.

La Salle in particular has an abundance of young families, evidenced by the age cohorts with the largest populations (see population pyramid in **Figure 3**).

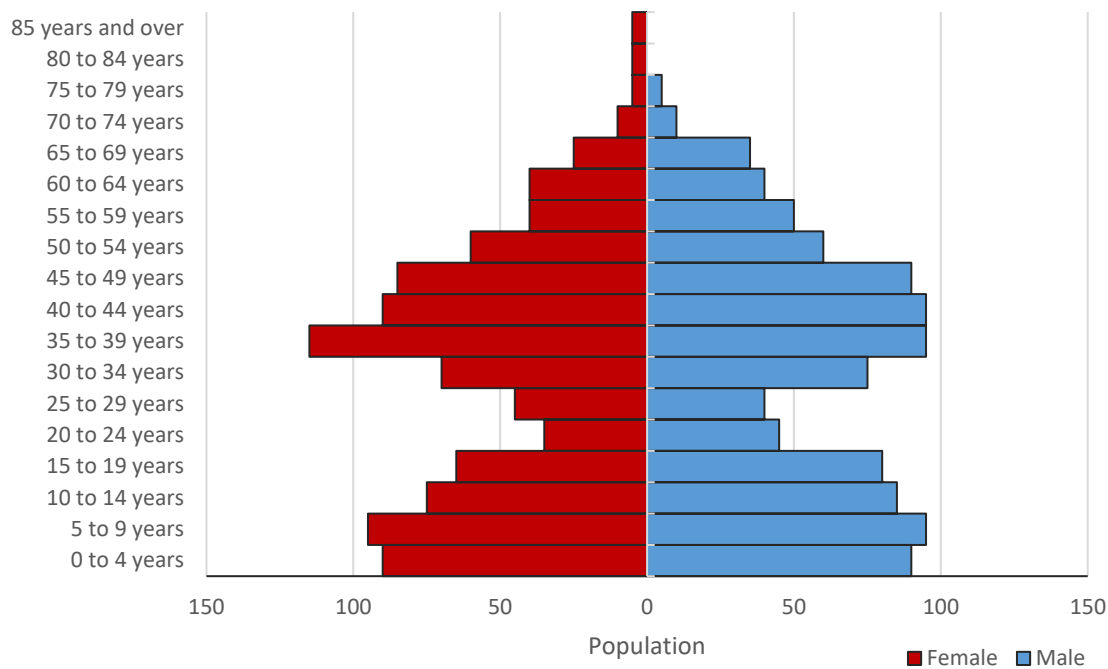


Figure 3: La Salle Population Pyramid, 2016

2.1.3 Household Size

In terms of household types, the majority of one-census-family households were either couples with children (62.8% of the total) or without children (28.9% of the total). Only 6.1% of households were occupied by single persons. The average household size was 3.2, which remains unchanged from 2011. As seen in **Figure 4**, the proportion of 4-person and 5-person households in La Salle is higher than in the RM of Macdonald as a whole, as well as in the Province of Manitoba. Conversely, the proportion of 1-person households in La Salle (6%) is lower than in Macdonald (12%) and Manitoba (28%).

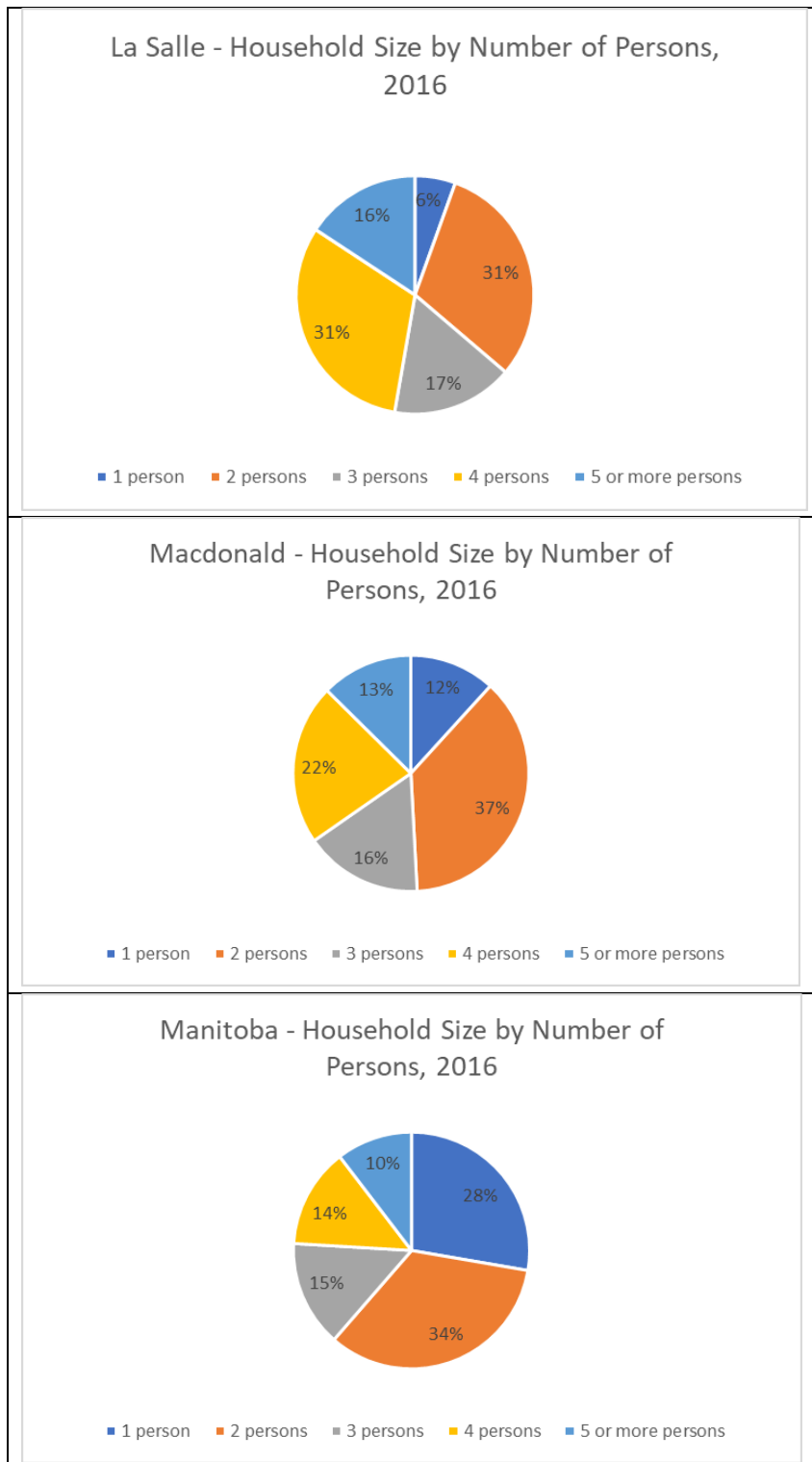


Figure 4: Comparison of Household Types amongst jurisdictions, 2016

2.1.4 Socio-Economics

Household Income

In 2016, the median household income (before tax) for the RM of Macdonald was **\$117,248**, an increase of \$23,186 (24.6%) from 2011. The Province had a median household income of \$68,147. The median household income in Macdonald is high compared to the majority of nearby RMs (with the exception of Headingley), as well as compared to the province as a whole. For comparison, the median household income in the neighbouring RMs ranged from \$95,923 in Ritchot to \$124,544 in Headingley.

Employment Rate

The unemployment rate in Macdonald was lower than the overall Winnipeg CMA rate (4.6% and 6.3% respectively). Macdonald also had a lower percentage of the population not participating in the labour force than the Winnipeg CMA (25.4% versus 32.6% respectively).

2.1.5 Occupation and Industry

Census data on labour force activity is viewed through two different lenses: Occupation and Industry. Labour force by occupation provides information on the types of jobs held by residents, while labour force by industry provides information pertaining to the major industries in which residents work.

Occupation

Regarding occupations, Macdonald showed a similar trend to the overall Winnipeg CMA with a few exceptions. Macdonald had moderately higher representation in trades, transport and operators, and a significantly higher focus on management and natural resources / agriculture. The Winnipeg CMA showed higher levels of sales and services, manufacturing and utilities, and business, finance and administration (See **Figure 5**).

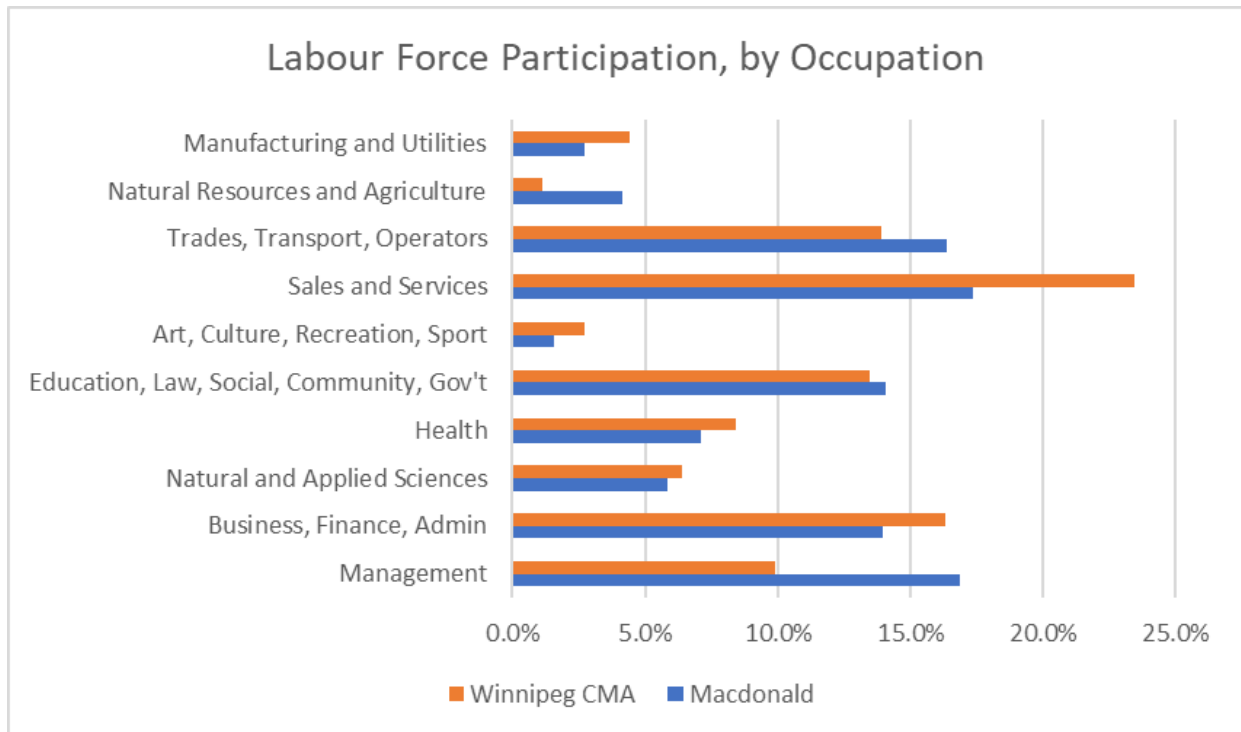


Figure 5: Labour Force Participation, by Occupation Classification (2016)

Industry

The major industries in Macdonald (in terms of labour force participation) include Agriculture, Forestry, Fishing and Hunting, Construction, Education, Health Care and Social Assistance, and Public Administration. In the Winnipeg CMA, the two largest industries are Health Care and Social Assistance, and Retail Trade (see **Figure 6**).

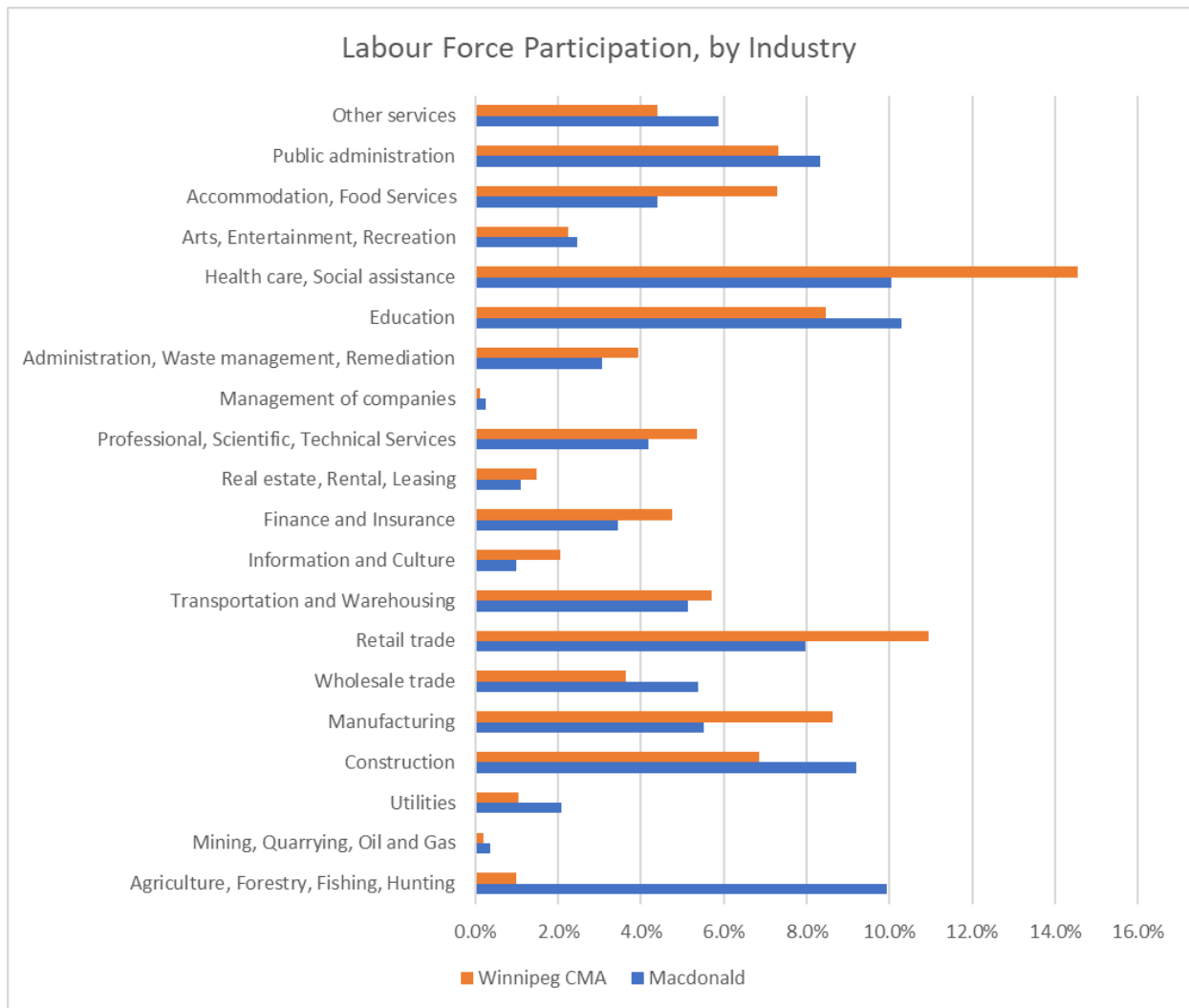


Figure 6: Labour Force Participation, by Industry (2016)

2.1.6 Dwellings

In 2016, La Salle had a total of 635 dwelling units. Of those, 630 (99.2%) were single detached houses, and 5 (0.8%) were semi-detached units. Approximately 96.7% of dwelling units in La Salle are owner occupied, while only 3.3% were renter occupied. Both the percentage of single-family homes and percentage of owner-occupied units are on the high end in comparison to other capital region municipalities.

2.1.7 Housing Starts

Between 2010 and 2016, the RM of Macdonald saw a total of 441 housing starts (for an average of 63 housing starts per year) (see **Figure 7**). The RM ranked fifth (and tied with St. Clements) in average Capital Region starts for the 7-year period, behind Winnipeg (3,459), Springfield (118), Ritchot (100), and Taché (87).

	2010	2011	2012	2013	2014	2015	2016	TOTAL	Average per year
East St. Paul (RM)	38	20	22	68	52	39	38	277	40
Headingley (RM)	17	46	51	37	22	13	60	246	35
Macdonald (RM)	61	48	48	78	63	59	84	441	63
Ritchot (RM)	35	59	114	241	144	40	65	698	100
Rosser (RM)	3	4	3	4	2	1	3	20	3
Springfield (RM)	116	138	148	134	122	88	80	826	118
St. Andrews (RM)	41	53	39	45	36	28	22	264	38
St. Clements (RM)	61	90	46	62	84	61	37	441	63
St. Francois Xavier (RM)	2	2	13	14	10	1	0	42	6
Taché (RM)	88	114	114	93	93	59	47	608	87
West St. Paul (RM)	36	21	24	25	53	40	35	234	33
Winnipeg (CY)	2787	2789	3482	3949	3603	3999	3605	24214	3459
Winnipeg	3285	3384	4104	4750	4284	4428	4076	24235	3462

Figure 7: Total Housing Starts per Winnipeg CMA Municipality, by year

Multi-family housing as a percentage of total starts varies widely by municipality (see **Figure 8**). At the high end are Winnipeg (55.9% of starts were multi-family), Ritchot (54.3% of starts were multi-family), and Taché (42.3% of starts were multi-family). On the low end are the RMs of East St. Paul, Rosser, St. Francois Xavier, and West St. Paul, each without any multi-family starts during the period. Approximately 5% of housing starts between 2010 and 2016 were multi-family in the RM of Macdonald.

Municipality	2010	2011	2012	2013	2014	2015	2016	Total (RM)	Average per year	Multi as % of total starts
East St. Paul (RM)	0	0	0	0	0	0	0	0	0.0	0.0%
Headingley (RM)	0	36	0	0	0	0	42	78	11.1	31.7%
Macdonald (RM)	0	0	0	7	7	0	8	22	3.1	5.0%
Ritchot (RM)	4	0	56	200	97	4	18	379	54.1	54.3%
Rosser (RM)	0	0	0	0	0	0	0	0	0.0	0.0%
Springfield (RM)	10	16	2	8	27	10	20	93	13.3	11.3%
St. Andrews (RM)	0	0	0	0	0	0	2	2	0.3	0.8%
St. Clements (RM)	0	30	0	0	0	0	0	30	4.3	6.8%
St. Francois Xavier (RM)	0	0	0	0	0	0	0	0	0.0	0.0%
Taché (RM)	21	63	72	35	34	28	4	257	36.7	42.3%
West St. Paul (RM)	0	0	0	0	0	0	0	0	0.0	0.0%
Winnipeg (CY)	1288	1184	1806	2237	2206	2709	2104	13534	1933.4	55.9%
Total (Year)	1323	1329	1936	2487	2371	2751	2198	14395		

Figure 8: Total Multi-Family Housing Starts per Winnipeg CMA Municipality, by year

2.1.8 Commuting Distances to Downtown Winnipeg

Another important factor to consider for development is the proximity to employment centres. As downtown Winnipeg is the largest employment centre in the Winnipeg CMA, distances between various CMA communities and the downtown were calculated (as the crow flies) for

comparison. La Salle is within commuting distance of Downtown Winnipeg, approximately 24 kms away. This distance is comparable to those of other communities with high levels of commuting (e.g. Oakbank, St. Adolphe, and Lorette). **Figure 9** shows the commuting distances to Downtown Winnipeg from various communities (as the crow flies).

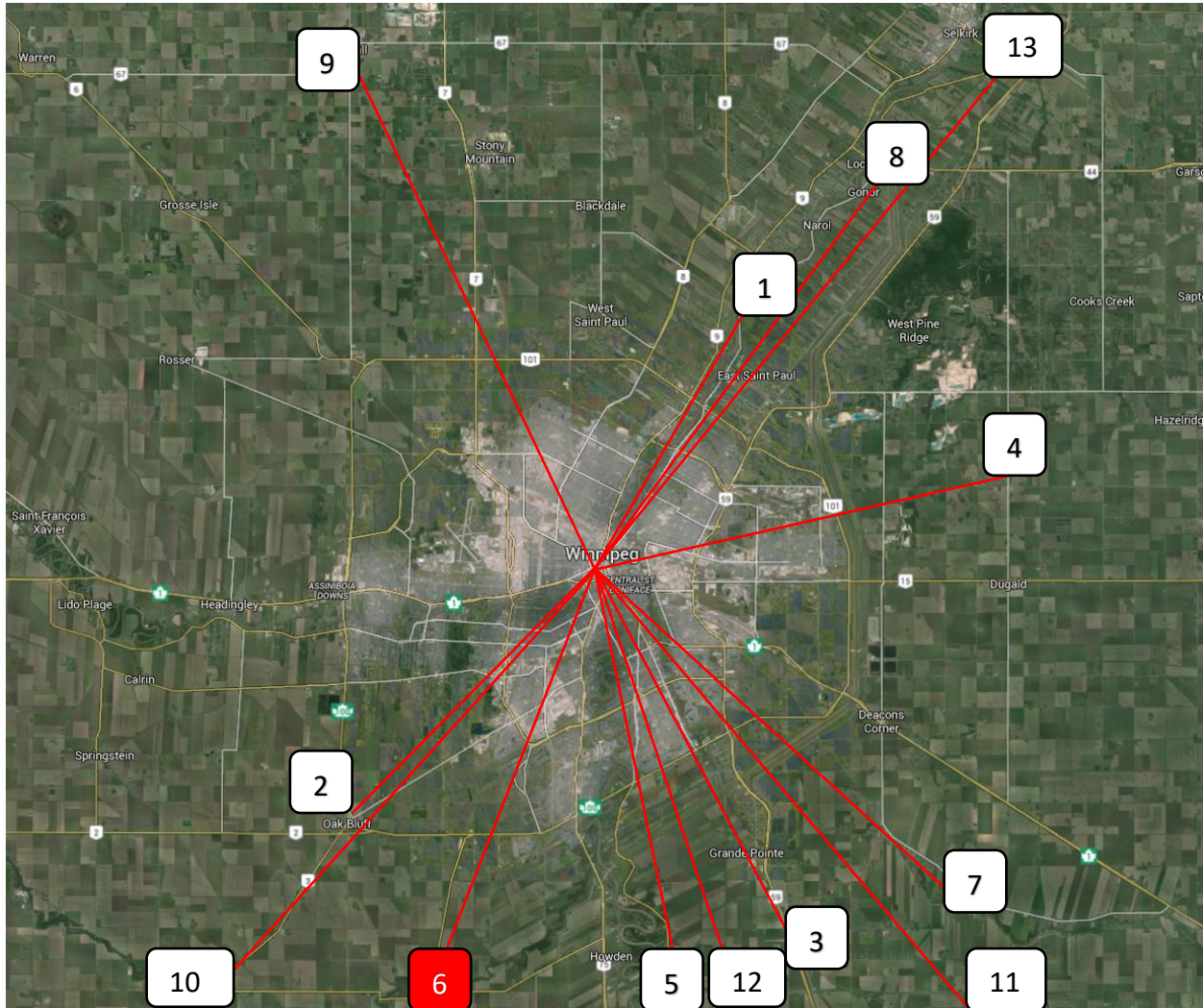


Figure 9: Commuting Distances to Downtown Winnipeg

Map ID	Community	KMs
1	South St. Clements	18
2	Oak Bluff	18
3	Ile Des Chenes	22
4	Oakbank	22
5	St. Adolphe	24
6	La Salle	24
7	Lorette	26
8	Lockport	27

9	Stonewall	31
10	Sanford	32
11	Landmark	34
12	Niverville	34
13	East Selkirk	36

2.1.9 Population Projections

According to the latest growth projections for the Capital Region by the Partnership of the Manitoba Capital Region (PMCR), the RM of Macdonald is expected to grow by approximately 45% to 50% over the next 20 years – that would equate to roughly an additional 3,500 residents¹. At a growth rate of just over 2%, it is estimated that much of this growth would occur within the settlement centres of La Salle and Oak Bluff (and to a lesser extent, Sanford and Starbuck).

Figure 10 shows population change (in absolute numbers and percentage-wise) for all Capital Region Municipalities between 2006 and 2016. The RM of Macdonald grew in population by 14% from 2011 to 2016. This was the second highest population growth rate in the region, following Ritchot which grew by 21.9%. Macdonald's growth rate more than doubled the average for the Winnipeg CMA as a whole, which grew by 6.6% over the period. However, Macdonald was fourth in terms of total population increase, growing by 882 people. Ritchot, Springfield, and Taché each grew by over 1,200 people.

¹

http://www.manitobacapitalregion.ca/assets/docs/regional_strategies_and_plans/PMCR_RGS_Context_Report_Population.pdf

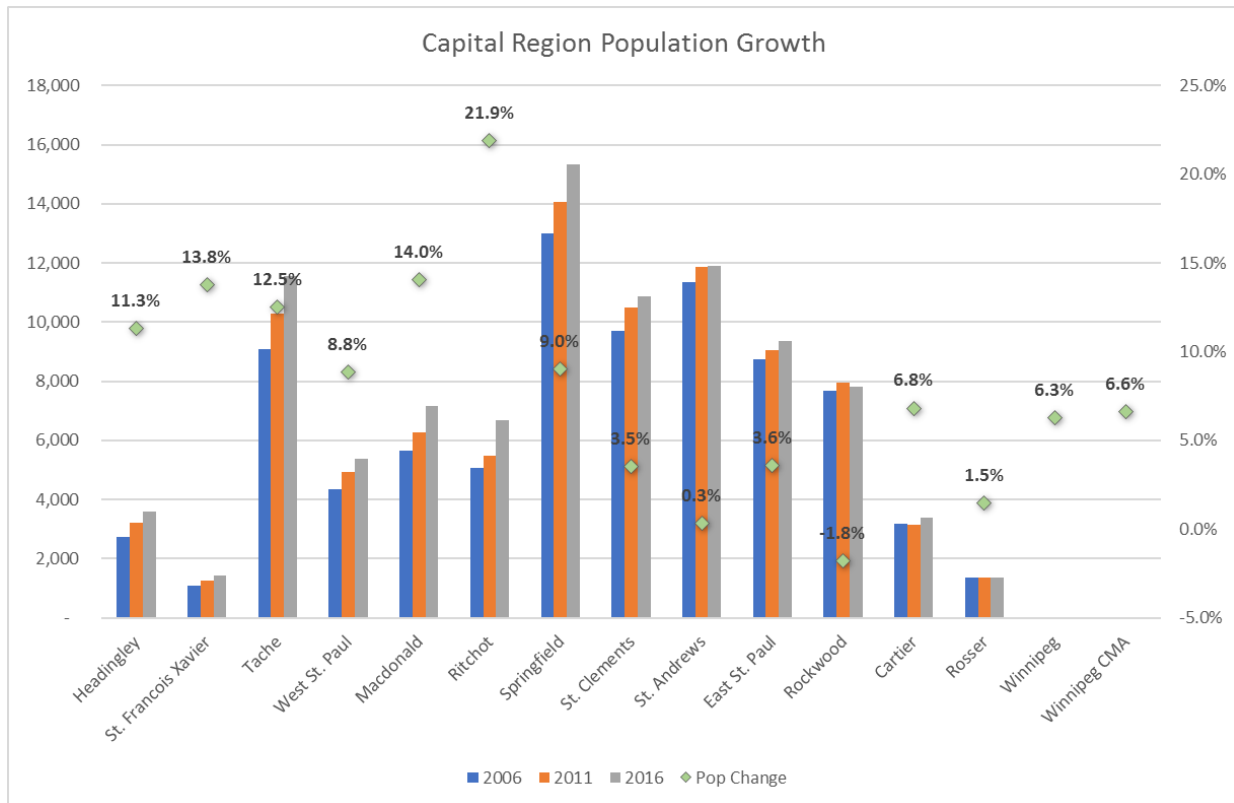


Figure 10: Capital Region Municipalities – Population Change (2006 – 2016)

Based on recent growth statistics (Capital Region, RM of Macdonald, and community of La Salle) and other factors (including current development projections), three growth scenarios were developed: Low (1.5% compounded yearly), Medium (2% compounded yearly), and High (2.5% compounded yearly) (as shown in **Figure 11**). The projections cover a 25-year period, from 2016 to 2041.

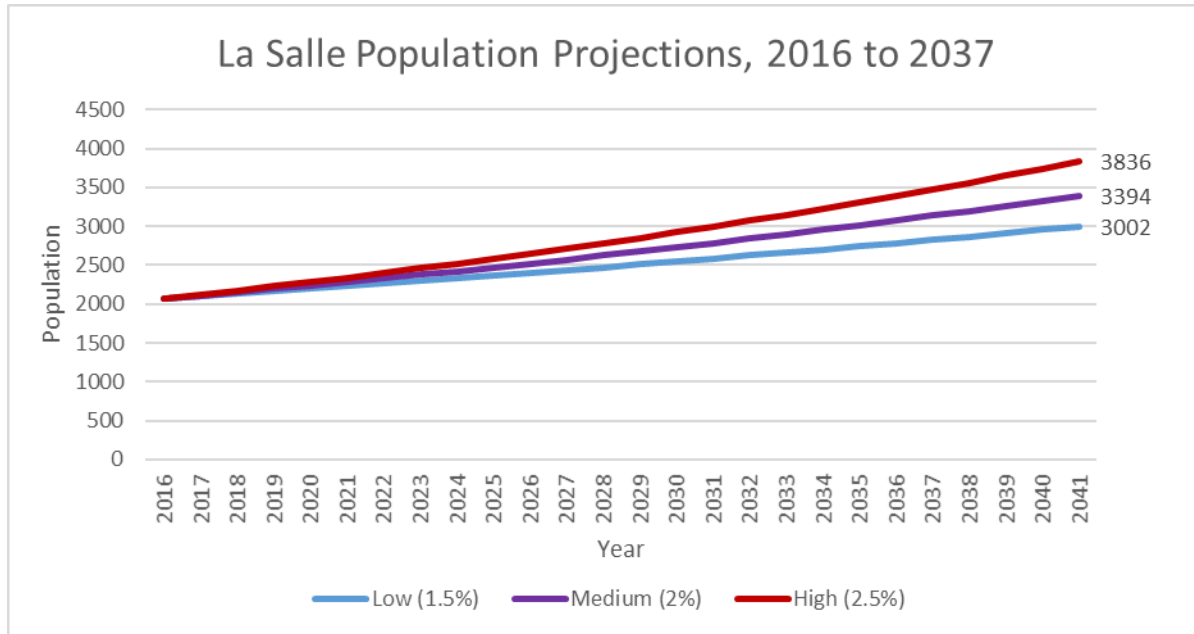


Figure 11: Population Projections – Low, Medium and High Growth Scenarios.

Low Growth Scenario: This scenario is based on a simple linear extension of past population trends in the community. Based on trends and other factors, the low growth is estimated at 1.5% per year (roughly equivalent to a 7.7% increase over a 5-year Census period). As such, the community population would be projected to increase from 2,069 residents in 2016 to approximately 3,002 residents by the end of 2041, which is an annual increase of about 36 people.

Moderate Growth Scenario: This scenario also uses historic trends in the area as a base, but assumes that the community will experience more rapid expansion by gaining a higher percentage of RM of Macdonald growth. Based on these factors, the population of La Salle could grow to approximately 3,394 residents by the end of 2041. This represents a 2.0% annual growth rate or an increase of approximately 51 people annually.

High Growth Scenario: This scenario also uses past growth in the area as a base, but presumes that the community will experience even more growth through factors such as more multi-family development, higher migration/immigration rates, and receiving a significant increase in the amount of RM and Capital Region development. Based on these factors, the community of La Salle could grow to approximately 3,836 residents by the end of 2041. This represents a 2.5% annual growth rate or an increase of approximately 68 people annually (roughly 20 to 25 housing starts per year).

Secondary Plan Growth Scenario: For the Secondary Plan, a final scenario was developed, based on a growth rate of 4% per year. This scenario illustrates how La Salle might develop if it saw a sustained period of sustained growth. For comparison, the community grew by 35.0% between 2006 and 2011, an annualized rate of about 6.2%. In this 4% growth scenario, the population of La Salle could grow to 5,516 residents by 2041, for a total increase of 3,447 residents.

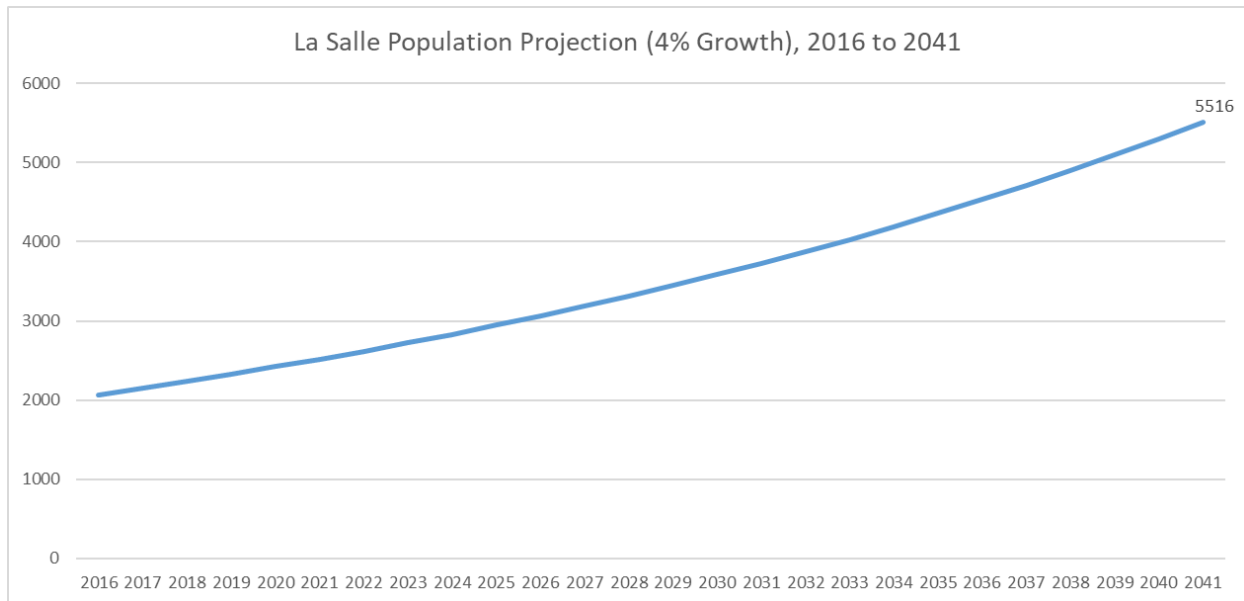


Figure 12: Population Projection – Secondary Plan Scenario

2.2 Existing Development Framework

2.2.1 Development Plan

The *Planning Act* allows Planning Districts and Municipalities to prepare and adopt Development Plans. A Development Plan is a policy document that sets out a Municipality's view on how its lands should be used. By providing direction for community development initiatives, a Development Plan addresses such issues as:

- Where new housing, agriculture, industry, recreational areas, shopping areas and other land uses should be located;
- What municipal services such as roads and schools will be needed; and,
- When, and in what order, parts of the community will grow.

The RMs of Macdonald and Ritchot are part of the Macdonald-Ritchot Planning District (MRPD). The MRPD Development Plan was approved in September 2011 (see the Development Plan mapping for La Salle in **Figure 13**). It deals with such matters as overall community goals, urban centres, rural centres, enterprise centres, rural green/agricultural areas, transportation,

recreation and open space, as well as cultural and historic resources. The following provides a brief description of the MRPD Development Plan designations which are applicable to the community of La Salle:

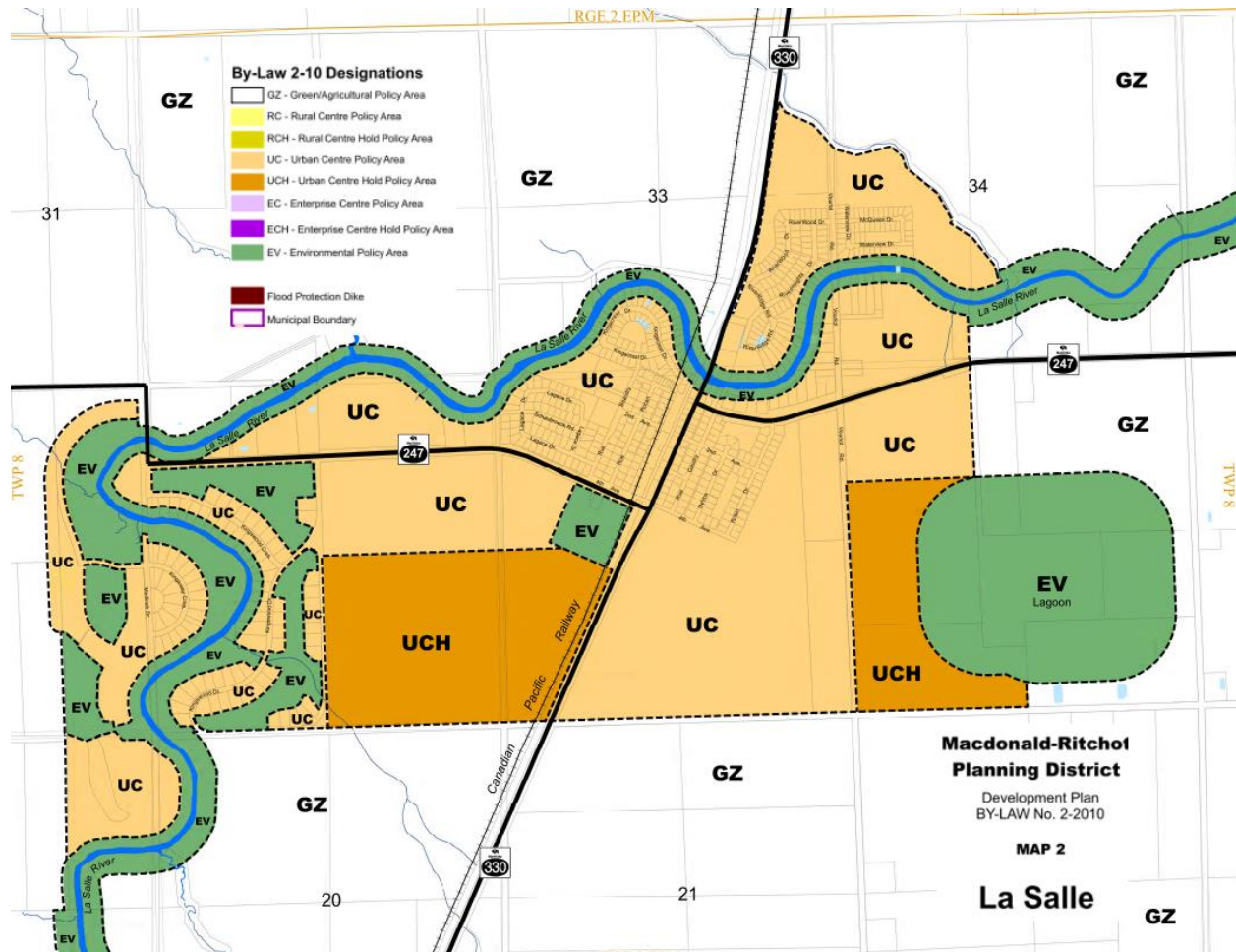


Figure 13: Macdonald-Ritchot Planning District Development Plan Mapping, La Salle

Urban Centres are intended to be the principal growth areas in the community. They provide business and community services and facilities, and opportunities for single-family and multi-family residential development. They can contain a mix of local and regional-serving business development opportunities and local community services including key municipal recreation and school facilities. La Salle, Oak Bluff and Sanford are identified as Urban Centres. Urban Centres are typically characterized by higher levels of municipal infrastructure, land use diversity, community services, and the nucleus of community commercial services.

With regards to the planning of new neighbourhoods within Urban Centres, the Development Plan outlines that the neighbourhood framework should include:

1. The pattern of streets, development blocks, open spaces and other infrastructure;
2. The mix and location of land uses; and
3. Connecting new neighbourhoods, streets, parklands, schools, sports fields, recreation facilities and trails with the surrounding neighbourhoods' street and pedestrian system, recreation facilities and parkland to strengthen ties and link neighbourhoods together.

Further, new neighbourhoods should have:

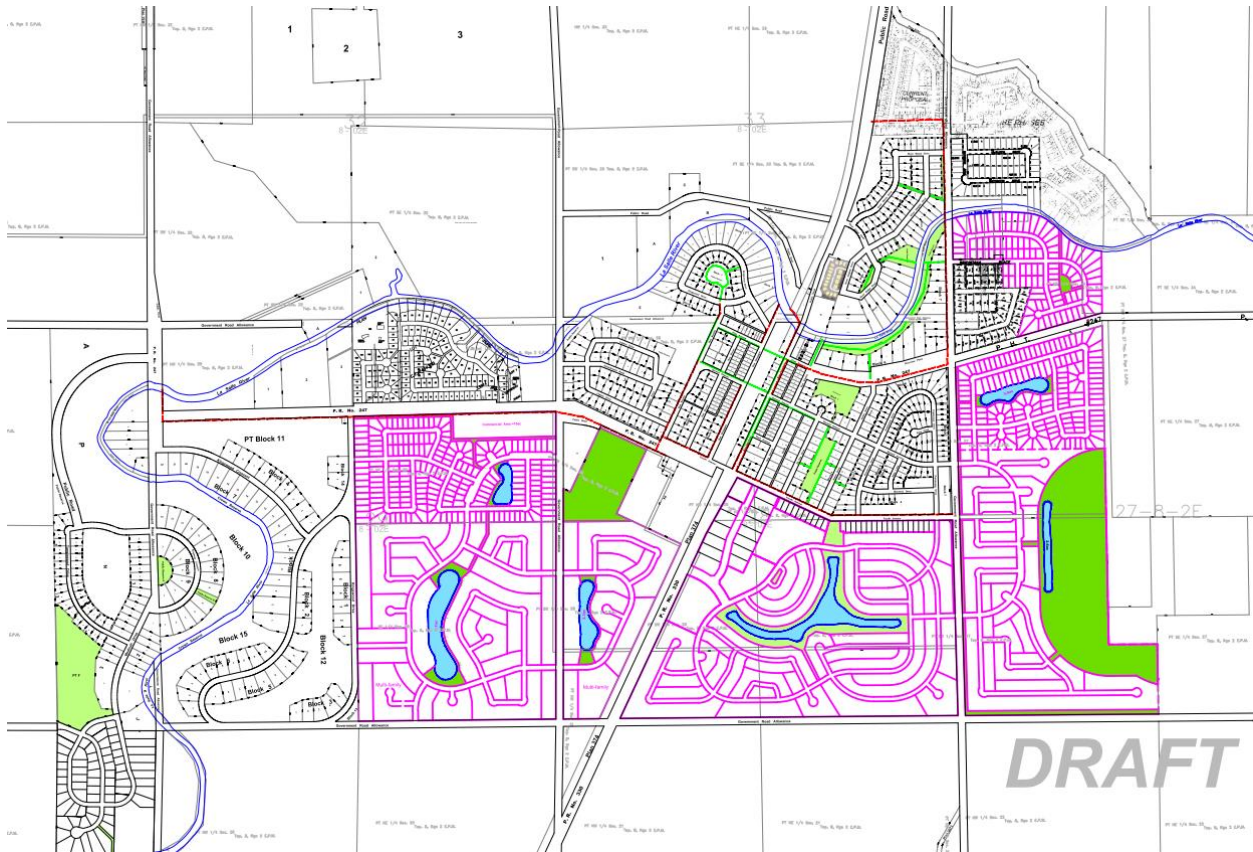
1. Community focal points, such as schools and recreation facilities, within easy walking distance of the neighbourhood residents;
2. A system of interconnected streets and pedestrian routes that define development blocks;
3. High quality parks and open spaces; and
4. Services and facilities that meet the needs of residents.

It should be noted that the Development Plan map for La Salle also includes an Urban Centre Hold Policy Area. These areas are identified as areas for future expansion.

2.2.2 Concept Plans

A concept plan is a general guide to show how a Municipality may grow and develop in the future. They do not, however, replace the subdivision approval process. A concept plan will typically provide information related to the future road network, lot structure, parkland spaces, municipal/private servicing (e.g. sewer, water, and land drainage), and other features (including ecologically significant areas, highway access, and existing buildings). The plan will often assess land use and servicing needs for undeveloped areas of a community.

In 2012, Landmark Planning and Design and Genivar (now WSP) prepared a series of concept plans for communities in the RM of Macdonald, including a concept plan for La Salle. **Figure 14** illustrates the concept plan for La Salle – undeveloped areas include a potential road layout in pink.



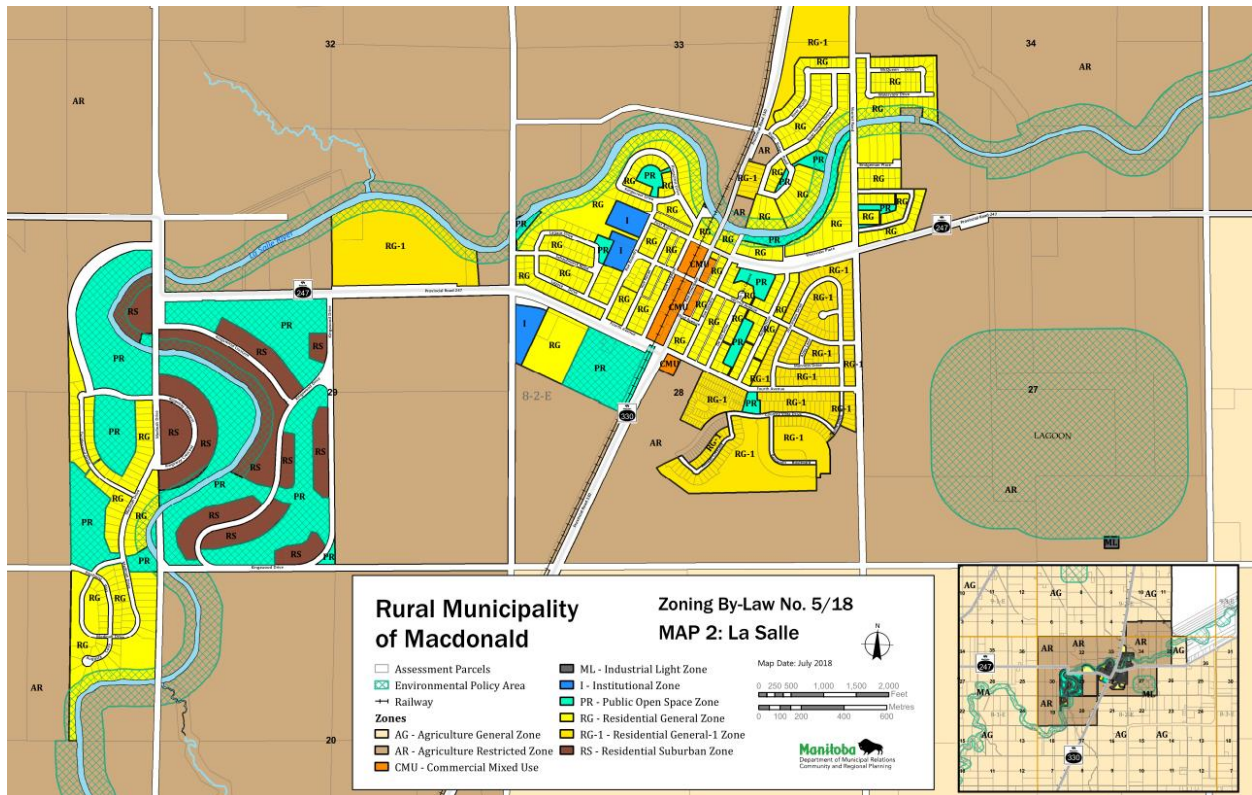


Figure 15: RM of MacDonald Zoning Map for La Salle

The following provides a brief description of the RM of Macdonald Zoning By-law Districts as they pertain to La Salle.

- The **“AR” Agricultural Restricted Zone** provides for non-intensive agricultural activities in close proximity to urban centres in a manner that does not hinder future urban expansion or affect existing urban development.
- The **“RG” Residential General Zone** provides for various residential housing types, including single-family dwellings, two-family dwellings, and multi-family dwellings in the larger unincorporated communities of Macdonald. Development in this zone is expected to be connected to municipal services. The **“RG-1” Residential General Zone** is similar, but has slightly different dimensional standards.
- The **“RS” Residential Suburban Zone** provides for residential development and associated uses on the fringe of urban centres, generally on larger lots.
- The **“CMU” Commercial Mixed-Use Zone** provides for mixed use development serving the designated Urban Centres. A variety of commercial and residential land uses are listed as permitted and conditional uses within this zone.

- The **“PR” Parks and Recreation Zone** provides for general recreational developments such as parks, playgrounds, athletic fields, recreational centres as well as natural areas and buffers between incompatible land uses.
- The **“I” Institutional Zone** provides for the establishment of public institutional uses and facilities, including public libraries, schools, hospitals.

3 Opportunities and Constraints

Based on our analysis of the current situation in Macdonald (and more specifically, La Salle), we see several opportunities for development in La Salle. These include:

3.1 Opportunities

3.1.1 Seniors’ Housing

As seen in several comparable municipalities (including Ritchot and Taché), there is growing demand for seniors’ housing. Baby boomers, many who have raised their families in these communities, are looking to downsize. The maintenance required to take care of larger yards is no longer appealing for some, nor are the costs of upgrading or renovating their homes to meet their current needs. However, due to the primarily single-family nature of the local housing market, some are finding it difficult to age-in-place, and are forced to look elsewhere (e.g. larger centres like Winnipeg). Therefore, it might be prudent to explore the possibility of seniors’ housing in La Salle. It should be noted that seniors’ housing can come in many forms and tenure types – everything from bungalow condominiums to apartment-style assisted living facilities.

3.1.2 Affordable Housing

New housing in La Salle over the past 15 years has largely been made up of single-family homes, much of it on the higher end of the pricing scale. Due to the economies of scale that multi-family housing can provide, multi-family housing tends to be more affordable than single-family homes. The development of multi-family housing could increase housing options for certain age groups who are currently priced out of the market, including younger adults looking to stay close to home and empty-nesters looking to downsize.

3.1.3 Availability of Land

La Salle is in an enviable position from a land perspective – it has several hundred acres of developable land that are already designated for urban development. When the secondary plan for the community is complete, there will be several opportunities for development in every corner of the community.

3.1.4 Amenities

La Salle has several amenities that make it a prime candidate for attracting development, including:

- An elementary school
- Various businesses and services
- The La Salle River
- A golf course and country club
- A large community centre complex (LSCU)
- Proximity to Winnipeg

3.2 Constraints

3.2.1 Market Demand and Economic Feasibility

Market demand and economic feasibility can be constraints to any type of development. If there is no demand for a certain housing or tenure type, it's unlikely that a developer would pursue that type of development. Further, if the market demand is not there (e.g. in the form of pre-sale units), it's unlikely that a bank or financial institution will risk investing in or financing such a project.

Related to market demand is economic feasibility. While there might be demand for multi-family (e.g. a retirement residence), the development must also be feasible. Therefore, a developer will need to consider the costs of development (e.g. infrastructure upgrades, construction costs, land costs, development fees, etc.) against what they are able to sell (or rent) the units for. If the margins are negative or too thin considering the risk, it is unlikely that a development would proceed until the market conditions become more favourable.

3.2.2 Community

Community opposition can often derail multi-family projects, particularly when those residents place political pressure on their local representatives. Therefore, it is important for multi-family developers to engage the local residents early on in the development process, and to propose development that is appropriate in the local context (e.g. by including buffers and setbacks to ensure privacy). Designs and densities that respect the local context and adjacent land uses will go a long way towards mitigating potential opposition.

3.2.3 Zoning Regulations

The Zoning Regulations in the RM of Macdonald Zoning By-law may constrain development, particularly the bulk standards. Generally, minimum lot widths in La Salle are 70 feet. As servicing

and development costs increase, and the market shifts, it is possible that 70 foot lots might become inaccessible to a segment of potential buyers. If that is the case, development might slow down.

4 Capital Region Comparisons

Our team reviewed the capital levy by-laws, fees and charges by-laws, and any other by-laws and documents outlining the capital levies and development fees charged by municipalities and planning districts in the Capital Region. Through this research, we are able to present meaningful comparisons in terms of the cost framework for development in the RM of Macdonald.

4.1 Capital Levies

Manitoba's *Planning Act* (Section 143) enables municipalities to set levies (via a by-law) to help compensate municipalities for the capital costs incurred through the subdivision of land. These levies are paid by developers/landowners, and deposited into reserve funds (established under the *Municipal Act*). All Capital Region municipalities charge some form of levy, although the amounts charged and number of levies varies widely. Common categories included are capital (general), roads, sewer, water, recreation, traffic signals, and the environment. It should be noted that the levies outlined in **Figure 16** do not include "connection" or "hook-up" fees (generally charged when a development connects to the water supply or sewer system).

The RM of Macdonald charges capital levies on the higher end of the scale. The total levy on a lot in La Salle is approximately \$13,400 (including capital, sewer, and water levies). The levy is slightly higher in Oak Bluff. The RM does not currently provide discounted levies for multi-family developments.

For comparison, the RM of Cartier has some of the lowest capital levies in the region, at \$2,000 per lot. On the high end of the spectrum, the RM of East St. Paul charges a capital levy of \$19,200 per lot – the highest in the region.

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Municipality	By-Law	Category	Amount	Per	Notes
Cartier	1641-15	Capital	\$ 2,000.00	Lot	Multi-Family levy (more than four lots) can be negotiated
		TOTAL	\$ 2,000.00		
East St. Paul	2013-18	Road	\$ 3,000.00	Lot	
		Capital	\$ 5,000.00	Lot	
		Water	\$ 4,000.00	Lot	
		Sewage	\$ 6,000.00	Lot	
		Environment	\$ 400.00	Lot	
		Active Transportation	\$ 300.00	Lot	
		Traffic Signal	\$ 500.00	Lot	
		TOTAL	\$ 19,200.00		*50% discount for multi-family development
Headingley	No. 11 - 13	Road	\$ 2,000.00	Lot	
		Capital	\$ 2,500.00	Lot	
		Sewer/Water	\$ 4,500.00	Connection	
		Sewer/Water	\$ 9,500.00	Connection	(Outside of LID)
		TOTAL	\$9,000.00 or \$14,000.00		
Macdonald (For La Salle)		Capital	\$ 2,500.00	Lot	
		Sewer	\$ 3,900.00	Lot	*Varies, depending on factors such as location and contribution to lagoon upgrades
		Water	\$ 7,000.00	Lot	
		TOTAL	\$ 13,400.00		*Generally slightly higher in Oak Bluff
Ritchot		Capital	\$ 1,180.00	Lot (Single Family)	*Split equally between Capital and Recreation Reserves. Only \$530 if multi-family
		Utility	\$ 7,500.00	Lot	*Split equally between Water Reserve and Utility Reserve. Only \$1,075.00 if unserved lot.
		TOTAL	\$ 8,680.00		
Rockwood	No. 21/11	Capital	\$ 1,000.00	Lot	
		Sewer	\$ 2,500.00	Lot	*For areas with existing sewer systems; those in other areas: \$1,500.00
		Water	\$ 2,500.00	Lot	*For areas with existing water systems
		Green Space	\$ 1,000.00	Lot	
		TOTAL	\$ 7,000.00		
Rosser		Capital	\$ 1,000.00		*Plus a fee per total acreage subject to negotiation with the RM
		TOTAL	\$ 1,000.00		
Selkirk	No. 5195	Capital		Lot/Unit	*Very long and complicated formula, taking into account frontage/depreciation/category
		TOTAL			
Springfield	No. 13 - 12	Capital Lot	\$ 1,000.00	Lot/Unit	
		Capital Contribution	\$ 1,500.00	Lot/Unit	*Anola, Dugald, and Oakbank
		Water	\$ 6,500.00	Lot/REU	*Anola, Dugald, and Oakbank
		Sewer	\$ 4,000.00	Lot/REU	*Anola, Dugald, and Oakbank; for those not connected to sewer, \$1,000.00
		Traffic Signal	\$ 350.00	Lot/Unit	*Anola, Dugald, and Oakbank
		TOTAL	\$ 13,350.00		
St. Andrews	No. 4148	Capital	\$ 3,500.00	Lot	\$2,000.00 per unit for apartments or multi-family buildings
		TOTAL	\$ 3,500.00		
St. Clements	No. 14 - 2009	Capital	\$ 7,250.00	Parcel/Unit	*For lots serviced by both sewer and water. Capital Levy is \$4,750.00 for lots serviced by sewer only, and \$2,250 for non-served lots
		Road	\$ 1,000.00	Parcel/Unit	
		Rec/Culture	\$ 500.00	Parcel/Unit	
		Environment	\$ 500.00	Parcel/Unit	
		TOTAL	\$ 9,250.00		
St. Francois Xavier	No. 8 - 2013	Capital	\$ 6,300.00	Lot	*Also per unit in a multi-family subdivision (dependent on estimated service demand)
		Capital	\$ 6,300.00		
Stonewall	No. 5-2015	Expenses	\$ 3,000.00		*Fixed amount (regardless of number of lots)
		Administration	\$ 2,500.00		*Fixed amount (regardless of number of lots)
		Firehall	\$ 1,300.00	Lot	
		Lagoon	\$ 3,400.00	Lot	
		Wastewater Connect	\$ 1,500.00	Lot	
		Water Reservoir	\$ 2,000.00	Lot	
		Water Connect	\$ 1,000.00	Lot	
		Development Studies	\$ 300.00	Lot	
		Recreation	\$ 500.00	Lot	
		Infra Upgrade/Renew	\$ 2,000.00	Lot	
		Drainage	\$ 500.00	Lot	
		TOTAL	\$ 12,500.00	Lot	
Tache	No. 2-2015	Capital	\$ 14,000.00	Lot (Served)	*Lorette, in 2016. Multi-family calculated on a residential equivalent unit basis
		Capital	\$ 10,500.00	Lot (Served)	*Landmark, in 2016. Multi-family calculated on a residential equivalent unit basis
		AVERAGE	\$ 12,250.00		
West St. Paul	No. 2012-01	Capital	\$ 4,900.00	Lot	*Multi-Family reduced to \$3,000.00 per dwelling unit
		Rec/Green Space	\$ 1,200.00	Lot	
		TOTAL	\$ 6,100.00		
Winnipeg		Impact Fee	\$ 9,152.25	1800 sq. ft. home (Example only)	Impact fee only charged in specific suburban areas (as of May 1, 2017). Developer may also be required to pay a trunk sewer rate depending on area (ranges from X to X per acre), and negotiate a development agreement with the City of Winnipeg.
		TOTAL	\$ 9,152.25		

Figure 16: Capital Levies in the Manitoba Capital Region

Several municipalities offer discounted capital levies for multi-family development. These include:

- Cartier (multi-family levies on developments of more than 4 units can be negotiated)
- St. Andrews (an approximately 43% discount for multi-family development, which equates to a \$1,505 reduction per unit)
- Taché (a \$1,000 discount on a multi-family unit)
- West St. Paul (an approximately 39% discount for multi-family development, which equates to a \$2,379 reduction per unit)
- Ritchot (an approximately 55% discount for the capital portion of the levy on multi-family development, which equates to a \$4,774 reduction per unit)
- East St. Paul (a reduction of the development levies by 50% for multi-family residential projects, which equates to a \$9,600 reduction per unit)

A discount for multi-family development can serve as an incentive to encourage multi-family development. Denser development tends to utilize infrastructure and servicing investments more efficiently than lower density development, which helps provide a rationale for discounted levies.

4.2 Development Fees

Manitoba's *Planning Act* (Section 142) enables municipalities (or planning districts) to set fees and charges to be paid by applicants of various development approvals. These fees and charges can help cover the technical, administrative, and professional costs for the services required to examine/approve the applications. All Capital Region municipalities (or planning districts) charge development fees, although the amounts charged and what they're charged for varies widely (see **Figure 17**).

The fees compared for the 16 Capital Region municipalities included:

- Development Plan Amendment;
- Zoning By-Law Amendment (Rezoning);
- Subdivision Application;
- Subdivision Registration;
- Conditional Use;
- Variance;
- Development Permit; and,

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- Development Agreement Administration.

In terms of Capital Region development fees, the RM of Macdonald is on the lower end.

Municipality	By-Law	Development Plan Amendment	Zoning Bylaw Amendment	Subdivision Application	Subdivision Registration	Conditional Use	Variance	Development Permit Fees	Development Agreement Administration
Cartier	WHPPD 1641-15		\$1,250.00	\$100.00		\$300.00	\$300.00		
East St. Paul	RRPD 187	\$5,150.00	\$3,100.00	\$1,030.00	\$310.00	\$490.00	\$490.00	\$190.00	
Headingley	No. 11 - 13	\$2,000.00	\$1,500.00	\$1,000.00		\$300.00	\$300.00	\$50.00	\$200.00
Macdonald	No. 11/13	Cost + 10%	Cost + \$150.00			\$250.00	\$250.00		\$80 / hour
Ritchot			Cost + \$150.00	\$425.00	\$200 (+\$200)	\$250.00	\$200.00		No fee
Rockwood	SIPD 1/15	\$1,500.00	\$1,500.00	\$425.00		\$400.00	\$400.00	Incorporated into BP fees	
Rosser	SIPD 1/15	\$1,500.00	\$1,500.00	\$425.00		\$400.00	\$400.00		
Selkirk	RRPD 187	\$5,150.00	\$3,100.00	\$1,030.00	\$310.00	\$490.00	\$490.00	\$190.00	
Springfield	No. 13-12	\$1,050.00	\$1,050.00	\$250.00		\$420.00	\$260.00	\$80.00	\$750.00 + costs
St. Andrews	RRPD 187	\$5,150.00	\$3,100.00	\$1,030.00	\$310.00	\$490.00	\$490.00	\$190.00	
St. Clements	RRPD 187	\$5,150.00	\$3,100.00	\$1,030.00	\$310.00	\$490.00	\$490.00	\$190.00	\$500.00
St. Francois Xavier	No. 8-2013		Cost + \$125.00			Cost + \$75.00	Cost + \$75.00		
Stonewall	SIPD 1/15	\$1,500.00	\$1,500.00	\$425.00		\$400.00	\$400.00		
Tache	Province			\$425.00	\$200 (+\$200)				
West St. Paul	RRPD 187	\$5,150.00	\$3,100.00	\$1,030.00	\$310.00	\$490.00	\$490.00	\$190.00	
Winnipeg**	No. 196/2008 (2016 update)	\$6,400.00	\$1,484.00	\$1,510.00	\$342.00	\$1,229.00	\$426.00	\$128.00	\$1,668.00
*Fees generally do not include advertising costs									
**Winnipeg fees reflect costs for residential development									

Figure 17: Development Fees in the Manitoba Capital Region

5 Single-Family Development

Single-family homes are the primary housing type found in most RMs, and the RM of Macdonald is no different. The housing stock in the community of La Salle is almost exclusively made up of single-family housing as well. As the development of single-family homes will likely continue to be the primary housing type for the community, Council will need to consider lot sizes.

Due to the increases in land and servicing costs over the past decade, lot prices have increased on a frontage basis – in other words, wider lots are becoming much more costly to service than they had been in the past. Therefore, throughout the capital region, there has been a movement towards smaller lots sizes. In Winnipeg, this has meant that the average lot size has decreased from approximately 50 feet down to 40 feet over the past two decades or so. In other RMs, this has generally meant a decrease in lot sizes from 70 to 90 feet down to 40 to 60 feet (depending on the Municipality). Typically, RMs and Towns outside of Winnipeg have larger average lot sizes than those in the City.

The following illustrates varying lot sizes:

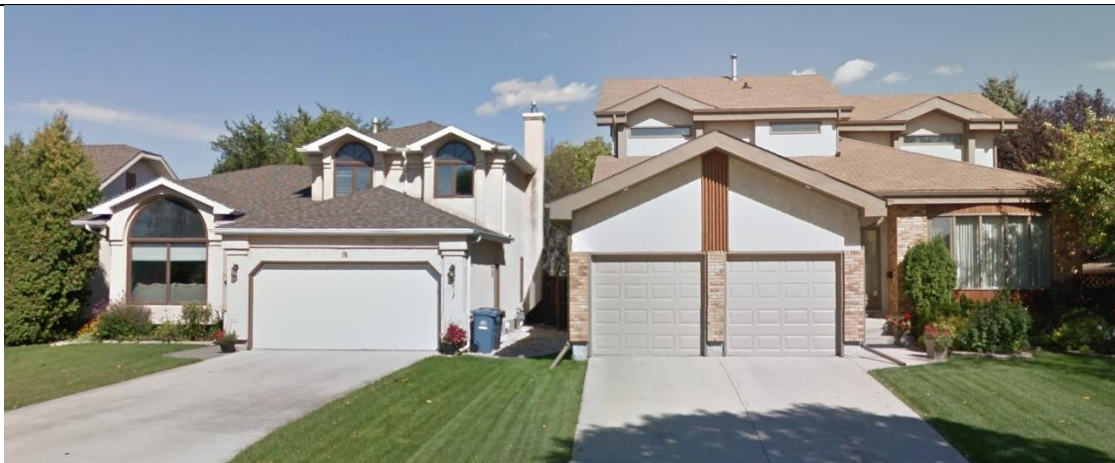
35 Foot Lots – Winnipeg (Waverley West)



42 Foot Lots – Winnipeg



50 Foot Lots – Winnipeg



60 Foot Lots – Winnipeg



70 Foot Lots – East St. Paul (Countryside Estates)



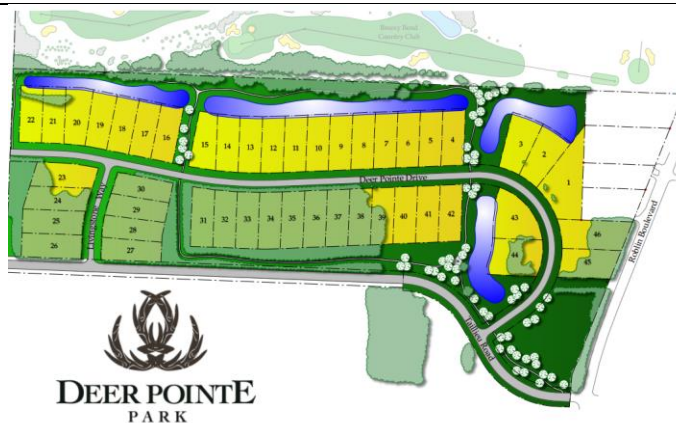
80 Foot Lots – East St. Paul (Pritchard Farm)



80 Foot Lots – Headingley (Breezy Bend)



87 Foot Lots – Headingley (Deer Pointe)



6 Multi-Family Development

There are several different types of multi-family development, from duplexes and townhouses, to four- to six-storey apartments and assisted living facilities. Which type makes the most sense depends on a variety of factors, including the local context, market demand, and infrastructure and servicing capacity. The following section will outline different forms of multi-family development, as well as some images of relevant examples from both the Capital Region and beyond.

6.1 Two-Family

Two-Family dwellings are the lowest density form of multi-family housing, and are generally divided into two categories: Duplex and semi-detached. While both traditionally accommodate two dwelling units, the contrast is as follows: **Duplexes** refer to a building that is divided horizontally into two dwelling units, each of which has an independent entrance either directly from outside or through a common vestibule. **Semi-detached** means a building which is divided vertically into two dwelling units, each of which has an independent entrance. These are often referred to as “side-by-sides”.



Niverville, MB



Winnipeg

6.2 Townhouses

Townhouses, or row-houses, are another form of multi-family building. Townhouses have three or more dwelling units, each with a separate entrance, constructed side by side and separated by common vertical walls. They have been popular housing options in new subdivisions and as infill projects in existing communities. They tend to be more affordable than similar sized single-family homes, and they easily fit in with the existing urban fabric (assuming an appropriate design). Below are examples of recent townhouse projects in the Capital Region.



Lorette – RM of Taché



Île-des-Chênes – RM of Ritchot

6.3 Multi-Storey Apartments

Two, three, and four-storey multi-family buildings (both rentals and condominiums) can be found in towns and RMs across the Capital Region. Typically, these will be built in existing urban settlements, with close proximity to services, schools, and greenspace. These types of developments generally require full municipal services, including piped water and sewer, which limits their potential locations. Some multi-family buildings have shared entrances, while others are accessed directly from the outside without any shared interior space. Below are some recent, relevant Capital Region examples of multi-family apartment developments.



St. Adolphe – RM of Ritchot



Ile-Des-Chênes – RM of Ritchot



Lockport – RM of St. Clements



Niverville, MB



Selkirk, MB



Lorette – RM of Taché

6.4 Assisted-Living/55+

As noted, there is growing demand for senior's housing due to the demographic shift taking place. There are various housing options to accommodate this demand, including assisted living residences and 55+ apartments/condominiums. Assisted living facilities are generally for the elderly, and include on-site nursing, food preparation, and other life-style amenities. 55+ residences are more similar to regular apartments, although they're geared to a specific age cohort. A few examples from the Capital Region and beyond are included below.



Two Seniors' Housing Complexes – Oakbank, RM of Springfield



Morden, Manitoba



Steinbach, Manitoba



RM of Headingley



RM of St. Andrews

6.5 Existing Multi-Family Development in Macdonald

As noted in Section 2.1.7, there has not been much multi-family development in the RM of Macdonald over the past 7 years (only about 5% of the total housing starts). However, there are a few low-density multi-family developments in the RM, including the following (multi-family sites highlighted in blue):

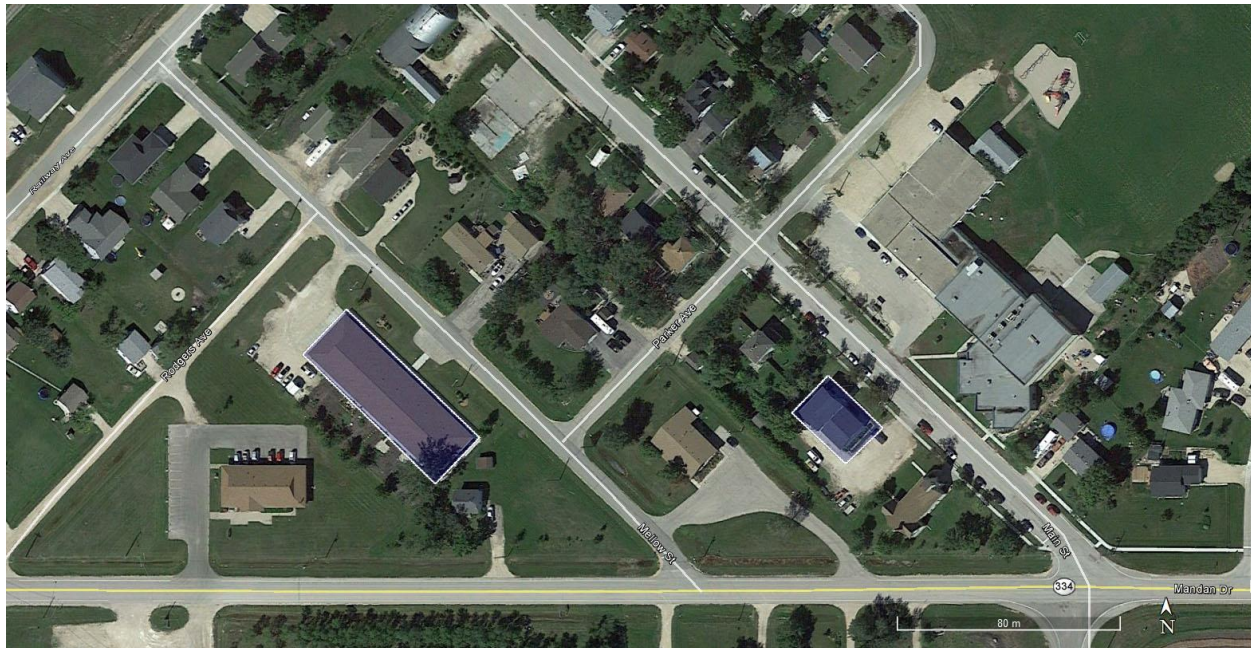


Figure 18: Multifamily sites in Sanford

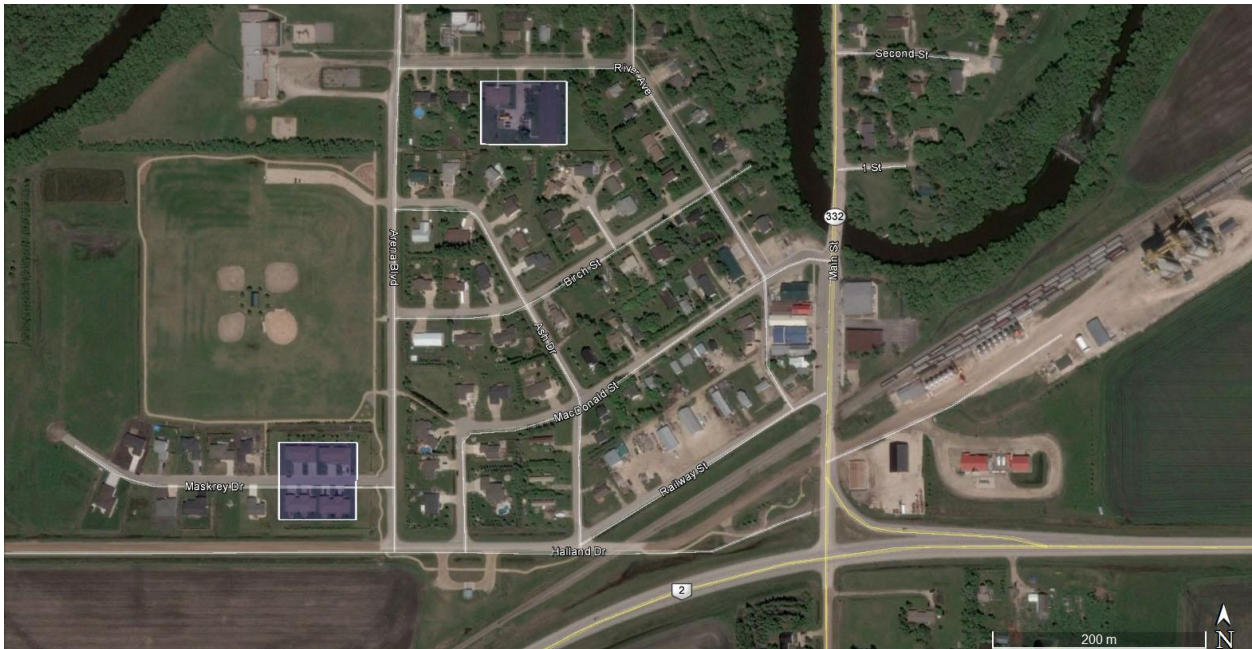


Figure 19: Multi-family sites in Starbuck

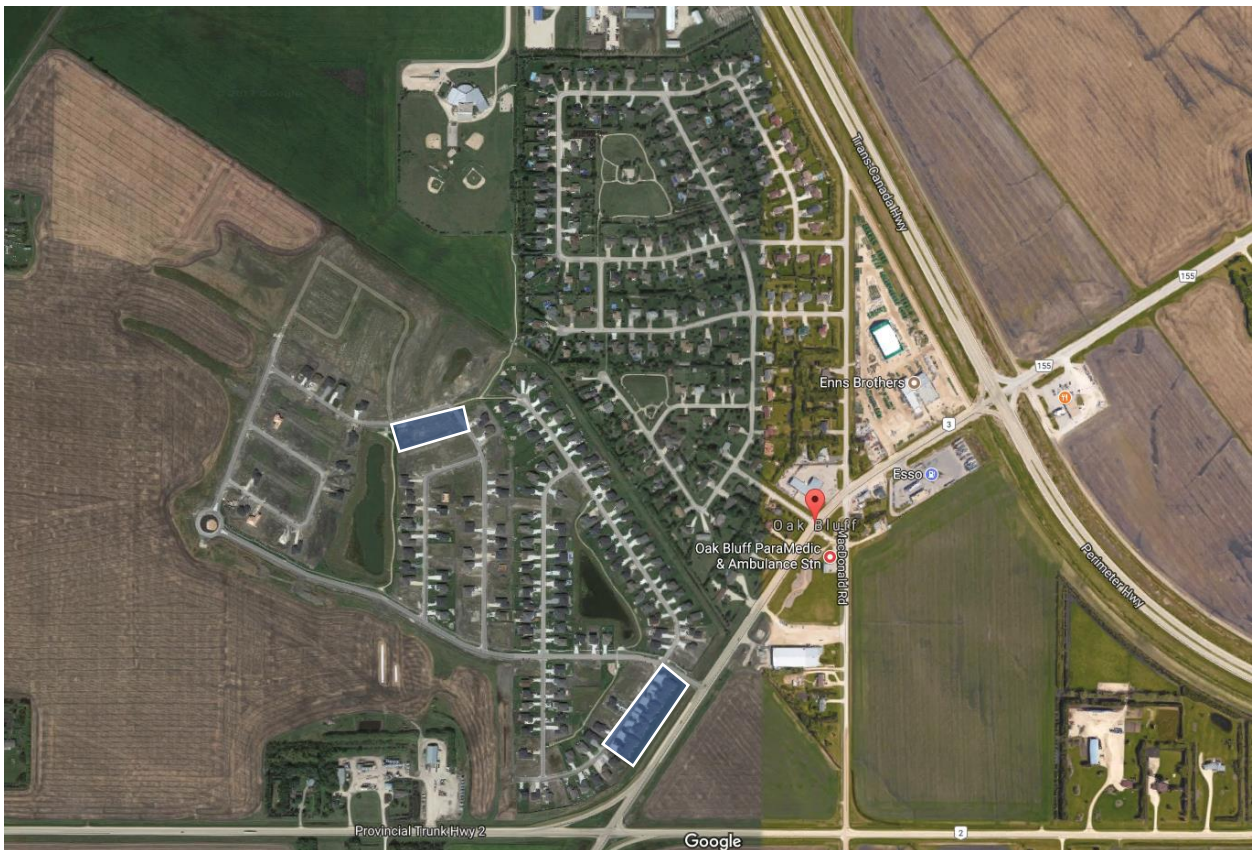


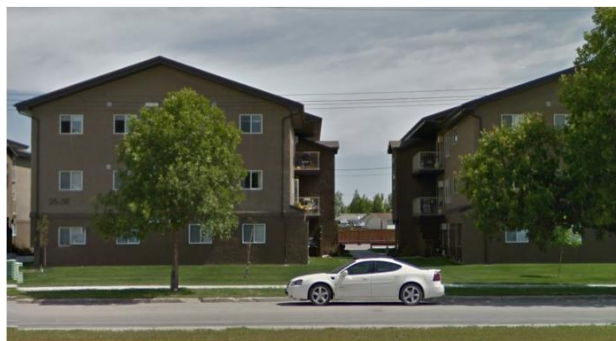
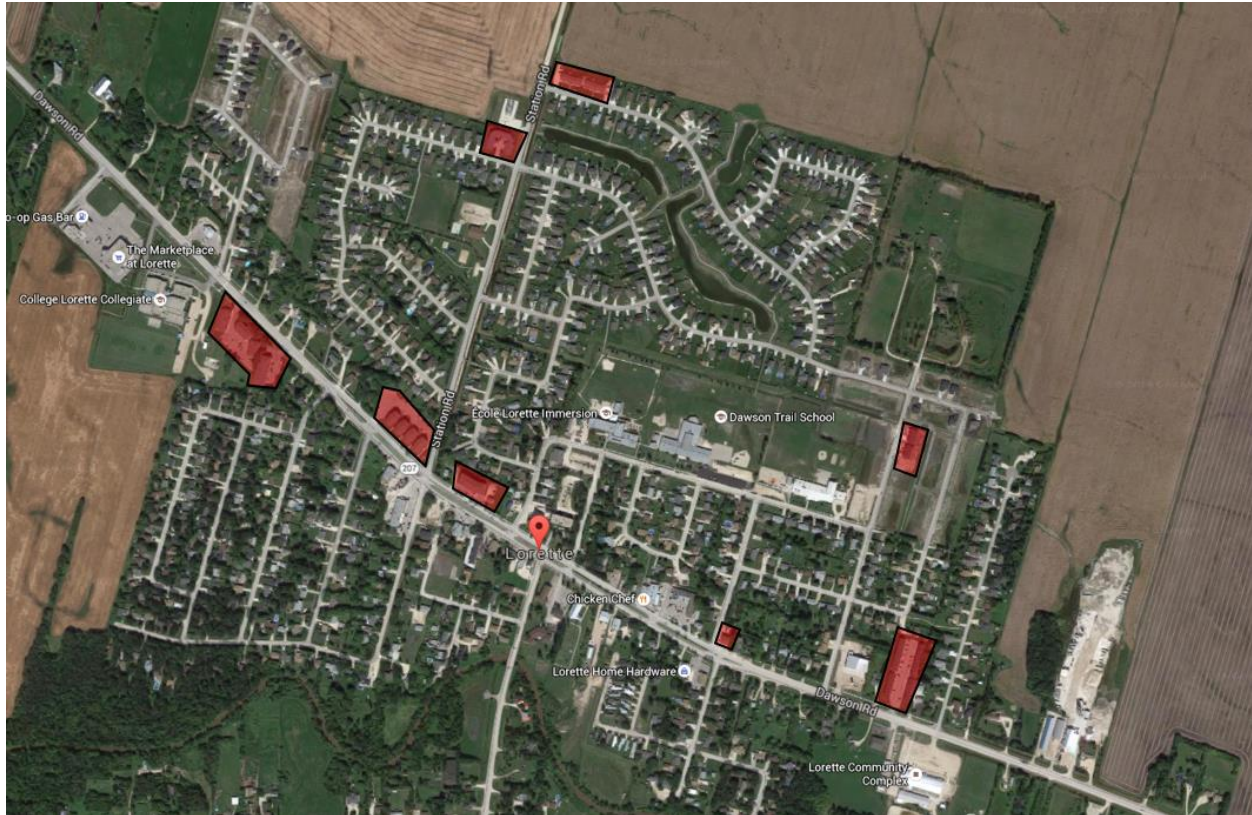
Figure 20: Multi-family sites in Oak Bluff

6.6 Multi-Family Development in comparison Municipalities

In order to understand how different forms of multi-family development might look and feel in La Salle, we looked at three comparable communities within the region. These communities include Lorette (RM of Taché), Ile-Des-Chênes (RM of Ritchot), and the Town of Niverville. In the following sections, the multi-family sites are identified in red, while snapshots of the built-form are included below.

6.6.1 Lorette

Lorette is a community in the RM of Taché. Over the past decade, multi-family development of various scales has flourished in the community (from bungalow condos and townhouses to apartment buildings). Some of this development is located along the Main Street, while other developments are in the hearts of new subdivisions. The RM of Taché Zoning By-law provides for this type of development, and ensures that appropriate buffers are included.



7 Public Engagement

Stakeholder engagement and public consultation are key components of any planning process, but particularly those which require the development of a community vision. In order to ensure that the secondary plan represents the vision of a variety of La Salle community members and stakeholders, Landmark undertook a comprehensive public engagement process beginning in Summer 2017. Prior to beginning this process, Landmark had met with the RM Council and Administration to provide an overview of the engagement strategy and receive buy-in.

7.1 Stakeholders

Through discussions with the RM, the project team developed a list of community stakeholders that would be invited to a stakeholder meeting at the RM Office on June 1st, 2017. These stakeholders included:

- La Salle Chamber of Commerce;
- Macdonald Headingley Recreation;
- Services for Seniors;
- La Salle Community Centre;
- La Salle Daycare;
- Seine River School Division; and
- Macdonald Fire Department.

At the stakeholder meeting on June 1st, a variety of topics were presented and discussed, including:

- Existing policy context, including the Macdonald-Ritchot Planning District Development Plan and RM of Macdonald Zoning By-Law;
- Existing servicing studies and subdivision proposals;
- Socio-economic, demographic, and population trends;
- Local economic conditions;
- Housing statistics, including starts, absorption rates, and affordability;
- Constraints and opportunities;
- Infrastructure and servicing; and,
- Municipal comparisons (primarily Taché, Ritchot, and Headingley).

Stakeholders were invited via both email and individual phone calls. While every effort was made to ensure that a representative from each group attended the meeting, some unfortunately were not able to make it. In some cases, stakeholder discussions were arranged and hosted by

telephone call (e.g. Fire Department and School Division). Others were able to attend the community workshop in October 2017.

Key themes or comments that emerged from these meetings included:

- The Fire Department would eventually like to see a fire truck (and bay) in La Salle.
- The school division does not have any short or medium-term plans for an additional school in La Salle (although La Salle School's capacity is currently being expanded from approximately 320 students to 450 students).
- There is a lack of seniors' housing and seniors' programming within the community.
- There are major gaps in pedestrian connectivity within the community, particularly between neighbourhoods and across the Provincial Roads that cross the community.

7.2 Developers/Landowners

Landowners and developers play a key role in the growth of any community. As such, our engagement process included reaching out to those who will be involved in building La Salle over the coming decades (a mix of landowners, developers and builders). We sent invites to the following groups:

- Cobblestone
- Marcel Vouriot
- Paradigm
- Pfrimmer Family
- The Two Four Seven Inc.
- Ventura

The discussions with the landowners and developers were productive. They shared their vision for their lands, but more than that, provided insight into how the community could improve. Key themes that emerged during these discussions included:

- The need to consider alternatives to large-lot single family homes
- The need for multi-family housing (and seniors' housing)
- The need to increase connectivity and active transportation within the community
- The need to enhance the Main Street area
- The need to consider light industrial development

7.3 Community Workshop

A Community Workshop was held for La Salle residents and stakeholders on the evening of October 25th, 2017 at the LSCU Complex. The goals of the workshop were to:

- Introduce the project
- Generate Ideas about development, land use, and overall community goals and objectives
- Understand issues and concerns
- Validate preliminary background findings
- Discuss built form and affordability, and
- Establish short and long-term priorities, and a community vision.

The workshop consisted of both a presentation and an interactive discussion exercise where groups of residents were asked to comment on various aspects of community life in La Salle, including:

- What it's like to live in La Salle, and what would make it better
- Built form
- Connectivity
- Services and employment opportunities
- Housing options, and
- Other topics relevant to the Secondary Plan and Community Vision

The community workshop was well attended, with over 50 participants in total (including some members from the RM council and administration). The workshop had been advertised beforehand by the RM through various methods, including a notification on the RM webpage, the Facebook talk page, and informally in *the Headliner* weekly newspaper (<https://www.winnipegfreepress.com/our-communities/headliner/La-Salle-residents-invited-to-comment-454118963.html>). The results from the interactive discussion portion were presented on-screen in real time, in order to ensure that key points were captured by the project team (key themes for the six questions are summarized below). The hard copies of the comment sheets were later compiled by the project team, the results of which are available in **Appendix A**.

1) What would make La Salle a better place to work/live?

- Current community values remain
- Controlled growth
- Differentiate La Salle from City of Winnipeg
- Need to be informed
- Questions on whether or not affordable housing will help community
- “Profit” is not a dirty word

- Infrastructure has not been properly planned – there's a need for good planning
 - Access to the town needs to be considered and improved (e.g. safety, etc.)
- 2) What are your thoughts on built form? Discussion Points: Lot sizes, Density, Multi-family Development, Design Standards
- Too many design restrictions (e.g. if you have a big lot, you're obliged to put a big house on it) – are these zoning or developer restrictions?
 - There's a need for a gradual increase in density – need transitions
 - Appropriate transitions/buffers between differing housing types and densities needed
 - Need to keep in mind landscaping, trees, etc. – mature feel
 - A need for tot lots or playgrounds in each new subdivision
- 3) What would make it easier to get around the community as a pedestrian or cyclist? Discussion points: Active Transportation, Sidewalks, Pedestrian Connections, River Access
- River being underutilized – boat launches, opportunities to access the river are needed
 - Need to be able to use the pathways year-round
 - Park and Rides – moving people to and from the City
 - Ride sharing
 - Crosswalks
 - Charging stations for electric vehicles (in the future)
 - More streetlights
 - Better maintenance of sidewalks – accessible year round
 - Bike paths need to be considered (gravel is challenging – need to consider asphalt)
- 4) Would you like to see more services and employment opportunities in the community? Discussion points: Main Street, Services (Retail, Professional), Industrial Park
- Post office is needed
 - More professional services needed – e.g. optometrist
 - Water park or splash pad
 - Fire department
 - Police (potentially) – need to look into what population level would trigger this discussion
 - Bid for Amazon headquarters (tongue in cheek)
 - Variety; family oriented healthy options (restaurants, cafes)
- 5) Would you like to see more housing options? Discussion Points: Seniors' Housing, Affordable Housing, Multi-family Housing

- Need for seniors' housing (those who don't want yards – low maintenance is appealing)
- Assisted living facility; personal care homes
- Life lease or 55+

6) Anything else you would like to add?

- Decent cable (currently, everyone needs a satellite dish); faster internet speeds are needed – no fibre optics
- Do we have to lobby various departments ourselves, or is there a key contact person (e.g. clerk, elected official, etc.)?
- What would be the purpose of higher density development (e.g. 30, 40-foot lots)
- Focusing on housing only misses the point – need to consider amenities, services, etc.
- Need to look at examples of communities outside of Manitoba
- Need to ensure that examples are relevant to the local context
- Residents who have lived in La Salle for years may want something different than residents moving in from Winnipeg
- Like larger lots
- What is the capacity of infrastructure to support growth (e.g. sewage lagoon)

7.4 Community Survey

A community survey (based on the workshop questions) was developed, in order to garner input from the wider community. The survey, which included a weblink to project materials, was mailed to every household in La Salle in early January 2018. The survey closed at the end of February 2018. Of those 640 households, the project team received 67 responses, a response rate of over 10% (which is considered very good for a mail-out survey). The following is a summary of the responses (the hard data can be found in **Appendix B**), which have helped shape the recommendations of the secondary plan:

7.4.1 How long have you lived in La Salle?

Lived in LaSalle			
< 5 Years	5-10 Years	10-20 Years	> 20 Years
22	12	17	16
33%	18%	25%	24%

Approximately 1/3 of respondents were relatively new residents (less than 5 years), while about 1/5 have lived in the community for between 5 and 10 years. Approximately a quarter have been in the community between 10 and 20 years, and another quarter over 20 years.

7.4.2 *How many people live in your household?*

People in Household				
1	2	3	4	5+
1	32	12	15	7
1%	48%	18%	22%	10%

The majority of respondents were from two-person households (48%).

7.4.3 *Age of the individual completing this survey?*

Age of Survey Participant			
0-19	20-39	40-59	60+
0	18	31	18
0%	27%	46%	27%

The majority of respondents were between the ages of 40 and 59 (46%). There were an equal amount of respondents between 20 and 39 years of age, and over 60 years of age (27% respectively).

7.4.4 *What would make La Salle a better place to work/live?*

Many respondents noted that recreation amenities would improve the community, particularly well-lit pathways, an indoor arena, playgrounds, parks, and a pool. In terms of services, many people mentioned the desire for a larger grocery store, a coffee shop, and increased retail opportunities. Many mentioned the need for better internet speeds, while others noted the need for industry and transportation to Winnipeg for seniors.

7.4.5 *What are your thoughts on built form? Discussion Points: Lot sizes, Density, Multi-family Development, Design Standards*

In terms of built form, many respondents mentioned that large lot sizes (e.g. 70' x 150') and low densities are important and a selling feature for La Salle; others noted that a variety of lot sizes were necessary. Many noted the need for more multi-family options, while some added that they should be concentrated in specific areas; others noted their opposition to multi-family, particularly row-housing. In terms of design, many respondents noted that they do not want

‘cookie-cutter’ homes, but that design standards are needed; some noted that less stringent standards are needed. Some noted that seniors housing is needed. In terms of affordability, some noted that there is a need for affordable housing, but that these homes should still be on large lots. Lastly, many noted that housing here needs to be different than what’s found in the City of Winnipeg, and that there is a need to maintain the small-town feel.

7.4.6 What would make it easier to get around La Salle as a pedestrian or cyclist? Discussion points: Active Transportation, Sidewalks, Pedestrian Connections, River Access

Many respondents noted that more sidewalks are needed, with some adding that they need to be built to an all-weather standard and be maintained in winter. Many noted that more pathways should be provided, and that they should be paved (similar to the path along PR 247). In terms of connectivity, several respondents noted that there is a need for better connectivity between neighbourhoods, including connections across the La Salle River (PR 330). Others noted that a crosswalk is needed for students at Main Street and Second Avenue. Many noted the need for River access, and that a winter trail would be welcome. Finally, some noted that better lighting along pedestrian paths is important.

7.4.7 Would you like to see more housing options? Discussion Points: Seniors’ Housing, Affordable Housing, Multi-family Housing

Many respondents (nearly half) noted the need for seniors housing; some added that this housing should be high-end or bungalow condos. In terms of housing mix, several respondents noted that all types of housing are needed. In regards to property values and affordability, the results were mixed – almost an equal amount were for and against affordable housing, while some wanted to ensure property values remain high. Similarly, almost as many were against multi-family housing as were for it; some conceded that condos and semi-detached housing was ok. Some noted that rentals were needed, while others noted that the market should dictate housing types.

7.4.8 Would you like to see more services and employment opportunities in La Salle? Discussion points: Main Street, Services (Retail, Professional), Industrial Park

In terms of services, many respondents noted the need for additional services and businesses – particularly medical services, a post office, a coffeeshop, a larger grocery store, a bakery, a restaurant, and an ice cream shop. Some noted that light industrial is needed, while almost an equal amount said that La Salle is too close to the city to warrant industrial. Some noted the need for additional employment opportunities in the community. Finally, many noted that Main Street needs to be enhanced aesthetically.

7.4.9 Are there any opportunities that you think La Salle should pursue or expand upon?

In terms of recreation, again many people noted that an arena and pool were needed. Improvement in internet speeds was noted as a key opportunity. Many re-iterated that Main Street should be enhanced, with some noting the need for an entrance feature into the town. Some noted that seniors housing was needed, while others spoke about school expansion (particularly the need for a high school).

7.4.10 Are there any constraints or challenges that the community needs to overcome?

The lack of an arena was noted as a challenge, while others noted their displeasure with the way in which the current recreation centre was funded. Some respondents noted that there is a need for more funding for La Salle and its projects. Others mentioned that proximity to Winnipeg makes running a business challenging. Again, many reiterated the need for faster internet speeds and the need to enhance Main Street. Some noted the need for a high school. In terms of infrastructure, some noted the need to twin PR 330, or have turning lanes at the very least; others noted that infrastructure is needed to support growth.

7.4.11 Is there anything else that the project team should be considering during this planning process?

As in previous responses, many noted their desire for an arena, while others noted the importance of parks and greenspace. Many noted the need for an enhanced Main Street and the need to improve fire protection and emergency services. Several respondents noted that La Salle is a great place to live.

8 Community Vision

The following Community Vision was developed through our discussions with community stakeholders, the RM administration, and the community at-large. The Community vision is intended to serve as a high-level foundation for future growth in La Salle:

La Salle is a community that has many assets, including the scenic La Salle River, proximity to a large urban centre, a small-town feel, and a tight-knit, engaged group of residents.

As La Salle continues to grow, residents would like to preserve the community's small-town feel and rural character, emphasizing that the life style is different than that of Winnipeg. Residents want La Salle to be more than a bedroom community; they want to see La Salle continue to develop a sense of community. Part of this includes ensuring that the town has enhanced services along an upgraded Main Street, allowing residents to meet many of their daily needs locally, and in the future, increasing employment opportunities nearby. The community would like to grow in a way that makes it accessible to people of various ages, including seniors and young adults. This may involve diversifying housing options, while ensuring that new housing is contextually sensitive and respects adjacent built form (through buffers, setbacks, transitions, landscaping, etc.).

The community of La Salle would like to enhance the connectivity of the community, through pathways, sidewalks, and active transportation links. These linkages will connect residents in different neighbourhoods to local amenities, including the school, recreation facilities, and Main Street. Residents would also like to see upgraded access to the community, whether that is through paving major routes into town or working with Manitoba Infrastructure to enhance safety of existing routes. The community also needs enhanced access to internet, which will enable more people to work from home or start up businesses locally.

9 Community Comparisons – Land Use Breakdown

As part of the project, the team looked at comparison communities from around the Winnipeg Capital Region. Some of that research can be found in the earlier sections of this report, including Capital Levies, Development Fees, Single Family Housing, Multi-Family Housing, and Lot Size Comparisons. In this section, we explore the land use breakdowns (in terms of Residential, Open Space and Recreation, Commercial, and Industrial) for the following communities (in addition to La Salle):

- Town of Stonewall
- Oakbank (RM of Springfield)
- Lorette (RM of Taché)
- Town of Niverville

These communities were chosen as comparators for several reasons, including their proximity to Winnipeg, their size (in area), and their populations.

9.1 Designated vs. Undesignated Land

In terms of designated land available for development, the comparison communities vary widely. In La Salle, approximately 52% of the land designated for development has been developed – approximately 958 acres of the designated area (1,847 acres total) have been developed to date.

	La Salle	Stonewall	Oakbank	Lorette	Niverville
Acres Developed	958	995	1,051	614	912
Acres Designated	1,847	1,510	1,317	1,500	2,400
% of Designated Land Developed	51.90%	65.90%	79.80%	40.90%	38.00%

9.2 Land Use Breakdown by Community

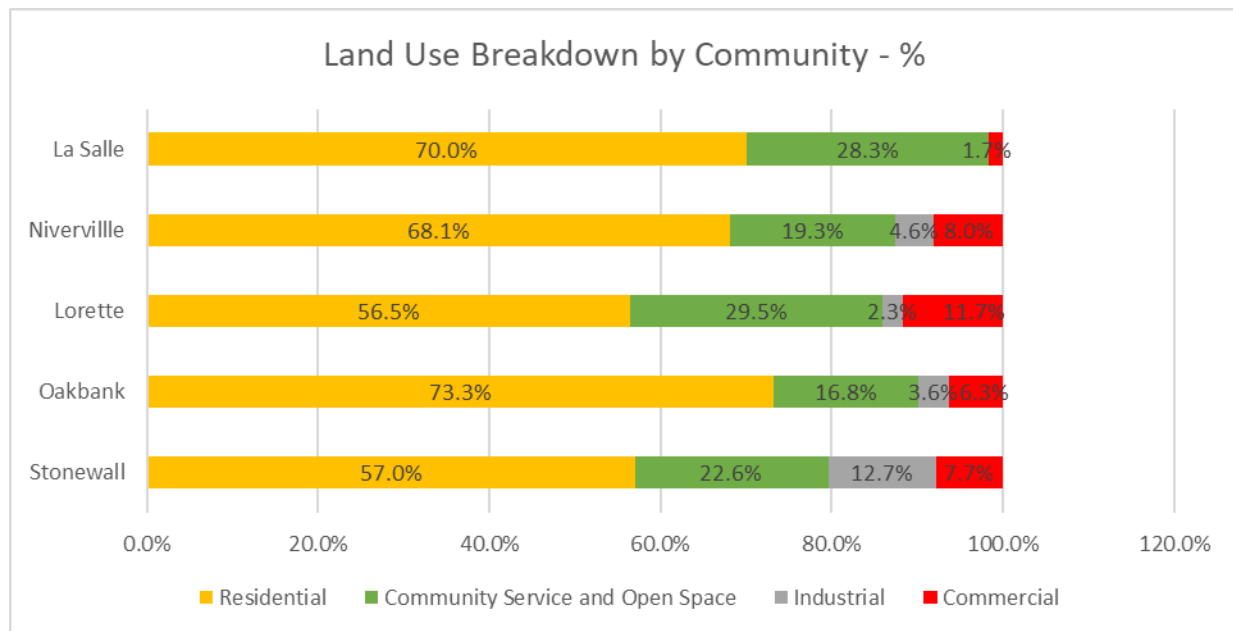
The following table outlines the breakdown of land uses in the four comparison communities (plus La Salle) by total area (in acres). Note that this only includes land that is developed (i.e. it does not include designated land that is currently vacant or undeveloped).

Land Use Breakdown - Acreages					
	Stonewall	Oakbank	Lorette	Niverville	La Salle
Residential	567	770	347	621	671
Community Service and Open Space	225	177	181	176	271
Industrial	126	38	14	42	0
Commercial	77	66	72	73	16
Total	995	1051	614	912	958

The following table represents land use breakdown as well, although by percentage rather than by area.

Land Use Breakdown - Percentages					
	Stonewall	Oakbank	Lorette	Niverville	La Salle
Residential	57.0%	73.3%	56.5%	68.1%	70.0%
Community Service and Open Space	22.6%	16.8%	29.5%	19.3%	28.3%
Industrial	12.7%	3.6%	2.3%	4.6%	0.0%
Commercial	7.7%	6.3%	11.7%	8.0%	1.7%
Total	100.0%	100.0%	100.0%	100.0%	100.0%

The following chart presents the percentage breakdown of land uses in a graphic format. In La Salle, 70% of developed lands are residential, approximately 28% is dedicated to open space and recreation, and only 2% is commercial. La Salle has a larger proportion of open space and recreation than most communities (in part because of the golf course), but less in the way of business land uses (including commercial and industrial).



The following tables compare La Salle's land use split to the aggregate average land use split of the four comparison communities:

Community	La Salle	
Population	2,069	
	Acreage	% of Total
Residential	671	70.0%
Parks and Open Space	271	28.3%
Industrial	0	0.0%
Commercial and Community Services	16	1.7%
Total Developed Acreage	958	100.0%

Average Land Use Split (4 Communities)	
Acreage	% of Total
2305	64.5%
759	21.2%
220	6.2%
288	8.1%
3572	100.0%

9.3 Land Use Deficit

Based on the land use breakdowns of comparable communities, it is clear that La Salle has much less commercial and industrial land than other centres in the Capital Region. There are likely several factors that have contributed to this pattern of growth, including the community's relative size and its proximity to Winnipeg. Through the input from stakeholders, feedback from the community, and the Development Plan direction (that La Salle evolve into a complete community), it became clear that as La Salle continues to grow, there will be a need for additional commercial amenities, and some modest employment land (industrial).

The chart below outlines two scenarios – the current land use breakdown, and the ideal land use breakdown. The “Ideal” scenario indicates how La Salle’s 958 acres would be allocated among land uses if the proportional land use split was comparable to the average of the 4 “case study” communities (as shown in Section 9.2): 64.5% Residential, 21.2% Parks and Open Space, 6.2% for Industrial, and 8.1% for Commercial and Community Services.

Community	La Salle (2016)		La Salle (2016) Ideal*		Deficit**	
Growth Rate Assumption						
Additional Population	0					
	Acreage	% of Total	Acreage	% of Total	Acreage	
Residential	671	70.0%	617.9	64.5%		
Parks and Open Space	271	28.3%	203.1	21.2%		
Industrial	0	0.0%	59.4	6.2%	-59.4	
Commercial and Community Services	16	1.7%	77.6	8.1%	-61.6	
Total Acres Needed	958	100.0%	958.0	100.0%		

The Land Use Deficit (in acres) indicates the difference between the current amount of acres allocated to each land use and the “ideal” amount of acres allocated to each land use. In the case of La Salle, there is a deficit of approximately 59 acres of Industrial land, and 62 acres of Commercial and Community Services land.

10 Land Supply and Demand

A land supply and demand analysis is key to any secondary plan process, particularly as it relates to designating various land uses to accommodate future growth. The following section outlines the steps undertaken in this analysis, as well as how the results fed into the Secondary Plan.

10.1 Assumptions

Below are the assumptions that the Land Supply and Demand analysis is based on. The assumptions are based on a variety of factors, including comparables from other communities and historic trends.

Assumptions:	Number
4% growth a year for 25 years (Total additional Population)	3447
Household Size (Single Family)	3.0
Household Size (Multi Family)	2.0
Units per Acre: Single Family (current lot sizes - 70' x 150')	3.0
Units per Acre: Single Family (small - 50' x 120')	5.0
Units per Acre: Multi Family (low - semi-detached - 30' x 120')	8.0
Units per Acre: Multi Family (townhouse/walkup)	15.0

10.2 Density Scenario Assumptions

Below are four density scenario assumptions: Status Quo, Single-Family, Low Density, and Medium Density. Each Density Scenario features a different proportional split (in terms of population) of four different housing types:

- Single-Family Large (3 units per acre, larger lots)
- Single-Family Small (5 units per acre, smaller lots)
- Multi-Family Low (8 units per acre, semi-detached units)
- Multi-Family Medium (15 units per acre, townhouse and apartment units)

Housing Type	Status Quo	Single-Family	Low Density	Medium Density
	% Housing Split	% Housing Split	% Housing Split	% Housing Split
Single Family (current lot sizes - 70' x 150')	90%	70%	65%	60%
Single Family (smaller lot sizes - 50' x 120')	5%	20%	15%	10%
Multi Family (semi-detached units - 30' x 120')	5%	5%	10%	15%
Multi Family (townhouse/walkup apartment units)	0%	5%	10%	15%
	100%	100%	100%	100%

10.3 Demand – Residential Land

In order to determine whether or not the community has enough land designated for development to accommodate projected residential growth, the project team developed four growth scenarios (based on the density scenarios outlined in Section 10.2).

Scenario 1 – Status Quo

Housing Type	Assumptions			Scenario 1 (Status Quo Density)			
	Household Size	Units per acre	Population	%	Residents	Units	Acres
Single Family (current lot sizes - 70' x 150')	3.0	3.0	3447	90%	3102	1034	344.7
Single Family (small - 50' x 120')	3.0	5.0	3447	5%	172	57	11.5
Multi Family (low - semi-detached - 30' x 120')	2.0	8.0	3447	5%	172	86	10.8
Multi Family (townhouse/walkup)	2.0	15.0	3447	0%	0	0	0.0
			Totals:	100%	3447	1178	366.9

Under the status quo scenario, 90% of the new population is allocated to large lot single-family, 5% to small lot single-family, and 5% to low density multi-family. In this scenario, the community could accommodate **1178 units** on **367 acres**.

Scenario 2 – Single-Family Focus

Housing Type	Assumptions			Scenario 2 (Single-Family Density)			
	Household Size	Units per acre	Population	%	Residents	Units	Acres
Single Family (current lot sizes - 70' x 150')	3.0	3.0	3447	70%	2413	804	268.1
Single Family (small - 50' x 120')	3.0	5.0	3447	20%	689	230	46.0
Multi Family (low - semi-detached - 30' x 120')	2.0	8.0	3447	5%	172	86	10.8
Multi Family (townhouse/walkup)	2.0	15.0	3447	5%	172	86	5.7
			Totals:	100%	3447	1206	330.5

Under the single-family focus scenario, 70% of the new population is allocated to large lot single-family, 20% to small lot single-family, 5% to low density multi-family, and 5% to medium-density multi-family. In this scenario, the community could accommodate **1206 units** on **331 acres**.

Scenario 3 – Low Density

Housing Type	Assumptions			Scenario 3 (Low Density)			
	Household Size	Units per acre	Population	%	Residents	Units	Acres
Single Family (current lot sizes - 70' x 150')	3.0	3.0	3447	65%	2240	747	248.9
Single Family (small - 50' x 120')	3.0	5.0	3447	15%	517	172	34.5
Multi Family (low - semi-detached - 30' x 120')	2.0	8.0	3447	10%	345	172	21.5
Multi Family (townhouse/walkup)	2.0	15.0	3447	10%	345	172	11.5
			Totals:	100%	3447	1264	316.4

Under the low density scenario, 65% of the population is allocated to large lot single-family, 15% to small lot single-family, 10% to low density multi-family, and 10% to medium-density multi-family. In this scenario, the community could accommodate **1264 units** on **316 acres**.

Scenario 4 – Medium Density

Housing Type	Assumptions			Scenario 4 (Medium Density)			
	Household Size	Units per acre	Population	%	Residents	Units	Acres
Single Family (current lot sizes - 70' x 150')	3.0	3.0	3447	60%	2068	689	229.8
Single Family (small - 50' x 120')	3.0	5.0	3447	10%	345	115	23.0
Multi Family (low - semi-detached - 30' x 120')	2.0	8.0	3447	15%	517	258	32.3
Multi Family (townhouse/walkup)	2.0	15.0	3447	15%	517	258	17.2
			Totals:	100%	3447	1321	302.3

Under the medium density scenario, 60% of the population is allocated to large lot single-family, 10% to small lot single-family, 15% to low density multi-family, and 15% to medium-density multi-family. In this scenario, the community could accommodate **1321 units** on **302 acres**.

10.4 Demand – All Land Use Categories

The following section outlines how the residential land demand in each of the four density scenarios was translated into demand for each of the three additional land use categories:

- Parks and Open Space
- Industrial
- Commercial and Community Services

Land Use Split Assumptions	
	% of Total
Residential	75.0%
Open Space	15.0%
Industrial	4.0%
Commercial	6.0%
Total	100.0%

The assumptions are a modified version of the “ideal” land use split described in section 9.3. It takes into account the fact that that La Salle already has a higher percentage of recreation and open space lands than similar communities, while the need for industrial and commercial may be less than in comparable municipalities, due to its proximity to Winnipeg.

Scenario 1 – Status Quo

Community	Current Splits		Scenario 1 (Status Quo)	
Growth Rate Assumption			4%	
Additional Population	0		3,447	
	Acreage	% of Total	Acreage	% of Total
Residential	671	70.0%	366.9	75.0%
Parks and Open Space	271	28.3%	73.4	15.0%
Industrial	0	0.0%	19.6	4.0%
Commercial and Community Services	16	1.7%	29.4	6.0%
Total Acres Needed	958	100.0%	489.2	100.0%

Under the status quo scenario, in addition to the **366.9 acres** of residential land, the community would need an additional:

- **73.4 acres** of parks and open space
- **19.6 acres** of industrial
- **29.4 acres** of commercial and community services

This equals a total land requirement of **489.2 acres**.

Scenario 2 – Single Family

Community	Current Splits		Scenario 2 (Single Family)	
Growth Rate Assumption			4%	
Additional Population	0		3,447	
	Acreage	% of Total	Acreage	% of Total
Residential	671	70.0%	330.5	75.0%
Parks and Open Space	271	28.3%	66.1	15.0%
Industrial	0	0.0%	17.6	4.0%
Commercial and Community Services	16	1.7%	26.4	6.0%
Total Acres Needed	958	100.0%	440.7	100.0%

Under the single family scenario, in addition to the **330.5 acres** of residential land, the community would need an additional:

- **66.1 acres** of parks and open space
- **17.6 acres** of industrial
- **26.4 acres** of commercial and community services

This equals a total land requirement of **440.7 acres**.

Scenario 3 – Low Density

Community	Current Splits		Scenario 3 (Low Density)	
Growth Rate Assumption			4%	
Additional Population	0		3,447	
	Acreage	% of Total	Acreage	% of Total
Residential	671	70.0%	316.4	75.0%
Parks and Open Space	271	28.3%	63.3	15.0%
Industrial	0	0.0%	16.9	4.0%
Commercial and Community Services	16	1.7%	25.3	6.0%
Total Acres Needed	958	100.0%	421.9	100.0%

Under the status quo scenario, in addition to the **316.4 acres** of residential land, the community would need an additional:

- **63.3 acres** of parks and open space
- **16.9 acres** of industrial
- **25.3 acres** of commercial and community services

This equals a total land requirement of **421.9 acres**.

Scenario 4 – Medium Density

Community	Current Splits		Scenario 4 (Medium Density)	
Growth Rate Assumption			4%	
Additional Population	0		3,447	
	Acreage	% of Total	Acreage	% of Total
Residential	671	70.0%	302.3	75.0%
Parks and Open Space	271	28.3%	60.5	15.0%
Industrial	0	0.0%	16.1	4.0%
Commercial and Community Services	16	1.7%	24.2	6.0%
Total Acres Needed	958	100.0%	403.1	100.0%

Under the status quo scenario, in addition to the **302.3 acres** of residential land, the community would need an additional:

- **60.5 acres** of parks and open space
- **16.1 acres** of industrial
- **24.2 acres** of commercial and community services

This equals a total land requirement of **403.1 acres**.

In the lowest density scenario (Status Quo), an additional **489.2 acres** of land would be required to accommodate growth over the next 25 years. In the highest density scenario (Medium Density), an additional **403.1 acres** of land would be required to accommodate growth over that same period. As there are currently approximately **900 acres** of land designated as Urban Centre and Urban Centre Hold that have not yet been developed, it is clear that La Salle has enough land to accommodate growth over the next 25 years.

10.5 Land Use Breakdown

Based on a variety of factors (including stakeholder engagement, servicing, compatibility, physical characteristics, transportation network, and adjacent land uses), the project team developed the following land use map to help guide development in the community of La Salle (see **Figure 21**).

As noted in Section 10.4, between approximately 400 and 490 acres of land would be required to accommodate growth over the next 25 years. However, that doesn't take into account various factors that might limit how much of that land might actually be developed (e.g. a landowner may choose not to pursue development, land in the riparian areas cannot be developed, etc.). Therefore, the project team chose to sub-designate approximately 25% more residential land than needed. The land use breakdown is as follows:

- **85 acres** of Commercial Mixed Use (Red)
- **75 acres** of Industrial (Grey)
- **20 acres** of Major Park (Green)
- **135 acres** of Single-Family Residential (Yellow)
- **85 acres** of Low Density Residential (Orange)
- **200 acres** of Medium Density Residential (Brown)

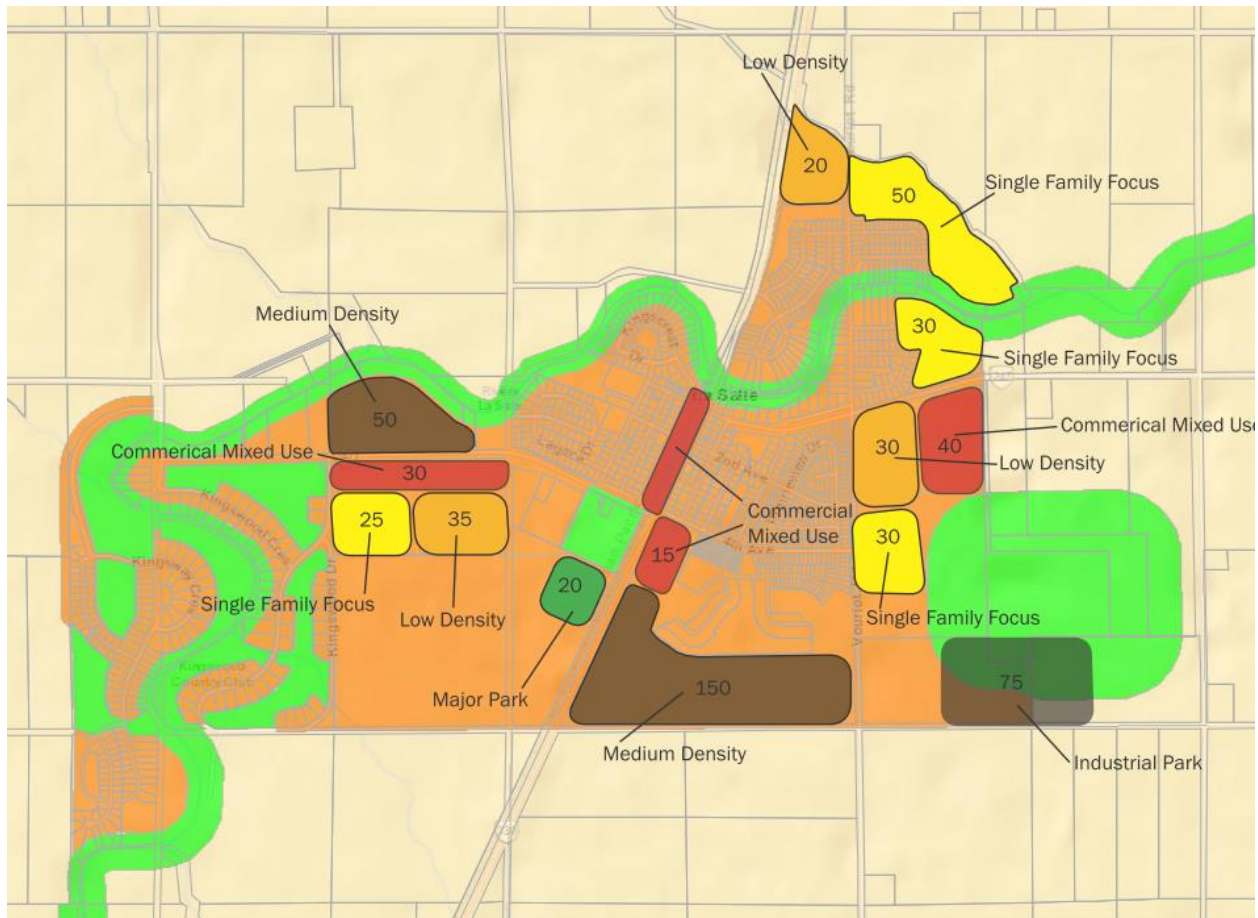


Figure 21: Land Use Map

10.5.1 Rationale for Land Use Breakdown

As noted, the land use breakdown was based on several factors.

Commercial: In Section 9.2, it was noted that there was a deficit in commercial lands of approximately 60 acres. In Section 10.4, it was outlined that based on the projected land use split, there would be demand for between 25 and 30 acres of additional commercial land over the next 25 years. Therefore, the project team designated 85 acres of commercial land (60 acres to address the deficit, and 25 acres to meet demand over 25 years).

Industrial: In Section 9.2, it was noted that there was a deficit in industrial lands of approximately 60 acres. In Section 10.4, it was outlined that based on the projected land use split, there would be demand for between 16 to 20 acres of additional industrial land over the next 25 years. Therefore, the project team designated 75 acres of commercial land (60 acres to address the deficit, and 15 acres to meet demand over 25 years).

Major Park: A need for 60.5 acres (page 59) of Parks and Open Space (rounded to 60 acres); the project team estimated that 1/3 of those lands should be used to eventually expand the Community Centre lands (or 20 acres of “Major Park”), with the remaining 2/3 of Parks and Open Space spread throughout the residential areas as local parks and pathways.

Residential: A total of 420 acres of land have been designated for residential development, based on the following rationale: The range of total residential land needed over 25 years (Section 10.3) was estimated to be between 302 and 367 acres, depending on the density scenario. The average, approximately 335 acres, represents the estimated requirement for residential land. The project team took those 335 acres and added an extra 25%, for a total of 419 acres (rounded up to 420 acres). This additional 25% accounted for the limitations noted on page 60 (e.g. landowner may choose not to develop; land in riparian areas may have restrictions; land constraints; etc.).

Of those 420 acres of residential, 135 have been identified for single family residential, 85 for low density residential, and 200 for medium density residential. The intent for each of those three residential policy areas is to generally meet the housing type splits shown in section 10.2. The locations of each residential policy area were again based on a variety of factors (including stakeholder engagement, servicing, compatibility, physical characteristics, transportation network, and adjacent land uses). For example, the Medium Density Residential Policy Area was located centrally within the community, well connected to a major thoroughfare (PR 247) and active transportation corridor, and near many amenities (including future commercial mixed use development). Prairie View Lakes also received the Medium Density Residential Policy Area designation as its concept plan closely matched the objectives and policies of the designation. The Single Family Residential Policy Areas were focused adjacent to areas that already had large lot development, and tend to be on the edges of the existing built-out areas. The Low Density Residential Policy Areas are along corridors that can handle increased traffic, and generally not adjacent to existing large lot development.

11 Objectives

As an extension of the key directions outlined in the Macdonald-Ritchot Planning District Development Plan, as well as the input received from the public and stakeholders, the following objectives provide a framework for the policies specified in this La Salle Secondary Plan:

11.1 Objective 1: Housing

Accommodate residents of various incomes and stages of life by providing a range of housing types, styles and densities that meet and respond to market demand. This will be achieved by:

- Allowing developers, subject to Council approval and public input, to provide a variety of lot sizes and housing options throughout the community; and
- Focusing primarily on single-family homes while providing for some low and medium residential density that includes two-family and multi-family housing options, as well as secondary suites where appropriate.

11.2 Objective 2: Commercial and Institutional

Provide residents with access to retail and commercial areas, as well as educational and institutional facilities. This will be achieved by:

- Allowing for a mixture of commercial, government and institutional uses to be developed in nodes along PR 330 and PR 237; and
- Encouraging a range of retail and commercial service uses such as offices and medical clinics.

11.3 Objective 3: Industrial

Promote and encourage limited opportunities for employment for residents who can work in close proximity to their homes. This will be achieved by:

- Allowing a range of land uses from manufacturing to offices to light industrial buildings; and
- Working with and respecting adjacent development in terms of connectivity, compatibility, and infrastructure servicing.

11.4 Objective 4: Compatibility

Ensure that development is appropriate and compatible with surrounding uses. This will be achieved by:

- Providing adequate transitions and/or buffers between different housing types or land uses as appropriate; and
- Directing uses which regularly generate higher levels of traffic to major routes and/or thoroughfares.

11.5 Objective 5: Transportation Options

Develop a safe, convenient and functional community-wide transportation network for pedestrians, cyclists and drivers. This will be achieved by:

- Providing an efficient and accessible hierarchy of roads that facilitates the movement of people and goods throughout La Salle; and
- Providing an integrated walking and cycling pathway network that connects pedestrians and cyclists with recreational and leisure amenities and destinations, as well as neighbourhood and community facilities.

11.6 Objective 6: Infrastructure and Servicing

Support development with an efficient and full range of municipal infrastructure, including water, wastewater, land drainage, and paved streets. This will be achieved by:

- Requiring all new development to be supported by a full range of municipal infrastructure;
- Providing an overall general strategy to efficiently supply water, wastewater sewer, and land drainage; and
- Requiring development in new areas to be supported by engineering studies and analysis to ensure optimal and efficient design solutions are implemented.

11.7 Objective 7: Sustainability

Encourage sustainable development that is designed to minimize the spatial use of land, encourage green development, conserve natural areas, and reflect local heritage. This will be achieved by:

- Preserving existing high-quality natural areas where appropriate and feasible;
- Encouraging the development of naturalized facilities (i.e. stormwater retention ponds, pathways) that can increase vegetation and wildlife habitat, increase water quality, and reduce long-term maintenance; and

- Including interpretive signage, which informs of local heritage and environmental preservation efforts, along pathways as appropriate.

11.8 Objective 8: Parks

Provide sufficiently sized, configured and distributed passive and active recreational opportunities for residents and visitors by:

- Creating parks and open spaces appropriately sized and configured to provide passive and active recreational opportunities for residents and visitors; and
- Providing a large, accessible park to accommodate organized active recreational activities for the community.

11.9 Objective 9: Pathways

Develop an environment that allows residents to safely walk and/or cycle to parks and other amenities throughout the neighbourhood. This will be achieved by:

- Providing safe and accessible parks and open spaces within reasonable walking distance of a majority of dwellings; and
- Creating an active transportation network that connects neighbourhoods, natural areas such as the La Salle River and local destinations such as parks and recreational areas, community facilities, and business nodes.

11.10 Objective 10: Development Adjacent to Railway Lines

Ensure new developments adjacent to railway lines can co-exist with those railway lines. This will be achieved by:

- Incorporating mitigation measures to appropriately buffer residential and other uses from the CP Rail subdivision such as increased yard setbacks, berming, and fencing; and,
- Considering the *Guidelines for New Development in Proximity to Railway Operations* prepared by the Federation of Canadian Municipalities and Railway Association of Canada when reviewing development applications and entering into development agreements.

12 Land Use Policies

The following sections outline the intent and policies that apply to each Land Use Policy Area as illustrated (**Figure 21**). These Land Use Policy Areas are categorized as follows:

- Single Family Residential Policy Areas;
- Low Density Residential Policy Areas;
- Medium Density Residential Policy Areas;
- Commercial Mixed Use Policy Areas; and,
- Industrial Policy Areas.

The section also outlines the intent and policies that apply to:

- Major Parks; and,
- The Walking and Cycling Network.

12.1 Single Family Residential Policy Areas

Intent

The intent of the Single Family Residential Policy Areas is to provide for single family neighbourhoods that maintain the traditional character of La Salle.

Policies

12.1.1 Single-family residences shall be the predominant land use.

12.1.2 Multi-family residential developments may be considered along collector roads where appropriate buffers or transitions from single-family homes are in place.

12.1.3 The density, site area and site width of new residential lots directly adjacent to existing lots should generally reflect the pattern of development in adjacent areas.

12.1.4 A concept plan should be prepared by a development proponent prior to any major development occurring in a Single Family Residential Policy Area.

12.1.5 The land use breakdown within each Single Family Residential Policy Area should generally reflect the Single-Family focus land use split outlined in Section 10.3 (Scenario 2).

12.2 Low Density Residential Policy Areas

Intent

Low Density Residential Policy Areas provide opportunities for a range of lower density residential development types. While single-family and two-family housing are the primary land uses, multi-family housing will be permitted where appropriate as outlined in the policies that follow. Parks, pathways, and natural features provide opportunities to connect the neighbourhoods and provide recreational amenities to residents and visitors.

Policies

- 12.2.1 *A mix of single-family dwellings, two-family dwellings, and ground-oriented townhouses shall be the predominant use of land.*
- 12.2.2 *Higher density multi-family residential developments may be considered where appropriate buffers or transitions from single-family homes are in place, and shall not exceed 3 storeys² in height.*
- 12.2.3 *Secondary suites may be established where appropriate, in accordance with the Zoning By-law.*
- 12.2.4 *Parks and open spaces may be provided in Low Density Residential Policy Areas and sized to meet active and passive recreational needs of residents and visitors.*
- 12.2.5 *Lot sizes shall generally be in the 50 foot to 70 foot range for new single-family homes.*
- 12.2.6 *Lot widths for ground-oriented multi-family (e.g. semi-detached and townhomes) shall generally be a minimum of 30 feet wide (subject to changes to the Zoning By-law).*
- 12.2.7 *A concept plan should be prepared by a development proponent prior to any major development occurring in a Low Density Residential Policy Area.*
- 12.2.8 *The land use breakdown within each Low Density Residential Policy Area should generally reflect the Single-Family focus land use split outlined in Section 10.3 (Scenario 3).*

12.3 Medium Density Residential Policy Areas

Intent

Medium Density Residential Policy Areas are characterized by medium density housing development, including single-family homes, two-family homes, townhouses, and multi-family buildings. These areas are generally located along collector roads. Medium Density Residential Policy Areas offer housing types attractive to a wide range of residents. They are well-connected

² Four (4) storeys may be considered in the future if fire-fighting equipment (e.g. ladder truck) can accommodate the additional storey.

to services and recreational amenities, and offer opportunities for limited, neighbourhood-scale commercial uses.

Policies

- 12.3.1 The majority of new multi-family residential developments should be directed to the Medium Density Residential Policy Area.*
- 12.3.2 Secondary suites may be established where appropriate, in accordance with the Zoning By-law.*
- 12.3.3 Institutional uses of a local scale may be allowed as primary uses, where appropriate.*
- 12.3.4 Medium Density Residential Policy Areas shall be connected to the walking and cycling network.*
- 12.3.5 A variety of multi-family housing types and tenures to enable aging in place and affordable options for residents may be provided.*
- 12.3.6 Suitable transitions between single-family and multi-family housing types shall be encouraged, in order to protect privacy and maintain compatibility. Design considerations may include setbacks, landscaping buffers, building orientation, and building massing.*
- 12.3.7 A concept plan should be prepared by a development proponent prior to any major development occurring in a Medium Density Residential Policy Area.*
- 12.3.8 The land use breakdown within each Medium Density Residential Policy Area should generally reflect the Single-Family focus land use split outlined in Section 10.3 (Scenario 4).*

12.4 Commercial Mixed Use Policy Areas

Intent

Commercial Mixed Use Policy Areas provide opportunities for commercial and community service uses. These centres are serviced by multi-modal transportation options and pedestrian connections. While the focus is commercial land use, multi-family residential and institutional developments are allowed.

Policies

- 12.4.1 Commercial developments shall be the predominant uses of land.*
- 12.4.2 Mixed-use developments, multi-family housing, and institutional uses are permitted in Commercial Mixed Use Policy Areas.*
- 12.4.3 Parking should be located behind or beside commercial, mixed-use, and multi-family developments along collector roads.*

12.4.4 Suitable buffers or transitions shall be provided between Commercial Mixed Use Policy Areas and any Residential Policy Area. Buffers or transitions may include setbacks, building massing, landscaping, or other mitigative measures.

12.4.5 Developments along Main Street [Rue Principale] should incorporate streetscaping considerations including landscaping, benches, lighting, and façade treatments.

12.5 Industrial Policy Areas

Intent

The intent of the Industrial Policy Area is to create a sustainable mix of business-related uses that provide jobs, goods, and services to the local and regional economies.

Policies

12.5.1 Industrial, office, and business-related development will be the predominant uses of land.

12.5.2 Flexibility in the size of proposed industrial lots should be allowed in order to accommodate the space requirements of respective users;

12.5.3 Developments should consider incorporating green technology such as green roofs;

12.5.4 Landscaping should be an integral part of the overall site design and should buffer adjacent uses; and

12.5.5 Principal facades of buildings visible from a public street should be constructed of good quality materials that extend along the front face of the building.

12.6 Parks and Open Space Policies

Intent

As outlined in the RM of Macdonald *Parks & Recreation Master Plan*, La Salle has ample recreation and parks facilities with approximately 25 acres of public park reserve, a 22-acre non-profit community centre and athletic field, and a private golf course. However, as the community grows there will be a need to acquire additional public reserve lands for both active recreational pursuits such as hockey, soccer, football, baseball and other athletic field uses as well as passive recreational uses including walking, river access, and cycling.

Policies

12.6.1 Parks and Open Space areas are appropriate in any land use policy area.

12.6.2 The location, size and configuration of the parks and open spaces will be determined at the development application stage.

- 12.6.3 *Subdivision designs should include provision for a continuous and integrated walking and cycling network that connects neighbourhoods and other community features such as naturalized lakes, parks and retained natural areas, wherever possible.*
- 12.6.4 *The naming of new parks should give consideration to local heritage, in consultation with relevant community groups.*
- 12.6.5 *The dedication of lands for parks and open spaces shall be in accordance with The Planning Act and the RM of Macdonald Parks & Recreation Master Plan.*
- 12.6.6 *Larger subdivisions along the La Salle River should include provisions for preserving strategic parcels of river frontage for public access, where appropriate.*
- 12.6.7 *An approximately 20-acre extension of the existing recreation centre lands should be considered during the development application stage, in order to accommodate additional athletic fields, and in the future, a major recreational facility (such as an arena).*

12.7 Walking and Cycling Network Policies

Intent

The walking and cycling network features a well-integrated system of sidewalks and pathways that provide opportunities for connectivity and leisure use. The network will complement the stormwater management system, enhancing connectivity between larger parks, natural areas, and areas of higher density.

Policies

- 12.7.1 *Subdivision designs within the community shall include provisions for pathways and sidewalks generally located within the walking and cycling network concept as outlined in **Figure 22**, which includes the following strategic crosswalks and connections:*
- Sidewalk along Main Street across the La Salle River
 - Crosswalk at 2nd Avenue and Main Street
 - Crosswalk at PR 247 and Vouriot Road
- 12.7.2 *Pathways and sidewalks should connect and/or provide access to parks, natural areas, and naturalized retention pond areas.*
- 12.7.3 *Developers are encouraged to install interpretive signage along trails to promote the importance of protecting natural areas or species, or signage related to trails within the community.*
- 12.7.4 *Local heritage should be considered in the naming of trails, in consultation with relevant community groups.*

12.7.5 *Pathway connections should be designed for easy and direct access to the Medium Density Residential Policy Areas and Commercial Mixed Use Policy Areas.*

12.7.6 *Bicycle parking should be provided at all new commercial and community services facilities as a means to encourage more bicycling.*



Figure 22: Conceptual Pathways Network

13 Recommendations

Based on the research and analysis summarized in this report, several recommendations were developed. These recommendations, if pursued in concert, will encourage and enable the development of La Salle into a community that fits the community vision.

13.1 Main Street

In small communities all over the Province, the main street is intricately tied to community identity. It serves as a meeting place, as a hub of activity, as the primary service centre, and as the main thoroughfare. During our discussions with stakeholders, landowners, and the community at-large, the project team heard loud and clear that La Salle's Rue Principale could serve that function if improved. With a building enhancement and streetscaping plan, as well as business and municipal promotional efforts, Rue Principale has the potential to attract more retail, office, community service, and related developments.

We recommend that the RM of Macdonald use various tools at its disposal to enhance the landscaping, streetscaping, and presence of La Salle's Main Street (Rue Principale). We also recommend that the RM of Macdonald retain a design firm in 2019 to create a Building Enhancement and Streetscaping Plan for Rue Principale. This design firm should work closely with the local businesses, municipal officials and the general public to ensure the plan reflects local values and realistic goals (i.e. Costco will not be setting up any time soon).

13.2 Public Consultation

Community opposition is often a major barrier to the development of new housing types. The opposition tends to be even more pronounced in communities where the predominant residential land use has been single-family homes. Residents who will be directly and indirectly impacted by new developments should be engaged from the outset of a project, which is why a public consultation and stakeholder engagement strategy is crucial.

The Municipality can encourage proponents of residential developments (whether single-family subdivisions with smaller lot sizes, duplexes, townhouses, or seniors' housing) to involve the community throughout their planning process, above and beyond the mandatory advertising of the public hearing. At the outset of the project, the developer should approach adjacent residents and those potentially impacted by the project in order to:

- Introduce the project and planning process;
- Understand potential impacts; and,

- Explain how input will be considered or addressed.

Stakeholders should feel that their input is genuinely valued, and should understand which aspects of a development are negotiable and which are not. Working collaboratively with the community can help build understanding, and many potential issues (e.g. traffic, privacy, parking, height, density) can be resolved in the early stages of a project.

We recommend that the RM of Macdonald develop and publish a Community Engagement Guide that focuses on residential projects, but that can also be used for any proposed land development project. Further, we recommend that a Planning Advisory Committee be established, comprised of a cross-section of municipal ratepayers to pre-screen and discuss major development proposals (particularly multi-family and other new residential development projects) prior to any formal public hearings being held.

13.3 Transparency and Signage

Often, new types of development (whether duplex, townhome, or seniors' apartments) can catch existing residents off guard. Homeowners want to protect their investment, and often worry that these types of development will affect their property values, reduce their privacy, and increase traffic locally. In dealing with development across the Capital Region, a comment often heard at public hearings is "I never knew this type of development would happen here!"

This is where openness and transparency are key. When land is re-designated or rezoned for future development, user-friendly and easy to read maps should be updated and made readily available to residents (and prospective residents). By clearly outlining exactly what types of development will or can occur will provide residents with clarity, and help decision making.

To address this issue, we are recommending that every major land development project provide a sign within the planned area that clearly identifies future land uses. The sign should comply with the following regulations:

- 1. The sign shall comply with the regulations of the Zoning District within which it is located.*
- 2. The sign shall show all of the proposed land uses, vehicular and pedestrian circulation (including sidewalks and pathways), stormwater management features, public reserves including parks and playgrounds, development phasing, and future connections to adjacent undeveloped lands.*
- 3. The sign shall be placed in such a way that it will not interfere with, obstruct the view of, or be confused with an authorized traffic signal, warning sign or other regulatory or*

informational device, and in no circumstances shall it be located within 3.05 m. (10.00 ft.) from the nearest part of any exit or entrance driveway.

4. *The sign is only allowed to be placed at the location of the land development project.*
5. *The sign shall be removed within thirty days of the last sale of any lots or buildings or at the discretion of the Designated Officer.*

13.4 Active Transportation – Connectivity

Over the course of our stakeholder engagement process, a common theme that emerged was the lack of connectivity in La Salle. Not just the lack of connectivity between areas (e.g. the areas to the north and south of the La Salle River, as well as Kingswood), but also between key destinations and amenities (e.g. the School, the recreation complex).

We recommend that the RM of Macdonald implement a variety of measures to promote connectivity in the community of La Salle, including:

- *Implement an active transportation plan for the community, which would outline potential connections and corridors to protect (as identified conceptually on **Figure 22**)*
- *Use land dedication on future subdivisions along the La Salle River to create access points, nodes, and linear pathways to and from these access points and nodes*
- *Require developers to install sidewalks/pathways/trails along all collector roads, as well as local streets that lead directly to community activity nodes (e.g. school, recreation complex)*
- *Work collaboratively with Manitoba Infrastructure to identify areas along Provincial Roads where pedestrian crossings would be appropriate.*
- *Install cross-walks at strategic locations, including:*
 - *Between La Salle Recreation Centre and Rocan (across PR 247) – Short-term*
 - *Between 2nd and 3rd Avenues (across Rue Principale) – Medium-term*
 - *At Vouriot Road and PR 247 (to access the pedestrian bridge) – Medium-term*
- *Consider instituting a modest levy (on a per-lot basis) to contribute to the cost of community-wide connectivity infrastructure improvements such as pathways and signalized pedestrian crossings. Developers would still be responsible for any local/internal improvements within their subdivisions.*

13.5 RM consideration of taking over Provincial Roads

One of the challenges to connectivity in La Salle has been the difficulty in crossing the Provincial Roads which run through the community. As PRs 247 and 330 both bisect the community, attempts to improve connectivity (e.g. reduce speed limits, improve streetscaping, and increase

pedestrian crossings) must be approved by the Province, and are not within the municipality's jurisdiction. Municipalities can apply to the Province to take over urban portions of Provincial Roads. The benefits to such a course of action include having jurisdiction over many of the items outlined above. However, municipalities must then also incur the added costs of maintenance and repair of these major roads.

We recommend that over the medium term, the RM of Macdonald explore the possibility of taking over responsibility for PRs 247 and 330 within the urban limits of La Salle, so as to:

- *Reduce speed limits;*
- *Prioritize and install pedestrian crossings;*
- *Improve streetscaping and landscaping; and,*
- *Implement access management controls.*

Further, we recommend that in the interim, the RM of Macdonald look to partner with the Province on a transportation study for the community of La Salle, which would identify improvements to be

13.6 Transitional Residential Zoning Provisions

Typically, residents prefer to see new developments adjacent to their properties that have lot sizes which are comparable to their lot sizes (particularly in terms of site width). However, with changing market conditions and the escalation of site servicing costs, generally lots are getting smaller.

In recognition of these diverse viewpoints, we are recommending that any new major subdivision directly adjacent to existing single-family homes should generally reflect the pattern of the development of that adjacent development.

13.7 Planning Committee Review – Town-home and Multi-family development

The Planning Act (Section 71(3)(e)) allows for municipalities to establish committees to approve design details. This is a way to engage the community in the planning process and provide an opportunity to consider developer proposed design details for multi-family housing without imposing municipal driven design standards.

We are recommending that once a development application has been received for any Multi-Family or Town-home developments and prior to any conditional use hearing, Council consider

establishing a committee to review and comment on the design details of any proposed developments including:

- *the building placement, façade treatment, building materials, and building entrances;*
- *the general site layout;*
- *the proposed building height;*
- *the proposed signage;*
- *the proposed landscaping plans;*
- *the proposed vehicular access and driveway locations;*
- *the proposed off-street parking location and circulation;*
- *the proposed loading standards; and,*
- *the relationship with adjacent developments in terms of privacy, architectural features, setbacks, vehicular and pedestrian access, and related matters.*

The Designated Officer will include in the Planning Report to Council, as part of the Conditional Use Application, comments and recommendations from the design committee. This design committee could either be appointed on a case-by-case basis or on a term basis (e.g. 2 years). It could be comprised of municipal staff, design professionals and the general public.

13.8 Landscaping Plans

Proper landscaping of new developments (such as multi-family sites or commercial projects) is an integral component of creating an attractive and well-planned development. This landscaping requirement should be part of the municipal zoning by-law.

We recommend that developers/applicants for any new developments within the Commercial, Industrial, and Residential Use Class Developments (excluding single-family and two-family developments) shall provide a landscaping plan. The landscaping plan shall describe all physical features, existing or proposed, including vegetation, berm contours, walls, fences, outdoor furniture and fixtures, surface utilities, and paving; and all shrubs and trees, whether existing or proposed, labelled by their common name, botanical name, and size.

13.9 Land Development Projects Adjacent to the La Salle River

A major physical feature within La Salle is the La Salle River. It should be an asset that benefits all of the community, while still recognizing that private landowners should have an opportunity to create river lots as well as back lots.

To deal with this matter, we are recommending that any new major land development project that is located adjacent to the La Salle River provide a minimum of fifteen (15%) percent of the

riverbank frontage as public reserve with a minimum site depth of approximately 150 feet (this concept is illustrated in **Figure 23**).



Figure 23: Land Dedication on the La Salle River

13.10 Payment of Money to Increase Residential Density

Section 150(h) of *The Planning Act* allows municipalities to require developers to pay them ten (10) percent of the increased value of the land when the site density for a residential project is increased as a result of a rezoning, variance, or conditional use. This recognizes that the increased residential density may mean additional costs for the community related to such matters as recreation facilities and programs.

We are recommending that a developer (as a condition of a development agreement related to a rezoning, variance or conditional use) pay to the municipality ten (10) percent of the increased value of the land for any proposed single-family, two-family or multi-family development.

13.11 Design standards

Several municipalities incorporate development standards, design standards, or design guidelines into their plan approval process. In some cases, these standards or guidelines are developer-imposed, and are incorporated into sales agreements with builders. Design standards and guidelines can cover a wide range of topics for residential developments, including:

- Separation

- Location and size of garages
- Building facades
- Buffering/setbacks
- Articulation/staggering
- Fencing
- Roof style
- Colour scheme
- Building materials
- Fenestration

Through design guidelines, the municipality (or developer) can ensure that new types of housing developments fit the character of the existing community and mitigate impacts on existing single-family homes.

We recommend that housing design standards/guidelines be developed and regulated either through the RM of Macdonald Zoning By-law (landscaping, separation, setbacks and fencing) or as part of the development agreement (building facades, roof style, colour scheme, and building materials) when dealing with subdivision, rezoning, conditional use, and variance applications.

13.12 Concept Plans

As noted in section 2.2.2, a concept plan is a general guide showing how an area may grow and develop in the future. A concept plan will typically provide information related to the future road network, lot structure, density and built form, parkland and open space, active transportation, municipal/private servicing (e.g. sewer, water, and land drainage), and other features (including ecologically significant areas, highway access, and existing buildings).

We recommend that prior to any major development taking place in any of the residential land use policy areas identified on the land use map (Figure 21), the landowner prepare a concept plan for the area. The concept plan should generally follow the land use breakdowns outlined in Section 10.2. This mix of lot sizes and housing types will allow La Salle to maintain its small-town feel, while providing for increased density, accommodating residents of various ages and incomes, and creating a more complete community.

APPENDIX A:

Community Workshop Findings

APPENDIX B:

Community Survey Findings