

"SCHEDULE A" TO BY-LAW NO. 03/2014

**CARMAN-DUFFERIN PLANNING DISTRICT**  
**DEVELOPMENT**  
**PLAN**





# CARMAN-DUFFERIN PLANNING DISTRICT DEVELOPMENT PLAN

**2014**

Presented to:  
**CARMAN-DUFFERIN PLANNING DISTRICT**



Presented by:  
**LOMBARD NORTH GROUP**





**CARMAN-DUFFERIN PLANNING DISTRICT**  
**DEVELOPMENT PLAN**



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# Part One

## **Introduction**

Part One provides important background information about the Carman–Dufferin Planning District Development Plan.

## 1.1 PURPOSE AND INTENT

A Development Plan is a statutory planning tool used by the public, the development community, Municipal Councils, the Planning District Board, and the provincial government. It defines an overarching vision for how, where and when development should occur within a community. A development plan sets goals, objectives and policies to achieve this vision, and is the cornerstone from which planning and development decisions are made. The purpose of a Development Plan is to guide decision making respecting development, land use, conservation, essential services and infrastructure provision, and environmental stewardship.

The Carman-Dufferin District Development Plan (the Development Plan) contains policies on land use, transportation, recreation, economic activity, and the environment as they relate to growth and development. As the strategic planning document for the Planning District, this Development Plan provides clear direction to manage growth and development in a sustainable manner, while honouring the identity and history of the Planning District.

## 1.2 ENABLING LEGISLATION AND REGULATION

Municipal land use planning has its basis in *The Planning Act* of Manitoba, which makes provision for the preparation and adoption of development plans and zoning by-laws to guide and promote growth within a Municipality or Planning District. All development plans adopted in Manitoba must also be generally consistent with the Provincial Planning Regulation, specifically the Provincial Land Use Policies (PLUP's) contained within the Regulation. Both *The Planning Act* and the Provincial Planning Regulation are briefly detailed in turn, as follows:

## THE PLANNING ACT

1.2.1 This Development Plan has been prepared in accordance with Section 42(1) of *The Planning Act*, which states a Development Plan must:

- a. *set out the plans and policies of the planning district or municipality respecting its purposes and its physical, social, environmental and economic objectives;*
- b. *through maps and statements of objectives, direct sustainable land use and development in the planning district or municipality;*
- c. *set out measures for implementing the plan; and*
- d. *include such other matters as the minister or the board or council considers advisable.*

## PROVINCIAL PLANNING REGULATION

1.2.2 The Provincial Planning Regulation provides guidance as to how land use planning and development should occur in Manitoba, and what a development plan should contain. This Development Plan is generally consistent with the PLUP's while being sensitive to the planning context of the Planning District. Once approved and adopted, this Development Plan replaces the PLUP's.

## 1.3 BACKGROUND

Comprised of the Town of Carman and the Rural Municipality of Dufferin, the Carman-Dufferin Planning District (the Planning District) came into effect January 1, 2013.

## 1.4 VISION AND PLANNING GOALS

The following Vision and Planning Goals will guide planning and development in the Carman-Dufferin Planning District:

### VISION

1.4.1 ***The Carman-Dufferin Planning District will be a thriving, diverse, and environmentally sustainable community that celebrates its rich agricultural heritage, robust economy, vibrant urban centres, and bloomin' rural character. The Carman-Dufferin Planning District will continue to strive towards being an age-friendly community that is accessible, active, and enduring for generations to come.***

## PLANNING GOALS

1.4.2 To rationalize the vision, the following goals were identified during the Development Plan Review process to inform objectives and policies contained within this Development Plan.

### GOAL ONE

#### ***CREATE COMPLETE AND COMPACT COMMUNITIES***

Creating complete communities that are compact, and ensuring that growth is managed efficiently to protect environmental quality and preserve agricultural lands have been identified as priorities to guide growth and development in the Planning District. To achieve these priorities, this Development Plan encourages future growth to occur in either the Town of Carman or the existing unincorporated villages of Roseisle, Graysville and Homewood. These urban settlement centres are better positioned to offer a broader range of services, greater diversity and convenient access to where people can live, work, shop and play. This Development Plan supports continued growth in these urban settlement centres, making most efficient use of existing infrastructure, and municipal amenities.

### GOAL TWO

#### ***PROMOTE SUSTAINABLE AGRICULTURE***

Agricultural and natural environments are important assets that contribute to the quality of life, economic resilience, and sense of place within the Planning District. A rich agricultural heritage, productive soils, and agricultural enterprises have shaped the Planning District into what it is today, and will no doubt continue to shape its future. To protect the Planning District's agricultural and natural assets, this Development Plan contains policies promoting sustainable agricultural land use and development.

### GOAL THREE

#### ***MANAGE RURAL RESIDENTIAL DEVELOPMENT***

Many of the single-family building permits issued in the RM of Dufferin can be attributed to a rural residential development pattern within the Planning District. This Development Plan provides policies promoting a more compact growth model that can be effective in addressing the issues associated with rural residential sustainability, while continuing to provide a choice and variety of housing options within the Planning District.

### GOAL FOUR

#### ***PLAN COLLABORATIVELY BETWEEN BOUNDARIES***

Building partnerships between the Town of Carman, the RM of Dufferin and adjoining municipalities will expand the economic potential of the Planning District, but requires vision and leadership. This Development Plan provides policy mechanisms that allow for logical growth and development to occur over

municipal boundaries, and encourages a cooperative approach to inter-municipal development within the surrounding region.

### GOAL FIVE

#### ***PLAN SUSTAINABLY***

Planning sustainably has been identified as a priority to guide future development within the Planning District. Embedded in planning sustainably are the three E's of sustainable development (Environment, Economy, and Equity). Since sustainability relates to planning for climate change and reducing GHG emissions, this Development Plan promotes a compact land use pattern that makes efficient use of existing infrastructure, encourages energy efficient design, and promotes alternatives to vehicular modes of transportation.

### GOAL SIX

#### ***PLAN FOR ACTIVE AND CONNECTED COMMUNITIES***

Communities with a variety of parks, recreation, and natural areas have many economic, ecological, and social benefits. Parks improve residents' physical and psychological health, strengthen communities, and make neighborhoods more attractive and vibrant places to live, work, and play. This Development Plan protects existing parks and recreation uses, and makes provision for the continued expansion of the Community Pathway and future parks and recreation uses.

### GOAL SEVEN

#### ***PLAN FOR AGE-FRIENDLY COMMUNITIES***

Creating age-friendly communities involves respecting, supporting, and planning for residents of all ages and abilities. Ensuring that places where we live, work, and play are accessible, safe, equitable, and making the appropriate provisions for seniors to age in place are important planning considerations. This Development Plan recognizes that the Town of Carman is quickly becoming the retirement centre of choice within the region, and encourages age-friendly planning and development principles to be applied throughout the Planning District.

### GOAL EIGHT

#### ***PLAN FOR A ROBUST AND DIVERSE ECONOMY***

Economic development has been identified as a top priority for the Planning District. Economic development goes hand in hand with availability of services, vibrant residential and commercial sectors, recreational opportunities, and environmental protection. To promote future economic development, this Development Plan designates land for commercial and industrial purposes at key locations throughout the Planning District.

## 1.5 CONTEXT

This Development Plan recognizes the distinct context of the Planning District. The overarching vision, goals and policy direction provided herein are cultivated from an understanding of the Planning District's unique context. The context described in the following paragraphs was informed by a background study which reviewed demographics, servicing levels and capacities, municipal finance, existing policy documents, building statistics, and mapping. It was also informed by a strategic planning framework which outlined a variety of goals and objectives to guide and shape this Development Plan.

Context was also largely shaped by obtaining input from a variety of stakeholders including: Planning District Board members, residents from both member municipalities, the RM of Dufferin Council, the Town of Carman Council, Administration from both Councils, and provincial agencies and departments.

### REGIONAL CONTEXT

1.5.1 The Planning District is located at the centre of Canada's farming heartland, in south-central Manitoba. The Planning District lies at the northern end of the Pembina Region and is bordered by seven Rural Municipalities including: The RM of Macdonald, the RM of Morris, the RM of Roland, the RM of Thompson, the RM of Lorne, the RM of South Norfolk, and the RM of Grey. In 2011, these surrounding rural municipalities had a combined population of approximately 22,000 compared to the Planning District's population of approximately 5,400 (Population of 3,027 for the Town of Carman, Population of 2,394 for the RM of Dufferin). The Town of Carman is well positioned as the service centre for this region, providing a range of educational, social, commercial and health services. Further, the diversity of the employment sector and the overall health of the agricultural sector remains strong and providing a solid foundation for growth and development.

### LAND-USE CONTEXT

1.5.2 Land use in the Planning District is primarily agricultural. Annual crops occupy approximately 74% of the land in the Planning District, and the remaining land areas can be described as Deciduous Forest (7%), Grassland (10%), and Forage Crops (2%) which are used for livestock production. The remaining 6% is being used for various non-agricultural, non-natural applications such as urban and transportation uses. To date, rural residential uses have not fragmented agricultural uses in the Planning District. The majority of growth that has occurred has been in the Town of Carman and the unincorporated villages of Roseisle, Graysville, and Homewood. This settlement pattern has resulted in a fairly compact land-use pattern. Future growth in the Town of Carman or the unincorporated villages in the RM of Dufferin should be focused away from prime agricultural lands wherever possible.

### HERITAGE AND HISTORICAL CONTEXT

1.5.3 The Town of Carman and the RM of Dufferin have rich heritages that are unique, yet often shared. The Dufferin Historical Museum is dedicated to this shared heritage and is located at the corner of King's Park Road and Provincial Road 245 in the Town of Carman. The Planning District is home to approximately 42 historic sites, as recognized by the Canadian Register of Historic Places, the Manitoba Historic Resources Branch, and the Manitoba Historical Society. The Town of Carman and the RM of Dufferin are committed to celebrating and protecting their heritage resources for future generations, and have combined efforts to create the *Town of Carman/RM of Dufferin Heritage Resource Management Plan 2013-15*.

### SOCIO-DEMOGRAPHIC CONTEXT

1.5.4 The Town of Carman and the RM of Dufferin have both been trending towards an aging population. Despite this trend, the RM of Dufferin's population has one of the lowest median age in the region. Part of the trend towards an aging population in the Town of Carman may be the result of residents in the region choosing the Town as a retirement centre because of the access to health, commercial and other services. The trend towards an aging population will require a younger, local population to provide these services. A younger population in the RM of Dufferin and the surrounding region will be key to providing services to an aging population within the Town of Carman. Retaining a younger population can be a positive indicator of increased employment opportunities and affordable housing alternatives for this sector of the population.

The Town of Carman and the RM of Dufferin are both experiencing moderate population growth. With the exception of the RM of Lorne, municipalities in the surrounding region are also experiencing population growth. The average annual growth rate for the Planning District has been approximately 0.4% over the past 15 years. In recent years however, both the Town of Carman and the RM of Dufferin have been growing at a faster rate, just above the provincial average annual growth rate of 1.2%. If the Planning District is to continue to experience positive growth, they will need to build upon their economic and environmental assets strategically, as these assets can form part of a growth strategy that focuses on capturing part of the growth that is occurring broader region, such as in the Morden, Winkler, and Steinbach areas. With a successful growth strategy, it is foreseeable that growth rates within the Planning District could range between the annual provincial average (1.2%) and the RM of Morris/RM of Macdonald 5 year growth average (2.4%) as illustrated in Figure 1. To accommodate future growth within the Planning District, lands have been designated based on a projected growth rate between the provincial growth average of 1.2% and the RM of Morris/RM of Macdonald growth average of 2.4%.

**ECONOMIC CONTEXT**

1.5.5 The agricultural sector is the dominant economic driver and employment sector within the Planning District and surrounding region. As such, agricultural uses should be protected and preserved to ensure the sector’s long-term viability. Additionally, with the aging portion of the region’s population choosing to locate within the Town of Carman, there is an opportunity to further enhance the Town’s position as a service centre for the region. The provisions contained in this Development Plan will help enable the Planning District to attract business and industry, and provide a variety of housing types and tenures to support the needs of a growing and aging population.

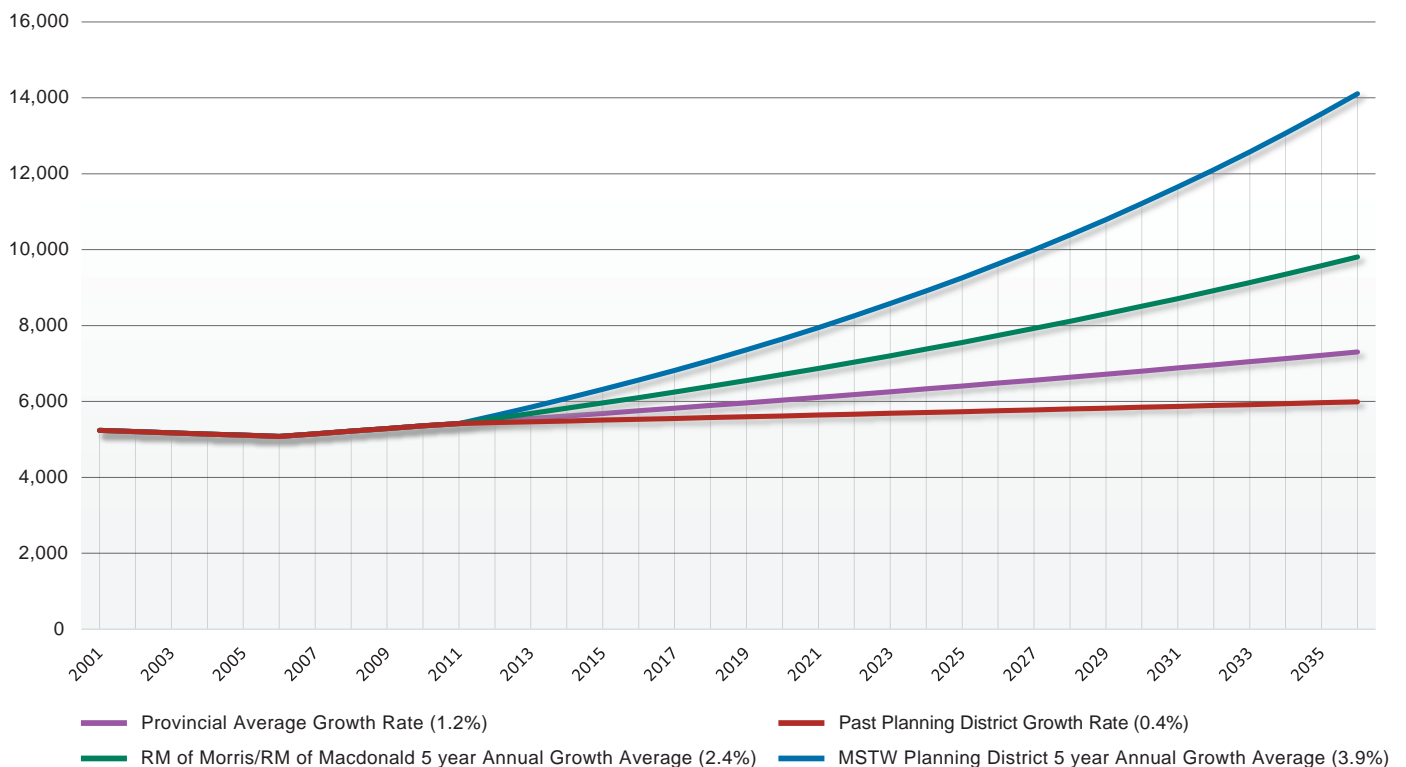


Figure 1: Population Projection for the Carman-Dufferin Planning District

## **ENVIRONMENTAL CONTEXT**

1.5.6 The Planning District functions within several larger physiographic regions, including the Lower Assiniboine Delta, the Red River Valley, and the Pembina Escarpment. These regions shape the natural environment of the Planning District, and contribute to its agricultural nature. One of the most significant challenges facing the Planning District in years to come may be the threat of climate change, and the need to mitigate and adapt to potential change. Extreme weather events and difficulty growing certain crops pose an immediate threat to the Planning District's agricultural base. This Development Plan articulates the environmental context of the Planning District, and proactively addresses potential threats of climate change through appropriate land use and development policies.

## **AGRICULTURAL CONTEXT**

1.5.7 The Planning District is 84.2% prime agricultural land (Classes 1, 2 and 3), with the majority of Class 1 lands located around the Town of Carman, or in the south central portion of the Planning District. The northwestern portion of the Planning District contains the lowest class lands, generally ranging from Class 4 – Class 6. The Planning District is home to a diverse range of agricultural activities, including livestock operations. To limit potential land use conflicts, the location of these operations have been considered in this Development Plan, and will directly influence the potential re-designation of lands in the future. The agricultural policies contained within this Development Plan are in compliance with the provisions for livestock set forth in the Provincial Planning Regulation 81/2011.

## **SERVICES AND INFRASTRUCTURE CONTEXT**

1.5.8 The Planning District is a full-service community with health, educational and emergency services. The District also boasts a wide variety of recreational opportunities and infrastructure, providing residents with all-season recreation options. With regards to the Planning District's transportation infrastructure, Manitoba's regional transportation corridors play an important economic role connecting the region to markets outside Manitoba. The regional transportation routes are centrally located within the Planning District, and converge on the Town of Carman from all directions. There are two Provincial Trunk Highways (PTH's) that service the District, namely PTH #13 which runs north/south, and PTH #3 which runs east/west. In addition to the two PTH's, the District has several Provincial Roads (PR's) that connect the Planning District with adjacent rural municipalities. These PR's include: 240, 245, 248, 305, and 338. PR 245 is an important inter-community transportation route within the Planning District, connecting the unincorporated villages of Roseisle and Graysville to the Town of Carman and both PTH #3 and #13.

## **1.6 DEVELOPMENT PLAN STRUCTURE**

This Development Plan is comprised of five inter-related parts. Each part provides information and direction with regards to land use decisions in the Planning District. A description of the parts contained within this Development Plan is as follows:

### **PART ONE: INTRODUCTION**

This Part provides an overview of the Planning District, discusses background information, planning context, sets goals and provides a vision for how development should occur.

### **PART TWO: GENERAL POLICIES**

The general policies contained within Part Two apply to all designated land use policy areas as identified in Part Three of this Development Plan.

### **PART THREE: LAND USE POLICIES**

This Part provides objectives and policies to guide land use and development within the Planning District. Objectives and policies contained within this Part are supported by the land use maps found in Part Five.

### **PART FOUR: IMPLEMENTATION**

This Part provides an overview of the available tools used to implement this Development Plan.

### **PART FIVE: LAND USE MAPS**

The land use maps within this Part denote the location of designated land use policy areas as identified in Part Three of this Development Plan.

## **1.7 HOW TO USE THE DEVELOPMENT PLAN**

The Carman-Dufferin District Development Plan provides a roadmap to guide future decisions made by the Planning District Board and local Councils. The Development Plan contains objectives, which are intended to inform and provide context for the policy statements.

The Development Plan also contains policy and reference maps. The policy maps contained in Part Five spatially illustrate the policy areas affected by policy statements. The reference maps also contained in Part Five provide conceptual layouts for land use, transportation corridors, and key infrastructure improvements. A reference map's concepts are for illustrative purposes only and are provided to inform future development decisions based upon the policies within this Development Plan.

The following is a general guide intended to assist the reader in navigating this Development Plan in relation to a proposed development, a proposal, or particular issue:

### **STEP 1**

Review the Land Use Maps in Part Five to determine how the subject land is designated;

### **STEP 2**

Review the policies in Part Three in relation to the subject lands current and proposed designation;

### **STEP 3**

Review the general policies in Part Two;

### **STEP 4**

Review the Reference Maps in Part Five to determine potential future infrastructure improvements on the subject lands; and

### **STEP 5**

Evaluate the proposal based upon all the policies in the Development Plan and make an assessment as to whether a given project or proposal conforms to the intent, objectives and policies herein.





# Part Two

## General Policies

Part Two defines the overarching objectives and policies respecting all land use and development within the Planning District. In addition to the policy provisions contained in Part Three that are applied to specific land use areas, the objectives and policies contained herein should be reviewed with respect to all proposed development.

The following general policy areas are described in Part Two:

- 2.1 Sustainable and Resilient Communities
- 2.2 Age-Friendly Development
- 2.3 Waterways
- 2.4 Surface and Groundwater
- 2.5 Heritage Resources
- 2.6 Utilities
- 2.7 Municipal Services and Infrastructure
- 2.8 Drainage
- 2.9 Transportation
- 2.10 Active Transportation
- 2.11 Hazardous Uses
- 2.12 Natural Areas

## **2.1 SUSTAINABLE AND RESILIENT COMMUNITIES**

### **OBJECTIVES**

2.1.1 To consider the three E's of sustainable development (Environment, Economy, and Equity) within the context of land use and development.

2.1.2 To proactively address potential threats of climate change through sustainable building construction, development, and planning practices.

### **POLICIES**

The following policies support sustainable land use and development in the Planning District:

2.1.3 Water and energy conservation through use of low-flush toilets, and the use of energy efficient appliances will be encouraged for all new buildings and retrofits to existing structures.

2.1.4 Building and site configurations are encouraged to take advantage of passive solar orientation.

2.1.5 The use of renewable energy sources such as solar, wind and geothermal will be encouraged for all new and retrofitted buildings.

2.1.6 To reduce transportation energy use, a compact and integrated development pattern that makes provision for a variety of active transportation options will be encouraged for all new development.

2.1.7 Where possible, the use of district energy systems should be considered to reduce community scale energy use, and promote a compact and energy efficient approach to land use and development.

## **2.2 AGE-FRIENDLY DEVELOPMENT**

### **OBJECTIVES**

2.2.1 To ensure that private and public spaces, both indoor and outdoor, are universally accessible and free of barriers that limit opportunities for individuals with disabilities to participate actively in society or to access vital health and social services.

2.2.2 To provide safe and accessible roadways, sidewalks, and paths that are well-kept, with quality urban design and signage that is understandable and promotes easy way-finding.

### **POLICIES**

The following policies shall guide development with respect to age-friendly development within the Planning District:

2.2.3 The Planning District shall continue to actively work with the Age Friendly Manitoba initiative to pursue age-friendly planning and development solutions.

2.2.4 The Planning District shall encourage universal design measures for all development in the public and private realms.

## **2.3 WATERWAYS**

### **OBJECTIVE**

2.3.1 To protect the riparian areas adjacent to natural waterways and water bodies within the Planning District.

### **POLICIES**

The following policies shall guide development with respect to waterways and water bodies within the Planning District:

2.3.2 Development will adhere to the regulations under *The Water Protection Act* and will be encouraged to develop in a manner that ensures that waterways and the limited groundwater resources are sustained.

2.3.3 Land subject to significant flooding, erosion or bank instability should be left in its natural state or only developed for low intensity uses such as open space recreation, grazing, cropping, forestry and wildlife habitat.

1. Lands subject to flooding refers to all lands which would be flooded by the 100 year flood or by a recorded flood exceeding the 100 year flood.
2. Lands subject to erosion refers to all lands which would, within a 50 year period, be eroded or become unstable due to the action of water contained in an adjacent waterway or water body.
3. Lands subject to bank instability refer to those lands where actual effects of such hazards have occurred or have been predicted.
4. In areas where the specific hazard has not been determined, buildings shall be set back from all waterways a distance of at least 10 times the height of the bank above channel grade or 30.5 m (100 ft), whichever is greater, unless an engineering investigation shows that these limits may be reduced.

2.3.4 A minimum 100-foot buffer shall be established in flood protected areas within the town of Carman measured from the upslope from the average high water mark adjacent to either side of the Boyne River. A 150-foot buffer shall also be established in the RM of Dufferin measured from the average high water mark adjacent to either side of the Boyne River and the Stephenfield Reservoir.

2.3.5 New development within the 100-foot buffer area will not be supported in the Town of Carman, and development within the 150-foot buffer area will not be supported in the RM of Dufferin.

2.3.6 The buffers limiting development adjacent to waterways and water bodies established in 2.3.4 and 2.3.5 may be reduced subject to proper geo-technical, engineering or environmental assessment by a professional engineer, at the discretion of the Planning District Board or Council, and/or the applicable provincial authority. Notwithstanding the buffers established in 2.3.4, and the constraints established in 2.3.5 all new development within the boundary of the Stephenfield Designated Reservoir Area as indicated on the Province of Manitoba Plan Number 13-1-1206 is subject to Section 16 of the *Water Resources Administration Act*, and *Manitoba Regulation 22/88 R*.

2.3.7 The preservation of native vegetation shall be preserved in sensitive riparian areas within the buffer areas adjacent to waterways or water bodies in order to provide river bank stability, filter run-off, and to promote improved surface water quality.

2.3.8 Planting of indigenous plant species within the buffer area will be encouraged.

2.3.9 Active transportation networks such as the Community Pathway, trails and connections will be encouraged within the buffer area.

2.3.10 Where possible, and at the discretion of the Planning District Board or Council, the buffer area is to be registered as a public reserve on title for public purposes as part of the subdivision process.

## 2.4 SURFACE AND GROUNDWATER

### OBJECTIVE

2.4.1 To protect surface and groundwater within the Planning District.

### POLICIES

The following policies shall guide development with respect to surface and groundwater within the Planning District:

2.4.2 Intensive development requiring significant water consumption shall be permitted only in areas where they will not cause a reduction in water supply for existing users and/or do not require the unnecessary expansion of existing water treatment and distribution infrastructure. If groundwater is to be used as a source of water supply, it shall be done in a sustainable manner and compliant with *The Water Rights Act* and *The Groundwater and Water Well Act*. In the case of development proposals, including irrigation and livestock operations, requiring more than 25,000 litres/day of self-supplied water require a water rights license under the provisions of *The Water Rights Act*. All self-supplied industrial and community well distribution systems also require a water rights license.

2.4.3 Developments or activities that may cause pollution or impact public drinking water sources or fish or fish habitat under normal operating conditions or by accident will be directed away from major surface water bodies such as the Boyne River and the Stephenfield Reservoir. Where this is not feasible or practical, developments or activities, which could cause pollution or impact public drinking water sources or fish or fish habitat, may be considered adjacent to major surface water bodies provided:

1. It can be proven by adequate engineering or hydro-geological investigation that the proposed activity will not cause pollution of the surface or groundwater supply;
2. Appropriate precautionary measures have been or will be taken to sufficiently mitigate the risk of endangering the quality of the water supply for domestic potable water supply purposes; or
3. The Planning District Board or Council has referred major developments proposed near waterways and water bodies to applicable provincial and federal authorities for review prior to approval.

2.4.4 Sources of public drinking water shall be protected by limiting certain uses and activities that could include, but are not limited to: agricultural fertilizer or pesticide application, cattle accessing the area, on-site waste water systems, industrial and residential development, subject to appropriate provincial regulation and at the discretion of the Planning District Board or Council.

## 2.5 HERITAGE RESOURCES

### OBJECTIVE

2.5.1 To protect known heritage resources in the Planning District from incompatible development and land uses that may threaten their integrity or operation.

### POLICIES

The following policies shall guide development with respect to heritage resources within the Planning District:

2.5.2 No development of land shall be permitted that will endanger any site or structure with historic, architectural, or archeological significance as designated by applicable provincial authority.

2.5.3 Sites with heritage potential will be considered for designation as a municipal heritage site under *The Heritage Resources Act*.

2.5.4 The Planning District Board shall encourage and facilitate the identification of heritage resources in the Planning District.

2.5.5 The Planning District Board shall endeavour to preserve and protect its heritage resources through the judicious use of statutory instruments such as the zoning by-laws, subdivision procedures, development permits, design by-laws and demolition by-laws.

2.5.6 The Planning District Board shall utilize the *Heritage Resource Management Plan 2013-15* to identify, commemorate and protect heritage resources and to provide a source of advice on heritage issues.

## 2.6 UTILITIES

### OBJECTIVE

2.6.1 To work collaboratively with utility companies on all land development issues to ensure the sustainable provision of services within the Planning District.

### POLICIES

The following policies shall guide development with respect to utilities and provision of related services within the Planning District:

2.6.2 Essential activities of government and public and private utilities will be permitted in any land use designation subject to requirements of the zoning by-laws. Such uses should be located and developed in a manner that will minimize any incompatibility with neighbouring land uses.

2.6.3 The Planning District Board shall continue to work closely with all utility companies in planning compatible land uses along existing and proposed utility corridors. Developments will be approved on the basis of maximizing the utilization of existing utility systems and distribution networks.

2.6.4 Existing public and private utilities should be protected from incompatible or potentially incompatible land uses that may threaten or adversely affect their operation.

## 2.7 MUNICIPAL SERVICES AND INFRASTRUCTURE

### OBJECTIVES

2.7.1 To ensure the provision of sustainable municipal services in the Planning District.

2.7.2 To promote water conservation and the economical and efficient delivery of municipal services in the Planning District.

### POLICIES

The following policies shall guide development with respect to water, wastewater, solid waste management and provision of related services within the Planning District:

### WATER AND WASTEWATER

2.7.3 All development shall protect drinking water sources within the Planning District, including the Stephenfield Reservoir and the Boyne River.

2.7.4 Land use patterns and development concepts that promote the provision of sustainable water and wastewater infrastructure shall be prioritized.

2.7.5 No new or expanded development shall be permitted in areas where essential services such as potable water supply, wastewater collection and disposal, storm water and drainage systems, public roadway access and communications cannot be provided or extended in a sustainable manner.

2.7.6 Where municipally operated water or wastewater services are provided within any developed area, new developments shall be required to connect to these services.

2.7.7 Where piped water or sewer services are not available in the Planning District, development should be planned to be able to accommodate efficient and economical piped water and sewer services in the future.

2.7.8 The extension and/or improvement of piped water and wastewater services should be implemented so as to efficiently and economically service proposed development areas. Development patterns shall be established, and developments approved in a manner that support district and regional solutions to water and wastewater service delivery.

2.7.9 Water supply and wastewater management systems, where provided, must be developed and operated in accordance with applicable provincial standards, including: *The Environment Act*, *The Public Health Act* and *The Drinking Water Safety Act*.

2.7.10 Where new development is proposed, additional analysis may be required to determine the impact of development on existing and future infrastructure systems and related servicing requirements. This analysis may include, but is not limited to, storm water management plans, drainage study, soil suitability analysis, water modeling and treatment analysis, sewer capacity and/or sewage lagoon capacity analysis.

2.7.11 All onsite wastewater management systems proposed in the RM of Dufferin shall ensure that the design and construction is suitable for the soil conditions and the lot size proposed for the development and shall comply with all requirements under the *MR 83/2003-Onsite Wastewater Management Systems Regulation* and must be registered with the applicable provincial authority prior to installation.

2.7.12 Adequate buffer areas will be maintained around sewage treatment facilities wherein non-compatible land uses such as residential development will not be permitted. Minimum distance setbacks for residential dwellings will be established in the zoning by-laws.

2.7.13 In order to minimize exposure to the undesirable effects of wastewater stabilization ponds and solid waste disposal sites, development in the vicinity of these facilities will be limited to agricultural, industrial and specific open space or recreational uses that would not be adversely affected by these facilities.

### SOLID WASTE MANAGEMENT

2.7.14 The Planning District will encourage the provision of waste management programs such as recycling, composting, and provide facilities for household hazardous waste disposal.

## 2.8 DRAINAGE

### OBJECTIVE

2.8.1 To ensure drainage issues are addressed in a coordinated manner with input from government departments and agencies, and adjacent municipalities.

### POLICIES

The following policies shall guide development with respect to drainage in the Planning District:

2.8.2 The Planning District will adhere to provincial drainage guidelines and work cooperatively with the applicable provincial authorities and adjacent municipalities to address any regional drainage issues.

2.8.3 Overall storm drainage plans for undeveloped areas may be required prior to development. Where development may increase storm flows into the provincial highway system, the applicable provincial authority will be consulted, and the cost of any improvements required to the existing highway drainage system directly associated with the development will be the responsibility of the developer.

## 2.9 TRANSPORTATION

### OBJECTIVES

2.9.1 To provide and maintain safe and efficient vehicular transportation routes in the Planning District.

2.9.2 To establish a road hierarchy within the Planning District.

### POLICIES

The following policies shall guide development with respect to roads and vehicular transportation networks within the Planning District:

### ROAD HIERARCHY

2.9.3 The Planning District is comprised of a road system that includes municipal roads and provincial roads and highways. These roads are illustrated in Maps 1 through 6, and policies specific to both municipal and provincial roads are contained below in sections 2.9.4 and 2.9.5 respectively. As the majority of roads within the Planning District converge on the Town of Carman, the following road classifications have been assigned, as illustrated in Reference Map 7:

#### ARTERIAL ROADS

1. Arterial roads are designed for large traffic volumes and high speed limits. Provincial Roads (PR's) and Provincial Trunk Highways (PTH's) are considered arterials within the Town of Carman. Direct access to arterials should be via collector roads, and private driveways or access points should be limited.

#### COLLECTOR ROADS

2. Collector roads are designed to collect traffic from local roads and distribute this traffic to arterial roads. Access to collector roads should be via local roads and private driveways or access points should be limited. Collector roads and the recommended location of future collector roads are illustrated in Reference 7.

#### LOCAL ROADS

3. Local roads are designed for low traffic volumes and speed limits. They connect private properties such as those located in the **Residential Policy Areas** with collector roads. Connections between new local roads and arterial roads should be avoided. Local roads represent the majority of municipal roads in the Town of Carman.

#### MUNICIPAL ROADS

2.9.4 New development shall have access to an existing all-weather road of sufficient standard and capacity, unless the proponent makes an agreement with the municipality

to upgrade an existing road or develop new road access to a standard agreed upon by the municipality. The proponent may be responsible for part or all of the costs of this roadway construction and maintenance.

2.9.5 A setback distance for all buildings, structures, hedges, or similar obstructions adjacent to roads, shall be specified in the zoning by-laws for the purpose of protecting the safety and efficiency of the road system. This setback shall apply to all municipal roads in the Planning District except provincial highways where the province establishes setback requirements. Setbacks for buildings and structures and access to Provincial Trunk Highways and Provincial Roads shall be in accordance with *The Highways Protection Act* and *The Highways and Transportation Act*.

2.9.6 Where there are existing or anticipated high volumes of truck traffic, the municipality may designate certain municipal roads as truck routes, in order to limit deterioration of the municipal road system and to minimize safety problems and nuisance factors within urban and rural residential areas. The designated truck routes will be identified as truck routes on a map and adopted as a transportation by-law for the municipality. These truck routes are intended to complement the provincial highway system as major traffic carriers and as such will be subject to the following considerations:

1. Truck routes shall receive priority consideration for maintenance and snow removal; and
2. Truck routes shall be designed to carry heavy farm traffic although restrictions may be placed on these roads at certain times of the year.

## PROVINCIAL ROADS AND HIGHWAYS

2.9.7 Commercial uses that primarily serve the travelling public may be permitted to locate adjacent to a provincial highways provided direct access to the highway system is discouraged and the efficiency and safety of the adjoining highway is not jeopardized.

2.9.8 Satisfactory storm drainage must be provided to service any development adjacent to the provincial trunk highways and provincial roads. Permission must be obtained from the applicable provincial authority to drain any water into the highway drainage system. Costs of any revisions to the existing drainage system, which are directly related to the development, will be the responsibility of the developer.

2.9.10 Where an area of development is bordered on one side by a major transportation corridor or facility such as a highway or rail line, new development should, where appropriate, be directed to the same side to avoid the need for local traffic to cross the corridor or facility.

2.9.11 Land uses that generate significant amounts of regional vehicular traffic and/or significant truck traffic will be encouraged to locate in proximity to major roadways, including provincial roads and provincial highways. However, direct access to the provincial highway system will be discouraged. Access to the provincial highway system should be via the municipal road system for these land uses.

2.9.12 Any development that is to occur within the control areas of provincial roads and provincial trunk highways under provincial authority will be subject to approval by applicable provincial authority and the Highway Traffic Board respectively.

2.9.13 Development near a provincial trunk highway or a provincial road shall be subject to the following design and siting criteria:

1. Strip development along the highway whereby direct connections to the highway are relied upon for providing access to abutting properties, shall not be permitted;
2. Development that may have a detrimental impact on the safe operation of the provincial highway system shall not be allowed;
3. Subdivision / development will not be permitted in areas designated for highway widening or expansion unless provisions suitable to the province are made to accommodate future widening or expansion;
4. Developers may be responsible for the cost of highway improvements deemed necessary by appropriate provincial authority to accommodate a proposed development;
5. A permit is required from the Highway Traffic Board for any new, modified or relocated access to PTH 3 and 13. A permit is also required for any construction/structure above, below or at ground level or change in use of land, structures and access within the control lines and control circles of these highways; and
6. A permit is required from the applicable provincial authority for any new, modified or relocated access to all provincial roads in the Planning District. A permit is also required for any construction/structure above, below, or at ground level within the control areas of these highways.

## **RAILWAYS**

2.9.14 Development on lands adjacent to existing active rail corridors in the Planning District should be adequately buffered from rail related uses and conform to the minimum setbacks required by applicable provincial or federal authorities.

## **AIRPORTS**

2.9.15 Development on lands adjacent to existing airports or airfields that could impede or negatively impact their use and operation shall generally not be permitted. Additionally, development or land uses that could be hazardous to the occupants of land adjacent to existing airports or airfields due to regular airport operations will generally not be permitted. This policy specifically pertains to the Carman (South) Airfield located in 6-5-13W, and Friendship Field Airfield located in 6-5-24W.

## **2.10 ACTIVE TRANSPORTATION**

### **OBJECTIVES**

2.10.1 To develop and maintain the Community Pathway and connect the Town of Carman with the RM of Dufferin via an active transportation route.

2.10.2 To provide residents with active recreational opportunities and reduce reliance on private automobiles and transportation related greenhouse gas emissions.

### **POLICIES**

The following policies shall guide development with respect to the provision of active transportation amenities within the Planning District:

2.10.3 The Community Pathway will be protected from development, and extended when deemed necessary by the Planning District Board. The development of land in and around the Community Pathway as illustrated in Reference Map 8 may require a concept plan to determine whether it complies with the overall intent of this Development Plan.

2.10.4 Abandoned railway lines should be protected from developments and land uses that may negatively impact their recreational capability. Should any transportation or utility corridor become redundant, consideration shall be given to converting such lands to public uses that may include or support multi-use of an extension of the Community Pathway.

2.10.5 New development in the Planning District shall be encouraged to make provision for active transportation options or alternatives to private automobile use.

## **2.11 HAZARDOUS USES**

### **OBJECTIVE**

2.11.1 To reduce and prevent adverse and nuisance impacts of incompatible land use and development.

### **POLICIES**

The following policies shall guide hazardous uses in the Planning District:

2.11.2 Hazardous uses refer to facilities or developments, exclusive of railways and highways, which manufacture, handle, store or distribute hazardous materials. New hazardous use facilities are generally not encouraged within the Planning District. Any contemplated hazardous use should be separated from incompatible uses such as lands or buildings used primarily for human occupation or directed to an appropriately designated area such as the **Industrial Policy Area**.

2.11.3 Where development of a potentially hazardous use is proposed, information may be required relating to the adverse impacts of the use such as the nature of any potential discharges, the nature of outside storage, the compatibility of surrounding land uses, and plans for buffering such activities from adjacent uses and human activities.



## 2.12 NATURAL AREAS

### OBJECTIVES

2.12.1 To protect natural areas and habitats from incompatible or potentially incompatible land use activity/development where rare or endangered flora and fauna have received designation and protection under Federal or Provincial legislation.

2.12.2 To minimize impacts of development on aquatic ecosystems, wetland environments and riparian areas.

2.12.3 To recognize, protect and ensure the sustainability of provincial Crown lands and the development potential of these lands does not exceed the lands capability to support such activities and/or threaten the ecological integrity.

### POLICIES

The following policies shall guide development with respect to natural areas and habitats in the Planning District:

2.12.4 Natural areas and habitats shall be protected from incompatible or potentially incompatible land use activity/development where;

1. Rare or endangered flora and fauna have received provincial designation and protection under either the *Manitoba Endangered Species Act* or the federal *Species At Risk Act*;
2. Lands have been designated as Protected under the Protected Areas Initiative;
3. Lands have been identified as provincial park;
4. Sensitive wildlife or aquatic habitat has been identified, or
5. Private lands that have been voluntarily protected by landowners under *The Conservation Agreements Act*.

2.12.5 Proposed developments located near waterways and water bodies that have the potential to alter, disrupt or destroy aquatic habitat; including the riparian area, will be referred to Manitoba Conservation for review.

2.12.6 Developments and the use of land adjacent to designated provincial parks and protected areas will be referred to Manitoba Conservation and Water Stewardship for review/comment to ensure that future development or changes in land use will not adversely affect the sustainability of the area or the resident flora and fauna.

2.12.7 Both the development plan and the zoning by-law maps will identify land designated by order-in-council and/or regulation by the province.

2.12.8 Significant natural areas and sensitive environmental areas shall be identified and protected, where the potential for human activities to stress the environment may require designating these activities /developments as conditional uses.

2.12.9 Where privately initiated habitat conservation land leases or land transfers are proposed, Manitoba Conservation and Water Stewardship will be encouraged to consult with the Planning District affected prior to approving the designation of a private habitat conservation area.

2.12.10 Inter-municipal co-operation is encouraged in the application and implementation measures to protect the Planning District's natural environmental resources.

2.12.11 Public access to natural areas will be encouraged; where feasible, to foster an appreciation for the enjoyment of the natural world. Access should not lead to levels of activity or development which will exceed the capability of the area to sustain the environment and ecosystem integrity. Where private land holdings are involved, access to these areas will be subject to the approval of the landowner.

2.12.12 Remaining wooded lands will be developed in a manner consistent with their wildlife potential, particularly in the areas adjacent to wildlife management areas, provincial parks, ecological reserves or any other sensitive /important ecological areas.

2.12.13 Quality wetland habitats; including riparian areas where applicable, shall be protected to ensure continued waterfowl production.



# Part Three

## Land Use Policies

Part Three provides objectives and policies for eight identified land use policy areas within the Planning District. Each of these policy areas are illustrated in the land use maps contained in Part Five of this Development Plan.

The following land use policy areas are described in Part Three:

- 3.1 Agricultural Policies
- 3.2 Village Centre Policies
- 3.3 Rural Residential Policies
- 3.4 Residential Policies
- 3.5 Commercial Policies
- 3.6 Industrial Policies
- 3.7 Parks and Recreation Area Policies
- 3.8 Fringe Area Policies

### 3.1 AGRICULTURAL POLICIES

Agriculture is the dominant land use in the Planning District. Agricultural uses contribute to the quality of life, economic resilience, and sense of place within the Planning District, and must be protected to ensure their long-term viability. The preservation of prime agricultural land, or lower class land on which agriculture activities are dominant, and the fostering of the agricultural industry will be given the highest priority in light of the objectives and policies contained herein. Except as provided for elsewhere in this Development Plan, agricultural land will be retained in large parcels to maintain a viable base of agricultural lands and to provide maximum protection and flexibility for agricultural activities.

#### OBJECTIVES

3.1.1 To preserve the Planning District's natural assets including food-production lands for continued agricultural use, watersheds and natural habitat areas.

3.1.2 To protect designated agricultural lands by directing urban and non-farm rural residential uses to non-agriculturally designated lands.

3.1.3 To provide direction for livestock development within the Planning District, and ensure new operations or expansions to existing operations are planned to limit land use conflicts.

#### POLICIES

In addition to the general policies described in Part Two, the following objectives and policies shall guide agricultural uses and development in the Planning District:

#### AGRICULTURAL DESIGNATIONS

3.1.4 Agricultural uses shall be encouraged in areas designated **General Agricultural Policy Area**, and **Restricted Agricultural Policy Area** as identified on Map One of this Development Plan. The following policies guide planning and development in the designated agricultural areas.

#### GENERAL AGRICULTURAL POLICY AREA

3.1.5 All lands within the **General Agricultural Policy Area** shall be preserved or utilized for the widest range of agricultural activities, including livestock operations, excepting those lands and uses which meet the provisions contained herein. Uses that are not agricultural in nature, such as rural residential and recreational development will be kept to a minimum. Non-intensive recreational uses such as trails shall be permitted, whereas uses such as golf courses, playing fields and other intensive recreational uses shall be directed to other appropriately designated areas. To minimize the fragmentation of the agricultural land base, the minimum parcel size in the **General Agricultural Policy Area** shall be 80 acres.

#### RESTRICTED AGRICULTURAL POLICY AREA

3.1.6 Agricultural activities within the **Restricted Agricultural Policy Area** shall be limited to activities which do not have the potential to create land use conflicts with urban development within the Planning District. Examples of appropriate agricultural activities in this policy area would include cropping, market gardening, tree nurseries, or other legitimate specialized agricultural operations. To minimize the fragmentation of the agricultural land base, the minimum parcel size in the **Restricted Agricultural Policy Area** shall be 80 acres.

#### ALL AGRICULTURAL POLICY AREAS

Unless specifically noted, the objectives and policies contained herein will apply to both **General Agricultural Policy Area** and **Restricted Agricultural Policy Area**.

#### NON-AGRICULTURAL USES

3.1.7 Any non-agricultural uses shall be subject to the following criteria:

1. Non-agricultural uses shall not restrict existing livestock operations or cropping practices;
2. Non-agricultural uses shall not cause expenses for road, drainage or other infrastructure services not generally related to local agricultural needs;
3. Non-agricultural uses shall not be located in a manner that may interfere with the use or expansion of established solid waste management sites, sewage treatment lagoons, or other private/public utilities and services;
4. Non-agricultural development should be directed away from prime agricultural land, viable lower class land and livestock operations; and
5. Home occupations will be accommodated, subject to compliance with the standards set forth in the zoning by-law, and provided they are compatible with the adjacent uses.

#### EXISTING USES

3.1.8 Uses lawfully established prior to the adoption of this Development Plan, whether agricultural or non-agricultural, should be protected and new uses may be restricted, or may not be approved where they may conflict with these established uses.

#### EROSION

3.1.9 Council shall support the protection of soil from wind and water erosion by encouraging the retention of existing and the development of new shelter-belts and other conservation measures.

## **WASTEWATER MANAGEMENT**

3.1.10 All on-site wastewater management systems proposed in the agricultural areas shall ensure that the design and construction is suitable for the soil conditions and the lot size proposed for the development and shall comply with all requirements under the *MR 83/2003-Onsite Wastewater Management Systems Regulation* and must be registered with the applicable provincial authority prior to installation.

## **PROTECTED AREAS**

3.1.11 Development may be prohibited in areas that have received designation or protection under the Manitoba Endangered Species Act or the Federal Species at Risk Act. If development is permitted it shall be in accordance with the terms and conditions established by the applicable provincial authority.

## **REMOVAL OF TOPSOIL**

3.1.12 The removal of topsoil, or other organic surface material on lands designated for agricultural use shall not be permitted unless approval has been granted by the Planning District Board. This is not intended to restrict excavation for the purposes of drainage ditches, dykes, road construction, building sites or similar work, or gaining access to aggregate and other quarry minerals.

## LIVESTOCK

3.1.13 For the purposes of this development plan by-law, a livestock operation means a permanent or semi-permanent facility or non-grazing area where at least ten (10) animal units of livestock are kept or raised either indoors or outdoors, and includes all associated manure collection facilities.

3.1.14 New or expanding livestock operations will be allowed within the **General Agricultural Policy Area**, shown on Map 1. In general, new or expanding livestock operations must be sited so as to minimize conflict with existing or planned urban, recreational or residential developments. All proposed new or expanding livestock operations involving 300 or more animal units must be processed as a conditional use and must be reviewed by the applicable provincial authority, or Technical Review Committee.

3.1.15 New or expanding livestock operations will be allowed within the **Restricted Agricultural Policy Area**, shown on Map 1. The **Restricted Agricultural Policy Area** is intended to protect existing urban centres, existing rural residential development, and environmentally sensitive areas along the Boyne River from the impact of livestock operations. To keep the land use conflict between livestock operations and non-compatible land uses to a minimum, new and expanding livestock operations will not be allowed to exceed a maximum size of approximately three hundred (300) animal units within the **Restricted Agricultural Policy Area**.

3.1.16 New or expanding livestock operations will not be allowed within the **Village Centre Policy Areas**, within the **Rural Residential Policy Areas**, or the Parks and **Recreation Policy Areas** adjacent to Stephenfield Reservoir, as shown on Map 6. Additionally, new or expanding livestock operations will not be allowed on soils determined by detailed soil survey, in consultation with the Province, to be Agricultural Capability Class 6, 7, or unimproved organic soils as defined under the Canada Land Inventory.

3.1.17 Within the **Restricted Agricultural Policy Area**, the replacement (due to modernization or fire) of livestock operations, established prior to the adoption of this by-law, at the same size and location may be permitted and the expansion of existing livestock operation will be considered based on the size and separation distances established in the zoning by-law.

3.1.18 The mutual separation distances between livestock operations and designated areas will be the same as the minimum separation distances provided for siting livestock in Part 5 of the Provincial Planning Regulation. The mutual separation distances between livestock operations and single residences will be 50% higher than the provincial minimum separation distances. These mutual separation distances will be established in the zoning by-law. Council may, pursuant to Section 169 (4) of The Planning Act, vary the separation distance provided in the zoning by-law.

3.1.19 No person shall develop or expand a livestock operation unless Council or the designated employee or officer has approved the establishment or expansion.

3.1.20 An application for approval of the establishment or expansion of a livestock operation must be made to Council, by the owner of the operation or by a person authorized by the owner, in a form and accompanied by any material and any fee established by Council.

3.1.21 Applications for new or expanding livestock operations of less than 300 animal units will be processed in accordance with the following:

1. An application for the establishment or expansion of a livestock operation of less than 300 animal units shall be made to Council or the designated employee or officer;
2. Council shall not require a public hearing respecting an application proposing the establishment or expansion of a livestock operation of less than 300 animal units;
3. An application will be approved if the proposed livestock operation:
  - a. will be compatible with the general nature of the surrounding area;
  - b. will not be detrimental to the general health and welfare of the people living and working in the area or negatively affect other property or potential development in the area;
  - c. generally conforms to the applicable provisions of the Development Plan and zoning by-laws;
4. Council or the designated employee or officer may impose the following requirements on an approved application:
  - a. measures to ensure conformity to the applicable provisions of the Development Plan and zoning by-laws;
  - b. one or both of the following measures intended to reduce odours from the livestock operation:
    - i. requiring cover on manure storage facilities; and/or
    - ii. requiring shelter belts to be established
  - c. require the applicant to enter into a development agreement regarding one or more of matters:
    - i. the timing of construction;
    - ii. the control of traffic;
    - iii. the construction and maintenance of roads,

fencing, landscaping, shelter belts or drainage works; and/or

- iv. the payment of a sum of money to Council to be used to construct any of the items mentioned in clause iii above.

3.1.22 Applications for new or expanding livestock operations of **300 animal units or more** will be processed in accordance with the following:

1. An application for the establishment or expansion of a livestock operation of 300 animal units or more shall be made to Council. Upon receipt of an application, a copy shall be sent to the applicable provincial authority and forwarded to the Technical Review Committee for review as per Part 7, Division 2 of *The Planning Act*;
2. The Technical Review Committee report shall be made available for review and a formal public hearing will be held in accordance with Part 7, Division 2 of the *Planning Act*; and
3. After holding the hearing, Council will make an order:
  - a. rejecting the application; or
  - b. approving the application, with or without conditions, if the proposed livestock operation:
    - i. receives a report from the Technical Review Committee which determines, based on available information, that the proposed operation will not create a risk to health, safety or the environment, or that any risk can be minimized through the use of appropriate practices, measures and safeguards;
    - ii. will be compatible with the general nature of the surrounding area;
    - iii. will not be detrimental to the health and general welfare of people in the surrounding area or negatively affect other properties or potential development in the surrounding area; and
    - iv. conforms to the applicable provisions of this Development Plan and zoning by-laws.
4. Council may impose the following conditions on an application:
  - a. measures to ensure conformity to the applicable provisions of this Development Plan and zoning by-laws;
  - b. measures to implement recommendations made by the Technical Review Committee; if a technical review is requested;

- c. one or both of the following measures intended to reduce odours from the livestock operation:
  - i. requiring cover on manure storage facilities, and/or
  - ii. requiring shelter belts to be established
- d. require the applicant to enter into a development agreement regarding one or more of matters:
  - i. the timing of construction;
  - ii. the control of traffic;
  - iii. the construction and maintenance of roads, fencing, landscaping, shelter belts or drainage works, and/or;
  - iv. the payment of a sum of money to Council to be used to construct any of the items mentioned in clause iii above.

## **SUBDIVISION FOR RESIDENTIAL USES**

3.1.23 The subdivision of land for residential purposes in the General Agricultural Policy Area and the Restricted Agricultural Policy Area may be considered based on the following circumstances, and the requirements of the zoning by-law:

1. A single lot subdivision is proposed for a retiring farmer who wishes to subdivide an existing farm residence from the agricultural operation and retain it for retirement purposes;
2. A single lot subdivision is proposed when a bona fide farmstead site contains a farm residence that is rendered surplus due to the amalgamation of farm operations for purposes of farm enlargement;
3. A single lot subdivision that is contiguous with the existing farmstead site is proposed for an individual who significantly participates in the agricultural operation on an ongoing basis and derives an income from it;
4. A single lot subdivision is proposed for a parcel that is isolated by a creek, drain, road or natural land feature and is of a size and shape that makes farming of the land physically impractical;
5. A single lot subdivision is proposed from a well-defined yard site which is a minimum of 5 acres, is contained within a mature shelter-belt, and does not contain any pasture or cultivated land. The yard site must contain evidence of either a habitable farm dwelling or a well for domestic purposes. The proposed lot must be in compliance with provincial regulations for on-site wastewater management systems; and
6. A subdivision is proposed as infill within the boundaries of an existing rural residential cluster as identified on Map 1, whereas:
  - a. The area proposed for subdivision is constrained on three sides by lands (including roadways and well established yard sites) that have not been farmed for a number of years;
  - b. The area proposed for subdivision is of a size and shape that cannot easily be farmed because of the constraining lands;
  - c. Any new and residual lots created as a result of the proposed subdivision will be a minimum of 2 acres and will be a size and shape that is generally consistent with other surrounding rural residential development; and
  - d. All homes in the rural residential clusters are located within the designated agricultural areas, and as such, the separation distances for individual residences will apply for all existing, expanding or newly constructed livestock operations.

3.1.24 The subdivision of land in the **General Agricultural Policy Area** and the **Restricted Agricultural Policy Area** for residential purposes under 3.1.23 shall also be subject to the following criteria:

1. Only one subdivision per 80 acre title may be permitted, notwithstanding the policies contained within 3.1.23.6;
2. The proposed subdivision shall not be allowed on cultivated land and should be directed to tree covered areas or be located within a well-defined and existing mature shelterbelt that forms part of a farmstead site, not to generally exceed 10 acres, and must not be wasteful of agricultural lands;
3. The proposed subdivision must be capable of accommodating an on-site wastewater management system and have an adequate supply of potable water;
4. That municipal services such as drainage, school busing, fire protection shall be available to the subdivision site or can be provided without undue cost to the municipality;
5. The proposed subdivision must have legal access to a public road. Direct access to a provincial highway is discouraged. Access should be via an all-weather municipal road where service improvements and/or extensions are minimized;
6. The proposed subdivision location shall comply with the mutual separation distances between livestock operations and dwellings;
7. The proposed subdivision of large agricultural parcels must leave a residual parcel that complies with the minimum site area and width established in the zoning by-law; and
8. The proposed subdivision shall not be subject to flooding, erosion or bank instability as defined in Section 2.3.3.

## **SUBDIVISION FOR SPECIALIZED AGRICULTURAL USES**

3.1.25 The subdivision of land for specialized agricultural uses in the **General Agricultural Policy Area** and the **Restricted Agricultural Policy Area** may be considered based on the following circumstances, and the requirements of the zoning by-law:

1. A single lot subdivision for specialized agricultural operations such as tree nurseries, apiaries, market gardens and other bona fide agricultural operations may be allowed on parcels of land that are less than the minimum area specified in the zoning by-law for general agricultural activities, provided the specialized operation has already been established, or if it is supported by a business plan or arrangements acceptable to Council.



### **SUBDIVISION FOR COMMERCIAL OR INDUSTRIAL AGRICULTURAL USES**

3.1.26 Commercial or Industrial Agricultural Uses should be directed toward the designated General Commercial or Industrial areas wherever practical and appropriate. If it is demonstrated that it is essential that it be located in an agricultural area, the subdivision of land for certain commercial or industrial agricultural uses in the **General Agricultural Policy Area** and the **Restricted Agricultural Policy Area** may be considered based on the following circumstances, and the requirements of the zoning by-law:

1. A single lot subdivision is proposed for an agricultural commercial or industrial use that provides services, machinery, equipment or goods specifically required by agricultural operations. The proposed agricultural commercial or industrial use may need to be supported by a business plan or arrangements acceptable to Council; and
2. A single lot subdivision is proposed for an agricultural commercial or industrial use that provides storage or processes products grown or raised by an agricultural operation. The proposed agricultural commercial or industrial use may need to be supported by a business plan arrangements acceptable to Council.

3.1.27 The subdivision of land in the **General Agricultural Policy Area** and the **Restricted Agricultural Policy Area** for specialized agricultural uses and commercial and industrial uses shall be subject to the following criteria:

1. The location and siting of the proposed development will not create land use conflicts and where necessary, be directed away from prime agricultural land, and make provisions for adequate buffering or screening to mitigate against potential noise, dust or visual conflicts with adjacent uses. The zoning by-law will specify which uses will be considered as permitted, conditional, or prohibited uses;
2. The location and siting of the proposed development will be adjacent to existing developments of a similar nature and preferably be located in clusters rather than strips;
3. The location and siting of the proposed development will be restricted to the same side of a provincial highway facility where existing development has already occurred. Wherever possible, frontage roads or access roads will be utilized to limit direct access to the provincial highway system; and
4. Areas contemplated for uses listed above in 3.1.25 and 3.1.26 shall require a re-zoning to an appropriate zone identified in the zoning by-law. These uses shall be listed as either permitted or conditional uses. Any dwelling constructed on the subject lands shall be accessory to the specialized agricultural or commercial and or industrial agricultural use.

### **SUBDIVISION FOR BOUNDARY ADJUSTMENTS**

3.1.28 The subdivision of land for the readjustment of farm boundaries affected by rivers, streams, highways, large drains and other such features may be permitted in both the **General Agricultural Policy Area** and **Restricted Agricultural Policy Area**, if it is deemed necessary to accommodate agricultural practices. Consolidation of titles is recommended and will be required when the subdivision is on cultivated land or where the parcel is within the minimum separation distance of a livestock operation.

## 3.2 VILLAGE CENTRE POLICIES

The unincorporated villages of Roseisle, Graysville, and Homewood are existing village centres, and represent a concentration of population and services within the Planning District. The unincorporated villages support a variety of urban land uses including residential, institutional, commercial and limited industrial. They offer a greater variety of housing types, public services, recreation amenities, and municipal infrastructure when compared to the agricultural areas and rural residential areas. Compact development and a diversity of uses will be encouraged within the village centres to maximize existing investment, and to create thriving, self-sufficient growth areas that are integral to the Planning District's future and distinctive local character. The following objectives and policies will guide development in the unincorporated villages of Roseisle, Graysville, and Homewood.

### OBJECTIVES

3.2.1 To promote compact growth and development in the unincorporated villages of Roseisle, Graysville and Homewood, and recognize their importance within the region.

3.2.2 To further develop the unincorporated villages as full-service, self-sufficient centres within the Planning District.

3.2.3 To ensure that a sufficient supply of residential land is available to meet present and future needs in each unincorporated village.

### POLICIES

In addition to the general policies described in Part 2, the following policies shall guide development in the unincorporated villages within the Planning District:

#### VILLAGE CENTRE DESIGNATION

3.2.4 The unincorporated villages of Roseisle, Graysville, and Homewood do not have legal boundaries to define future growth limits, and as such, development limits shall be limited to the boundaries of the areas designated **Village Centre Policy Areas** on Map 1 and Maps 3,4, and 5 respectively.

#### VILLAGE CENTRE DEVELOPMENT

3.2.5 All development within the **Village Centre Policy Areas** will be subject to the following policies, and subject to the use and site requirements provided in the zoning by-law:

1. An appropriate mix of residential, institutional, commercial, industrial, parks, recreation and opens space uses in quantities reasonably related to demand shall be encouraged;
2. Development shall respect and protect know heritage resources;

3. Where new development is proposed, infrastructure such as roadways or piped services, will be installed to RM of Dufferin municipal standards, and may require the proponent to contribute towards the cost of establishing new infrastructure needed to adequately service the development;
4. Lot sizes and densities shall be governed by the limitations of existing sewer and water services within each unincorporated village, and subject to compliance with the standards set forth in the zoning by-law. Where piped services are available, lot sizes may be smaller to provide for a higher density of development, and thus more efficient operation of piped services. New lots shall connect to municipal services where available; and
5. Where municipal wastewater services are not available, lot sizes should be of adequate size for accommodating on-site sewage disposal systems as determined by appropriate provincial regulations.

#### RESIDENTIAL DEVELOPMENT

3.2.6 The following policies shall be used to guide the development of residential uses in the **Village Centre Policy Areas**, subject to the use and site requirements provided in the zoning by-law:

1. Residential development shall be compact, contiguous and facilitate the efficient provision of services;
2. A variety of housing types including seniors or special purpose housing will be encouraged subject to compliance with the standards set forth in the zoning by-law, and in a manner that is compatible with adjacent uses;
3. Multiple lot residential subdivisions may require the developer to prepare a concept plan illustrating lot configuration and street layouts;
4. Infill development shall be encouraged on vacant lands;
5. Home occupations will be accommodated, subject to compliance with the standards set forth in the zoning by-law, provided they are compatible with the adjacent uses and the residential character of the property is maintained;
6. Mixed use residential development will be accommodated, subject to compliance with the standards set forth in the zoning by-law, and provided that they are developed in a manner considered compatible with adjacent uses; and
7. Secondary suites shall be encouraged as a way of increasing residential density, affordable housing, and extending family living options.

## INSTITUTIONAL DEVELOPMENT

3.2.7 The following policies shall be used to guide the development of institutional uses in the **Village Centre Policy Areas**, subject to the use and site requirements provided in the zoning by-law:

1. Social or cultural institutions serving the entire Planning District shall be encouraged to locate in a central location within the unincorporated villages that is easily accessible to the entire community and minimize any negative impacts on residential areas;
2. Major institutional facilities requiring large tracts of land or major service extensions shall be required to undertake a concept plan illustrating lot configuration and street layouts;
3. Site area requirements for institutional uses shall be established in the zoning by-law;
4. Institutional uses which are more appropriately located in residential areas should give due consideration to minimizing any adverse impact on the surrounding residential environment; and
5. The design of institutional buildings should be in keeping with the character of the area.

## COMMERCIAL AND INDUSTRIAL DEVELOPMENT

3.2.8 The following policies shall be used to guide the development of future commercial and industrial uses in the **Village Centre Policy Areas**, subject to the use and site requirements provided in the zoning by-law.

1. Commercial and industrial uses will be encouraged to locate within the **Village Centre Policy Areas** in order to support and strengthen the viability of the unincorporated villages where appropriate;
2. New commercial and industrial developments shall be encouraged to locate on existing lots of record. Where such development is not feasible on existing lots, new commercial and industrial lots can establish through the subdivision process;
3. Commercial and industrial uses which have the potential to generate activities that pose safety, health or nuisance hazards, may require large tracts of land or require reduced levels of service shall generally be encouraged to locate in the **Industrial Policy Areas**;
4. Commercial and industrial development shall occur in such a manner as to minimize conflicts with adjacent land uses. Where commercial and industrial uses are adjacent to residential developments, adequate buffering and

screening will be required as stipulated in the zoning by-law;

5. To prevent potential land use conflicts, industrial uses will be listed as a conditional use in the zoning by-law; and
6. Specialized small scale operations such as market gardens shall be permitted within **Village Centre Policy Areas**.

## PARKS AND GREEN SPACE

3.2.9 Appropriately located parks and green space shall be encouraged in the **Village Centre Policy Areas**.

## ACTIVE PEDESTRIAN AMENITIES

3.2.10 Active transportation through conveniently located and connected sidewalks, trails and pathways shall be encouraged in the **Village Centre Policy Areas**. All new development shall be encouraged to make provision for active transportation options.

## LIVESTOCK

3.2.11 Livestock operations shall not be permitted in the **Village Centre Policy Areas**.

## SUBDIVISION

3.2.12 The subdivision of lands designated **Village Centre Policy Areas** may be considered provided the new lots conform to the policies above, and the requirements of the zoning by-law.

### 3.3 RURAL RESIDENTIAL POLICIES

Rural residential areas provide an alternative to urban living in the Town of Carman and the unincorporated villages in the RM of Dufferin. It is recognized that there is a demand for rural residential development in the Planning District, however, it should be addressed in a sustainable manner. Sprawling, ill-planned rural residential development serviced by onsite wastewater management systems may not be sustainable over the long-term without a transition strategy that provides for the incorporation of municipal wastewater services. Policies promoting compact, clustered rural residential development are effective in addressing the issues associated with rural residential sustainability, while continuing to provide a choice and variety of housing options within the Planning District.

#### OBJECTIVES

3.3.1 To provide an adequate supply of rural residential lands, while ensuring the agricultural character of the Planning District is preserved.

3.3.2 To ensure rural residential development does not infringe upon prime agricultural lands, interfere with agricultural operations or the expansion of the Town of Carman.

3.3.3 To intensify rural residential development at locations where it currently exists in the Planning District.

#### POLICIES

In addition to the general policies described in Part Two, the following policies shall guide rural residential development in the Planning District:

#### RURAL RESIDENTIAL DESIGNATION

3.3.4 Rural residential development shall only be allowed in areas designated as **Rural Residential Policy Areas** on Map 1 of this Development Plan.

#### INFILL DEVELOPMENT

3.3.5 Infill to areas designated **Rural Residential Policy Areas** will be encouraged before expanding or re-designating more lands for rural residential development.

### RURAL RESIDENTIAL DEVELOPMENT

3.3.6 The following policies apply to rural residential development on lands designated **Rural Residential Policy Areas**:

1. Rural residential development shall provide a parcel size that will preserve the rural character while accommodating onsite wastewater management system according to appropriate provincial regulations;
2. Rural residential development shall protect natural features such as creeks, tributaries, riparian areas, and retain existing tree cover wherever possible;
3. Rural residential development shall provide adequate surface drainage; and
4. Multiple-lot rural residential development will require a concept plan. Concept plans can describe phasing, cost of extending services, transportation impacts, school, and recreation opportunities. The applicant may also be required to undertake additional studies, such as Access Management Plans, by qualified professionals to demonstrate the land is suitable for the purpose for which the development is intended, as determined by the Planning District Board or Council, or the appropriate provincial authority.

#### HOME OCCUPATIONS

3.3.7 Home occupations will be accommodated within the **Rural Residential Policy Areas**, subject to compliance with the standards set forth in the zoning by-law, provided they are compatible with the adjacent rural residential uses, and the residential character of the property is maintained.

#### FUTURE MUNICIPAL SERVICES

3.3.8 As a component of a future servicing strategy, residential site and development standards, as established under the zoning by-law be considered, to ensure building locations on lots will enable, at a future date, the efficient re-subdivision of land to higher density to ensure the economic provision of municipal services.

#### ACTIVE PEDESTRIAN AMENITIES

3.3.9 Where appropriate, Council may request a public reserve to be added to new rural residential lots in the **Rural Residential Policy Areas** along the Boyne River to make provision for the expansion, or extension of the Community Pathway.

#### LIVESTOCK

3.3.10 Livestock or livestock operations shall not be permitted in the **Rural Residential Policy Areas**.

## RE-DESIGNATION OF LANDS TO RURAL RESIDENTIAL POLICY AREAS

3.3.11 The re-designation of land to **Rural Residential Policy Areas** will not be permitted within the **General Agricultural Policy Area**. The re-designation of land to **Rural Residential Policy Areas** may be permitted in the **Restricted Agricultural Policy Area** subject to amending the development plan and provincial approval. Proposals to re-designate lands to support rural residential uses will be evaluated based on the on the following criteria:

1. That the supply of rural residential lots in the Planning District is no longer adequate to accommodate identified and justifiable demand over a five year time frame;
2. That proposed new rural residential development be contiguous with existing designated rural residential areas or adjacent to an existing cluster of rural residential uses as identified in Map 1;
3. The proposed rural residential development is not located on cultivated agricultural land and is adequately separated from existing livestock operations;
4. That the proposed rural residential development can be adequately flood proofed and serviced to a rural residential standard without creating environmental or servicing concerns;
5. That the proposed rural residential development shall not impede the logical expansion of the Town of Carman;
6. That the proposed rural residential development must be capable of accommodating on-site wastewater management systems as determined by appropriate provincial regulations, have an adequate supply of potable water and have frontage and access to an existing municipal road or internal road; and
7. That the siting and design of the proposed development meets the standards contained in the zoning by-law and all other relevant regulations.

## SUBDIVISION

3.3.12 The subdivision of lands designated **Rural Residential Policy Area** may be considered provided the new lots conform to the policies above, and the requirements of the zoning by-law.

### 3.4 RESIDENTIAL POLICIES

Our neighbourhoods are where we connect to develop a common sense of community. Vibrant and healthy neighbourhoods are a defining element of the human ecology of our communities, where each of us is connected to, and affected by the welfare of our neighbours. The objectives and policies contained herein provide direction for creating and maintaining complete communities that are compact, active, age friendly, and provide a mix of housing types in the Town of Carman.

#### OBJECTIVES

3.4.1 To ensure new developments are interconnected to reduce water use, energy consumption, and provide more direct relationships between where people, work, play and live.

3.4.2 To encourage infill and compact development, and discourage sprawl and leap frog development that requires unnecessary infrastructure and servicing costs.

3.4.3 To provide a mix and diversity of housing choices, prices, and styles in close proximity to services and recreation opportunities.

3.4.4 To provide an adequate supply of residential lands for continued growth and development in the Town of Carman.

#### POLICIES

In addition to the general policies described in Part Two, the following policies shall guide residential development in the Planning District:

#### RESIDENTIAL DESIGNATION

3.4.5 Residential development shall be allowed in areas designated as **Residential Policy Areas** on Map 2 of the Development Plan. Development in the **Residential Policy Areas** shall be subject to the following policies, and the use and site requirements of the zoning by-law:

#### INFILL DEVELOPMENT

3.4.6 The following policies apply to infill residential development on lands designated **Residential Policy Areas**:

1. Infill development on vacant residential lands shall be encouraged in order to maximize existing investment and to encourage compact and efficient land use pattern; and
2. Infill development shall be compatible and consistent with existing neighbourhood character in terms of size, scale and set-backs.

#### NEW RESIDENTIAL DEVELOPMENT

3.4.7 The following policies apply to new residential development on lands designated **Residential Policy Areas**:

1. New residential development should occur in a contiguous and orderly manner;
2. A suitable stock of serviced residential land should be available to satisfy housing demand over a long-term planning horizon;
3. Priority will be given to the development of lands that are already serviced;
4. Compact lot sizes and multi-family development as an efficient use of land and infrastructure will be encouraged;
5. Where large multi-lot residential land developments are proposed, Council may request the following: a secondary plan, concept plan, a traffic impact study, active transportation network plan, building design information, or any information they deem necessary in order to ensure a high-quality development;
6. New residential development should provide an adequate mix of greenspace, recreation areas, connect to the Community Pathway where possible, and make provision for future schools and institutional uses; and
7. Appropriate buffers between new residential development and incompatible uses will be required as determined by the Council. Buffers may include: fencing, landscaping, green space, or minimum building setbacks.

#### HOUSING TYPES

3.4.8 A variety of housing types that include single-family, multi-family, apartment, and planned unit development will be accommodated.

#### MOBILE HOMES

3.4.9 Mobile homes will be accommodated in areas zoned for this residential use, as determined by the zoning by-law.

#### SENIORS AND SPECIAL PURPOSE HOUSING

3.4.10 Seniors housing or special purpose housing such as nursing homes, group homes or residential care facilities will be accommodated, provided that they are developed in a manner considered compatible with existing and proposed residential development.

### **MIXED-USE RESIDENTIAL**

3.4.11 Mixed use residential development will be accommodated, provided that they are developed in a manner considered compatible with surrounding residential development and uses.

### **HOME OCCUPATIONS**

3.4.12 Home occupations will be accommodated, provided they are compatible with the adjacent residential neighbourhood and the residential character of the property is maintained.

### **NEIGHBOURHOOD COMMERCIAL**

3.4.13 Neighbourhood commercial uses may be located within the **Residential Policy Areas**, provided that they are developed in a manner considered compatible with existing and proposed residential development.

### **INSTITUTIONAL USES**

3.4.14 The following policies shall be used to guide the development of institutional uses in the **Residential Policy Areas**:

1. A variety of public institutional uses such as hospitals, schools, places of worship, and recreation facilities will be accommodated, provided that they are developed in a manner considered compatible with surrounding residential development;
2. Major institutional facilities requiring large tracts of land or major service extensions shall be required to undertake a concept plan, at the discretion of Council;
3. Institutional uses which are more appropriately located in residential areas should give due consideration to minimizing any adverse impact on the surrounding residential environment; and
4. The design of institutional buildings should be in keeping with the character of the area.

### **SECONDARY SUITES**

3.4.15 Secondary suites shall be encouraged as a way of increasing residential density, affordable housing, and extending family living options.

### **ACTIVE PEDESTRIAN AMENITIES**

3.4.16 Active transportation through conveniently located and connected sidewalks, trails and pathways shall be encouraged.

### **PARKS AND GREEN SPACE**

3.4.17 Appropriately located parks and green space shall be encouraged.

### **SUBDIVISION**

3.4.18 The subdivision of lands designated **Residential Policy Areas** may be considered provided the new lots conform to the policies above, and the requirements of the zoning by-law.

### 3.5 COMMERCIAL POLICIES

The Town of Carman is the commercial hub for the Planning District, and a service and employment centre for the surrounding region. The objectives and policies contained herein support a wide range of commercial as well as compatible institutional and multi-family residential uses within the Planning District.

#### OBJECTIVES

3.5.1 To ensure the Town of Carman continues to develop as a regional service centre for the Planning District and surrounding area.

3.5.2 To encourage a mix of commercial uses at appropriate locations in the Planning District.

3.5.3 To protect and promote the Town of Carman's downtown area as the central focus area for commercial, institutional and civic uses within the Planning District.

#### POLICIES

In addition to the general policies described in Part Two, the following policies shall guide commercial development in the Planning District:

#### COMMERCIAL DESIGNATIONS

3.5.4 Commercial development and uses shall be allowed in areas designated as **Central Commercial Policy Area**, and **General Commercial Policy Areas** on Map 2 of this Development Plan. The following policies guide planning and development in each of the respective designated commercial areas:

#### CENTRAL COMMERCIAL POLICY AREA

3.5.5 The **Central Commercial Policy Area** shall be the principal commercial area within the Planning District, offering the greatest variety of commercial, institutional and civic uses and services. Development in the **Central Commercial Policy Area** shall be subject to the following policies, and the use and site requirements provided in the Zoning-By-law:

#### REVITALIZATION AND BUILDING REUSE

1. Revitalization and adaptive building reuse for commercial and mixed-use commercial shall be encouraged.

#### STREETSCAPE AND URBAN DESIGN

2. A high quality streetscape and pedestrian environment shall be encouraged.

#### GENERAL COMMERCIAL POLICY AREAS

3.5.6 The **General Commercial Policy Areas** encompass all commercial areas outside of the designated **Central Commercial Policy Area** in the Planning District. Development in the **General Commercial Policy Areas** should not develop in competition to the **Central Commercial Policy Area**, and shall be subject to the following policies, and the use and site requirements of the zoning by-law:

#### HIGHWAY COMMERCIAL

1. Highway commercial uses will be encouraged, provided they are developed in a manner that balances safe, convenient access and the maintenance of traffic flows along the arterial streets and highways.

#### LARGE FORMAT RETAIL

2. Commercial uses that require sites to support large structures shall be encouraged to locate in the **General Commercial Policy Areas**.

#### ALL COMMERCIAL POLICY AREAS

The following policies apply to all commercial development on lands designated **Central Commercial Policy Area** and **General Commercial Policy Areas**, subject to the use and site requirements of the zoning by-law.

#### MIXED-USE COMMERCIAL

3.5.7 Compact, mixed-use commercial development shall be encouraged, and developed in a manner considered compatible with surrounding uses.

#### INFILL COMMERCIAL DEVELOPMENT

3.5.8 Infill development on vacant commercial lands shall be encouraged in order to maximize existing investment and to encourage compact and efficient land use pattern.

#### RESIDENTIAL USES

3.5.9 Multi-family residential uses may be allowed in the Town of Carman, provided the type and scale of the development is compatible with adjacent uses, and that appropriate measures are in place to mitigate any potential incompatibility between the uses.

#### INSTITUTIONAL USES

3.5.10 A variety of public institutional uses such as hospitals, schools, places of worship, and recreation facilities will be accommodated in the Town of Carman, provided they are developed in a manner considered compatible with surrounding uses.



### **PARKS AND GREEN SPACE**

3.5.11 Appropriately located parks and recreational uses may be located in the designated commercial areas.

### **ACTIVE PEDESTRIAN AMENITIES**

3.5.12 Active transportation through conveniently located and connected sidewalks, trails and pathways shall be encouraged in the designated commercial areas. All new development shall be encouraged to make provision for active transportation options.

### **TRANSITION AREAS**

3.5.13 New commercial uses and the expansion of commercial uses shall only occur within the designated commercial areas, and in a manner that preserves the overall character of adjacent neighbourhoods.

### **INCOMPATIBLE USES**

3.5.14 Commercial uses which may present undue nuisance or are deemed to be incompatible with surrounding uses shall be located in either the **Industrial Policy Areas** and subject to the requirements of the zoning by-law.

### **DEVELOPMENT STANDARDS**

3.5.15 Where commercial development is proposed, Council and/or applicable provincial authority may request the following: a concept plan, traffic impact study, active transportation network plan, building design information, or any other information deemed necessary to ensure a high-quality development.

### **SITE DESIGN**

3.5.16 Council shall encourage a high standard of appearance and maintenance for all new and existing commercial uses in the Planning District.

### **BUFFERS**

3.5.17 Appropriate buffers between commercial development and incompatible uses will be required as determined by Council. Buffers may include: fencing, landscaping, green space, or minimum building setbacks.

### **PARKING**

3.5.18 An appropriate amount of parking shall be provided for all commercial uses. Parking requirements shall be determined in the zoning by-law.

### **SERVICES AND WASTEWATER MANAGEMENT**

3.5.19 New commercial uses or expansions to existing commercial uses in the Town of Carman shall be evaluated prior to approval to ensure there is adequate capacity within the Town's water and sewer systems. All new commercial uses in the Town of Carman within the **General Commercial Policy Areas** will be required to connect with municipal services. Where connection to municipal services are not feasible, on-site wastewater management systems may be permitted, subject to compliance with all applicable provincial regulations. New commercial uses or expansions to existing commercial uses in the RM of Dufferin within the **General Commercial Policy Areas** shall utilize on-site wastewater management systems, subject to compliance with appropriate provincial regulations, unless connection to municipal services can be arranged.

### **SUBDIVISION**

3.5.20 The subdivision of lands designated **Central Commercial Policy Area** and **General Commercial Policy Areas** may be considered provided the new lots conform to the policies above, and the requirements of the zoning by-law.

### 3.6 INDUSTRIAL POLICIES

Industrial uses play an important role in the Planning District, particularly with regards to agri-business and the regional economy. The policies contained herein provide direction for the industrial sector, helping to ensure compatibility with surrounding uses, and making provision for ongoing industrial development within the Planning District.

#### OBJECTIVES

3.6.1 To provide for a full-range of industrial uses within the Planning District.

3.6.2 To support the local economy, and provide areas for employment growth with the Planning District.

3.6.3 To develop and promote attractive, safe, and well-planned industrial areas serving the interests of the Planning District and the surrounding region.

3.6.4 To minimize or eliminate land use conflicts between industrial and other uses.

#### POLICIES

In addition to the general policies described in Part Two, the following policies shall guide industrial development in the Planning District:

#### INDUSTRIAL DESIGNATION

3.6.5 Industrial uses and development shall be allowed in areas designated as **Industrial Policy Areas** on Maps 1 and 2 of the Development Plan. Development in the **Industrial Policy Areas** shall be subject to the following policies, and the use and site requirements of the zoning by-law:

#### DEVELOPMENT STANDARDS

3.6.6 To ensure orderly and well integrated industrial development, Council may request that a concept plan be prepared prior to subdivision or development approval for new industrial or expansion to existing industrial uses.

#### MIXED-USE INDUSTRIAL

3.6.7 Commercial uses may be allowed within both designated industrial areas provided the type and scale of the development is compatible with adjacent uses and that appropriate measures are in place to mitigate any potential incompatibility between the uses, and subject to compliance with the standards set forth in the zoning by-law.

#### BUFFERS

3.6.8 Appropriate buffers between industrial development and incompatible uses will be required as determined by Council. Buffers may include: fencing, landscaping, green space, or minimum building setbacks.

#### HAZARDOUS USES

3.6.9 The following policies apply to potentially hazardous industrial uses on lands designated

#### INDUSTRIAL POLICY AREAS:

1. Industrial uses and activities that may cause pollution to land or groundwater shall not be permitted;
2. Facilities that manufacture, handle or distribute dangerous materials shall not be permitted. Anhydrous ammonia storage or handling facilities shall not be located within the Town of Carman; and
3. Heavy industrial uses that are deemed to create nuisance or conflicts with adjacent lands should be directed to the **Industrial Policy Areas** in the RM of Dufferin.

#### SITE DESIGN

3.6.10 Council shall encourage a high standard of appearance and maintenance for all new and existing industrial uses.

#### RELOCATION OF INDUSTRIAL USES

3.6.11 In the interest of public safety, Council shall encourage and help to facilitate the relocation of existing industrial uses lands designated for this purpose.

#### SERVICES AND WASTEWATER MANAGEMENT

3.6.12 New industrial uses or expansions to existing industrial uses in the Town of Carman shall be evaluated prior to approval to ensure there is adequate capacity within the Town's water and sewer systems. All new industrial uses in the Town of Carman within the **Industrial Policy Areas** will be required to connect with municipal services. Where connection to municipal services are not feasible, on-site wastewater management systems may be permitted, subject to compliance with all applicable provincial regulations. New industrial uses or expansions to existing industrial uses in the RM of Dufferin within the **Industrial Policy Areas** shall utilize on-site wastewater management systems, subject to compliance with appropriate provincial regulations.

#### SUBDIVISION

3.6.13 The subdivision of lands designated **Industrial Policy Areas** may be considered provided the new lots conform to the policies above, and the requirements of the zoning by-law.

### 3.7 PARKS AND RECREATION AREA POLICIES

#### OBJECTIVES

3.7.1 To provide parks and recreation areas that support a variety of passive and active recreation uses throughout the Planning District.

3.7.2 To ensure that parks and recreation development is harmonious with the natural environment, and in keeping with local character.

3.7.3 To preserve lands with aesthetic, environmental, heritage, or civic significance for the enjoyment of present and future generations.

#### POLICIES

In addition to the general policies described in Part 2, the following policies shall guide parks and recreation development in the Planning District:

#### PARKS AND RECREATION DESIGNATION

3.7.4 Parks and recreation areas shall be designated **Parks and Recreation Policy Areas** on Maps 1, 2 and 6 of this Development Plan. Development in the **Parks and Recreation Policy Areas** shall be subject to the following policies, and the use and site requirements of the zoning by-law.

#### PARK TYPOLOGIES

3.7.5 A variety of parks and recreation areas shall be encouraged in the Planning District. Parks and recreation areas will range from small neighbourhood scale parks to regional scale parks such as King's Park in the Town of Carman or Stephenfield Provincial Park in the RM of Dufferin. Parks and recreation areas shall support a variety of passive and active recreation activities.

#### SITE DESIGN

3.7.6 Council shall encourage a high standard of appearance and maintenance for all new and existing parks and recreation areas in the Planning District. Parks and recreation areas should be designed to support active transportation and universal accessibility, and linked with active transportation networks such as the Community Pathway wherever possible.

#### DEVELOPMENT STANDARDS

3.7.7 Where parks and recreational development is proposed, Council may request the following: a concept plan, traffic impact study, active transportation network plan, building design information, or any other information deemed necessary to ensure a high-quality development.

#### RECREATIONAL USES

3.7.8 A variety of uses such as public and private recreation facilities will be accommodated, provided they are developed in a manner considered compatible with surrounding uses.

#### ACTIVE PEDESTRIAN AMENITIES

3.7.9 Active transportation through conveniently located and connected sidewalks, trails and pathways shall be encouraged on lands designated **Parks and Recreation Policy Areas**.

#### WATERWAYS

3.7.10 Parks and recreation development shall protect waterways, water bodies, and their adjacent riparian areas.

#### SUBDIVISION

3.7.11 The subdivision of lands designated **Parks and Recreation Policy Areas** and may be considered provided the new lots conform to the policies above, and the requirements of the zoning by-law.

### **3.8 FRINGE AREA POLICIES**

#### **OBJECTIVES**

3.8.1 To ensure development occurs in a seamless and sustainable manner.

3.8.2 To support cost effective and coordinated service delivery over municipal boundaries.

3.8.3 To promote a cooperative approach to inter-municipal development, based on sound planning principles.

#### **POLICIES**

In addition to the general policies described in Part Two, the following policies shall guide development in the identified fringe areas:

#### **FRINGE AREA DESIGNATION**

3.8.4 Two fringe areas are identified on Map 2 of this Development Plan. Each is designated Fringe Policy Areas. The following policies guide planning and development within each of the respective designated fringe areas.

#### **SECONDARY PLANS AND CONCEPT PLANS**

3.8.5 All development within the Fringe Policy Areas will require either a concept plan or a secondary plan to guide the orderly development of the fringe area. A concept plan, to be submitted and approved by the Planning District Board, will be required when the proposed development is of a scale that affects less than 25% of the total land area in the identified fringe area. A secondary plan will be required when the proposed development is of a scale that affects 25% or more of the total land area in the identified fringe area and must be approved by the Planning District Board and the appropriate authority.

#### **SUBDIVISION AND RE-ZONING**

3.8.6 Subdivision applications within an identified fringe area shall require an approving resolution of support from both member municipalities, and such resolution of support shall not be unreasonably withheld, provided the conditions set forth in this Development Plan are met. Re-zoning to an appropriate zone contained within the zoning by-law will also be required. Subdivision and re-zoning can occur concurrently with the approval of the concept plan or secondary plan as required.

### **DEVELOPMENT STANDARDS**

3.8.7 Development and servicing standards in the identified fringe areas shall be based on the urban standard of the Town of Carman, to ensure development is seamless and compatible with existing development. New development in the subject fringe area shall contribute toward the provision of community services such as recreation, employment, utilities, and emergency and health services.

#### **SERVICE SHARING AGREEMENTS**

3.8.8 A service sharing agreement shall be established prior to development in the identified fringe area between the RM of Dufferin, and the Town of Carman. This service sharing agreement can deal with, but is not limited to the following:

- Garbage collection
- Snow clearing and road maintenance
- Water and sewer services
- Water and sewage treatment
- Waste disposal (landfill)
- Drainage maintenance
- Paved streets (curb and gutter)
- Recreation and fire services

#### **TAX SHARING AGREEMENTS**

3.8.9 A tax sharing agreement shall be developed whereby municipal revenues from new development in the identified fringe area shall be deposited into one account for each agreement administered by both municipalities for the purposes of supporting infrastructure improvements in the identified fringe area.

#### **DISPUTE RESOLUTION**

3.8.10 An inter-municipal dispute resolution procedure should be adopted by the Planning District Board within one year of the adoption of this Development Plan.

#### **COOPERATIVE BOUNDARY ADJUSTMENTS**

3.8.11 **Fringe Policy Areas** are subject to a cooperative boundary adjustment agreement negotiated between the two concerned municipalities that includes a clause describing a certain time period within which the developed land will be incorporated into the Town of Carman.





# Part Four **Implementation**

Part Four provides an overview of the planning tools used to implement this Development Plan.

#### **4.1 ADOPTION, REVIEW AND AMENDMENT**

Adoption of this Development Plan by the Planning District and the Minister of Manitoba Municipal Government will give this Development Plan the force of law. Once adopted, no development or land use may be carried out within the area affected by the Development Plan that is inconsistent with the policies set forth herein.

The Development Plan should be reviewed periodically and revised if necessary to anticipate and respond to changing conditions within the Planning District. The Development Plan may be amended at any time when considered appropriate or necessary by the Planning District Board. *The Planning Act* provides that a Municipality can set out a date by which the Planning District Board must complete a review of the Development Plan. It is the intent of the Planning District to carry out a review of the Development Plan no later than five (5) years after the effective date of the previous review.

#### **4.2 ZONING BY-LAW**

The goals, objectives and policies contained herein are generally implemented through the zoning by-laws of the member municipalities. Following adoption of this Development Plan, the member municipalities of the Planning District are required to enact zoning by-laws which will set out specific regulations for land use and development. The respective zoning by-laws designate zoning districts for certain types of uses. Permitted and conditional uses and development standards are prescribed for each zone. Zoning by-laws must generally conform to a Development Plan adopted for the Planning District. The objectives and policies in this Development Plan provide guidance to the municipal Councils when preparing or amending their respective zoning by-laws.

#### **4.3 SECONDARY PLANS**

The Planning District Board or Council may adopt, by by-law, a secondary plan to provide more guidance on development related issues. A secondary plan can deal with objectives and issues in any part of the Planning District or either member municipality, without limitation, on matters regarding:

1. any part of this Development Plan;
2. dealing with dealing with subdivision, design, road patterns, building standards, or other land use and development matters; or
3. dealing with heritage resources, sensitive lands, and other social factors such as economic development.

#### **4.4 SUBDIVISION APPROVAL**

Proposals involving the subdivision of land for individual or multiple lot development will be subject to a review by the provincial approving authority, municipal council, and certain provincial government departments and agencies. This process provides an opportunity for development proposals to be evaluated in accordance with the provisions of this Development Plan. A subdivision proposal cannot proceed without the approval of municipal Council and the provincial approving authority. Council and or the provincial approving authority may attach conditions to a subdivision approval in accordance with *The Planning Act*.

#### **4.5 DEVELOPMENT AGREEMENTS**

Approval of subdivisions and zoning amendments can be conditional upon entry into a development agreement that protects the interests of both the applicant and the municipality. A development agreement on a subdivision deals with the responsibilities of the applicant and the municipality in providing services to the land in question. A development agreement on a zoning amendment may deal with such issues as the use of the land, the siting of buildings, the installation of services and the provision of open space.

#### **4.6 DEVELOPMENT PERMITS**

New development generally requires a development permit issued by the member municipality. Before a permit is issued, proposals will be reviewed to determine conformance with this Development Plan and municipal zoning by-laws.

#### **4.7 DEVELOPMENT OFFICER**

The Development Officer or designated employee may be authorized to issue development permits, zoning memoranda, non-conforming certificates and other similar documents and allow minor variations to the requirements of a zoning by-law.

#### **4.8 ACQUISITION & DISPOSAL OF LAND**

The municipality may acquire an interest in land or sell, lease or otherwise dispose of land for the purpose of implementing this Development Plan.



## 4.9 ADOPTION OF OTHER BY-LAWS

Land development and land use proposals for individual building projects are also subject to the provisions of other municipal by-laws, such as building by-laws, lot grading by-laws, building safety and property standards bylaws, licensing by-laws, and the Manitoba Building Code. These by-laws and regulations not only complement the zoning by-laws, but set out the terms, conditions and procedures upon which building permits may be issued. Through the building by-laws and regulations, the Council can establish the minimum standards of construction, maintenance and occupancy which new and renovated buildings have to meet in order to protect the safety and health of the public.

## 4.10 SPECIAL STUDIES AND CONCEPT PLANS

Proponents may be required to undertake and submit special studies or concept plans as part of the approval process for certain development proposals. Engineering or other professional studies may be required for development proposed for lands affected by natural hazards, endangered species, potential for groundwater or surface water pollution, and general risk to health, the environment and property. Such plans should include, but are not limited to: drinking water management plans, wastewater management plans, infrastructure capacity assessments, geotechnical analysis, environmental assessment and impact analysis, soil suitability analysis, drainage plans, transportation assessments, access management plans, and impact analysis. Detailed concept or secondary plans may also be required to direct the location, nature and timing of development in a manner that is consistent with the intent of this Development Plan. In addition to the previously mentioned special studies, Concept Plans can provide information with regard to the following:

- Schematic layout of future roadways, with provisions for integration in a safe and efficient manner with other existing and anticipated roadways in the area, and in conformance with accepted engineering standards;
- Schematic arrangement of building lots, with lot sizes that are appropriate for the nature of the anticipated development;
- Conceptual layout of buildings and landscaping;
- Location and size of proposed buffers, parks and open spaces;
- Sufficiently detailed contour information to evaluate slope and drainage conditions;
- Schematic design of the various utility and service systems anticipated within the development area, such as hydro, natural gas, telecommunication, storm drainage, water supply and wastewater systems;

- Where appropriate, an assessment of the impact of the proposed development on the environment.

## 4.11 PUBLIC WORKS

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

## 4.12 CAPITAL EXPENDITURES

Member Councils, the Planning District Board, other levels of government, school boards, health authorities, and all other agencies with a stake in development in the Planning District should consult the Development Plan when revising capital expenditure programs to be consistent with this Development Plan.

## 4.13 STRATEGIC PLANS FOR ECONOMIC DEVELOPMENT

As outlined in *The Municipal Act*, municipalities may adopt a strategic plan for economic development. Strategic plans should be consistent with this Development Plan. Communities should also take into account and build upon existing or proposed community vision statements and action plans, prepared as part of the community round table process, to ensure consistent objectives, policies and programs.

## 4.14 MUNICIPAL COOPERATION

Implementation of the Development Plan may benefit from or require cooperation between one or more municipalities. Sections 259, 260 and 261 of *The Municipal Act* provide for tax sharing agreements, service sharing agreements and cost sharing agreements between municipalities.



# Part Five

## Land Use Maps

The Land Use Policy Maps attached to this Development Plan are intended to provide the outlines of approximate boundaries of land use designations and / or locations thereof. There may be instances where exact boundaries will be determined by land ownership, for example. In these cases, precise boundaries or locations will be established in the zoning by-laws.

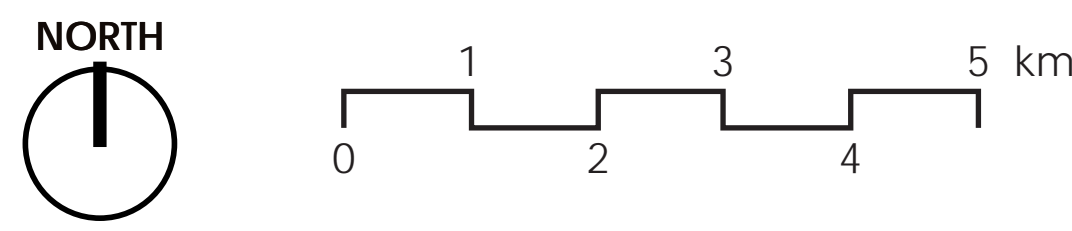
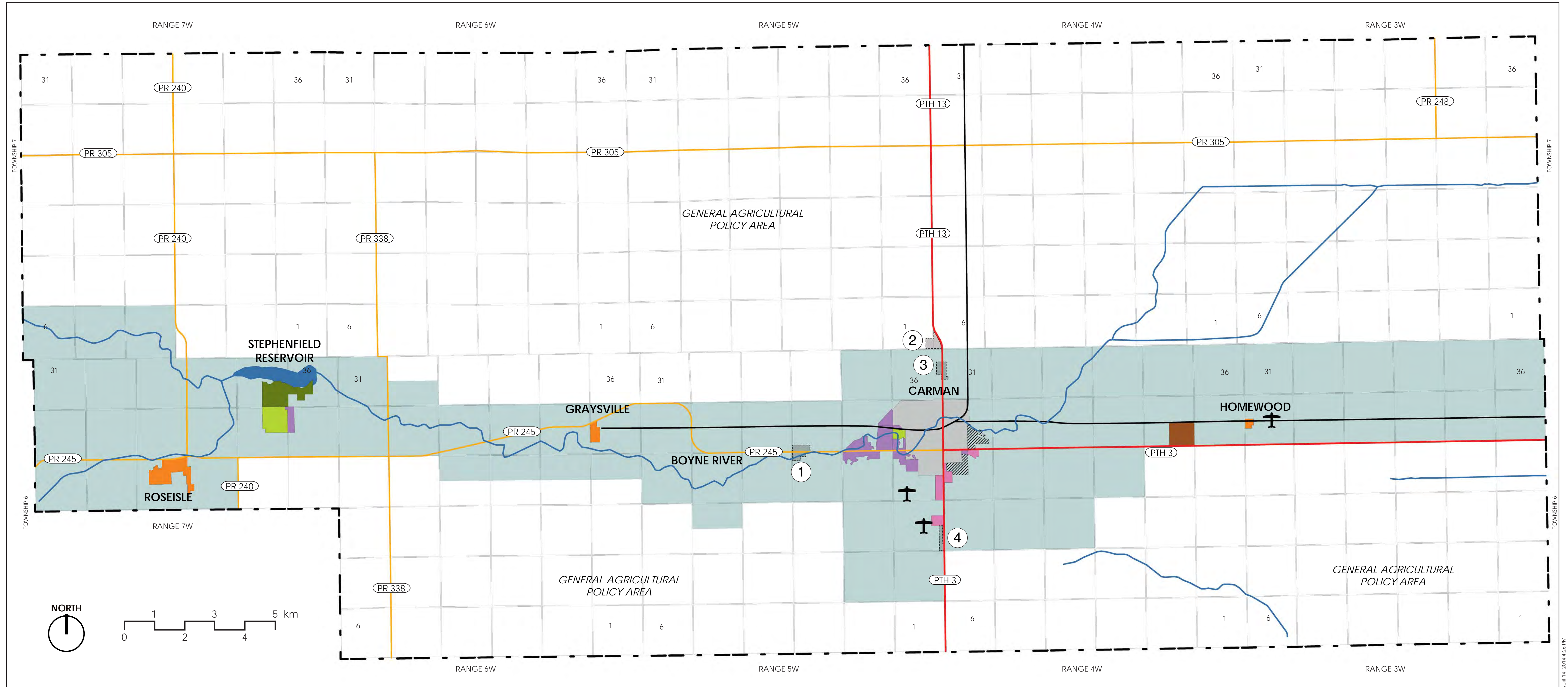
### **Policy Maps**

- Map 1. R.M. of Dufferin
- Map 2. Town of Carman and Neighbouring Areas
- Map 3. Roseisle
- Map 4. Graysville
- Map 5. Homewood
- Map 6. Stephenfield Reservoir

### **Reference Maps**

- Map 7. Road Classification
- Map 8. Active Transportation Network

# MAP 1. RURAL MUNICIPALITY OF DUFFERIN

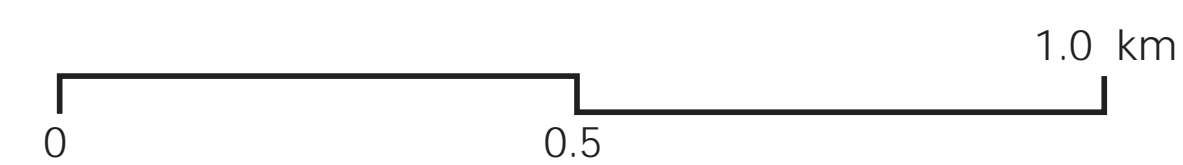
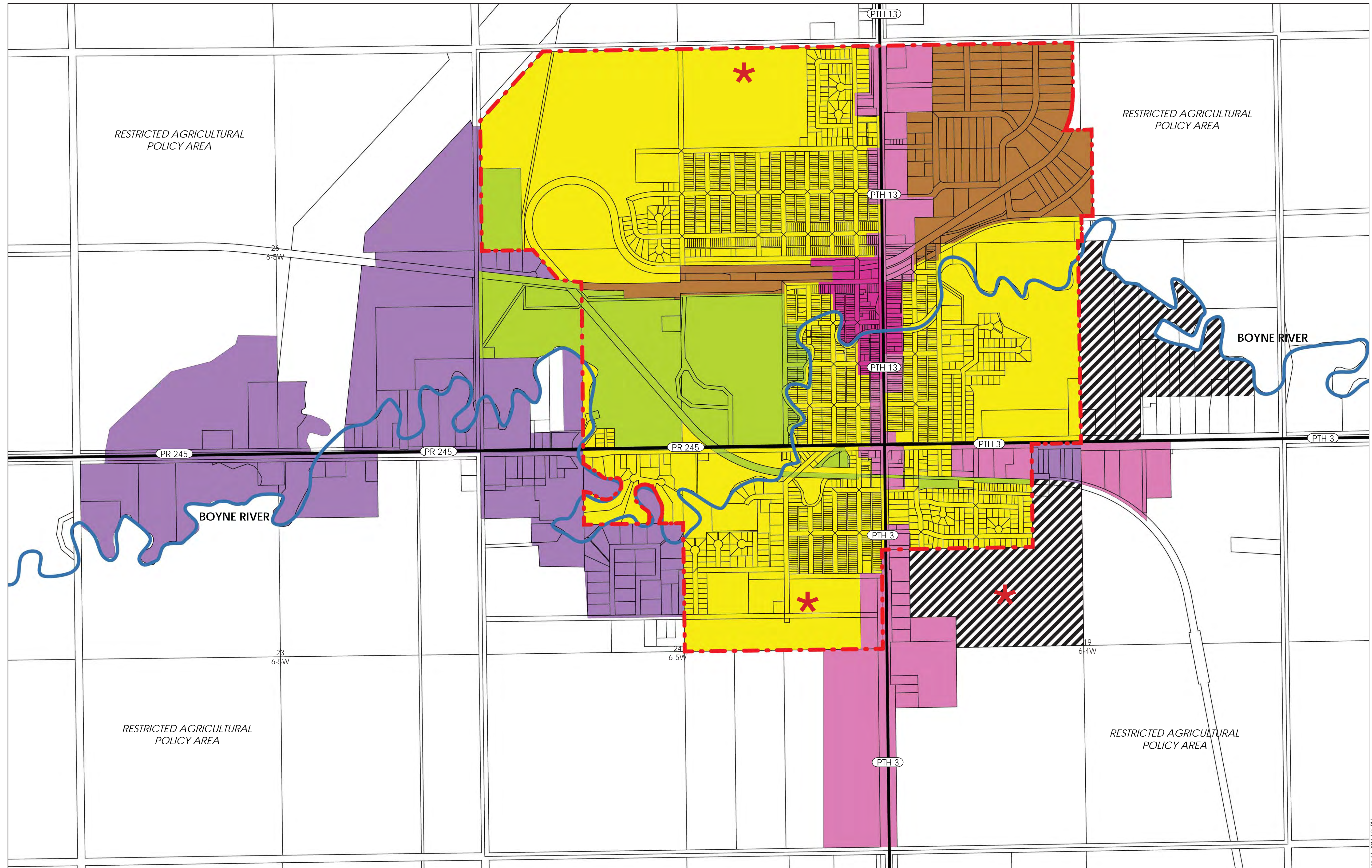


- PROVINCIAL TRUNK HIGHWAY
- PROVINCIAL ROAD
- RAIL LINE
- ✈ AIRFIELD
- STEPHENFIELD PROVINCIAL PARK
- RURAL RESIDENTIAL CLUSTER

- LAND USE DESIGNATIONS**
- GENERAL AGRICULTURAL POLICY AREA
  - RESTRICTED AGRICULTURAL POLICY AREA
  - INDUSTRIAL POLICY AREAS
  - PARKS AND RECREATION POLICY AREAS
  - FRINGE POLICY AREAS
  - VILLAGE CENTRE POLICY AREAS
  - RURAL RESIDENTIAL POLICY AREAS
  - COMMERCIAL POLICY AREAS

RURAL RESIDENTIAL CLUSTERS (left)

# MAP 2. TOWN OF CARMAN AND NEIGHBOURING AREAS



--- TOWN OF CARMAN LIMITS  
\* FUTURE SCHOOL SITE (APPROX).

**LAND USE DESIGNATIONS**  
 ■ INDUSTRIAL POLICY AREA  
 ■ PARKS AND RECREATION POLICY AREAS  
 ■ FRINGE POLICY AREAS

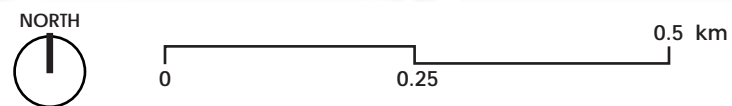
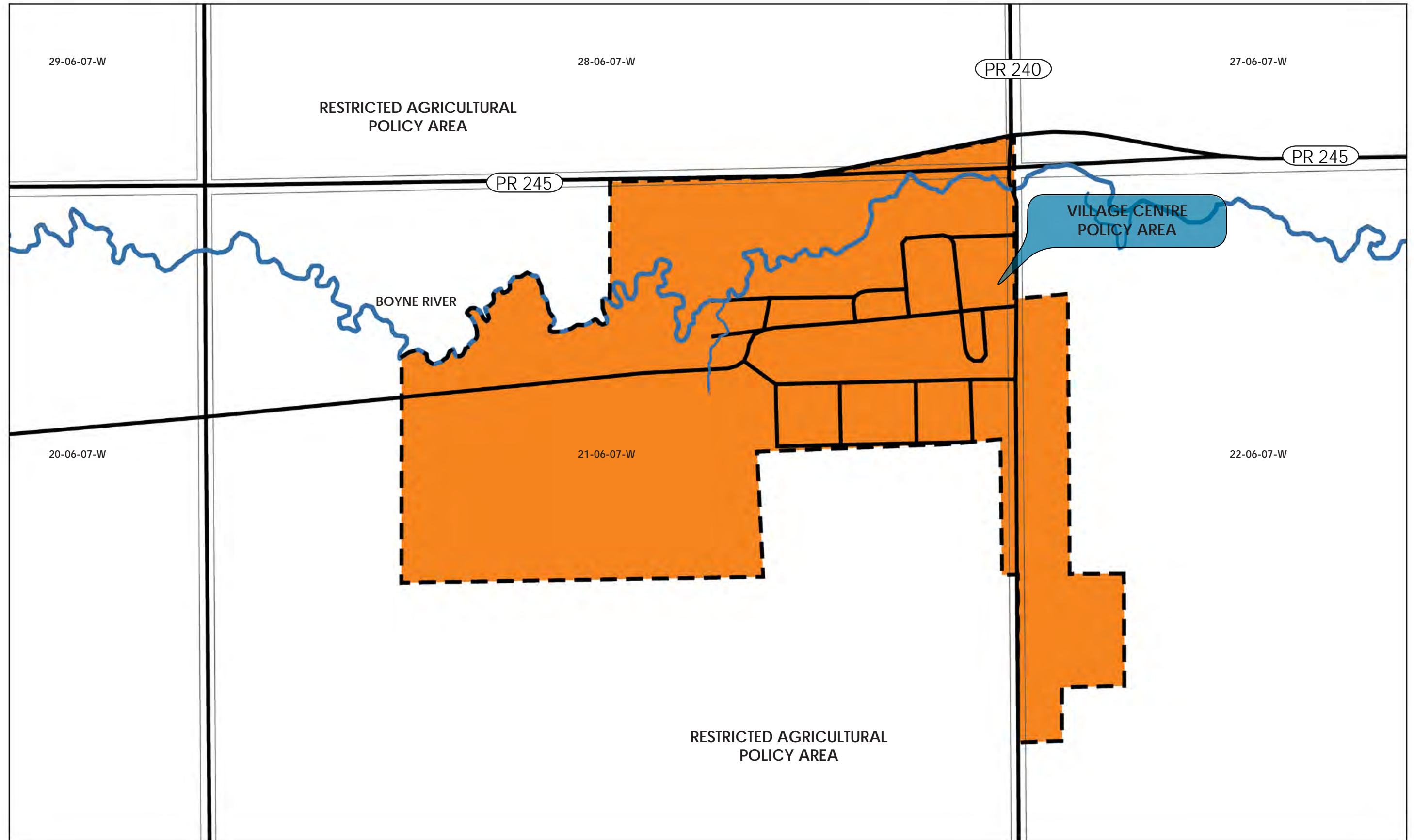
■ RESIDENTIAL POLICY AREAS

■ RURAL RESIDENTIAL POLICY AREAS

■ CENTRAL COMMERCIAL POLICY AREA  
 ■ GENERAL COMMERCIAL POLICY AREAS

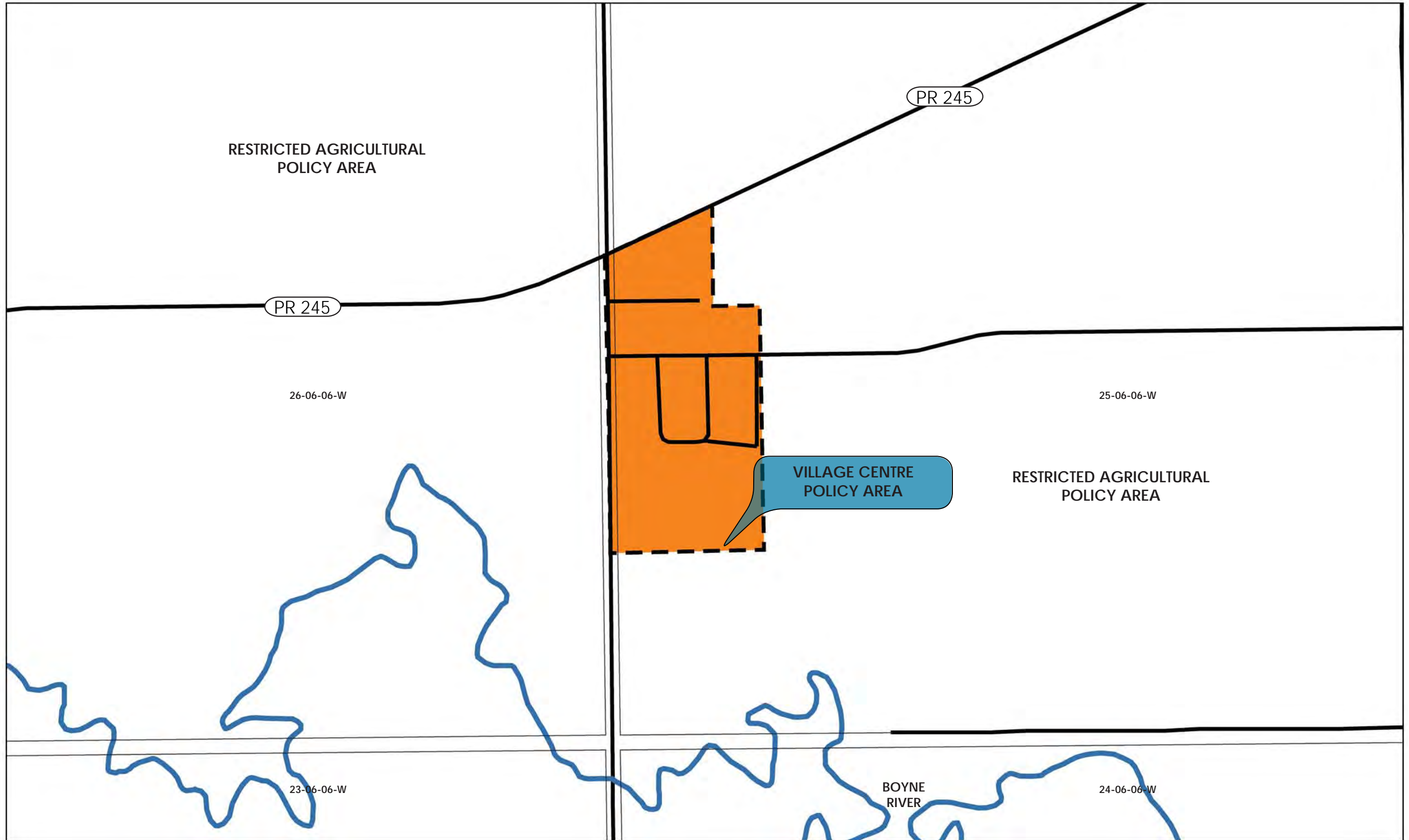
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# MAP 3. ROSEISLE



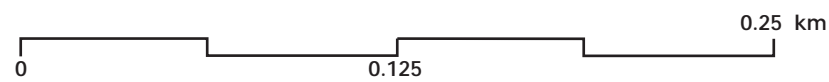
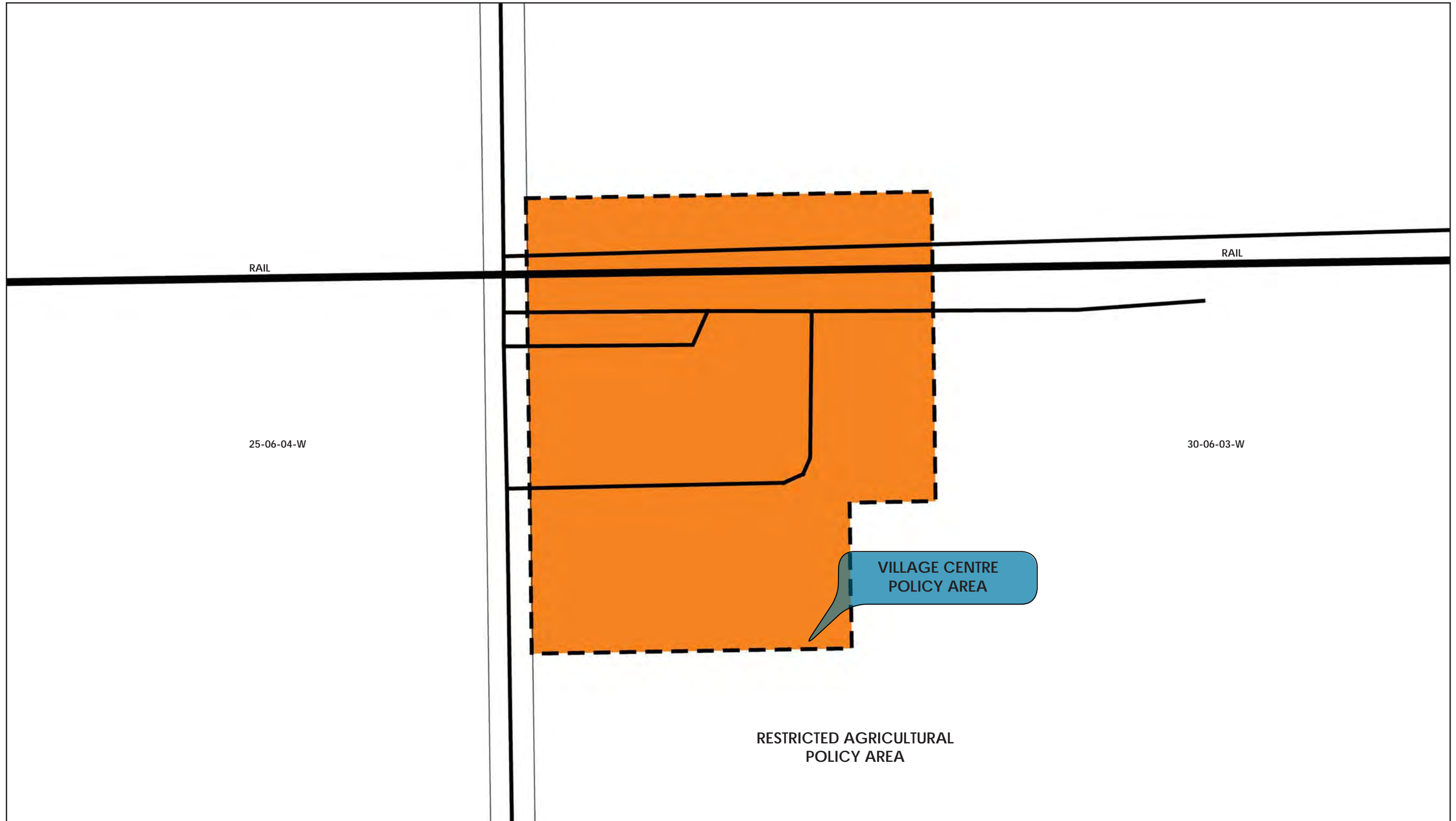
-  VILLAGE CENTRE POLICY AREA
-  ROADS

# MAP 4. GRAYSVILLE



-  VILLAGE CENTRE POLICY AREA
-  ROADS

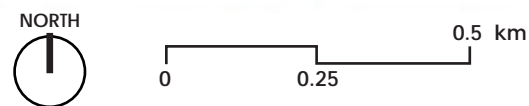
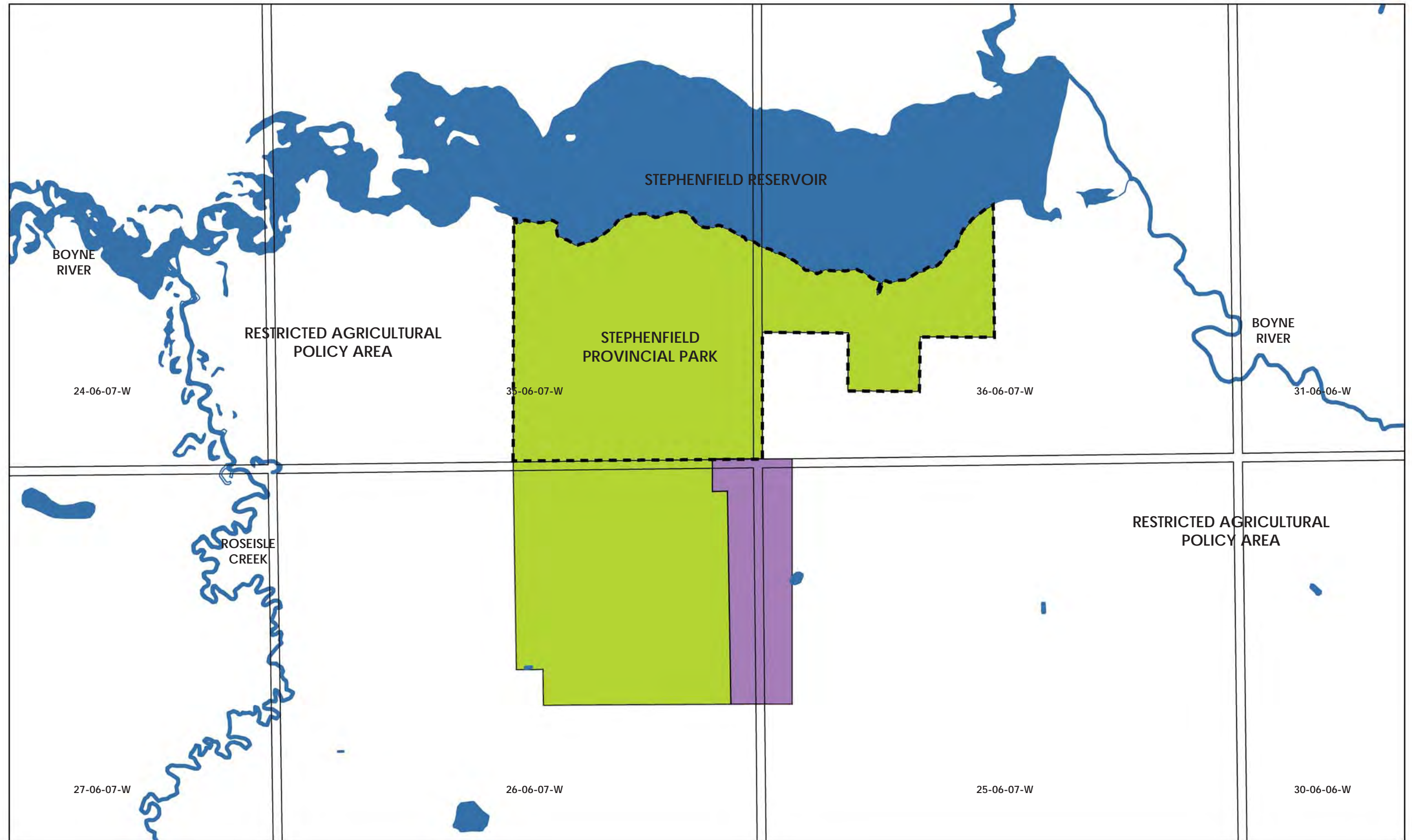
# MAP 5. HOMEWOOD



-  VILLAGE CENTRE POLICY AREA
-  ROADS



# MAP 6. STEPHENFIELD RESERVOIR

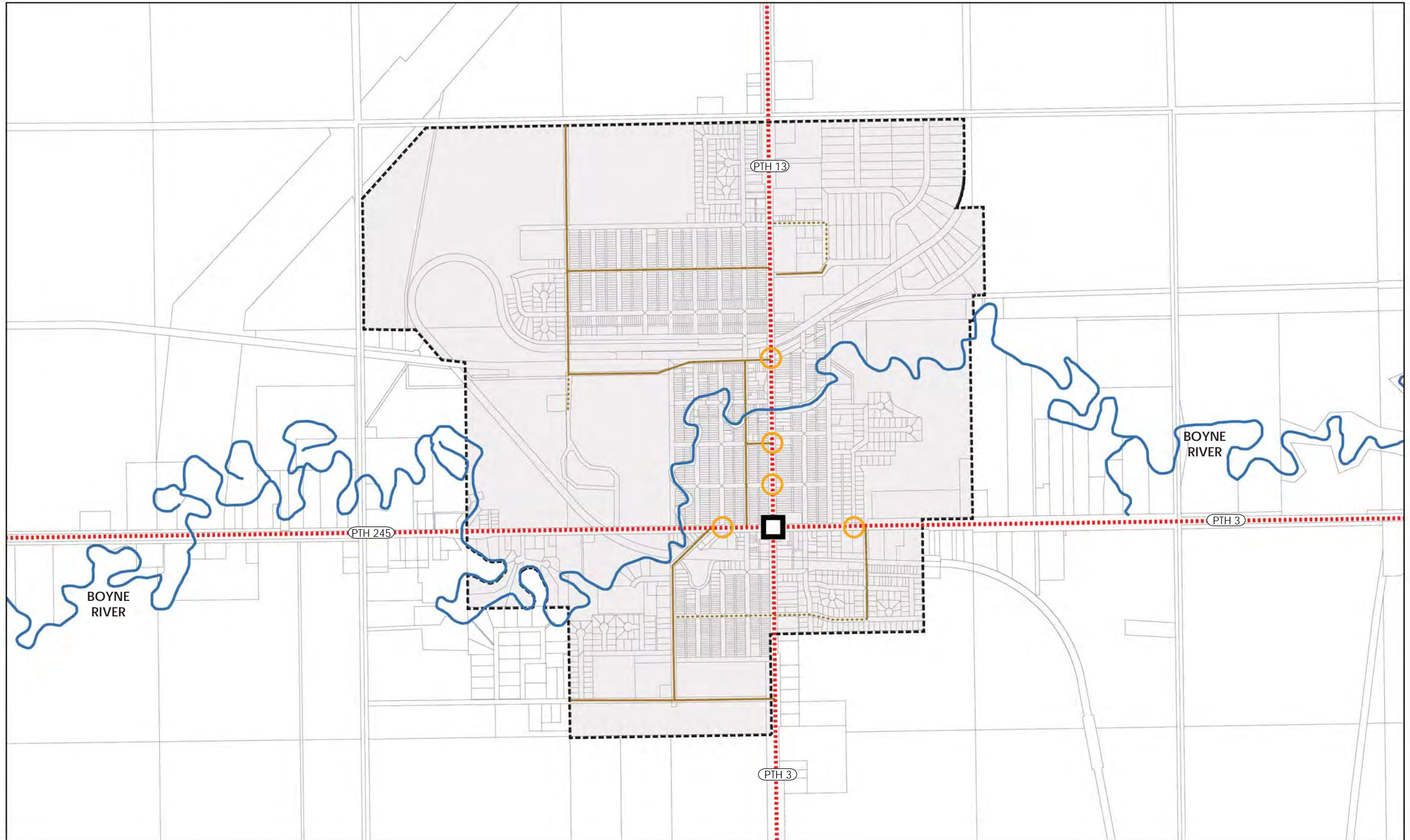


STEPHENFIELD PROVINCIAL PARK

LAND USE DESIGNATIONS  
PARKS AND RECREATION POLICY AREAS  
RURAL RESIDENTIAL POLICY AREAS

# MAP 7. TOWN OF CARMAN ROAD HIERARCHY

CARMAN-DUFFERIN PLANNING DISTRICT  
DEVELOPMENT PLAN



ARTERIAL  
COLLECTOR

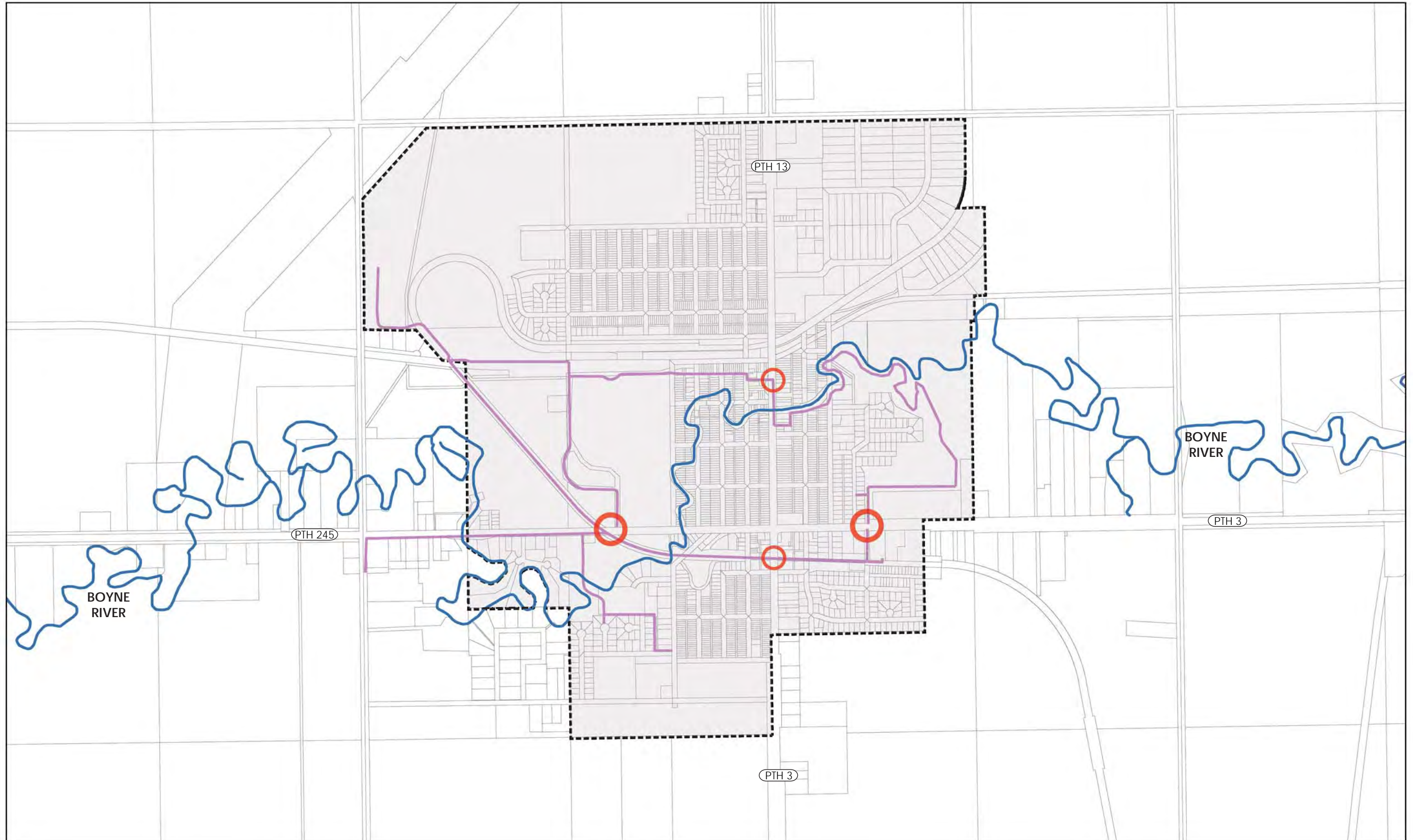
FUTURE COLLECTOR

CROSSWALK  
SIGNALIZED INTERSECTION

TOWN OF CARMAN  
TOWN OF CARMAN BOUNDARY

# MAP 8. TOWN OF CARMAN ACTIVE TRANSPORT NETWORK

CARMAN-DUFFERIN PLANNING DISTRICT  
DEVELOPMENT PLAN



ACTIVE TRANSPORTATION PATHWAYS  
POINTS OF CAUTION

TOWN OF CARMAN  
TOWN OF CARMAN BOUNDARY