#### RURAL MUNICIPALITY OF ST. CLEMENTS

#### Lockport Secondary Plan By-Law No. 12-2012

BEING A BY-LAW OF THE RURAL MUNICIPALITY OF ST. CLEMENTS to establish a secondary plan for the community of Lockport east of the Red River.

WHEREAS Section 63 of *The Planning Act*, and amendments thereto (the "*Act*") provides that a board or council may, by by-law, adopt a secondary plan to deal with objectives and issues within its scope of authority in a part of the planning district or municipality.

NOW THEREFORE BE IT RESOLVED, the Council of the Rural Municipality of St. Clements, in meeting duly assembled, enacts as follows:

- 1. That this By-law be referred to as the "Lockport Secondary Plan".
- 2. That the document entitled the "Lockport Secondary Plan" attached hereto and marked as Schedule A to By-law 12-2012 is hereby adopted as a secondary plan for the community of Lockport, the boundaries of which are described within schedule A.

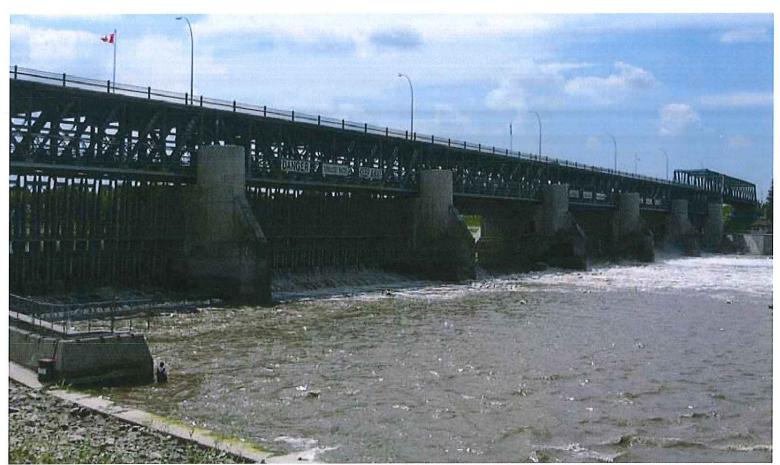
DONE AND PASSED by the Council of the Rural Municipality of St. Clements, assembled at East Selkirk, in the Province of Manitoba this 26th day of March, A.D. 2013.

THE RURAL MUNICIPALITY OF ST. CLEMENTS

**Aayor** 

Chief Administrative Officer

Read a First time this 23rd day of October, A.D. 2012. Read a Second time this 29th day of January, A.D. 2013. Read a Third and Final time this 26th day of March, A.D. 2013.









# RM OF ST. CLEMENTS LOCKPORT SECONDARY PLAN

Prepared by: Lombard North Group (1984) Ltd. August 2012









The Lockport Secondary Plan was prepared by:

Lombard North Group (1984) Ltd. Planners and Landscape Architects

In Collaboration with:

The Selkirk and District Planning Area

and

RM of St. Clements

Submitted to:

The RM of St. Clements

Date: August 2012

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# Lockport Secondary Plan A Sustainable Community Development Initiative

# Introduction to the Secondary Plan

The Lockport Secondary Plan is prepared under Section 63 of the Manitoba Planning Act. It is guided by the objectives and policies of the Selkirk and District Development Plan and sets forth a strategy to establish Lockport as one of seven District settlement centres to which the Planning District will be directing growth. The Lockport Secondary Plan will provide policy guidelines providing for mixed use, the integration of land use, transportation and municipal services with the social, economic and environmental goals of the community. The Secondary Plan has a 20 year horizon and incorporates formal policy reviews scheduled within five years of adoption.

The Secondary Plan reflects the community's vision to create an inter-connected and complete community that is a pleasing place to make one's home, to visit, to shop, to recreate and to work. The vision for Lockport includes a variety of housing types commercial and tourism development inter-connected with the community's green spaces, heritage sites, and natural riparian areas. Lockport is envisioned as a well connected, attractive and walkable community where residents and visitors are encouraged to experience Lockport as a comfortable, pedestrian focused place.

The Secondary Plan provides direction for the intended future use of land. It outlines how the public sector agencies may plan cooperatively with one another, with the community at large and with the private sector to achieve the Secondary Plan's goals. The Lockport Secondary Plan provides detailed policies to manage development within the Settlement Centre in accordance with design guidelines and site plan approval processes proposed by the Plan to guide future zoning by-law revisions.

The Secondary Plan links future land use with the conceptual design to up-grade PTH 44, PR 204 and PR 202 within Lockport Settlement Centre to "urban streets" supported by roadway access management strategy. The Conceptual Design and Access Management Strategy responds to the Lockport Secondary Plan objectives to improve traffic flow and safety by including provisions for active transportation corridors serving pedestrians and cyclists as part of highway up-grading plans.

# **Community Engagement in the Planning Process**

The Rural Municipality of St. Clements, under the guidance of the Selkirk and Area District Planning Office and with the support of the Province of Manitoba, Department

of Infrastructure and Transportation initiated the development of the Secondary Plan for Lockport.

The Plan was developed and validated with citizen input through a series of public engagements including a community open house forum providing residents and businesses with the opportunity to express ideas and concerns, a community design charette, a charette findings open house, a plan review public open house and individual stakeholder consultations with local land owners and businesses. The community discussions, draft and final plans were made available to interested parties on the municipal website, the SDPA website and the Consultant's *Facebook site*. These engagements focused on identification of key community issues, development of a community vision and principles to guide community development over the next 20 years. Participation in the workshops and open house included over 140 residents and businesses in Lockport. The involvement of the community has informed the Plan and helped improve a mutual understanding between stakeholders and other levels of government of the concerns, priorities, goals and principles to guide future development and the day-to-day decisions in the future development of Lockport.

# Implementation of the Secondary Plan

Making this Plan a reality will require community residents, organizations, businesses, Municipal Council and senior levels of government to get involved, forge partnerships and collaborate to move projects forward. Site specific implementation strategies are expected to require, over the course of the development approval process, consultation with community residents and key stakeholders. Development process under the Secondary Plan will require site specific site plan approval and may dependent upon the performance requirements and provisions of municipal services require Development Agreements with the Rural Municipality of St Clements.

# Interpreting the Plan

The Lockport Secondary Plan contains policies, explanatory statements and maps. The Secondary Plan's formal policy text including statements of Goals, Objectives, Policy Initiatives and Development Strategies is presented using **bold italic text**. Non-policy text within the Secondary Plan is neither italicized nor bold; its purpose is to give context and background and assist understanding of the intent of the Secondary Plan's policy statements.

Supporting the Secondary Plan's policies are **Policy Maps** which illustrate the nature and spatial application of the Plan's policy initiatives and development strategies within the Lockport Secondary Planning Area. The **Policy Maps** will guide the application of the Zoning By-law and land use approvals. The Secondary Plan also includes **Reference Maps** which may display concept plans for the integration of land use and transportation improvements. The **Reference Maps** are provided for conceptual, illustrative purposes only and are intended for guidance only actual site plan

development may vary from the concept plans illustrated by **Reference Maps.** Future development will be based upon the policy statements in the Plan, review and approval of land use and site development proposals over the term of the Plan.

Adjustments to the direction of the Secondary Plan's policy initiatives and policy maps will require a Secondary Plan amendment under the Planning Act. Adjustments to Reference Maps may be made over term of the term of the Plan in response to detailed design developments without amendment to the Secondary Plan.

# Organization of the Plan

#### Secondary Plan Policies are presented as follows:

- 1 Lockport Community Vision
- 2 Mixed Use Planning Policies
- 3 Natural Heritage Area Planning Policies
- 4 Environmental Conservation Policies
- 5 Infrastructure Servicing Policies
- 6 Transportation Policies
- 7 Plan Implementation Policies

#### **Secondary Plan Maps:**

Illustrate Land Use Policy applications in Policy Map #1 and conceptual design options indicating how future development may be integrated with improvements to Provincial highways illustrated in four Reference Maps as follows:

Reference Map #1: Land Use Concept for area North of PTH 44

Reference Map #2a: Conceptual Design Option for upgrading PTH 44 and 204 including

a centre median on PTH 44

Reference Map #2b: Conceptual Design Option for upgrading PTH 44 and PR 204

providing for left turn lane with partial median on PTH 44

Reference Map #3: Conceptual Design for up-grading PR 204 and PR 202

The Secondary Plan Policy Map and Reference Maps follow presentation of the Secondary Plan Implementation Policies.

# 1 - Lockport Community Vision

It is anticipated that the Capital Region will continue to see strong population growth, due to the relative strength of the provincial economy and the Region's position as Manitoba's main economic engine. In 2010 the Conference Board of Canada projected growth within the Capital Region to increase by approximately 220,000 over the next 20 years. In 2012 Manitoba's Statistician projected the Capital Region's rate of growth will likely exceed the Conference Board's estimate. The region's growth is based upon

strong in-migration population flows to the Province which have been substantially influenced by Manitobas successful immigrant settlement initiatives. The Planning District anticipates by 2031 it will grow by over 26,400 people representing 12% of the regions projected growth.

Communities which will be the most successful in attracting growth will be those, which manage development in a sustainable manner, offer neighbourhoods with the best value and quality of life and are the most responsive to the needs of their citizens.

The SDPA District Plan responds to the region's growth by directing new development to the District's principal growth centres of Selkirk and to designated Settlement Centres within the Municipalities of St. Andrews, St. Clements, West St. Paul and East St. Paul. Lockport is identified as a principal Settlement Centre within the RM of St. Clements.

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Lockport - Transition to a more complete and pedestrian friendly community

#### 1.1 Sustainable Development

The Lockport Secondary Plan encourages cooperation among land owners, mixed use development, high quality urban design, and collaborative partnerships with other levels of government to implement the Plan and making sound choices in the pursuit of sustainable development.

The Plan provides a clear vision for Lockport. The vision is based upon principles of integrative planning that links the community's socio-economic, environmental and physical attributes with policies providing direction for land use, transportation, infrastructure, protection of natural and heritage resources and application of urban design guidelines to enhance Lockport's quality of life for residents and create an unique destination community for visitors.

The Plan presents a framework, which may be used by all levels of government to understand the role and position of Lockport within the Selkirk and District Planning Area and the Capital Region. It informs regional land use, infrastructure and transportation decisions. It is intended that the objectives and strategies laid out in the Plan will also be a tool for proactively addressing community needs that may arise as Lockport continues to grow.

The Lockport Secondary Plan's **Vision for the Future** will be guided by the following **12 overarching goals:** 

#### 1.1.1 Community Development Goals

- 1. Promote the development of Lockport as a four season destination community within the Capital Region, which meets the needs of current and future visitors as well as residents and businesses.
- 2. Guide the development of Lockport toward a sustainable, well planned and inter-connected community.
- 3. Incorporate access to public green spaces, supported by infrastructure improvements integrated with the regional transportation system including active transportation (pedestrian and cycling) linkages.
- 4. Encourage land owners and businesses to work together to create an attractive and memorable place through urban design, mixed use development and a collaborative approach in planning the built and natural environment.
- 5. Guide developments to serve the needs of pedestrians, cyclists and vehicles including internal circulation and parking to create an attractive, uniquely walkable community.
- 6. Celebrate and promote the community's history, natural environment and heritage sites as integral to the character and image of the community.
- 7. Enhance and protect important natural environmental areas and waterways such as the Red River and Gunn's Creek riverbanks.

- 8. In association with Manitoba commemorate the Red River Floodway's role in flood mitigation.
- 9. Protect view corridors to heritage assets including the St Andrew Lock and Dam, Kenosewun Provincial Heritage Park, the Red River, Gunn's Creek and the Red River Floodway.
- 10. Invest in sustainable municipal sewer and water infrastructure that supports mixed use development including multi-level residential and retail/service commercial uses.
- 11. Guide the development of Lockport towards a more complete community which includes places to live, shop, work, learn and recreate.
- 12. Encourage a collaborative inter-governmental approach in development review, planning and design of community and provincial infrastructure and facilities.

#### 1.1.2 Community Development Guidelines

Destination communities must balance the needs of residents, businesses and visitors, while maintaining and enhancing the characteristics, setting and attributes which create the community's destination potential. The following community development guidelines will direct Lockport's long term success in becoming a great place to live and visit.

- Encourage and plan for mixed use commercial and residential development to permit people to live, work, recreate and access services all within the same neighbourhood.
- Consider as part of the development review and site plan approval processes mixed use development initiatives which include commercial, institutional and residential uses occupying space in the same building or on the same site.
- 3. Support site planning and urban design solutions that create a pedestrian oriented community where people can enjoy the opportunity to walk to satisfy daily needs and which create passive spaces for private refuge and animated spaces to create visitor and community activity foci.
- 4. Commit to high quality, human scale urban design in the size, height and scale of buildings to create welcoming, comfortable and interesting neighbourhoods, commercial developments and public spaces.

- 5. Create gathering places and focal points which promote a strong sense of community by encouraging the design of spaces that are pedestrian supportive, engaging, safe and comfortable for families, seniors and children.
- 6. Design community circulation systems to promote ease of access and safe traffic management solutions for vehicles, cyclists and pedestrians.
- 7. Preserve, celebrate and enhance the unique natural environmental characteristics, heritage resources and historic sites in Lockport, by working with local land owners to protect these resources as part of the development review process.
- 8. Promote cooperative and collaborative approaches to development among stakeholders including other levels of government, approving authorities, residents, land owners and businesses.

#### 1.1.3 Mixed Use Design Parameters

Lockport's vision and emergence as one of the Capital Region's great places will be guided by the following design parameters:

- 1. Incorporate a Site Plan Approval Process under the St. Clements Zoning By-law for all lands designated "Mixed Use Policy Area" in the Lockport Secondary Plan, Policy Map #1: Land Use Policy Areas to confirm the site specific performance standards for land use and development approval.
- 2. Adopt Urban Design Guidelines in the St. Clements Zoning By-law consistent with the Vision, Objectives, Policies and Guidelines of the Plan to provide direction for mixed use site and building development including provisions for set-backs, building heights, building step-backs, floor space and site coverage ratios, waste management and storage, screening, buffers, access, parking, pedestrian circulation and landscaping requirements.
- 3. Encourage site mixed use development plans to incorporate pedestrian and cycle lanes into the street system to compliment vehicle traffic movements.
- 4. Encourage design flexibility to create active commercial street frontages by permitting buildings to locate up to the front property line, extend canopies over the adjoining sidewalk, direct parking and service entrances to the side or rear building entrances to create a comfortable pedestrian environment and shopping experience.
- 5. Subject to approval by the responsible authorities, permit, subject to site plan approval, restaurant patio areas in the front or side yard of a building. Where it

- may be deemed desirable by the responsible authorities, restaurant patios may be permitted within the sidewalk right-of-way.
- 6. Encourage streets and internal lanes to be laid out to create interesting routes with corners and bends used to frame the streets and to create "urban rooms" which contributes to pedestrian comfort while creating interesting neighbourhoods.
- 7. Collaborate with Manitoba and private developers to provide ornamental pedestrian scale street lighting to illuminate streetscapes within Lockport.
- 8. Expand sidewalk widths along the principal routes, PTH 44 and PR 204, to allow for peak people movement, space for street trees and furniture and to promote pedestrian comfort. Approval would be required from Manitoba Infrastructure and Transportation to place anything within the highway right-of-way.
- 9. Incorporate landscape improvement plans that provide attractive and abundant street trees and other foliage for shade, beauty, air quality and a connection to the natural environment.
- 10. Include street furniture at strategic locations along principal routes to contribute to a comfortable pedestrian environment and allow people stop and converse, provide a rest spot for seniors and afford the opportunity to just be present and enjoy the atmosphere. Approval would be required from Manitoba Infrastructure and Transportation to place anything within the highway right-of-way.
- 11. Encourage new streets and buildings to consider promoting solar accessibility and discouraging the negative effects of shadowing in their orientation and design.
- 12. Encourage active ground floor commercial uses in mixed use buildings to add interest.
- 13. Building front facades should be "permeable" through the use of expansive glazing to open building interiors to the street.
- 14. Consideration may be provided under agreement with the responsible authorities to utilize part of the sidewalk area for displaying goods and/or patios associated with an adjoining business. Approval would be required from Manitoba Infrastructure and Transportation to place anything within the highway right-of-way.

- 15. Consideration will be provided to permit the extension of building awnings from store fronts over portions of the sidewalks to help create attractive building facades while providing protection to passers-by from rain, snow and the sun.
- 16. Collaborate with private developers and other levels of government to incorporate vehicle traffic calming measures where they may be beneficial to ensure a safe environment for pedestrians, especially children and seniors.
- 17. Encourage the consideration of a crosswalk as part of future plans to up-grade PTH 44 between the PR 204 intersection and the St. Andrew Lock and Dam (SALD) Bridge to provide a convenient pedestrian crossing between north and south side of PTH 44. Work with Manitoba on the design of the crosswalk to incorporate ground treatment to differentiate it from the road and lighting to provide increased safety and traffic calming benefits.
- 18. Collaborate with Public Works Government Services Canada (PWGSC) on the negotiation of an agreement that would provide an easement for the public's use of the roadway under the east SALD Bridge abutment to provide for a vehicle, cycling and pedestrian connection between the north and south side of PTH 44.
- 19. As part of the site plan approval processed work with area land owners and developers to integrate view corridors into new development to protect and enhanced views to Lockport's waterways and heritage resources.
- 20. Collaborate with private developers and Manitoba to plan locations of prominent buildings, public and heritage spaces to frame views of these features at the end of street and the creation of "terminal vistas" which highlight the importance of these features to be showcased as part of the community urban fabric.
- 21. Encourage the use of high quality, durable and low-maintenance building materials with finishes that provide a sense of their timelessness including the use of masonry, with sculptured stone and wood.

# 2 - Mixed Use Policies

Mixed Use Areas achieve a multitude of planning objectives by combining greater residential housing choices with neighbourhood retail and commercial services, institutional, entertainment, cultural and recreational activities. Mixed use developments permit people to live, work, recreate and shop in the same

neighbourhood. These areas provide local neighbourhood focal points that can animate space and provide an attractive environment at all times of the day.

The Mixed Use Policies apply to the designated Mixed Use Policy Areas identified in Policy Map #1: Land Use Policy Areas.

The following policies will guide development within the mixed use policy area for mixed and single use buildings. These policies outline the development criteria for the location, conditions and appropriate densities for mixed use development.

#### 2.1 Mixed Use General Development Policies

- 1. The Mixed Use Policy Areas are illustrated in Lockport Secondary Plan Policy Map #1: Land Use Policy Areas.
- 2. Reference Map #1: Land Use Concept North of PTH 44 includes a conceptual plan illustrating the potential commercial recreation development for surplus Floodway Lands and a conceptual plan, as provided by a private property owner, to illustrate a potential development approach for the future mixed use development of private underdeveloped lands located north of PTH 44 west of PR 204. It is understood the final site and land use plans for the lands north of PTH 44 may differ from Reference Map #2a and #2b based upon future needs of the community and market considerations.
- 3. Development within the Mixed Use Policy Areas may include a mix of approved land uses within a single site located in a single building or in multiple buildings.
- 4. Permitted uses in the Mixed Use Policy Area of Lockport will be subject to the RM of St. Clements Mixed Use Zoning District and may include but not be necessarily limited to the following use types:
  - a. Commercial retail
  - b. Leisure, entertainment including restaurant/bar
  - c. Recreation uses
  - d. Single and Multiple family residential
  - e. Hotel/motel
  - f. Institutional
  - g. Office and Personal Services
- 5. Mixed use retail, cultural, entertainment, institutional and recreational developments within the designated Mixed Use Policy Area are encouraged. Development will be planned to meet the community's needs, to compliment

- the "complete community /mixed use" vision for Lockport and to balance vehicle accessibility with the creation of a high quality pedestrian environment.
- 6. Building and site plan approval within Lockport's Mixed Use Policy Area will be guided by the policies of this section and Policy 1.1.2 "Community Development Guidelines" and Policy 1.1.3 'Mixed Use Design Parameters" of the Plan and evaluated based upon the Mixed Use Zone requirements of the RM of St. Clements Zoning By-law.
- 7. Development within Mixed Use Policy Areas will be encouraged to include a balance among private commercial, residential, institutional uses. Parking and public gathering spaces in the form of walkways, landscape features, public art, plazas or other forms of pedestrian and public gathering spaces are to be intertwined with the built environment.
- 8. Development within the Mixed Use Neighbourhoods will be managed to:
  - a. Ensure the organization and siting of mixed use development compliments existing development;
  - b. Reduce the visual impact and improve the organization of internal traffic movements by encouraging cooperative agreements among land owners on the shared use of access and provision of parking facilities serving commercial and institutional uses;
  - c. Balance commercial vehicle accessibility with the creation of high quality commercial and residential pedestrian environments;
  - d. Provide good site access and circulation for vehicles as well as pedestrians and an adequate supply of off-street parking for visitors, residents and employees as appropriate;
  - e. Subject to infrastructure up-grading and capacity, the height of buildings may not exceed 4 stories until municipal piped water services capable of providing appropriate fire flow pressures are available to the Lockport Settlement Area; and
  - f. Provide an attractive, comfortable, safe and high quality pedestrian environment.
- 9. Mixed use development is to be planned and designed to be compatible with adjoining use, type, density, form and general character of the area.
- 10. The RM of St. Clements will work cooperatively with the Province of Manitoba and property owners to coordinate planned improvements to PTH 44, PR 204 and PR 202. This includes plans for internal access roadways, driveway locations and off highway parking locations as generally illustrated in Reference Map #2a: PTH 44 and 204 Conceptual Design including a centre median on PTH 44; Reference Map #2b: PTH 44 and PR 204 Conceptual Design

providing for left turn lane with partial median on PTH 44 and Reference Map #3: Conceptual Design for PR 204 and PR 202 including access management proposals within all four Reference Maps.

- 11. The location and nature of mixed use development within the Mixed Use Policy Area and their relationships with surrounding uses will be addressed in a planned context. Proponents of mixed use development will be required to prepare a Detailed Site Plan, in accordance with Policy 1.1.3 Mixed Use Design Parameters, illustrating the planned uses, relationships to adjoining uses, internal and external access, building locations and yard set-backs, building heights and building height step-backs, access, parking locations, waste management, green space and amenity spaces.
- 12. Council may require, as a condition of approval, a Development Agreement with the Municipality including but not limited to payment of capital and infrastructure fees, dedication of park lands, types of land uses, site design performance standards, phasing, signage, incorporation of green technologies and infrastructure requirements.

#### 2.1.3 Multiple-Family Residential Policies

Multi-unit residential and seniors developments are expected to become an expanding segment of Lockport's residential inventory needs. Residents of multi-family developments should have a high quality urban environment that is safe and has access to quality residential amenities and services.

Multi-family development may include attached bungalows, low rise townhouses as well as seniors' residences with greater scale and multi-storey residential condominiums. Multi-family development of sites will be guided by the following policies.

- 1. The location and massing of multi-family development will be encouraged to:
  - a) Frame the edge of streets and parks with good proportion and maintain sunlight and comfortable conditions for pedestrians on adjacent streets and public open spaces;
  - b) Reduce the shadow impacts on adjacent single-family areas; and
  - c) Integrate, where possible, within mixed use nodes and adjacent to commercial areas.

- 2. Multi-family development is to include off-street vehicle parking for residents and visitors as required by the RM of St. Clements Zoning By-law's Mixed Use Parking Regulations.
- 3. Locate and screen service areas, ramps and garbage storage to minimize impact on adjacent streets and residences.
- 4. Provide buildings that conform to principles of universal design and where possible contain accessible units to ensure all users are accommodated.
- 5. Multi-storey multi-family residential development will be required to incorporate set-backs and buffer areas to provide a transition in scale and density between areas designated for mixed use neighbourhood commercial, including multi-family development, when these areas adjoin neighbouring single-family areas.
- 6. Connect multi-family residential development to the surrounding community through pedestrian and open space systems.
- 7. The location and nature of multiple-family development within the Mixed Use Policy Area and their relationships with surrounding uses will be addressed in a planned context. Proponents of mixed use development will be required to prepare a detailed site plan, in accordance with the design parameters under Policy 1.1.3 and RM of St. Clements Mixed Use Zone illustrating but not limited to the planned uses, relationships to adjoining uses, internal and external access, building and parking locations, green spaces areas and amenity spaces.
- 8. Council may require, as a condition of approval, a Development Agreement with the Municipality setting forth but not limited to land use type, open space dedication, payment of capital and infrastructure levies, site set-backs and buffers, phasing, building locations and design, parking, access, signage, incorporation of green technologies and infrastructure requirements.

# 3 - Natural Heritage Area Planning Policies

The central and defining character of Lockport is derived from its river setting, natural features, St. Andrews Lock and Dam, floodway outlet and historic connection to Kenosuwun Park, Prairie Canada's oldest permanent First Nation Settlement. These features contribute to the character of Lockport and help create a unique sense of place. The Heritage Area Policies of the Plan acknowledge the importance and contributions of these defining features of the community to the sense and quality of

place. The Lockport Natural Heritage Area Policies encourages a collaborative management and development approach among the public stewards of Lockport's heritage resources that protects, enhances and links the heritage areas together through the development of interconnected publicly accessible open spaces.

Located within Lockport Settlement Area are Manitoba's Kenosewun Heritage Park, Red River Floodway and outlet channel, Gunn's Creek and the east section of Canada's SALD. The integration of Lockport's heritage and natural spaces within the Settlement Area will be guided by the following policies.

- 1. Integrate, conserve and celebrate heritage sites, public lands and natural areas within the Lockport Settlement Area by developing a public Greenway Network with supportive interpretative programs within the lands generally designated as Natural Heritage Areas on Policy Map 1: Land Use Policies. The Greenway Network is envisioned to provide pedestrian pathways and interpretive displays connecting the heritage and natural areas within Lockport with one another the community and the Trans Canada Trail System located within the east bank of the Red River Floodway.
- 2. Recognize Lockport's heritage and natural spaces as essential "green infrastructure" much like our networks of roads and municipal piped systems. The Municipality will collaborate with other levels of government on the protection and revitalization of the community's 'heritage-green infrastructure' and encourage the preparation of plans to revitalize and enhance their roles in shaping the character of Lockport and quality of life of residents and visitors.
- 3. St. Clements will seek the input and agreement of the government of Canada to utilize the existing vehicle lane under the east bridge abutment as an extension of a proposed municipal roadway providing vehicle and pedestrian access between the north and south side of PTH 44. In exchange for public use of the PWGSC roadway the RM of St. Clements and Manitoba will work collaboratively to establish a Memorandum of Understanding on development of highway improvements including the maintenance of the connecting lane under PTH 44 within Canada's (PWGSC) property.
- 4. The Municipality will work collaboratively with Manitoba and First Nation Stakeholders on the design and re-development of Kenosewun Heritage Park. This ensures its relationships with adjoining land uses can be addressed in an integrated and planned context.
- 5. The Municipality will work collaboratively with the Manitoba Floodway Authority and community stakeholders in pursuing commercial recreation opportunities within strategic areas of the Manitoba Floodway.

6. The Municipality will enter into discussions with the Manitoba Floodway Authority to structure a Land Lease and Development Agreement for those lands within the Manitoba Floodway deemed surplus to the Floodway's operations. The purpose of the Land Lease and Development Agreement are to define the terms and conditions by which the Municipality may develop and/or manage public amenities within the leased lands for recreational and tourism purposes. These initiatives, as generally illustrated in Reference Plan #1: Land Use Concept Plan for Lands North of PTH 44, may include a boat launch, docking and storage area, public event space, RV/Tent and Trailer Park, festival site suitable for year round use and home of the Lockport Children's Festival.

# 4 - Environmental Conservation Policies

The relationship between the built and natural environments has a significant role in defining the character and quality of a community. Environmental stewardship will guide green space conservation and use with Lockport based upon the following policies:

#### 4.1 Environmental Stewardship Policies

- 1. Guide the development of Lockport into a sustainable community by ensuring proposals, including public and private building activities and changes to the built environment, will be environmentally friendly, based on:
  - a) Protecting and improving the health of the natural ecosystem, by:
    - i. Minimizing air, soil and water pollution; and
    - ii. Mitigating unacceptable effects of noise;
  - b) Maintaining and improving the health and integrity of the natural ecosystem and supporting bio-diversity in Lockport by paying particular attention to:
    - i. Protecting terrestrial and aquatic wildlife habitat, native flora and fauna and aquatic vegetation;
    - ii. Protecting water and managing sediment quality;
    - iii. Protecting landforms, watercourses, wetlands and the shoreline and associated biophysical processes adjacent to the Red River, Gunn's Creek, the floodway and other streams; and
    - iv. Creating natural linkages between natural ecological areas such as the floodway lands, waterways and other green spaces;
  - c) Recognizing environmental stresses caused by the consumption of natural resources, by encouraging reductions in:

- i. The amount of solid waste requiring disposal in landfill;
- ii. Encourage the development of a community recycling depot facility or seek a partnership with the RM of St. Andrews; and
- iii. The consumption of water and generation of wastewater;
- d) Preserving and enhancing the urban forest by:
  - i. Providing suitable environments for trees and vegetation;
  - ii. Increasing tree canopy coverage and native species diversity;
- Reducing the risks to life, health, safety, property and ecosystem health, that are associated with flooding, unstable slopes, erosion and contaminated lands; and
- f) Reducing the adverse effects of storm water and snow melt, based on a hierarchy of wet weather flow practices, starting with at-source, conveyance and end-of-pipe solutions.
- 2. Where feasible, new development will include on-site facilities to manage storm water, rain and snow fall.
- 3. Some utilities or services may be located within or across the flood plain, including:
  - a) Streets, walkways and above ground utilities, which may be permitted to cross the flood plain; and
  - b) Underground utilities, flood or erosion control, storm water management and conservation may be permitted within flood plains.
- 4. Natural areas and habitats shall be protected from incompatible or potentially incompatible land use activity/development where;
  - a) rare or endangered flora and fauna have received provincial designation and protection under either the Manitoba Endangered Species Act or the federal Species At Risk Act;
  - b) lands have been designated as Protected under the Protected Areas Initiative:
  - c) lands have been identified as provincial park;
  - d) other sensitive wildlife or aquatic habitat, ecologically significant area that has been identified, or
  - e) private lands that have been voluntarily protected by landowners under The Conservation Agreements Act.

- 5. Developments and the use of land adjacent to and/or within 1-mile of designated provincial parks, wildlife management areas or other protected areas will be referred to Manitoba Conservation for review 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.
- 6. 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.
- 7. 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.
- 8. Where privately initiated habitat conservation land leases or land transfers are proposed, Manitoba Conservation will be encouraged to consult with the Planning District affected prior to approving the designation of a private habitat conservation area.
- 9. Inter-municipal co-operation is encouraged in the application and implementation measures to protect the natural environmental resources

#### 4.2 Rivers and Creeks Conservation Policies

Strong communities need a healthy natural environment. Clean air, soil and water, parks and open spaces underlie our health and well being and attract people to live and invest in the community. Managing growth in Lockport in a sustainable manner, which protects and enhances the natural environment, is the aim of sound environmental stewardship under the following policies.

- 1. Maintain and improve the health and integrity of the natural ecosystem and supporting bio-diversity by paying particular attention to:
  - a) Water quality along with pollutant sediment and nutrient loading;
  - b) The Red River, Gunn's Creek, the Floodway and other streams along with their riverbank (riparian) areas;
  - c) Establishing linkages between natural areas such as the riverbanks and other green spaces.

- 2. Protect public riverbank stability, access and the riparian zone of the Red River, Gunn's Creek, the floodway and other streams, by ensuring development adjacent to these waterways are located outside the designated flood risk area.
- 3. Where it is deemed to be in the public interest acquire riverbank areas adjoining the Red River or Gunn's Creek through development approval dedication, purchase agreements or easements as may be appropriate to protect the riverbank areas and incorporate into the Greenway Network.
- 4. Protect and promote the Red River and Gunn's Creek within the Settlement Centre as an important ecological and recreational assets within the community and recognize their contribution to the character of the community, by:
  - a) Designating Gunn's Creek as an ecological corridor on the Eastside of PR 204;
  - b) Encourage ecologically sensitive stewardship of the creek by adjacent landowners, particularity the Legacy Resources Condominium Corporation which owns the creek west of PR 204 to the Red River;
  - c) Establishing a green space buffer, which maintains and enhances natural vegetation within the riparian area located between new development and Gunn's creek and the Red River;
  - d) Connect the Red River, Gunn's Creek, the Floodway and other streams to the wider community, regional trail system and heritage/natural area interpretive programs; and
  - e) Expand Kenosewun Park by cooperating with Manitoba, land owners and the Floodway Authority to create a riverbank connection between the existing park boundaries to the Red River Floodway lands as generally illustrated on Policy Map #1: Land Use Policy Areas.
- 5. Proposed developments located near all waterways and all 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.

# 5 - Infrastructure Servicing Policies

Development of the Lockport Settlement Centre will be supported by the concurrent development of infrastructure services guided by the following policies.

- 1. Development proposals will include the preparation and submission of a comprehensive servicing design brief, including as may be required, Concept Plans which illustrate the fit between the proposed development area and the adjoining lands, assessment of service capacity including treatment capacity, oversizing requirements as may be required to provide for the planned and incremental extension of services within designated neighbourhood, mixed use nodes or commercial areas as applicable. The servicing design brief should provide details on the characteristics of proposed land uses, sewer, water and land drainage infrastructure servicing requirements, transportation and street connectivity, including integration of greenspace networks and community facilities.
- 2. Development servicing proposals are to be designed to reflect Municipal Development Agreement Parameters as adopted by Council and illustrate how the planned development within Lockport may be organized to:
  - a) Ensure the efficient provision of infrastructure costs;
  - b) Identify cost sharing arrangements for services, including but not limited to, access, oversizing waste water and water services, as may be applicable, internal streets, and the provision of stormwater services to manage the rate of post development stormwater run-off flows;
  - c) Ensure site development will be organized for logical and orderly development, compatibility with adjoining land uses, and connectivity with provincial and municipal transportation systems;
  - d) Illustrate how building and site designs respond to design parameters including building siting, landscape amenities, provision of buffers, screening of storage areas, parking areas, naturalization etc; and
  - e) Phasing program for development based upon the supply and level of infrastructure services provided.
- 3. The Municipality may require developers to enter into a Development Agreement which will provide direction and requirements for developers to make contributions toward the front-end cost of oversizing services to ensure the planned capacity is in place to provide for the orderly and efficient extension of services within the designed development areas of Lockport.
- 4. Services which may require developer participation in front-ending costs may include, but are not necessarily limited to, waste water collection and treatment, municipal water supply and treatment, arterial and local street

construction, land drainage and storm water retention systems, supplemental fire protection, and provincial highway and municipal arterial road intersection improvements.

- 5. When the Municipality has required a developer to front-end the cost of oversizing services or installing services which may benefit another party having access or frontage on the services, the municipality will make its best efforts to recover the fair value of services from benefiting parties. This is a condition of other benefiting parties connecting to the services based upon the actual costs of services or St. Clements local improvement rates at the time of connection, which ever may in the opinion of Council fairly balance the cost of services and the use of services by other benefiting parties.
- 6. The Municipality may impose, as part of a Development Agreement, capital cost levies for the connection of new development areas with municipal services, such as but not limited to, municipal waste water and water systems, land drainage, solid waste facilities, and roadway works, including streetscape improvements which have been installed or which are budgeted by the Municipality and its funding partners to be installed in the future.
- 7. All new development within Lockport shall complete arrangements with the Municipality to connect to the municipal infrastructure services serving Lockport.

# 6 - Transportation Policies

The Policies under this Part integrate transportation and land use at both the community and neighbourhood scales. Within Lockport, it is important for the Plan to address the differing transportation demands imposed by through-traffic, destination-traffic and local-traffic upon provincial roadways connecting the Settlement Centre to the region and upon local streets and accesses that provide inter-connectivity with the region and access within the community.

The Secondary Plan Transportation Policies have been developed to provide development direction to private developers and public agencies responsible for highway access by identifying opportunities for inter-governmental and private sector collaboration on the development and integration of Lockport's road and active transportation initiatives with connections with the provincial highway network.

#### **6.1 Highway Transportation Policies**

- 1. In response to projected regional traffic volumes and development of Lockport as one of the District's principal settlement centres, Reference Map #2a, Map #2b and Map #3 illustrate Lockport Transportation Conceptual Design and Access Management Options for up-grading roadways and access on PTH 44, PR 202 and PR 204. These Reference Maps are intended to inform and represents a general guide for future public input into the design and implementation of intersection, roadway geometry and traffic control improvements on PTH 44, PR 202 and PR 204 within Lockport. It is understood the final plan for transportation improvements may differ from the options shown in Reference Map #2a, Map #2b for PTH 44 and in Map #3 for PR 202 and PR 204, based upon future needs of the community and traffic requirements.
- 2. The Secondary Plan recognizes the inter-connection between the Community's land use decisions and transportation network by endeavouring to maintain, develop and integrate the municipal and provincial transportation systems in the land use approval process. Reference Map #2a, Map #2b and Map #3 may be used as a general guide pending the completion of the final highway upgrading plan to ensure land use and highway access requirements are addressed during Site Plan Approval. The provisions of Site Plan Approval will be developed in consultation with Manitoba Infrastructure and Transportation and shall be in accordance with the Policies of the Plan to ensure the efficiency and safety of the provincial highway system and the accessibility of businesses and mixed use development areas within Lockport.
- 3. Coordinate with Manitoba land use development, yard setbacks and access approvals as may be provided by the Municipality's Zoning By-law and as may be under the jurisdiction of the Highway Traffic Board.
- 4. Collaborate with Manitoba on implementation timing for highway up-grading improvements to PTH 44, PR 202 and PR 204 as generally illustrated in Reference Map #2a, Map #2b and Map #3 illustrating Lockport Transportation Conceptual Design and Access Management Proposal.
- 5. Enter into a Memorandum of Understanding with Manitoba regarding municipal/provincial funding responsibilities for the implementation of highway improvements and access management as it relates to PTH 44, PR 202 and PR 204 within the Lockport Settlement Centre;
- 6. Protect the integrity and safety of traffic flow on PTH 44, PR 202 and PR 204 PTH within Lockport by cooperating with Manitoba to implement the highway

and local access improvements as generally illustrated in Reference Map #2a, Map #2b and Map #3 to:

- a) Consolidate access onto the provincial road system to designated accesses;
- b) Remove on highway parking and replace with off-street parking facilities of equal or greater number of parking stalls; and
- c) Develop internal public streets identified north and south of PTH 44, west of PR 202 to provide access to existing and new mixed use development, to off-street parking facilities as provided under b) above and to provide a local street option to reduce reliance upon provincial roadways for inter-community access between north and south PTH 44 Lockport development areas as generally illustrated in Reference Map #2a and Map #2b.

#### **6.2 Neighbourhood Streets Policies**

- Maintain the safe and efficient operation of neighbourhood street connections by ensuring the inter-relationships between land use and transportation are addressed and encourage the use of "traffic-calming" design approaches. These reduce speeds and discourage commercial traffic from infiltrating residential neighbourhoods, as part of the development review and approval process.
- 2. The transportation system will be developed to be inclusive of the needs of people with disabilities and seniors by:
  - a) Requiring a minimum of off-street parking spaces be allocated as accessible spaces;
  - b) Requiring a complete streets policy that incorporates the needs of all users in the design of road rights-of-way; and
  - c) Taking accessibility into account when design considerations are given to public facilities.
- 3. Consider alternate roadway design options that reduce right of way and pavement width requirements within mixed use and suburban residential neighbourhoods to decrease the amount of impervious surfaces and to improve neighbourhood safety by slowing local traffic and reduce land drainage requirements.

# 6.3 Pedestrian, Cycling and Transit Policies

- 1. Incorporate bicycle lanes and pedestrian sidewalks as an integral component of PTH 44, PR 202 and PR 204 upgrading in accordance with the New Provincial Land Use Policies (Policy Area 7 Transportation).
- 2. Bicycle and pedestrian sidewalks to be designed to create safe, comfortable pedestrian and bicycle friendly environment that encourages people of all ages to walk or cycle for everyday transportation and enjoyment.
- 3. Encourage design, which ensures safe, direct, comfortable, attractive and convenient pedestrian conditions including safe walking routes to commercial and residential areas; heritage sites; community recreation facilities; parklands and institutional land uses.
- 4. The Municipality will examine the future feasibility of transit service to Lockport by exploring arrangements with private and public transit providers on the level of service which may be supported including:
  - a) Consideration of future transit stops associated with the redevelopment of PTH 44, PR 202 and PR 204; and
  - b) The possibility of developing interconnections with the Beaver Bus Lines serving Selkirk and Main Street and with Winnipeg Transit.
- 5. Convenient and accessible pedestrian access to transit stops are expected to reduce the demand for visitor and resident parking within Lockport and will be facilitated by the network of streets, sidewalks and trails to provide connectivity to transit stops. The objective of this policy is to provide most community residents with access to transit stops that are within a 300-400 metre walk of mixed use development areas.

#### **6.4 Complete Streets Policies**



 Complete street refers to a roadway that accommodates all travelers, particularly cyclists, pedestrians & motorists, to enable them to all share the roadway safely and efficiently.

- 2. The municipality will partner with the Department of Infrastructure and Transportation to implement a Complete Streets policy as a component of PTH 44, PR 202 and PR 204 up-grading within the Lockport Settlement Centre boundaries. (See Reference Map #2a, Map #2b and Map #3).
- 3. Complete streets policies will be applied by the municipality to the main internal roadways inter-connecting north and south PTH 44 development areas within Lockport, taking into account the community context of the street.
- 4. If a roadway is unable to accommodate a specified user, a greater effort shall be made to accommodate those specified users elsewhere, including on roadways that cross or intersect with the affected roadway.
- 5. Complete Streets within new developments will be implemented as part of the development review process.
- 6. Applying Complete Streets within existing development areas will be considered by the Municipality at the time when major repair or upgrading is required.

#### 6.5 Parking Management Policies

- Require surface parking areas to be designed to a high standard of site and environmental design. This may include improving the quantity and quality of site by:
  - a) Reducing permeable surfaces; and
  - b) Incorporating bio-swales.
- 2. Promote the effective and efficient use of off-street parking by encouraging:
  - a) The shared use of parking between landowners; and
  - b) By incorporating within the Zoning By-law parking standards for mixeduse developments, which reflect the potential for shared parking among users that have different peaking characteristics.
- 3. The transportation/parking system will be developed to be inclusive of the needs of people with disabilities and seniors by:
  - a) Requiring a minimum of off-street parking spaces be allocated as accessible spaces; and

- b) Taking accessibility into account when design considerations are given to public facilities.
- 4. Require mixed use multi-family and commercial developments to provide offstreet parking commensurate with the nature and requirements to meet the parking needs of the site's development as provided in the Zoning By-Law and to incorporate in the parking lot layout design buffers and landscape treatments to enhance the visual appearance and functionality of parking facilities.

# 7 - Plan Implementation Policies

#### 7.1 Action Policies

The Lockport Secondary Plan provides a guide for managed growth and change in the Lockport Settlement Centre and provides direction to the community, the municipality and the province to consider in their day-do-day decision making.

- 1. The Plan's land use policy areas for Lockport are illustrated in Policy Map #1.
- 2. The Plan's land use policy applications to the lands north of PTH #44 are conceptually illustrated in Reference Map #1.
- 3. The Plan's transportation up-grading policies are conceptually illustrated as an example of a possible application in Reference Map #2a, Map #2b and Map #3.
- 4. Both the Policy Map and Reference Maps provide location and design information to guide implementation of the Lockport Secondary Plan. It is understood the final land use and site plan for the lands north of PTH 44 may vary from the concept design illustrated in Reference Map #1 and the transportation upgrading solutions may vary from the conceptual design illustrated in Reference Maps #2a, Map #2b and Map #3.
- 5. Municipal by-laws and public works are to be guided by this Plan.
- 6. Decisions and actions of the Municipality and staff, including public investment in services, service delivery and infrastructure, to be guided by this Plan.
- 7. Implementation plans and guidelines, consistent with this Plan may be adopted, identifying priorities, guidelines and actions to advance the vision and strategies of this Plan.

- 8. Municipal resources, especially infrastructure, lands and buildings, to be guided by the Plan for their best strategic advantage in advancing the strategies of this Plan and leveraging other public and private investment.
- 9. Council shall initiate a review of its Zoning By-law to establish a Mixed Use Zoning District (as per Policies 2.1.4, 2.1.6 and 2.1.7) and Mixed Use Parking Regulations (as per Policy 2.1.3.2) and to ensure that the Zoning By-law generally conforms to the policies of the secondary plan herein.

Policy Map #1 defines the land use policy areas and represents the intended use of lands within Lockport over the 20 year timeframe of the Plan. Land use decisions will be evaluated against the land use policies of the Plan as they are applied to the lands designed in Policy Map #1.

The Reference Map #2a, Map #2b and Map #3 are provided to generally illustrate highway up-grading and access management solutions and to provide a reference for the development of a Memorandum of Understanding (MOU) to be entered into between RM of St. Clements and Manitoba regarding the upgrading and management of access on the highways. It should be understood that the actual form or sequence of highway upgrading may vary from the concept illustrated, based upon detailed design and development approval considerations.

## 7.2 Monitoring Performance Plan Amendment Guidelines

Over the life of the Lockport Secondary Plan it may be probable that course correction will be needed and policy changes may be warranted from time to time. Similarly new implementation initiatives may be needed and priorities may require adjustment in response to the varied and changing conditions in the Planning District. Monitoring facilitates our ability to respond to these changes and can improve the quality of our decision-making. Responsiveness, adaptability and continuous improvement will be enhanced through a commitment to tracking key indicators of social, economic, environmental and fiscal conditions and by understanding the real changes to our quality of life and their underlying causes. It is vital to monitor and track how far we have come and to see how we can do even better.

Progress and success can be determined from periodic assessments of the Plan's key policies and targets. These periodic assessments will look at the success of the Settlement Area in achieving its vision and the quality of the place it has become.

These assessments may reveal new emerging priority areas that may be addressed through changes to the Secondary Plan itself. The following policies provide guidance

for the understanding and interpretation of the text, maps, schedules, figures and images of this Plan.

- 1. The Lockport Secondary Plan should be read as a whole to understand it's comprehensive and integrative intent as a policy framework for priority setting and decision-making.
- 2. Boundaries illustrated for Land Use Policy Map designations are general. Exact boundaries will be defined by the Zoning By-law. Where the general intent of the Plan is maintained, adjustments to the location or boundaries of land uses will not require amendment to the Lockport Secondary Plan.
- 3. The organization of land uses, transportation up-grading, access, land drainage and open space etc. are generally illustrated in the Reference Maps. The Reference Maps are intended as guides only for physical design and site planning purposes actual design may differ from the Reference Maps based upon the development review and approval process considerations.
- 4. The indication of any proposed roads, parks, municipal services or infrastructure in policy text, reference and policy maps will not be interpreted as final. Adjustments to the location of these features may result from the development approval process as more detailed design information is available, adjustments do not require an amendment to the Plan, provided they meet the general intent of the Plan.
- 5. The indication of any proposed roads, parks, services of infrastructure in policy text or on the, reference and policy maps will not be interpreted as necessarily being specifically or the responsibility of the Municipality to provide, finance or otherwise implement.

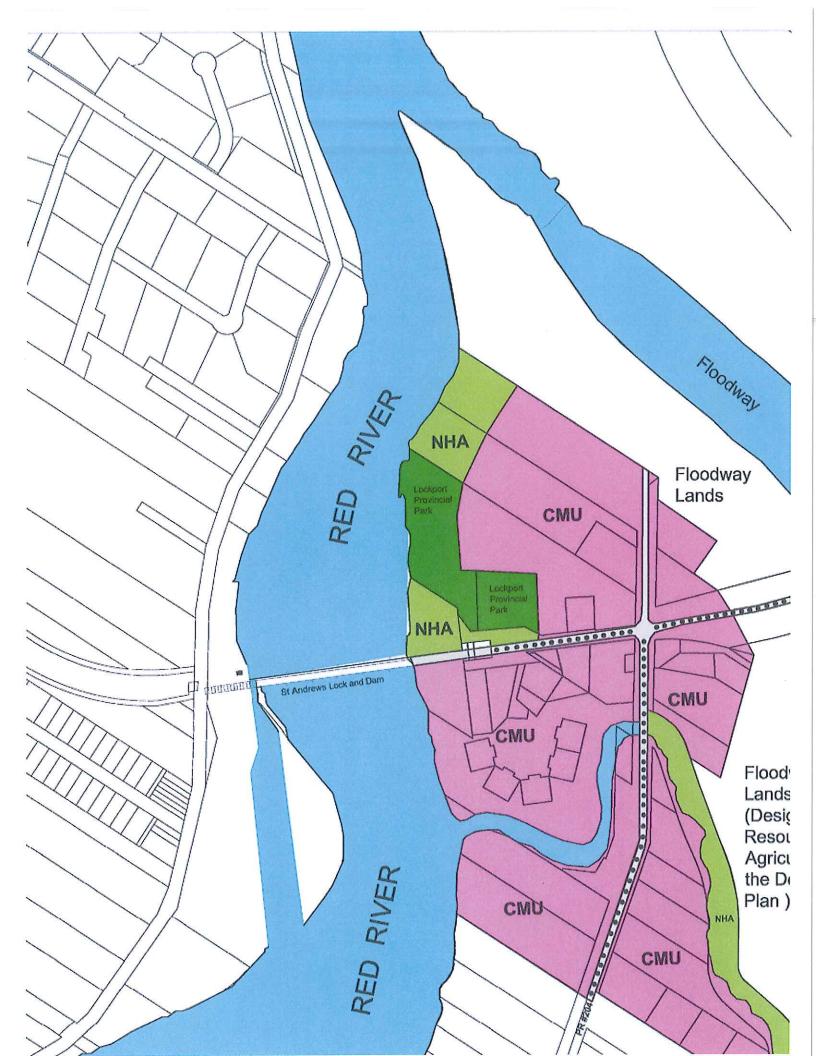
## 7.3 Encouraging Collaborative Planning

In order to encourage a cooperative approach to sustainable growth management the municipality will:

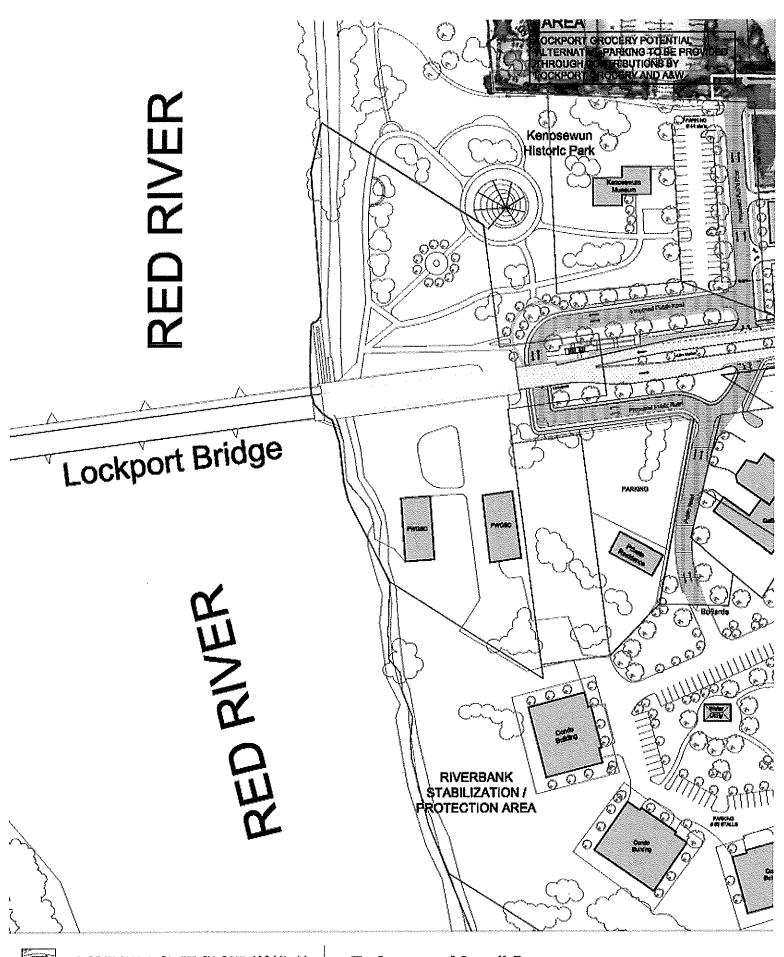
1. Encourage cooperative approaches to land use development, revitalization of Kenosewun Heritage Park, incorporation of recreation and interpretative land use of Floodway Lands, future disposition by Canada of the St. Andrew Lock and Dam and provision of highway up-grading improvements within Lockport.

- 2. Find ways to equitably share the benefits and costs of growth which may be reliant on shared infrastructure with adjoining municipalities.
- 3. Create a sustainable growth strategy by encouraging dialogue among the District's stakeholders on how best to respond to opportunities and constraints to improve the District's competitive position within the Capital region and the Province.
- 4. Plan to solve growth problems we share with our District Partners such as sewage waste management, solid waste management, security of potable water supply and continue to use the District Plan to link the region's development objectives with local planning goals.

# Policy Map #1: Land Use Policy Areas



Reference Map #2a: Conceptual Design Option for upgrading PTH 44 and 204 including a centre median on PTH 44

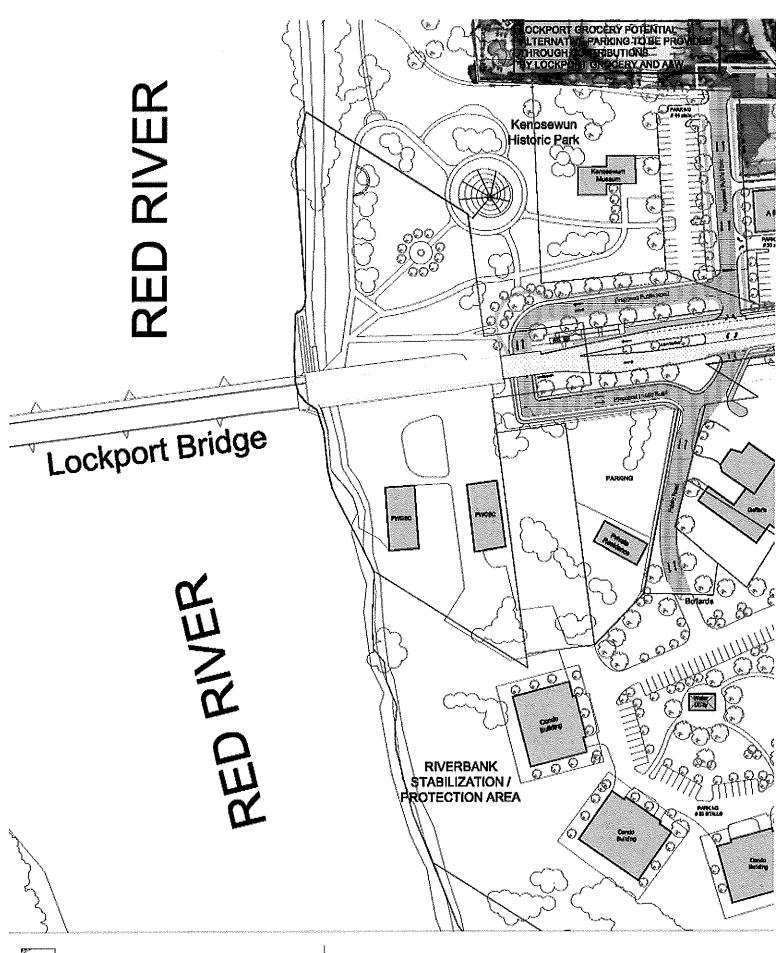




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SEATHCHCARD AVE WHITEECHALTTOBA CAIUDA PER SHI TEL (64) KI SIN FAX (14) KI KK Reference Map # 2a PTH 44 and PR 204 Conceptual Design includi on PTH 44 Reference Map #2b: Conceptual Design Option for upgrading PTH 44 and PR 204 providing for left turn lane with partial median on PTH 44



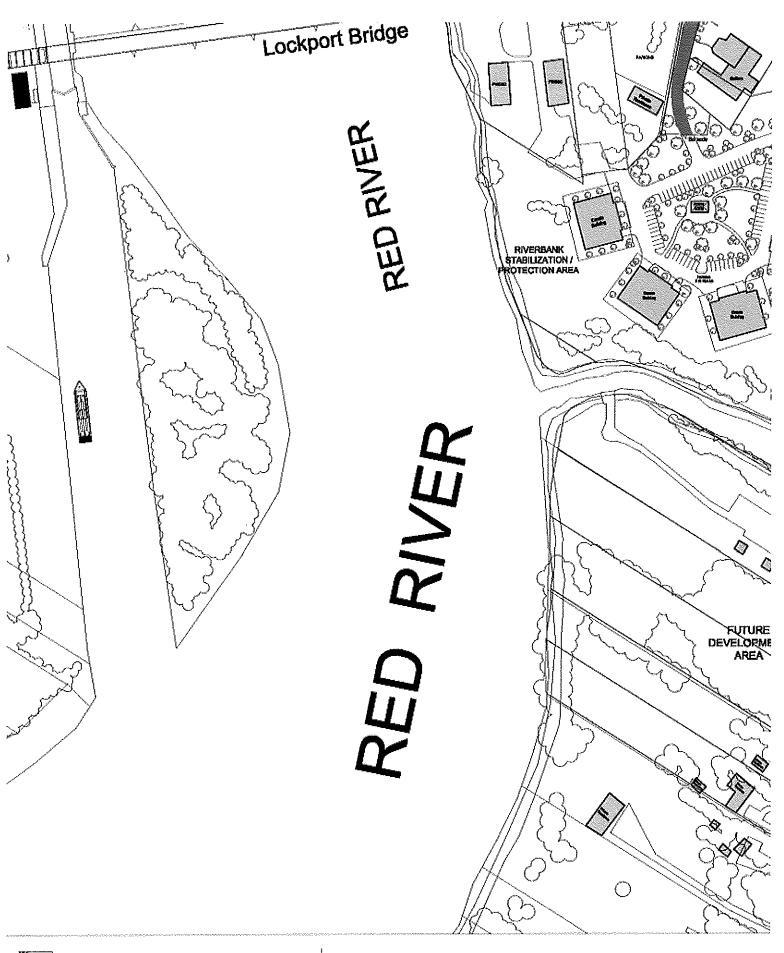


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STATECHTAPI AVE WHITTECHANTORA CHIALA YESSI NE (M) MIS WHILLON MIS W Reference Map # 2b PTH 44 AND PR 204 Conceptual Design provides with partial median on PTH 44 Reference Map #3: Conceptual Design for up-grading PR 204 and PR 202

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