

# Red River Planning District Development Plan

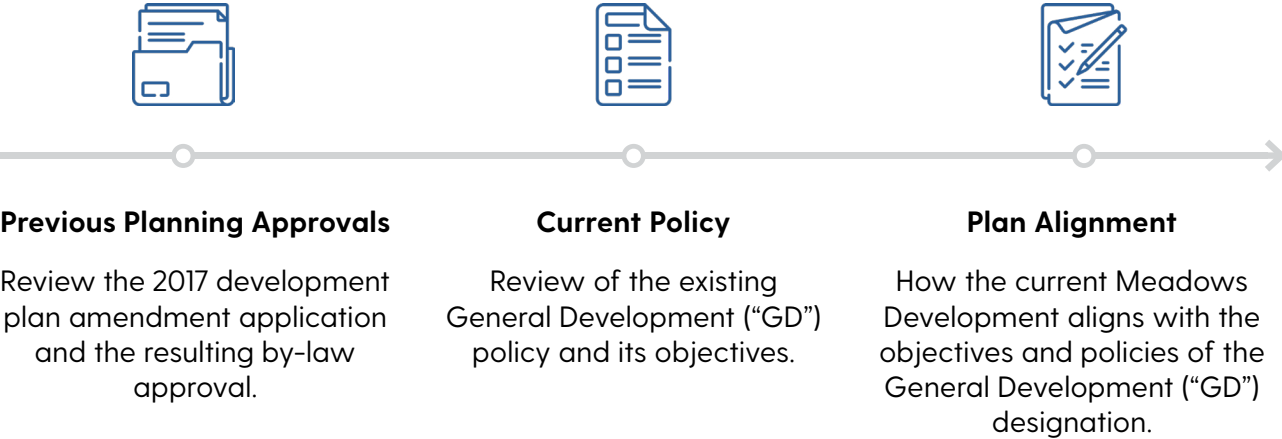
## Alignment with the Meadows Development

MARCH 2026

### Introduction

The purpose of this report is to review the alignment of the Meadows development proposal with historical approved planning regulations and the policies and objectives of the existing General Development (“GD”) By-law designation.

We will provide a summary of how the Meadows Development aligns with the broader goals and policies of the Red River Development Plan By-law 272/19. The report is structured under three sections:



# 1.0 Previous Applications

## Development Plan Amendment Application - 2017

Prior to the adoption of the current Red River Development Plan By-law No. 272-19, a development plan amendment was approved for the Meadows site. The approved application was to amend Rural Municipality of East St. Paul Development Plan By-law No. 2007-14 by:

1. Including a new site specific Commercial / Residential Mixed Use land use designation within Section 11 “Mixed Use” of the Development Plan; and
2. Re-designate the property located at 2511 McGregor Farm Rd. (Roll # 99000) from Recreation / Open Space to Commercial / Residential Mixed Use.

The 2017 development plan amendment application set the overall direction for development on the Meadows Site. The application contemplated up to 2,806 residential units on the site including a mix of housing types and commercial uses.

The Commercial / Residential Mixed Use Designation was intended to be site specific to the Meadows Site. The following excerpt is taken from a copy of Development Plan Amendment By-law No. 265-2017:

*“This land use category has been identified for the area immediately north of McGregor Farm Road to the east of PTH No. 59 and to Wenzel Street to the east. This land use category provides an area to support a broad spectrum of housing typologies and supportive commercial uses that would be consistent with a complete neighbourhood.”*

See Appendix A for development plan amendment application and Appendix B for the meeting minutes, by-law, and administrative report related to By-law No 265-2017.

# 1.0 Previous Applications

## Development Plan Amendment Approval - 2018

By-law No. 265-17 was given third reading on March 21, 2018 [Resolution No. 2018-50].

By-law No. 265-17 amended the Rural Municipality of East St. Paul Development Plan (By-law No. 2007-14) and established the necessary planning policy for development to occur on the Meadows site.

By-law 265-17 amended Section 11 Mixed Use, and specifically Policy 11.3.5

**From:**

*Institutional and residential uses within the Townsite Mixed Use, Business/Limited Residential Mixed Use and Residential/Institutional Mixed Use Districts should be serviced by municipal sewer and piped water from a remote source.*

**To:**

*Institutional and residential uses within the Townsite Mixed Use, Business/Limited Residential Mixed Use and Residential/Institutional Mixed Use, and Commercial / Residential Mixed Use Districts should be serviced by municipal sewer and piped water from a remote source.*

Upon the adoption of the Red River Planning District Development Plan By-law 272-19 that replaced the Rural Municipality of East St. Paul Development Plan, the Meadows Site was assigned a 'GD' General Development designation.

The following section below demonstrates that the development intent of the Meadows Site did not change. Rather, it further clarified that the Meadows Site be considered for urban standard development that includes a mix of commercial, residential, and recreational uses.

# 2.0 Current Policy

## Red River Planning District Development Plan

The Red River Planning District Development Plan By-law 272-19 was adopted on August 19, 2020. In this new Development Plan, the applicable policies for the Meadows Site was changed from Commercial / Residential Mixed Use to General Development. The “GD” General Development designation, as described in the Development Plan, is intended for areas where:

*...significant residential development exists or is planned, and where the extension of centralized wastewater services are planned. Neighbourhood commercial development that offer local residents with goods and services, small retail and food service establishments, and limited higher density residences may be appropriate at major nodes or along major transportation corridors.*

The intent of the “GD” General Development designation is to guide orderly urban growth in a manner that supports efficient and cost-effective municipal servicing. This includes mixed use nodal development along major transportation corridors. The designation is focused on directing growth to strategic areas, especially along major transportation corridors. The type of development contemplated for this area includes a mix of residential, small-scale commercial, institutional, and recreational uses that serve the local community while promoting sustainable development patterns.

# 3.0 Plan Alignment

The Meadows Site is guided by the existing “GD” General Development policies in the Red River Development Plan By-law No. 272-19. The following policies are relevant to the Meadows Site and provide the requirements for development to occur:

Policy	Development Plan Text	Compliance
4.6.3.	<i>Subdivision, infill development, and higher density residential development may be considered to enable improved municipal services such as piped water and / or wastewater services.</i>	✓
4.6.5.	<i>Mixed Use Nodal areas shall seek to provide a range of housing options and goods and services to the local community, while reducing reliance on automobiles and promoting sustainable development practices.</i>	✓
4.6.6.	<i>Multiple-family residential development shall be permitted in appropriate locations in the General Development areas and could include a range of built forms from duplex, to townhouse, to low-rise and high-rise apartments. When reviewing application for new multiple-family development (rezoning and subdivision), Council may consider the following:</i>	✓
4.6.6.1.	<i>Multiple-family residential development should be located close to community facilities, commercial areas and / or places of employment;</i>	✓
4.6.6.2.	<i>Higher density multiple-family residential development (e.g. high-rise apartments) should be located on sites that are adjacent or close to key transportation routes, are within or adjacent to Mixed Use Nodal areas, or within walking distance to a transit node such as a bus stop.</i>	✓
4.6.6.3.	<i>Higher density multiple-family residential development (e.g. high-rise apartments) may be located on the periphery of residential neighbourhoods in order to minimize its negative impacts (e.g. traffic, shadow cast, etc.) on the residents of single-family homes, and where it can act as a buffer between the residential neighborhoods and conflicting land uses, such as commercial areas.</i>	✓
4.6.6.4.	<i>Lower density multiple-family residential development (e.g. duplex, townhouse, low-rise apartments) may be located within residential neighbourhoods, where the form and massing of the multiple-family development is similar to the permitted form and massing of single-family development.</i>	✓
4.6.12.	<i>In order to ensure that an adequate amount public parks and open space is provided in new developments, a municipal council may require, where needed, the applicants for a proposed development of land to dedicate park space, in accordance with the provisions contained in The Planning Act.</i>	✓

# 4.0 Summary

## Red River Planning District Development Plan

The policy framework for the Meadows Site has remained consistent since the site was approved for a Commercial / Residential Mixed Use designation in March 2018 through By-law No. 265-17. This development plan amendment by-law established a site-specific designation that contemplated a complete neighbourhood with a broad range of housing typologies and supportive commercial uses.

Although the adoption of the Red River Planning District Development Plan By-law No. 272-19 re-assigned the lands to General Development (“GD”), the underlying approved development vision by Council in 2018 did not materially change. Instead, the updated designation clarified the expectation that the site develop in an orderly, urban-standard manner supported by centralized municipal services and integrated commercial, residential, and recreational components.

The proposed Meadows Development aligns with the objectives and policies of the the original By-law No. 265-17 and the subsequent General Development (“GD”) designation. The Red River Planning District Development Plan By-law 272 – 19 supports higher density residential forms, mixed-use nodal development, and the efficient extension of municipal servicing infrastructure. General Development (“GD”) policies further encourage a range of housing options, proximity to commercial areas and transportation routes, and the integration of parks and open space.

The current and past policy frameworks for the Meadows site reinforce that the proposed development concept is consistent with and advances the Development Plan’s objectives for a sustainable, serviced complete community.

## RED RIVER PLANNING DISTRICT

Under *The Planning Act*

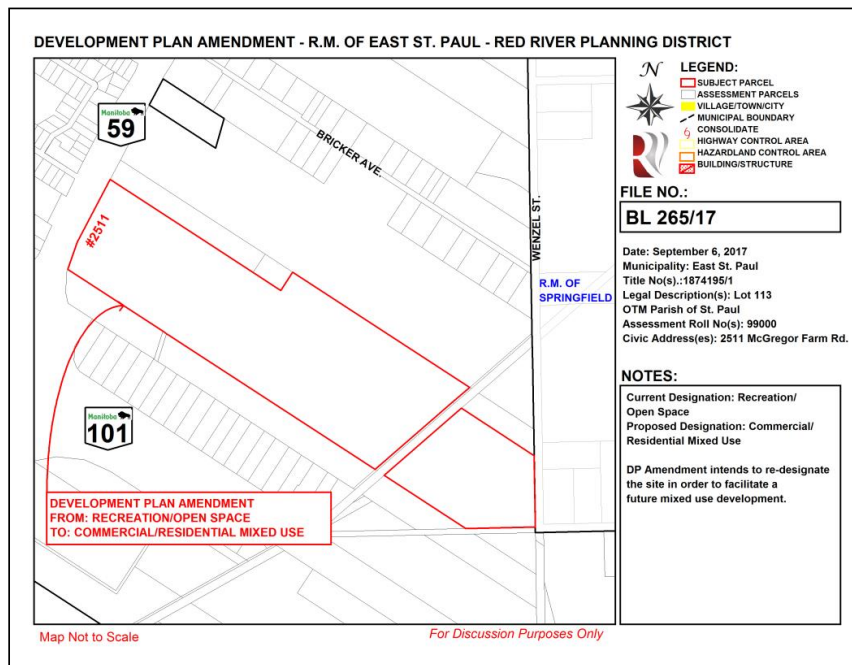
### NOTICE OF PUBLIC HEARING

Regarding The RM of East St. Paul Development Plan By-law

**By-law Amendment No. 265/17**

The Red River Planning District Board, under the authority of *The Planning Act*, will hold a Public Hearing for the above by-law at 806-A Manitoba Avenue, Selkirk, Manitoba on **Wednesday November 15<sup>th</sup>, 2017 at 5:30 p.m.**, at which time and place the Board will receive representation and objections, if any, from any persons who wish to make them with respect to By-law No. 265/17 being an amendment to the Rural Municipality of East St. Paul Development Plan By-law No. 2007-14.

The general intent of By-law No. 265/17 is to include a new “*Commercial / Residential Mixed Use*” designation, and, to re-designate the property located at 2511 McGregor Farm Road in East St. Paul to a “*Commercial / Residential Mixed Use*” designation.



A copy of the above by-law and supporting material may be inspected between 8:30 a.m. and 4:15 p.m., Monday through Friday at the Red River Planning District, 806-A Manitoba Avenue, Selkirk, Manitoba.



Red River Planning District  
806-A Manitoba Ave., Selkirk, MB R1A 2H4  
Ph: 482-3717 Fax: 482-3799  
info@rrpd.ca

# Appendix A: RRPD Administrative Report By-law 265-17



806-A Manitoba Avenue  
Selkirk, Manitoba R1A 2H4  
Toll Free: 800-876-5831  
Phone: 204-482-3717  
Fax: 204-482-3799

**DATE:** November 6, 2017

**TO:** Red River Planning District Board

**FROM:** Derek Eno, MCIP, RPP  
Senior Community Planner

**RE:** **Public Hearing Report**  
**By-Law Amendment No. 265/2017**  
RM of East St. Paul Development Plan By-law No. 2007-14  
  
Text Amendment within Part 11 “Mixed Use”

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**ISSUE:**

To amend the *Rural Municipality of East St. Paul Development Plan By-law No. 2007-14*, by:

1. Including a new site specific *Commercial / Residential Mixed Use* land use designation within Section 11 “Mixed Use” of the Development Plan; and
2. Re-designate the property located at 2511 McGregor Farm Rd. (Roll # 99000) from *Recreation / Open Space* to *Commercial / Residential Mixed Use*.

**BACKGROUND:**

The subject property located at 2511 McGregor Farm Rd. (Roll # 99000) in the RM of East St. Paul is approximately 165 acres (+/-) and is currently used as a golf course, which the applicant states is no longer viable. The applicant has stated (within their submitted report) that they would like to develop the property into a new residential neighborhood which could include a variety of residential options (single-family homes, townhouses, bungalow-condo, and apartments), neighborhood commercial, linear greenways and park space.

The subject property is currently designated within the Development Plan as *Recreation / Open Space*. In order to facilitate the applicant’s proposal to develop this property, it must first be re-designated to an appropriate land use designation. However, the *Rural Municipality of East St. Paul Development Plan* does not currently have a designation that would facilitate the proposed land uses (single-family residential, multi-family residential and commercial, and park space).

Therefore, the applicant has proposed to: (1) include a new land use designation within the Development Plan which would only apply to the subject property; and (2) to re-designate the subject property to this new land use designation.

## **ANALYSIS:**

### **Area context & Current Development Plan**

As already noted, the subject property is located at 2511 McGregor Farm Rd. (east of PTH 59), is 165 acres (+/-) and is currently used as a golf course. The property is located within an area located east of PTH 59, and this area has a variety of designation and developments including, industrial, commercial, and large lot residential. It should also be noted the Province of Manitoba is currently upgrading the PTH 59 & PTH 101 interchange as well as PTH 59, which when completed should provide improved access and egress to this area. Considering the urban designations and infrastructure improvements, this area of East St. Paul could be considered a future expansion area for emerging urban neighbourhoods.

### **Development Plan Update Project**

It should also be noted that the RRPD Board is currently in the process of updating their Development Plan with the goal of the project being: (1) to combine the separate RRPD, Dunnottar and East St. Paul Development Plans into one document, and (2) to complete required updates and improvements to existing policies and policy maps. In completing this project, the RRPD will be completing comprehensive background research (including market supply & demand analysis) to in part, determine the amount, type and location of future land uses. The background research is scheduled to be completed by the end of February 2018, with an updated Development Plan ready for First Reading by the end of June 2018. With that in mind a re-evaluation of the subject property's land use designation is timely.

### **Applicable Provincial Policy**

The Provincial Planning Regulation 81/2011 (PPR) apply to all land that is subject to *The Planning Act*, and serve as a guide to planning authorities in preparing, reviewing and amending Development Plans. As this Development Plan Amendment application seeks to change land use on the subject property, the PPR are reviewed to ensure the proposed amendment is generally consistent. It should be noted that because this is a Development Plan Amendment for a specific land use designation, not all of the PPR are applicable.

### **General Development Policies** **Policy 1.1.1, 1.1.2,**

The above-noted General Development policies provide direction when considering developing new areas and note that development should not be wasteful of land, and should be compatible with its surrounding (uses and transportation).

Since the application proposes to establish a range of residential uses and compatible commercial in an area that currently has residential and commercial development, the proposal appears to be compatible with its surroundings and the noted policies.

### ***Settlement Area Policies***

#### ***Policies 2.1.1, 2.1.2, 2.1.4, 2.2.1, 2.2.6***

The above-noted Settlement Area policies provide direction when considering developing new areas of an urban centre. It should be noted that an urban centre is defined as "...an incorporated city, town, or village..." and includes a settled area that has 25 or more permanent residence, a mix of commercial and community series, and a historic basis or place name. Arguably the municipality of East St. Paul, especially its developed urban areas which includes the subject property and surrounding area, can be considered an urban centre. The noted policies outline that new growth should occur within existing settlement areas, in a planned contiguous manner, to provide a range of housing types, densities and affordability levels.

Since the application proposes a range of residential uses and compatible commercial within an existing settlement area, it appears to be compatible with the noted policies.

### ***Applicant Provided Research***

Along with the application, the applicant has provided a written proposal and a "Supply and Demand Market Assessment" study to support the application. This study was completed by Stevenson Advisors, and it is compressive (a copy is provided in the appendix to this report). Of the main points in the report, Stevenson Advisors conclude that the demand for residential development over the next 20 years could be as follows:

- 1,200 – 2806 residential lots over 20 years (60 – 140 lots per year)
- 2,806 multi-family units over 20 years (a result of spillover demand from Winnipeg)

Based on these values, there appears to be demand to support the application.

In addition to the "Supply and Demand Market Assessment" study, the applicant has also provided a memo from Stantec Consulting Ltd. that was prepared and signed by a professional engineer (a copy is provided in the appendix to this report). This memo outlines how the subject property and proposed development can be serviced with municipal water and wastewater. Furthermore, the memo outlines how land

drainage and transportation connections will be accommodate. Based on this memo, it appears that municipal services and infrastructure can be provided.

### **Future Applications & Approvals**

A re-designation of the subject property is the first planning application / approval required to facilitate development on this property. Subsequent rezoning and subdivision application / approvals will also be required, and these will require public hearings. The exact details of the project are not yet finalized, but specific details of future development are more appropriately addressed at the rezoning and subdivision application / approval stage. Such details may include:

- New roadway location, connection and sizing;
- Municipal services (e.g. drinking water, wastewater sewer) connection details;
- Overland drainage retention and discharge;
- Exact land use configuration and qualities (e.g. neighbourhood commercial, single family homes, multi-family homes, etc.);
- Municipal development and design standards (e.g. building design, landscaping, etc.); and
- Project phasing and construction.

### **Provincial and Municipal Comments**

This Development Plan Amendment application has been circulated for comments as per *The Planning Act* to Provincial Departments and adjacent municipalities with instructions to forward any comments to Red River Planning District prior to the public hearing, and, that no response by the date of the public hearing will be interpreted as having no concerns. The application has been circulated in order to afford Provincial Departments an opportunity to ensure that the application conforms to provincial policies, and to afford adjacent municipalities an opportunity to comment on any negative impacts that the application may have on their municipality.

The table below outlines the comments received (paraphrased) from provincial departments, agencies and adjacent municipalities. Copies of the original comments are provided in the appendix to this report.

PROVINCIAL DEPARTMENT MUNICIPALITY OR AGENCY	COMMENTS
Manitoba Sustainable Development (Drainage and Water Rights Licensing Branch)	No concerns. Note: subdivision/development may require engineered drainage plan.

# Appendix A: RRPD Administrative Report By-law 265-17

<b>River East Transcona School Division</b>	No objection.
<b>RM of East St. Paul</b>	The RM to update its sewer and water master plans to reflect increased density of proposed development.
<b>Manitoba Sustainable Development</b> (Land Branch)	No concerns.
<b>Manitoba Infrastructure</b> (Water Management, Planning and Standards)	No objections
<b>Manitoba Municipal Relations</b> (Community & Regional Planning Branch)	Recommends deferral, pending the completion of current comprehensive review of the Development Plan, and associated market research & analysis study.
<b>Manitoba Agriculture</b>	No issues of agricultural concern
<b>City of Winnipeg</b>	Requests that the November 15 <sup>th</sup> , 2017 public hearing be held over, to afford the City more time to review the application.

## RECOMMENDATIONS:

After review of Provincial Planning Regulation, and the information provided, it appears that the proposal adheres to provincial policies, demonstrates a need for future residential development within East St. Paul, and municipal services and infrastructure can be provided.

Considering the above-noted, our office recommends that this Development Plan Amendment be given Second Reading, and that the RRPD Board forward copies of the By-law and public hearing minutes to the Minister for review and approval.

Should the RRPD Board decide to give this Development Plan Amendment Second Reading, our office further recommends that the amount of land and future land use proposed in this application, be taken into account in the overall Development Plan Update project, and its review for future land and development needs throughout the Planning District.