**THE RURAL MUNICIPALITY OF MACDONALD**

**BY-LAW NO. 15/19**

BEING A BY-LAW OF THE RURAL MUNICIPALITY OF MACDONALD to adopt a secondary plan for the purpose of providing overall objectives and policies to coordinate long range planning within the community of Oak Bluff.

WHEREAS *The Planning Act* enables the adoption of a secondary plan by-law;

AND WHEREAS it is deemed expedient and in the best interest of the Municipality to adopt a secondary plan to facilitate the long-term planning for the community of Oak Bluff;

NOW THEREFORE, THE COUNCIL OF THE RURAL MUNICIPALITY OF MACDONALD, in Council assembled, enacts as follows:

1. That the Secondary Plan attached hereto and marked as Schedule "A" is hereby adopted and shall be known as "The Oak Bluff Secondary Plan".

2. That this By-Law shall take effect on the date of third Reading.

DONE AND PASSED by the Council of the Rural Municipality of Macdonald, in Council duly assembled, at Sanford, Manitoba this 23rd day of June A.D., 2020.

**THE RURAL MUNICIPALITY OF MACDONALD**

*Original Signed by*

*"B. Erb"*
Brad Erb
Reeve

*"D. Hrehirchuk"*
Daryl Hrehirchuk, CMMA
Chief Administrative Officer

*Read a First time this 3rd day of December A.D., 2019*
*Read a Second time this 28th day of January A.D., 2020*
*Read a Third time this 23rd day of June A.D., 2020*




# OAK BLUFF SECONDARY PLAN

## RURAL MUNICIPALITY OF MACDONALD

# RM OF MACDONALD
# *OAK BLUFF SECONDARY PLAN*

**Prepared for:** The Rural Municipality of Macdonald

**Submitted by:** Landmark Planning & Design Inc.

March 30, 2020

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# 1.0 INTRODUCTION

## 1.1. Context

According to the 2016 Census, the community of Oak Bluff experienced unprecedented population growth and development over the past five years. Between the last two Census periods (2011 and 2016), the community's population has grown by approximately 80%, from 581 residents to 1,501 residents. In order to ensure that this continued growth proceeds in a sustainable and orderly fashion, a Secondary Plan is required as a policy and planning tool to help guide development.

## 1.2. Purpose of Plan

A Secondary Plan is a document created to guide the growth and development of communities. It includes objectives, policies and maps that illustrate and define how the community will grow in terms of major infrastructure, land-use, transportation facilities, and recreation spaces. It acts as the foundation upon which a community (Oak Bluff) will eventually grow.

The purpose of the Oak Bluff Secondary Plan (the "Plan") is to ensure that development and growth occurs in a logical, integrated manner, which will result in new neighbourhoods of high quality. The Plan is consistent with Macdonald-Ritchot Planning District Development Plan, as well as other policy direction from the RM of Macdonald.

## 1.3. Policy and Regulatory Framework

### 1.3.1. The Planning Act

Section 63(1) of *The Planning Act* makes provision for municipalities, like the RM of Macdonald, to adopt a Secondary Plan. A Secondary Plan is intended to deal with objectives and issues within a municipality, including any matters that:

- Are dealt with in a Development Plan By-law;
- Deal with subdivision, design, road patterns, building standards, or other land use and development matters; and,
- Relate to economic development or the enhancement (or protection) of heritage resources or sensitive lands.

Section 63(2) of The *Planning Act* prescribes that a Secondary Plan By-law must generally be consistent with the Development Plan By-law, while Section 63(3) notes that the adoption and hearing processes for a Secondary Plan are identical to those for a Zoning By-law.

### 1.3.2. Provincial Planning Regulation – Provincial Land Use Policies (PLUPs)

*The Provincial Planning Regulation* represents the Province's interest in land in the Province of Manitoba. Its Provincial Land Use Policies (or PLUPs) are a series of land use and planning policies that encourage compatibility, sustainability, long term vision, comprehensiveness, and public participation. They cover a wide range of planning related areas, including housing, transportation, agriculture, resources, and infrastructure, among others. The PLUPs are intended to guide Development Plan reviews, and Development Plans should be generally consistent with the PLUPs.

There are several key policy directions from the PLUPs that can inform development in communities such as Oak Bluff, including (but not limited to):

- "Planning for *urban centres* should provide for a variety of housing types, densities and affordability levels to accommodate a range of income levels, the ability to age in place and diverse market demands."
- "Bicycle paths and walkways being incorporated in existing built up areas and in the design of new developments."
- "Policy for *urban centres* in the *capital region* should promote the development of sustainable communities that offer employment, shopping and entertainment opportunities for residents."

### 1.3.3. The Macdonald-Ritchot 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 Oak Bluff in **Figure 1**). The Development Plan 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.

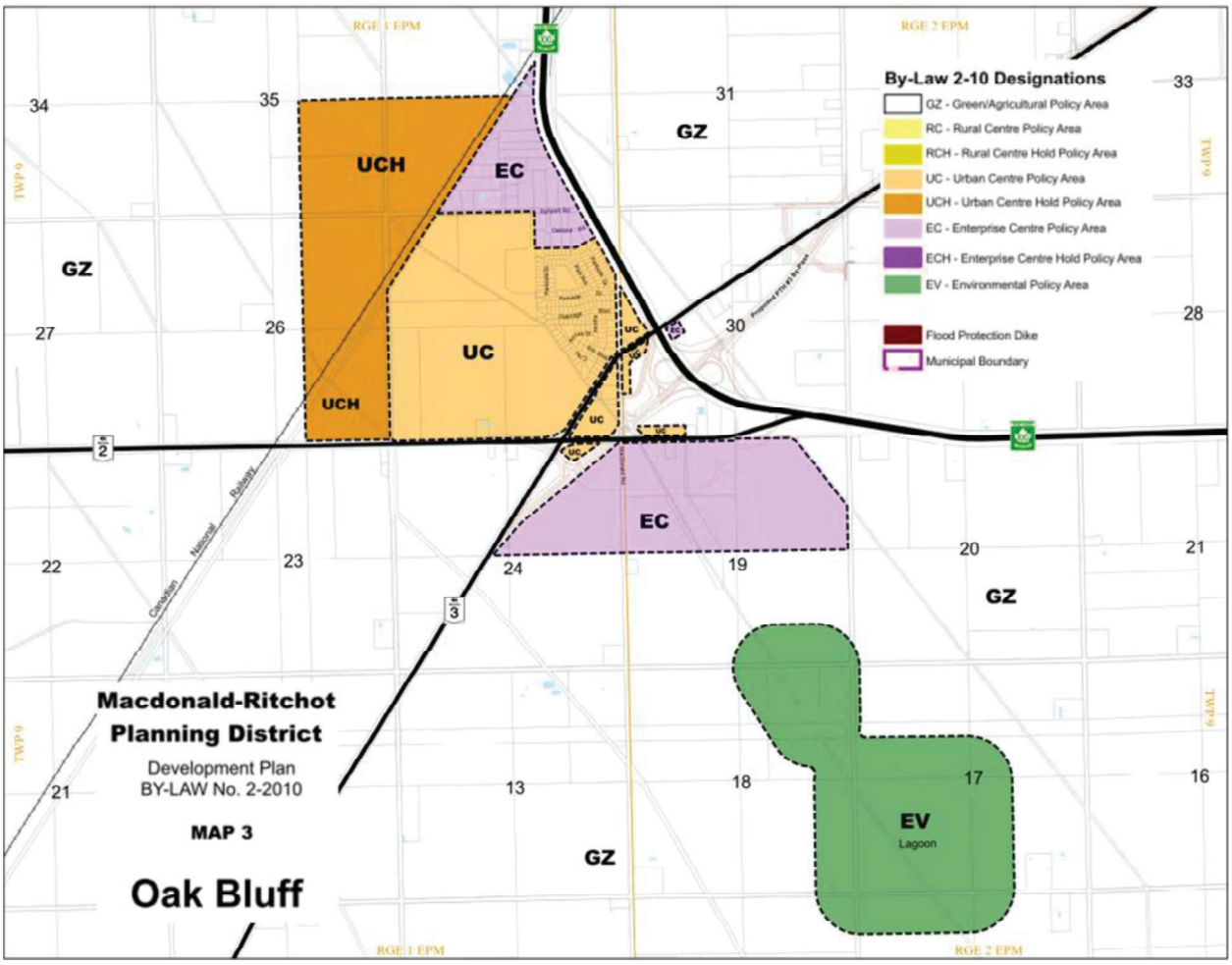



**Figure 1: Macdonald-Ritchot Development Plan – Oak Bluff Land Use Designations**

As a Secondary Plan must be generally consistent with the Development Plan, policy direction was taken from the Development Plan in order to guide the development of the Secondary Plan. Key objectives and policies from the Development Plan are as follows:

- "**Urban Centres** are intended to be the principal growth areas in the Planning District. They provide business and community services and facilities, and opportunities for single-family and multi-family residential development."
- **Enterprise Centres** "represent the Planning District's major commercial and industrial growth areas."
- "The use of setbacks and landscaping buffers should be encouraged to provide transition between varied uses such as commercial or multi-family residential development and single-family residential development."

- "Multi-unit condominium and apartment rental developments are expected to become an expanding segment of the District's residential inventory needs."
- "Multi-family development may include low rise townhouses, as well as seniors' residences with greater scale."
- "A strong 'Main Street' identity will be promoted by a) permitting a broad range of shopping opportunities for local residents and visitors along 'Main Street', and b) encouraging development of specialty retail shops serving residents of the broader economic region."
- "The 'Main Street' corridors in Urban Centres will be encouraged to develop as mixed use areas where commercial uses represent the prime land use type, yet multi-family developments are considered appropriate."

**Figure 1** provides an overview of the Development Plan's land use designations. The three designations most relevant to Oak Bluff include:

- **Urban Centre Policy Area (UC)**, which is intended to provide land for urban development, including residential, commercial, and institutional.
- **Enterprise Centre Policy Area (EC)**, which is intended to provide lands for industrial, employment, and other business development.
- **Urban Centre Hold Policy Area (UCH)**, which includes lands identified for future urban expansion.

### 1.3.4. The Macdonald Zoning By-law

While the Macdonald-Ritchot Planning District Development Plan provides the overall framework to guide future development, the RM of Macdonald Zoning By-law (updated in 2018) is used to implement the objectives and policies of the Development Plan. A Zoning By-law divides a community into various land use districts (e.g. residential, commercial, industrial, agricultural, etc.) and states in specific terms what land uses may be allowed and provides information such as standards for lot sizes, building heights and setbacks from streets. This is to ensure that specific types of land uses are located in appropriate areas and that the type of buildings or land uses on one property will not negatively affect surrounding properties. **Figure 2** shows current zoning for the community of Oak Bluff.

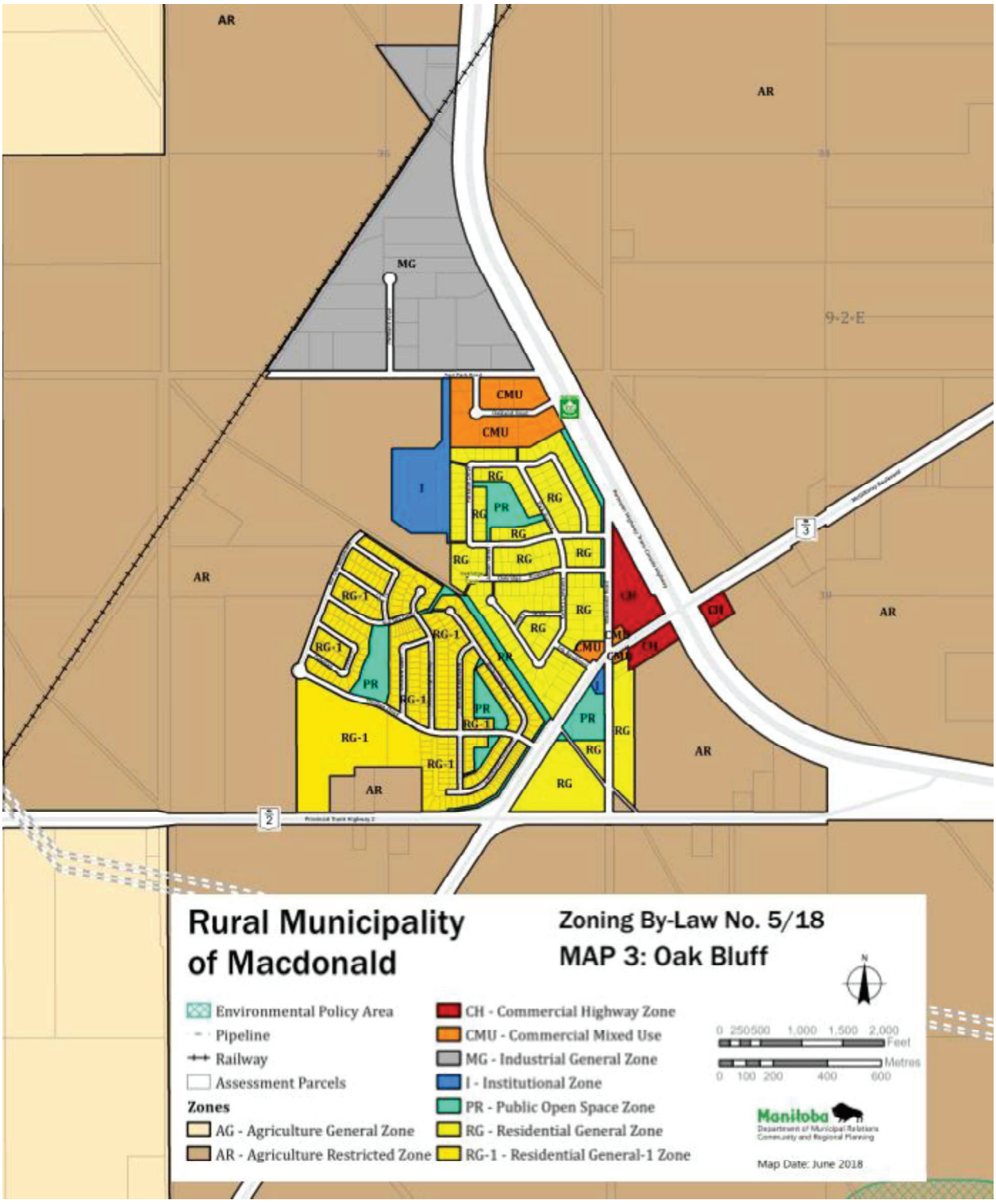



**Figure 2: Macdonald Zoning By-law – Oak Bluff Zoning Districts**

## 1.4. Planning Process

In April 2019, the RM of Macdonald retained Landmark Planning and Design Inc. to prepare a Secondary Plan for the community of Oak Bluff. Shortly after, a project initiation meeting with the Macdonald Council and Administration was held in order to review the Secondary Plan approach, identify key stakeholders, discuss planning and development issues/concerns, and set the strategic direction for the Secondary Plan.

As part of the planning process, the project team completed a background study in order to set the context and framework for the study. This background study addressed 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).

Stakeholder engagement and public consultation were also key components of the planning process, and particularly helpful in the establishment of a community vision. In June 2019, the project team held a community workshop, which was attended by approximately 70 Oak Bluff residents and stakeholders. In the Summer of 2019, the project team held stakeholder meetings with several key stakeholders, including landowners, developers, the recreation district, local school division, and provincial government staff. Finally, a community survey was launched in September of 2019, which provided further insights and feedback into the Secondary Planning process.

An overview of this process can be found in **Part 3**, while the complete results, including summaries of the stakeholder engagement and public consultation processes, can be found in a separate report entitled "Oak Bluff Secondary Plan – Background Study".

## 1.5. Interpretation

### 1.5.1. Policy

Where a statement of intent accompanies a policy or policies, it is provided for information purposes only and to enhance the understanding of the policy that follows.

Where the term "**shall**" is used in a policy, the policy is considered to be mandatory.

Where the term "**should**" is used in a policy, it is intended that the policy should be complied with. However, the policy may be deviated from in a specific situation where it is necessary to address unique circumstances or to allow an alternate means of satisfying the original intent of the policy.

Where the term "**may**" is used in a policy it is intended that the policy be used as a guideline or suggestion toward implementing the original intent of the policy.

Where a policy requires submission of studies, analysis or information, the exact requirements and timing of the studies, analysis or information will be determined at the development application stage.

General Policies, outlined in Part 4 of this Secondary Plan, are applicable to the entire Secondary Plan area, where applicable. The Land Use Policy Area policies, outlined in Part 5 of this Secondary Plan, are applicable only to the lands within those land use policy areas, as per the maps in Part 7.

### 1.5.2. Maps

The boundaries and locations of any symbols or areas shown on the maps attached to and forming part of this Plan (**Part 7**) are approximate only and are not intended to define exact locations and shall be interpreted as such, except where such symbol or area coincides with a known physical feature or a fixed boundary such as existing property lines or existing rights-of-way.

## 1.6. Administration

### 1.6.1. Adopting Plan

As noted in Section 1.3.1 of the Secondary Plan, Section 63(1) of *The Planning Act* makes provision for municipalities, like the RM of Macdonald, to adopt a Secondary Plan. The Secondary Plan By-law must be consistent with the Development Plan By-law, while the adoption and hearing processes for a Secondary Plan are identical to those for a Zoning By-law.

### 1.6.2. Monitoring/Reviewing Plan

The Secondary Plan should be reviewed on a regular basis, to ensure its consistency with not only the Development Plan, but Council direction, local and market conditions, and any other policy frameworks. The objectives, policies, and mapping for this Plan were adopted in 2020, and reflected the current background information, statistics, best practices, and stakeholder feedback at that time. In time, as the community continues to develop and influencing factors change, the Plan may need to be amended to reflect those changing conditions.

### 1.6.3. Amending Plan

As noted, periodically, there may be a need to amend the Secondary Plan to reflect current conditions, trends, and the regulatory framework. If amendments to the Secondary Plan's text or mapping are

proposed, they must be approved by Council in accordance to the amendment process outlined *in The Planning Act*.

# 2.0 BACKGROUND

## 2.1. Community Profile

The RM of Macdonald is one of the fastest growing communities in the Manitoba Capital Region[1]. Its proximity to the City of Winnipeg, affordable municipal taxes, low crime rate, and various community amenities make the municipality a desirable area to raise a family or operate a business. As highlighted in the Background Study, the community has grown quite significantly over the last twenty or so years. In particular, Oak Bluff has encountered a dramatic rise in new housing starts, beginning in 2012.

The designated area of Oak Bluff is generally bordered to the south by PTH No. 2, to the west by the CEMR Carman rail line, and to the east by the Perimeter Highway. PTH No. 3 currently bisects the community. The larger highway network provides access to the City of Winnipeg and La Salle to the east, the RM of Headingley to the north, Sanford and the Town of Carman to the south, and Starbuck and Elm Creek to the west.

Oak Bluff is currently primarily a residential community of large-lot, single family homes, but also features a significant industrial park in the north. Over the past 6 years, single-family lots have gotten smaller, while modest multi-family development (particularly townhomes) have been developed within new neighbourhoods.

## 2.2. Demographics

The population of Oak Bluff as of the 2016 Census is 1,051 residents. The community grew by 80.9% between 2011 and 2016, which is significantly higher than the previous census period – the vast majority of this growth took place in Oak Bluff West. Oak Bluff had a median age of 36.3 years in 2016, which was slightly lower than the RM of Macdonald (38.8 years), and the Provincial median age of 38.3 years. Oak Bluff tends to have a relatively balanced population in terms of age cohorts, and has a much higher percentage of young people (aged 15 to 25) than similar sized communities in the Capital Region. Oak Bluff does not have a large senior population, despite the regional and national trends of an ageing population. The vast majority of households in Oak Bluff are couples, with or without children. Finally, in

[1] The Manitoba Capital Region includes the City of Winnipeg and 15 surrounding municipalities (e.g. Headingley, East St. Paul, and Springfield).

terms of household size, the average was 3.2 people per household in 2016, which is significantly higher than the Provincial average of 2.5.

## 2.3. Socio Economics

In 2016, the median household income in Oak Bluff was just under $159,000, which is over double the provincial median household income (just over $68,000); this is very high in relation to nearby communities. The unemployment rate in the RM of Macdonald is typically lower than that of Manitoba and the Capital Region as a whole.

Employment data can be broken down by both occupation and industry. Regarding occupations, Macdonald showed a similar trend to the Winnipeg Census Metropolitan Area (CMA) overall, 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 The major industries in Macdonald (in terms of labour force participation) include Agriculture, Construction, Education, Health Care and Social Assistance, and Public Administration.

## 2.4. Housing

In 2016, Oak Bluff had a total of 325 dwellings, of which 95% were single-detached houses. Based on a 25% sample size, 100% of the homes in Oak Bluff are owner-occupied. Both the percentage of single-family homes and the percentage of owner-occupied units are on the high end in comparison to other capital region municipalities.

Between 2010 and 2018, the RM of Macdonald saw a total of 663 housing starts (for an average of 74 housing starts per year), ranking 5$^{th}$ overall in the Manitoba Capital Region. Multi-family housing as a percentage of total starts varies widely by municipality. At the high end are Winnipeg (57.1% of starts were multi-family), Ritchot (47.2% of starts were multi-family), Taché (39.7% of starts were multi-family), and Headingley (38.5% of starts were multi-family). On the low end are the RMs of Rosser, St. Francois Xavier, and West St. Paul, each without any multi-family starts during the period. Approximately 5.1% of housing starts between 2010 and 2018 were multi-family in the RM of Macdonald.

## 2.5. Population Projections

Based on recent growth statistics (Capital Region, RM of Macdonald, and community of Oak Bluff) and other factors (including current development projections), three growth scenarios were developed: **Low** (3% compounded yearly), **Medium** (4% compounded yearly), and **High** (5% compounded yearly) (as shown in Figure 3). The projections cover a 25-year period, from 2016 to 2041.

**Low Growth Scenario**: The low growth scenario is estimated at **3% per year**. As such, the community population would be projected to increase from 1,051 residents in 2016 to approximately 2,201 residents by the end of 2041, which is an annual increase of about 44 people.

**Moderate Growth Scenario**: Under this scenario, the population of Oak Bluff could grow to approximately 2,802 residents by the end of 2041. This represents a **4% annual growth rate** or an increase of approximately 67 people annually.

**High Growth Scenario**[2]: In the high growth scenario, the community of Oak Bluff could grow to approximately 3,559 residents by the end of 2041. This represents a **5% annual growth rate** or an increase of approximately 96 people annually (roughly 30 housing starts per year, on average). This high growth scenario is considered to be the most likely, and is the scenario used for the purposes of this Secondary Plan.

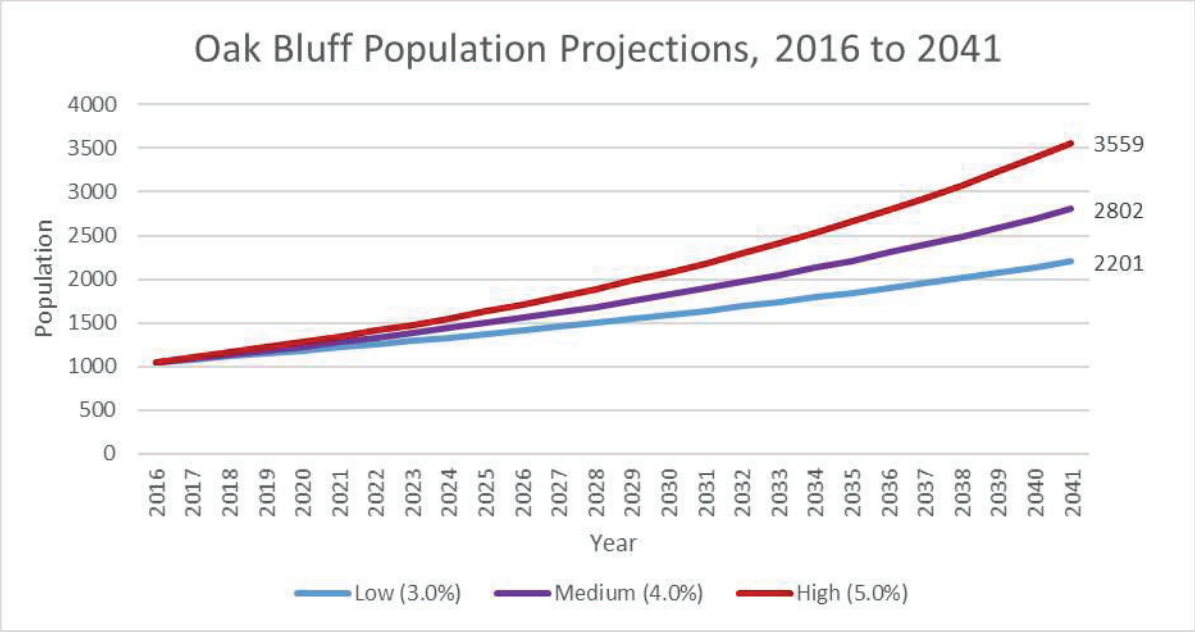



**Figure 3: Oak Bluff Population Projections – 25 years**

[2] It should be noted that even the High Growth Scenario is not as high as the growth percentage within the last Census period (which was roughly 12.5% annually, compounded). However, an annual growth rate in the double digits is generally unsustainable, particularly over a longer period and as the absolute population becomes larger.

## 2.6. Public and Stakeholder Engagement

### 2.6.1. Landowner/Developer Meetings

Landowners and developers play a key role in the growth of any community. As such, the engagement process included reaching out to those who will be involved in building Oak Bluff over the coming decades (a mix of landowners, developers and builders). 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 grow over the long term. A summary of those discussions is included in the Background Study. Key insights included the following:

- There's a desire to see a broader range of housing types and lot sizes
- There's a desire to provide additional recreational amenities and active transportation
- There are concerns with the current transportation network, but optimism that proposed changes will improve the community
- There's a sense that modest commercial would be welcome, but that there may not yet be demand to support it.

### 2.6.2. Stakeholder Meetings

As part of the engagement process, the project team organized and executed a series of meetings with key stakeholders in order to garner input into the Secondary Plan process. These stakeholders included representatives from the Province of Manitoba, the local school division, the recreation district, the recreation club, and others. A summary of their input, insights, and suggestions is included in the Background Study. Key insights included the following:

- There's a need to consider school expansion
- There's a lack of early years child care
- There's a need for a larger park, and more sports fields
- There's a need for playgrounds
- There's a desire to provide opportunities for residents to age in place; however, there are challenges to achieving this
- There are challenges with connectivity, particularly crossing PTH 3.

### 2.6.3. Community Workshop #1

In June 2019, the project team held a community workshop, which was attended by approximately 70 Oak Bluff residents. Residents were asked to provide input into a variety of Secondary Plan related topics, including housing, transportation, connectivity, compatibility, and more. The feedback from this workshop, as well as a subsequent online survey, helped the project team develop the community vision, goals, objectives, and ultimately policies of this Secondary Plan. Key insights included the following:

- Improvements to the transportation network should be a priority
- Connectivity between areas is key
- More services and amenities would be welcome, including more parks and pathways
- Many like the community as it is currently, and would like to maintain the status quo
- Some wanted to see opportunities for different types of housing, including seniors' housing
- Increased opportunities for recreation would be welcome.

### 2.6.4. 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 Oak Bluff in September 2019. The survey closed at the end of October 2019. Of those roughly 325 households, the project team received 55 responses, a response rate of over 16%. The majority of respondents have lived in Oak Bluff for 5 years or less, while most moved to Oak Bluff from Winnipeg. Key insights from the survey, which can be found in detail in the Background Study, included the following:

- There's a need for more walking trails, parks, and recreational amenities
- There's a need for local scale commercial development
- There are many concerns regarding the transportation system, including industrial/construction traffic and the intersection of PTH 3 and PTH 100
- There's an appreciation for the small-town feel
- There's a desire to maintain the large-lot, single-family character of Oak Bluff, with opportunities for limited low-density multi-family development
- There's a need for seniors' housing.

### 2.6.5. Public Open House (Community Meeting #2)

A Public Open House for the draft secondary plan was held for Oak Bluff residents and stakeholders on the evening of December 4, 2019 at the Oak Bluff Recreation Club (in the Hall). The goals of the workshop were to:

- Confirm the community vision;
- Present the results of the background study;
- Share the feedback from both the community workshop and survey;
- Provide an overview of the Secondary Plan's goals, objectives and policies;
- Introduce the proposed land use policy area mapping; and.
- Receive further input and insights from the community.

The open house was advertised on the RM webpage and through a postal drop to every residence in Oak Bluff. The drop-in format event featured a series of display boards posted around the hall, which provided details regarding background information, planning context, and draft secondary plan objectives, policies, and maps. The public open house was well attended, with over 40 participants in total (including some members from the RM Council and administration).

Participants were asked to fill out a comment sheet, which included a series of questions on the following:

- Where they lived
- Whether they understood the planning process taking place
- Whether they supported the intent and policy direction of the 7 land use areas
- Whether they supported the Secondary Plan's objectives and community vision overall
- Whether they had any comments or concerns as to how their property was designated
- Whether they found the open house helpful

The hard copies of the comment sheets were later compiled by the project team, the results of which are summarized in the Background Study.

# 3.0 GOALS AND OBJECTIVES

## 3.1. Community Vision

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

*Oak Bluff is a community that has many assets, including proximity to a large urban centre, a small-town feel, and thriving industry.*

*As Oak Bluff continues to grow, residents would like to preserve the community's small-town feel and rural character, emphasizing that the lifestyle is different than that of Winnipeg. In terms of housing, Oak Bluff residents would like to see the community maintain it's large lot, single-family dwelling character. Residents also value the high-quality design standards that make homes stand out. The community would like to grow in a way that makes it accessible to people of various ages, including seniors. 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.). 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.*

*The community of Oak Bluff would like to enhance the connectivity of the community, through pathways, sidewalks, and active transportation links that are accessible and maintained year-round. These linkages will connect residents in different neighbourhoods to local amenities, including the school, recreation facilities, and the Main Street area. Eventually, the individual pathways will be linked as part of a larger network, and perhaps connect externally to the Grand Trunk Trail and Fort Whyte Alive.*

*Due to its location at the intersection of three Provincial Trunk Highways, there have been challenges with regards to the transportation network. Residents would like to see highways re-aligned away from the community's heart, industrial and construction traffic re-routed, and traffic calming at the local level.*

*Residents also emphasize the need for more parks, both large and small. There is a desire for a mix of passive and active recreation opportunities, and the maintenance of existing amenities is key. Residents want to see more trees planted to provide shelter, privacy, and buffering. Finally, residents would like to see a fire hall built within the community as it continues to grow.*

## 3.2. Overall Goals and Objectives

Based on 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 and goals have been developed. These objectives and goals provide a framework for the policies of the Oak Bluff Secondary Plan.

### 3.2.1. 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:

- Accommodating a variety of lot sizes throughout the community; and
- Focusing primarily on single-family housing, while providing opportunities for two-family housing, townhomes, and modest multi-family developments, as well as secondary suites, where appropriate.

### 3.2.2. Objective 2: Commercial

Provide residents with opportunities for employment and access to modest retail and services, while taking into consideration the fact that proximity to Winnipeg will limit the type of commercial development that will take place in Oak Bluff. This will be achieved by:

- Ensuring that a modest amount of land is available for commercial development within the community, concentrated along a new Main Street; and
- Allowing for Highway Commercial opportunities, to take advantage of the strategic intersection of PTH 3 and PTH 100.

### 3.2.3. Objective 3: Industrial

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

- Allowing a range of industrial land uses, including transportation, distribution, warehousing, manufacturing, and agro-industrial, among others;
- Ensuring that industrial operations are compatible with surrounding land uses, and are not a burden to the local transportation network; and,
- Working with and respecting adjacent development in terms of connectivity, compatibility, and infrastructure servicing.

### 3.2.4. 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;
- Directing uses which regularly generate higher levels of traffic to major transportation routes and/or thoroughfares; and
- Providing opportunities for multi-family housing to develop in proximity to amenities and transportation corridors.

### 3.2.5. Objective 5: Transportation

Develop a safe, convenient and functional community-wide multi-modal 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 Oak Bluff; and,
- Providing an integrated walking and cycling pathway network that connects pedestrians and cyclists with recreational and leisure amenities and destinations.

### 3.2.6. Objective 6: Infrastructure and Servicing

Support development efficiently with a 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 to Oak Bluff; and,
- Requiring development of new areas to be supported by engineering studies and analysis to ensure optimal and efficient design solutions are implemented.

### 3.2.7. 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, reduce long-term maintenance, improve connections to recreation, and are aesthetically pleasing;
- Optimizing road and active transportation infrastructure investment; and,
- Providing a development pattern that encourages walking and cycling.

### 3.2.8. Objective 8: Parks and Recreation

Provide sufficiently sized, configured and distributed passive and active recreational opportunities for residents of Oak Bluff by:

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

### 3.2.9. Objective 9: Pathways

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

- Providing safe and accessible parks and open spaces within reasonable walking distance of a majority of dwellings;
- Providing off-street pedestrian and cycling routes which travel through park spaces and alongside naturalized retention ponds; and
- Creating a walking and cycling network that:
    - Connects residential areas to parks, commercial areas and other amenities throughout the neighbourhood; and,
    - Provides off-street routes which take advantage of naturalized retention ponds, as well as active and passive parks.

### 3.2.10. Objective 10: Institutional

Ensure that as Oak Bluff continues to grow, there is a broad range of institutional uses that support various age cohorts of the population and allow for the creation of a more complete community. This will be achieved by:

- Considering school capacity and expansion as new residential developments are proposed;
- Encouraging the development of childcare facilities within the community; and,
- Ensuring that any seniors housing development be accompanied by considerations such as transportation, medical facilities, and accessibility.

### 3.2.11. Objective 11: 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 CEMR Carman 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

# 4.0 POLICIES

The Policies in Section 4 are generally applicable to all lands within the Secondary Plan, regardless of the specific Land Use Policy Area. These policies are based on the general direction of the Macdonald-Ritchot Planning District Development Plan, the objectives and goals of Section 3, input from residents, stakeholders, and the RM, and best practice from a planning perspective.

## 4.1. Parks, Open Space, and Recreation

**Intent**

Parks and Open Space areas provide for the dedication of parkland and the preservation of high-quality natural areas in order to meet the active and passive recreational needs of the community and contribute to the health and well-being of residents. Pathways are intended to complement the naturalized retention pond system as well as to provide linkages between neighbourhood parks. High quality natural areas may be considered for dedication as part of the development approvals process.

**Active Recreation** refers to outdoor activities requiring physical exertion, such as sports, or playground activity. Active recreation uses include sports fields, courts, and playground equipment.

**Passive Recreation** refers to outdoor leisure activities (such as nature observation, walking, and picnicking) in which the participant interacts minimally with the physical environment and/or facilities. Passive recreation uses typically include forests, natural areas, trails, and linear parks along retention ponds.

**Policies**

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

4.1.2. The location, size and configuration of the parks and open spaces will be determined at the Development Application stage.

4.1.3. To balance the provision of parks and open space, a minimum of 30% of the park area shall be allocated to active use and a minimum of 30% of the park area shall be allocated to passive use, or as per the direction of the *RM of Macdonald Recreation & Parks Master Plan*.

4.1.4. The preservation of high quality existing natural areas for parkland dedication purposes shall be considered.

4.1.5. All retention ponds will allow for limited public access.

4.1.6. Recreational and educational sites should be co-located where possible.

4.1.7. The naming of new parks within Oak Bluff should give consideration to local heritage, in consultation with relevant community groups.

4.1.8. 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.

4.1.9. The dedication of lands (up to 10%) for parks and open spaces shall be in accordance with *The Planning Act* and the *RM of Macdonald Recreation Parks & Master Plan*.

4.1.10. The development of new parks and open spaces should be accompanied by a proportional increase in the parks maintenance budget, to ensure that parks are maintained (e.g. weed control) and enhanced.

4.1.11. The development of pocket parks, tot lots, and playgrounds shall be encouraged in large, multi-lot subdivisions, and should be connected to the active transportation networks through either pathways or sidewalks.

4.1.12. As Oak Bluff continues to grow, the RM should ensure that at least one larger park (e.g. 5 to 10 acres) be developed, in order to accommodate sports fields, sports courts, or other active recreational amenities (or at the direction of the *RM of Macdonald Recreation & Parks Master Plan*).

4.1.13. Public garbage and recycling receptacles should be installed and maintained at key park and recreation nodes (e.g. where a well-used pathway and park intersect).

## 4.2. Sustainable Development and Environment

**Intent**

Over the past several years, sustainable development and environmental protection have become more prominent priorities from a planning and land use perspective. As land use planning can have a profound impact on the environment, the following policies are intended to promote sustainable development and protect the environment in the community of Oak Bluff.

**Policies**

4.2.1. Naturalize retention ponds, where feasible, in order to enhance water quality and provide habitat for local species.

4.2.2. Encourage walking and cycling through the development of an active transportation network.

4.2.3. Consider incorporating green technology into the design of buildings, including items such as geo-thermal heating/cooling and green roofs.

4.2.4. The planting of trees shall be encouraged on both public and private lands within the community.

## 4.3. Active Transportation

**Intent**

The walking and cycling network should feature a well-integrated system of sidewalks and pathways that provide opportunities for passive and recreational use. The network will complement the stormwater management system, enhancing connectivity between larger parks, natural areas, and areas of higher density. The policies in this section will enable the development of Oak Bluff as a pedestrian and cyclist-friendly community. The walking and cycling network will promote connectivity both within the community, and to external community destinations.

**Policies**

4.3.1. Subdivision designs within Oak Bluff shall include provisions for pathways and sidewalks, in order to ensure the eventual development of an active transportation network.

4.3.2. Naturalized retention ponds should include a pathway along one side of the water area.

4.3.3. Any trail development within natural areas should be constructed in such a manner that minimizes impact to natural features while providing an interesting and scenic route.

4.3.4. Pathways should accommodate the shared use of a variety of active transportation modes, including walking and cycling.

4.3.5. Local heritage should be considered in the naming of trails, in consultation with relevant community groups.

4.3.6. Continuity should be a key consideration in the development of the active transportation network, to ensure that pathways connect key amenities (e.g. Oak Bluff Community School, Oak Bluff Recreation Club, parks, and other pathways).

4.3.7. Active transportation pathways should generally be paved (with asphalt), in order to allow for accessibility and encourage year-round usage.

4.3.8. Active transportation pathways should be maintained year-round.

4.3.9. At least one pedestrian crossing of PTH #3 should be pursued, in consultation with Manitoba Infrastructure, generally in the vicinity of the Oak Bluff Recreation Club.

4.3.10. An active transportation pathway along PTH #3 should be pursued, in consultation with Manitoba Infrastructure.

4.3.11. Local streets shall be shared by motorized vehicles, cyclists, and pedestrians. While sidewalks are not required on these streets, they should be considered in strategic locations, including those that provide direct connections to school sites, major pathways, and other community amenities.

4.3.12. Pathways and sidewalks should connect and/or provide access to parks, natural areas, and naturalized retention pond areas.

4.3.13. Pathway connections should be designed for easy and direct access to the Main Street Mixed-Use Policy Area.

4.3.14. As regulated by the zoning by-law, bicycle parking should be provided at all new commercial and community services facilities as a means to encourage cycling.

4.3.15. The conversion of the drainage ditch separating Oak Bluff Estates and Oak Bluff West to an active transportation pathway should be undertaken.

4.3.16. Long-term pathway connections to Fort Whyte Alive and the Grand Trunk Trail should be considered and planned for.

4.3.17. The grading of pathways should be reviewed by the RM, to mitigate the impacts of ponding (and ice build-up) on the pathways.

4.3.18. Lighting should be considered in the design of active transportation pathways, while recognizing the need to mitigate light trespass and protect privacy.

4.3.19. Subdivision designs within the community shall include provisions for long term pathway and sidewalk connections.

## 4.4. Transportation

**Intent**

Oak Bluff is relatively unique in that it is bounded or bisected by three Provincial Trunk Highways (PTH 2, PTH 3, and PTH 100). There are other challenges related to transportation, including recent changes to industrial access, the lack of connectivity between neighbourhoods, and the nature of the intersection of PTH 3 and PTH 100. The purpose of these transportation policies is to provide for a road network that is functional, safe and efficient.

**Policies**

4.4.1. The eventual relocation and re-routing of PTH 3 to the south of the existing community shall be encouraged and supported, as per Manitoba Infrastructure's long-term plan (see **Map 1 – Transportation**).

4.4.2. Efforts shall be made to ensure that industrial traffic utilizes the service road network, and avoids utilizing local residential streets; eventually, most industrial traffic (from the industrial lands located to the north of Agri Park Road) should head north towards Wilkes Avenue.

4.4.3. On local residential streets, parking shall be limited to one side of the road only.

4.4.4. After the Province's South Perimeter Highway Design Study is concluded, the RM of Macdonald should initiate a corridor study for PTH 3 (between PTH 2 and PTH 100). The study should consider, and include recommendations on, items such as:

a) Active Transportation

b) Streetscaping

c) Speed Limits

d) Signage

e) Turning Lanes

f) Acceleration and Deceleration Lanes

4.4.5. Traffic calming measures (such as speed tables and crosswalks) should be considered at key crossings of residential collector streets.

4.4.6. The routing of construction traffic should be carefully considered, in order to ensure that its impacts on existing residents is minimized.

4.4.7. Connectivity between existing and new residential subdivisions should be a priority, to ensure that Oak Bluff grows as a fully integrated and connected community.

## 4.5. Infrastructure and Servicing

**Intent**

The purpose of the policies in this section is to ensure that adequate utility and servicing infrastructure is provided to serve development throughout Oak Bluff, in accordance with the RM of Macdonald's standards and specifications. All new development within Oak Bluff will be fully serviced with piped municipal infrastructure (water, wastewater sewer, and land drainage) as well as shallow utilities (gas, electrical, telecommunications). Utility alignments and necessary agreements will be identified at the development application stage.

**Policies**

4.5.1. All new development within Oak Bluff shall generally be serviced by municipal water, municipal sewer, and piped land drainage, as well as shallow utilities such as gas, electricity, and telecommunications.

4.5.2. Cost sharing or pay-backs shall be considered in cases where development proponents front-end or over-size servicing infrastructure that directly benefit future development proponents.

4.5.3. The RM of Macdonald should consider studying whether or not municipal garbage pick-up should be pursued.

## 4.6. Limited Agriculture

**Intent**

Agriculture is the key economic driver of the RM of Macdonald, and a fundemental component of the Oak Bluff Area. While the focus of the Secondary Plan is the lands designated for future urban development, it is important to note that much of these lands are still zoned Agriculture Restricted in the meantime. The following policies are intended to protect and enhance the agricultural lands adjacent to the developed portions of Oak Bluff, until such a time that those lands are required for urban development.

**Policies**

4.6.1. Protect farming and agricultural operations in the areas surrounding Oak Bluff by carefully managing the interface between agricultural land and new development. Tools may include buffers, separation distances, landscaping, and use restrictions within the Zoning By-law.

4.6.2. Subject to meeting zoning regulations, existing agricultural land uses within the Secondary Plan Area shall be allowed to continue as interim land uses pending a transition to urban development.

4.6.3. In Secondary Plan areas, no new livestock operations shall be approved.

4.6.4. In Secondary Plan areas, no existing livestock operations shall be allowed to be expanded.

## 4.7. Schools

**Intent**

As the community of Oak Bluff grows and the student population increases, an addition to Oak Bluff Community School may be needed, or in the longer term, a new school site may be required to meet future educational needs. The policies in this section will guide the site selection process to ensure that

any proposed school site is easily and safely accessible by students and other neighbourhood users. The intent of the school siting policies is:

- To ensure that the Red River Valley School Division's needs are considered in the planning process;
- To ensure that the community's educational needs are met; and,
- To ensure that any school site is located where it is safely accessible by multiple transportation modes.

**Policies**

4.7.1. Schools are appropriate in all land use policy areas except for the Employment and Highway Commercial Land Use Policy Areas.

4.7.2. Recreational and educational sites should be co-located where possible.

4.7.3. A school site selected for an elementary school (that should include daycare facilities) shall be of a size consistent with any required provincial legislation or Red River Valley School Division policy.

4.7.4. A school site shall have frontage on two streets (with at least one being a collector) in order to facilitate safe pick-up and drop-off zones, a school bus loop, and staff and visitor parking.

4.7.5. A school site location and its site plan design should be compatible with adjacent and nearby land uses.

4.7.6. A school site should be well-connected to the walking and cycling network.

# 5.0 LAND USE POLICY AREAS

The land use concept for Oak Bluff is shown in on **Map 2 – Land Use Policy Areas**. This concept consists of a series of Land Use Policy Areas that define the future land use pattern of Oak Bluff. This section provides general policy direction for each of the defined Land Use Policy Areas represented on **Map 2**.

The boundaries of each Land Use Policy Area shown on the Land Use Policy Area Map are meant to serve as guidelines. Situations may arise that will necessitate a degree of flexibility in the precise determination of these boundaries, provided that the locational intent of these boundaries is not compromised. The Land Use Policy Area Map provides details on the types of development allowed in each Land Use Policy Area. As per *The Planning Act*, development within the Secondary Plan areas should generally be consistent with the policies of the Development Plan.

## 5.1. Large Lot Residential (Existing – Oak Bluff Estates)

**Intent**

The intent of the Large Lot Residential Policy Areas is to maintain mature neighbourhoods in Oak Bluff (particularly Oak Bluff Estates) as primarily large lot single-family enclaves.

**Policies**

5.1.1. Low density single-family residences shall be the predominant land use.

5.1.2. Lot widths shall generally be a minimum of 100 feet wide.

5.1.3. 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.

5.1.4. Secondary suites may be established where appropriate, in accordance with the Zoning By-law.

## 5.2. Low Density Residential Neighbourhood

**Intent**

Low Density Residential Policy Areas provide opportunities for a range of lower density residential development types. While single-family housing is the primary land use, low density attached 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**

5.2.1. Single-family dwellings shall be the predominant use of land.

5.2.2. Limited two-family dwellings and ground-oriented attached units are to be considered, where appropriate.

5.2.3. A minimum of 95% of the area is devoted to single family homes at a maximum gross density of 3 lots per gross acre, while up to 5% may be allocated towards low density multi-family housing with a maximum gross density of 8 units per gross acre.

5.2.4. 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.

5.2.5. Secondary suites may be established where appropriate, in accordance with the Zoning By-law.

5.2.6. 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.

## 5.3. Mixed Residential Neighbourhood

**Intent**

Mixed Residential Neighbourhood Policy Areas are characterized as primarily single-family residential areas that include a mix of single-family lots sizes, but also allow for two-family homes and ground-oriented townhouses. Limited medium density multi-family developments may also be permitted, where appropriate, provided they are generally located along collector roads or next to higher intensity land uses (e.g. commercial or industrial). Mixed Residential Neighbourhood Policy Areas offer housing types attractive to a wide range of residents. They are well-connected to services and recreational amenities, and offer opportunities for limited, neighbourhood-scale commercial uses.

**Policies**

5.3.1. Single family dwellings, on lots of varying sizes, shall be the predominant land use.

5.3.2. A mix of two-family dwellings and townhouses will be allowed, where carefully planned and strategically placed, in part to enable ageing in place.

5.3.3. 70% of the area is devoted to single family homes at lot sizes comparable to current 2019 standards (3 lots per acre, 70 foot lots), 25% for smaller single-family lots (5 lots per acre, 55 foot wide lots), and 5% for low density multi-family of up to 15 units per acre.

5.3.4. New neighbourhoods shall be designed with an integrated network of sidewalks, pathways, trials, and greenspace areas.

5.3.5. A concept plan should be prepared by a development proponent prior to any major development occurring in a Mixed Residential Neighbourhood Policy Area.

5.3.6. Smaller lots should generally be a minimum of 55 feet wide, while larger lots should generally be a minimum of 70 feet wide, as regulated by the zoning by-law.

5.3.7. Lot widths for ground-oriented multi-family (e.g. semi-detached and townhomes) shall generally be a minimum of 30 feet wide or as regulated in a planned unit development proposal (which shall not increase the overall density of development as determined by council).

5.3.8. Suitable transitions between single-family and multi-family housing types shall be enforced, in order to protect privacy and maintain compatibility. Design considerations may include setbacks, landscaping buffers, building orientation, and building massing.

5.3.9. Any low-density multi-family housing shall require a rezoning or conditional use order and a public hearing.

5.3.10. Townhouses shall generally not exceed 2 storeys in height.

5.3.11. Multi-family buildings (other than townhouses) shall generally not exceed 3 storeys in height and shall only be considered in appropriate areas (e.g. along collector roads, at major intersections, and adjacent to higher intensity Land Use Policy Areas).

5.3.12. Seniors housing should be encouraged, and co-located where possible near amenities such as recreational facilities, commercial development, and the active transportation network.

5.3.13. Secondary suites may be established where appropriate, in accordance with the Zoning By-law.

5.3.14. Parks and open spaces may be and sized to meet active and passive recreational needs of residents and visitors.

5.3.15. Institutional uses of a local scale (such as a childcare centre) may be allowed as primary uses, where appropriate.

5.3.16. Industrial uses shall not be permitted.

5.3.17. Limited, neighbourhood scale commercial uses may be considered at major collector road intersections.

5.3.18. Residential, and other uses that may be sensitive to nearby rail operations shall incorporate mitigation measures to appropriately buffer these uses from the CEMR Carman Rail Subdivision (e.g. setbacks, berming, and/or fencing).

## 5.4. Long Term Urban

**Intent**

The intent of the Long-Term Urban Policy Areas is to protect land for future urban expansion from incompatible land uses and to provide policy direction for the future development of these lands. When a development application comes forward within this area, both a Development Plan amendment and Secondary Plan amendment will be required in order to designate and sub-designate the subject lands to an appropriate land use designation and land use policy area.

**Policies**

5.4.1. Limited agricultural land uses shall be allowed as per the zoning regulations in areas identified for future urban expansion in the Development Plan, and as per the policies of **Section 4.6** of this Plan.

5.4.2. Land uses and/or buildings that may prohibit or restrict the eventual development of these lands for urban uses should be prohibited.

5.4.3. Prior to these lands being developed for urban uses, a development plan amendment will be required (lands should be re-designated to either Urban Centre or Enterprise Centre).

5.4.4. Accompanying the development plan amendment will be a Secondary Plan amendment to sub-designate the subject lands to the appropriate Land Use Policy Area. It is anticipated that most of these lands will be developed as a Mixed Residential Neighbourhood with the exception of the triangular piece of property immediately west of the Agri Park Road Industrial Park which could either be developed as a Mixed Residential Neighbourhood (subject to berming, development setbacks, and a supply and demand analysis) or an Employment area.

## 5.5. Main Street Mixed-Use

**Intent**

Main Street Mixed-Use Policy Areas provide opportunities for commercial uses as well as low to medium density residential uses. While the focus is commercial land use, low/medium density residential and institutional developments are allowed. Development shall be designed to create a sense of place and promote a “Main Street” feel and character.

**Policies**

5.5.1. Establish a mixed-use node in the centre of the community, along existing PTH #3.

5.5.2. Commercial, mixed-use, and multi-family developments shall be the predominant uses of land.

5.5.3. The Main Street Mixed-Use Area shall accommodate a variety of low to medium intensity commercial uses such as restaurants, general retail, medical, and personal service uses subject to compliance with the standards of the Zoning By-law.

5.5.4. Frontage along PTH #3 should generally be either commercial or institutional uses.

5.5.5. Existing residential uses within the Main Street Mixed-Use area shall be recognized and respected and new development should be designed in a manner that allows both old and new to co-exist.

5.5.6. Urban design standards shall be encouraged within the Main Street Mixed-Use area for commercial properties, and deal with features such as:

- Parking
- Façade materials
- Windows
- Signage

5.5.7. New multi-family residential developments shall generally comply with the following standards:

- A mix of product designs as well as colour applications are required to avoid a fortress type view and create a pleasing streetscape.
- Townhouses should not contain more than six multi-family units in a row.
- Buildings should avoid unfinished, blank looking elevations along public frontages through the use of windows, doors, and other elevational features, as well as landscaping.
- Exterior materials may include brick, vertical or horizontal wood or equivalent siding, stucco, stone, cultured stone, hardie board (or cement board), and combinations of these materials; vinyl siding may be allowed on the second and above storeys of multi-family buildings.
- High quality fencing shall be installed along the perimeter of each multi-family development and will be coordinated with the multi-family home design in terms of materials and finishes.
- Each multi-family development application is required to include a detailed landscape plan prepared by a registered professional landscape architect.

5.5.8. Development should be designed to be pedestrian friendly with active frontages that are universally accessible.

5.5.9. Development within the Main Street Mixed-Use Area shall provide safe routes for pedestrians between building entrances and parking areas.

5.5.10. Institutional uses such as religious assemblies, child-care centres, and government buildings are allowed in Main Street Mixed-Use Policy Areas.

5.5.11. Suitable buffers or transitions shall be provided between Main Street Mixed-Use and residential areas, in accordance with the Zoning By-law. Buffers or transitions may include setbacks, building massing, landscaping, or other mitigative measures.

5.5.12. Multi-Family buildings shall be developed in a manner that is compatible with surrounding uses, be of a size and scale that is consistent with the surrounding area character, and shall be of a height that does not exceed fire-fighting limitations (currently 3 storeys).

5.5.13. Development within the Main Street Mixed-Use Areas shall minimize vehicular traffic infiltration onto local streets.

5.5.14. A concept plan may be required by Council where larger developments are proposed within the Main Street Mixed-Use areas, to deal with matters such as subdivision design, design standards, road patterns, building standards, and other land use related factors.

5.5.15. New commercial developments within the Main Street Mixed-Use Areas should be designed to encourage safe pedestrian movements linking shopping, parking and community nodes.

5.5.16. When considering proposed commercial, residential and institutional developments in the Main Street Mixed-Use area, Council should consider the following criteria:

a) Local impacts regarding building scale, street relationships, pedestrian safety, and traffic volumes and movement.
b) The adequacy of lighting, parking, universal access, and noise attenuation.
c) The cost and feasibility of providing municipal services.
d) The protection or enhancement of existing treed and natural areas.
e) The use of transition space, including berms, walls, fencing, landscaping, plantings or a combination thereof, between adjacent or incompatible land uses

## 5.6. Highway Commercial

**Intent**

The intent of the Highway Commercial Policy Areas is to allow for a mix of commercial uses that cater to the travelling public.

**Policies**

5.6.1. The predominate land uses within this area shall be those that cater to the travelling public, including uses such as hotels, gas stations, and restaurants.

5.6.2. Large format retail developments and agro-commercial establishments, generally not appropriate in the Main Street Mixed-Use Policy Areas, shall be considered.

5.6.3. The municipality will cooperate with Manitoba Infrastructure to develop access points for commercial uses that create a safe and functional highway system.

5.6.4. 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.

5.6.5. Landscaping shall form an integral part of all developments. Distinctive, high quality landscape elements shall be promoted.

5.6.6. Highway commercial developments shall act as a gateway to the community of Oak Bluff that promotes a sense of arrival.

## 5.7. Employment

**Intent**

The intent of Employment Areas is to create a sustainable mix of industrial, business, and retail-related development uses that provide jobs, goods, and services to the local and regional economies, while diversifying the tax base of the RM of Macdonald.

**Policies**

5.7.1. Industrial and business-related uses shall be the predominant use of land; retail-related uses shall also be considered, where appropriate.

5.7.2. Flexibility in the size of proposed employment and business lots should be allowed in order to accommodate the space requirements of respective users.

5.7.3. Developments should consider incorporating visible green technology such as green roofs.

5.7.4. Landscaping should be an integral part of the overall site planning and should define circulation and buffer adjacent uses.

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

5.7.6. Development within the Employment Ares shall provide appropriate buffering from any adjacent residential uses. Buffers may include fencing, landscaping, green space, or minimum building setbacks.

Industrial subdivisions shall be designed so as to discourage the penetration of industrial traffic into, or through neighbourhood areas. An appropriate collector road, arterial road, and service road system shall be incorporated into industrial developments to accommodate this policy.

# 6.0 IMPLEMENTATION TOOLS

## 6.1. Concept Plans

The RM of Macdonald may request, as a part of a development application, that the development proponent prepare a concept plan. The concept plan, which would be consistent with the Development Plan, Secondary Plan and Zoning By-law, can deal with matters related to subdivision design, design standards, road patterns, building standards, and other land use and development related matters. The Development Plan also lays out additional items that may be included with Concept Plans, such as:

- Staging and development phasing
- Design guidelines
- Access to Provincial Roads
- Design layouts

## 6.2. Plan Review and Monitoring

As noted in **Section 1.6**, the Secondary Plan should be reviewed on a regular basis, to ensure its consistency with not only the Development Plan, but Council direction, local and market conditions, and any other relevant policy frameworks. The objectives, policies, and mapping for this Plan were adopted in 2020, and reflected the current background information, statistics, best practices, and stakeholder feedback at that time. In time, as the community continues to develop and influencing factors change, the Plan may need to be amended to reflect those changing conditions.

## 6.3. Capital Expenditures and Levies

Municipalities, under *The Planning Act*, can charge levies to cover certain capital costs related to the subdivision of land. The RM of Macdonald currently charges Capital, Water, and Sewer (for lift station and forcemains, as well as for the lagoon) levies for development in Oak Bluff. Through the creation of reserve funds, these levies can then be used by the RM of Macdonald to fund infrastructure upgrades and maintenance, in order to achieve the goals and objectives of the Secondary Plan.

## 6.4. Stakeholder and Community Engagement

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, like Oak Bluff. 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.

## 6.5. Infrastructure Investments

The continued growth of Oak Bluff will eventually require upgrades to existing municipal infrastructure, including the road network, water system, land drainage system, and wastewater sewer system. Moreover, the expansion of these systems will also be necessary. While all on-site infrastructure costs are borne by the development proponent, larger infrastructure investments are often made in partnership with the Municipality (and other levels of government). As major infrastructure upgrades can have major impacts on the location, direction, and type of development, strategic infrastructure investments can be a key implementation tool for realizing a Secondary Plan's goals and objectives.

## 6.6. Zoning By-law

The RM of Macdonald Zoning By-law is an important tool in implementing this Secondary Plan. The Zoning By-law and its amendments regulate and control land use, in terms of permitted/conditional uses, zoning districts, and bulk requirements (e.g. minimum lot sizes, maximum heights, and building setbacks). Future rezonings and subdivisions within the Secondary Plan area should be consistent with the objectives, policies, land use policy areas, and mapping of the Secondary Plan.

## 6.7. Conditional Uses and Variances

Through the Conditional Use and Variance processes, the RM of Macdonald is able to enter into a development agreement with the development proponent, and may attach conditions to the development in order to ensure that the objectives and policies of the Secondary Plan are met.

A **conditional use** is a use that is allowable in a particular zone in the Zoning By-law, but requires approval from Council via a public hearing prior to being established. Council may approve or deny a conditional use application. If Council approves a conditional use, it may attach conditions on that use through a development agreement.

A **variance** is a modification of the bulk regulations or dimensional standards of the Zoning By-law, as applied to a specific property. As with a conditional use, a variance must be approved by Council via a public hearing, and conditions may be attached through a development agreement.

## 6.8. Development Agreements

As a condition of approval for a rezoning, subdivision, conditional use, or variance, the RM of Macdonald may require the development proponent to enter into a Development Agreement with the municipality in respect to the affected property. The Development Agreement can be used to deal with a variety of matters, including land use, construction, design, affordable housing, parking, landscaping, infrastructure, servicing, and land dedication, among others, as per Section 150 of *The Planning Act.*

## 6.9. Cost Sharing

Cost sharing policies can help ensure that the burden of planning, infrastructure, and servicing requirements for new development are shared equitably amongst different landowners and the municipality. Potential implementation measures could include:

- Paybacks for oversized infrastructure
- Paybacks when connecting to infrastructure/services paid for by another development proponent

## 6.10. Intergovernmental Cooperation

In order for certain Secondary Plan objectives and policies to be implemented, various levels of intergovernmental cooperation may be necessary. For example, in order for the long-term development of a traditional “Main Street” to materialize along PTH #3, coordination and cooperation with Manitoba Infrastructure will be required, whether that means working together on reducing speed limits and allowing pedestrian crossings, or the Municipality eventually taking over responsibility for the road once PTH #3 is relocated to the south.

# 7.0 DEVELOPMENT PLAN REVIEW

As a Secondary Plan, this document must be generally consistent with the Macdonald-Ritchot Planning District Development Plan. However, through the planning process undertaken to develop this Secondary Plan, several land use and planning policy ideas arose that would enable the orderly, efficient, and sustainable development of Oak Bluff over the long term, but are not yet allowable under the current Development Plan. This section outlines future land use changes (as shown in **Map 3 – Future Development Areas**) that should be considered as part of the next Development Plan review.

## 7.1. Urban Centre Hold

The entire Urban Centre Hold Policy Area designation of the Development Plan has been sub-designated as Long Term Urban Policy Area in the Secondary Plan. As noted in Section 5.4, the intent of the Long-Term Urban Policy Areas is to protect land for future urban expansion from incompatible land uses and to provide policy direction for the future development of these lands.

When a development application comes forward within this area, both a Development Plan amendment and Secondary Plan amendment will be required in order to designate and sub-designate the subject lands to an appropriate land use designation and land use policy area. As per the Development Plan, a supply and demand analysis may be required prior to the re-designation of these lands. If demand warrants, these lands may be considered for re-designation to Urban Centre as part of the next Development Plan review. As noted in Section 5.4.4, the triangular piece of property immediately west of the Agri Park Road Industrial Park may be considered for either an Urban Centre designation or Enterprise Centre designation.

## 7.2. Enterprise Centre (North)

The lands to the north of the existing Urban Centre Hold and northern Enterprise Centre designations are currently designated as Green Agricultural. With future service road improvements (connection to Wilkes Avenue) and the full build-out of the existing industrial park, the RM of Macdonald may want to consider designating land to the north from Green Agricultural to Enterprise Centre (and then sub-designated as Employment within the Secondary Plan). This would allow for the expansion of industrial development away from residents and in an area that can accommodate the industrial traffic.

## 7.3. Highway Interchange Area

As part of Manitoba Infrastructure's South Perimeter Highway Design Study, a recommendation will be put forward to overhaul the intersection of PTH 100 and PTH 3. As of December 2019, it is understood that the preferred option would be to build an interchange to the northeast of the current intersection, thus re-aligning both PTH 100 (to the north and east) and PTH 3 (to the south). With the intersection

shifted to the northeast, the existing intersection and surrounding area (not currently designated for urban development in the Development Plan) offers an excellent opportunity for urban expansion. It is recommended that the lands in question (north of the re-aligned PTH 3 and southwest of the re-aligned PTH 100) be re-designated to Urban Centre, and then potentially sub-designated as Main Street Mixed-Use or Highway Commercial to allow for the establishment (or expansion) of an Oak Bluff Main Street Town Centre or highway commercial area.

# MAPS:




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Rural Municipality of
Macdonald

# OAK BLUFF SECONDARY PLAN

## MAP 1

## TRANSPORTATION PLAN

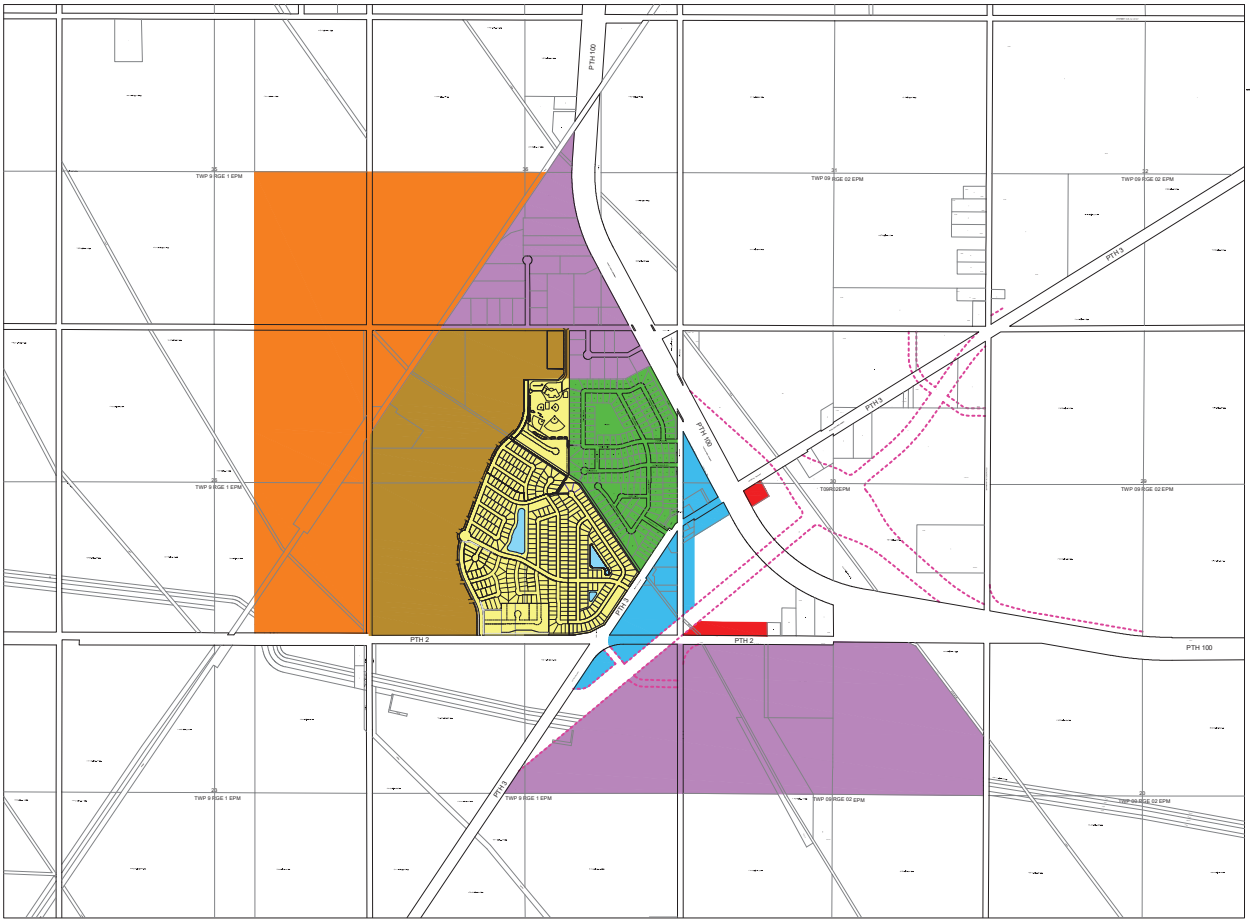
LEGEND :

TRANSPORTATION PLAN

XXX CLOSE ROAD CLOSED

0 600 1200 Meters

*This Transportation Plan has not yet received final approval from the Province of Manitoba and is subject to change




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Rural Municipality of
Macdonald

# OAK BLUFF SECONDARY PLAN

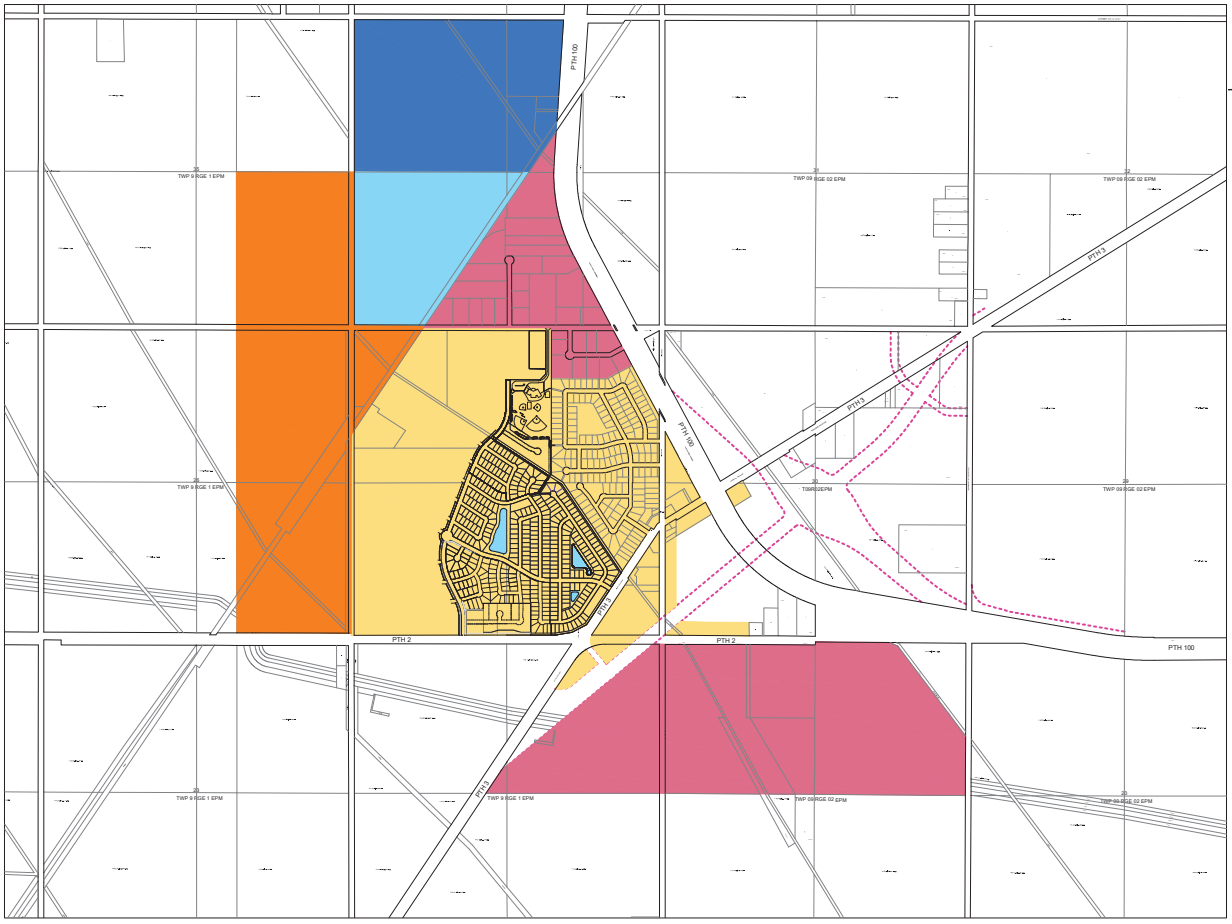
## MAP 2

## LAND USE POLICY AREAS

LEGEND :

- LARGE LOT RESIDENTIAL
- LOW DENSITY RESIDENTIAL NEIGHBOURHOOD
- MIXED RESIDENTIAL NEIGHBOURHOOD
- LONG-TERM URBAN
- MAIN STREET MIXED USE
- HIGHWAY COMMERCIAL
- EMPLOYMENT

0 600 1200 Meters




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# OAK BLUFF SECONDARY PLAN

## MAP 3

## FUTURE DEVELOPMENT AREAS

LEGEND :

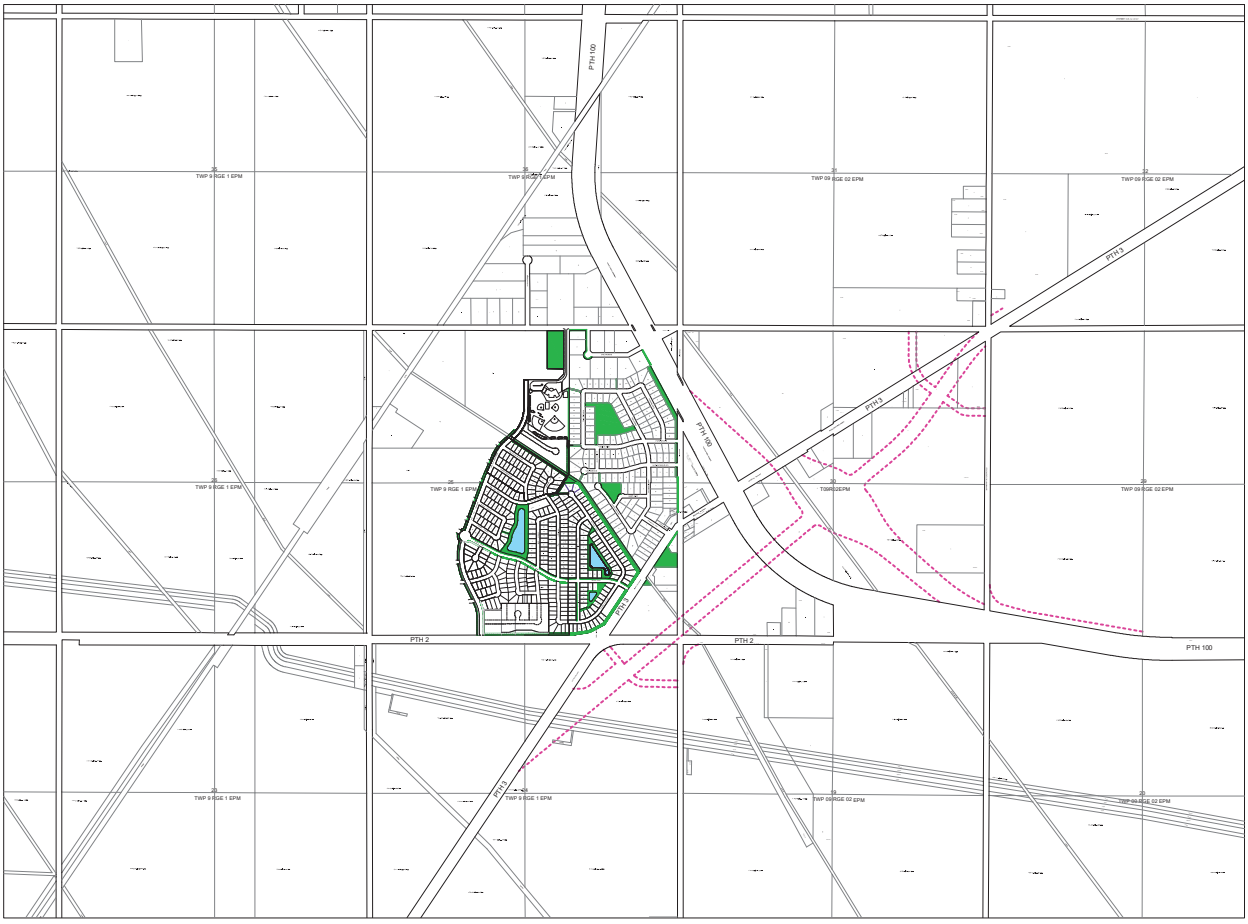
***FUTURE***

- FUTURE EMPLOYMENT
- EITHER FUTURE EMPLOYMENT OR FUTURE MIXED RESIDENTIAL NEIGHBOURHOOD
- FUTURE MIXED RESIDENTIAL NEIGHBOURHOOD

***EXISTING***

- URBAN CENTRE POLICY AREA
- EMPLOYMENT

0 600 1200 Meters




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Rural Municipality of
Macdonald

# OAK BLUFF SECONDARY PLAN

## MAP 4

## PARKS AND PATHWAYS

LEGEND :

PARKS AND PATHWAYS

0 600 1200
Meters