



**R.M. OF EAST ST. PAUL  
SECONDARY PLAN**

**DRAFT  
10.2024**



**RM OF EAST ST. PAUL**

# ACKNOWLEDGEMENTS

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Secondary Plan Area  
R.M. of East St. Paul

# 1. INTRODUCTION

■ The Secondary Plan Area is in the SE corner of the R.M. of East St. Paul

## 1.1 History of East St. Paul

### Land Acknowledgement

The Rural Municipality of East St. Paul is the traditional territory of the Anishinaabe, Cree, Oji-Cree, Dakota, and Dene Peoples, and the homeland of the Red River Métis Nation. The R.M. recognizes the longstanding relationship Indigenous peoples have with this land, which predates the arrival of settlers and continues to this day.

East St. Paul, located just north of the City of Winnipeg, is a thriving community with a rich history and a promising future. Strategically positioned along the Red River, the area has played a significant role in the development and growth of Manitoba.

### Early Settlement and Development

In the early 19th century, settlers, primarily of European descent, began establishing homesteads along the fertile lands of the Red River Valley. The proximity to the river provided fertile soil for agriculture, attracting farmers seeking new opportunities in the Canadian west.

However, long before European settlers arrived, Indigenous peoples, including the Anishinaabe, Cree, Oji-Cree, Dakota, and Dene Peoples, had inhabited the land for thousands of years. They developed rich cultures and vibrant communities, relying on the Red River and surrounding areas for sustenance, trade, and cultural practices. Their connection to the land and ecosystems forms the foundation of the region's historical and cultural identity.

As the population grew, small communities formed, fostering a sense of belonging among residents. Places of worship, schools, and essential infrastructure emerged to support the population's evolving needs. Recognizing Indigenous contributions is crucial as East St. Paul continues to develop, ensuring the area's heritage is honoured today.

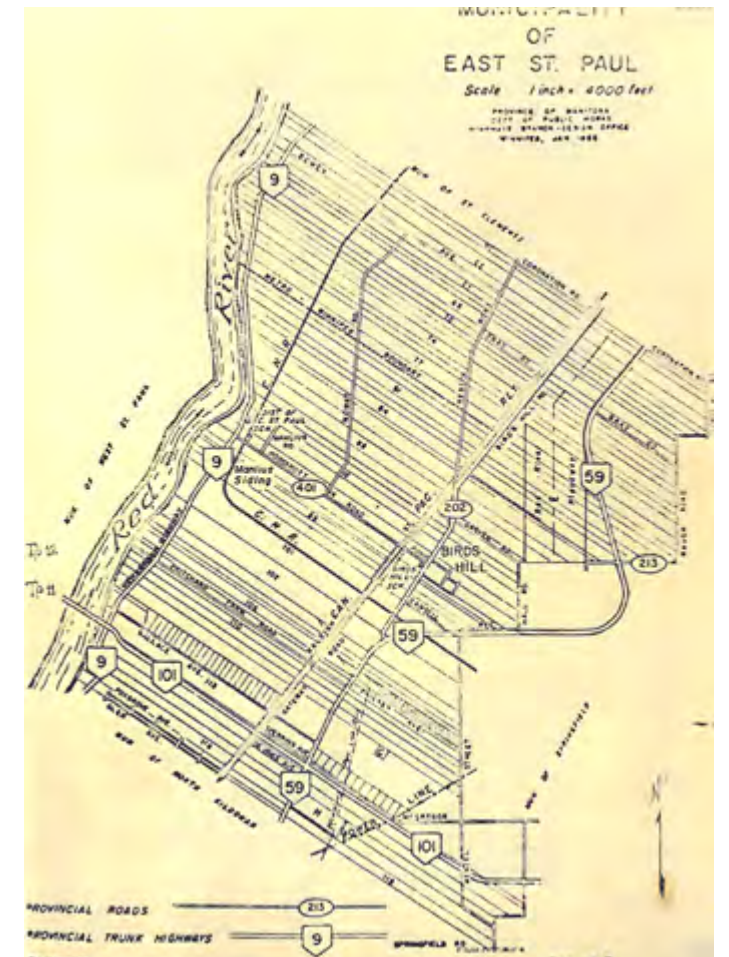


Figure 2. Historic Plat (Heritage II: A History of East St. Paul, 1992)

### Expansion and Modernization

Throughout the late 19th and early 20th centuries, East St. Paul experienced significant expansion. Improved transportation infrastructure, including railways and roads, facilitated access to the area, fuelling its development.

The construction of the Red River Floodway in the mid-20th century brought enhanced flood protection, allowing for continued urbanization. Subdivisions took shape, attracting new residents drawn to the area's natural beauty and suburban lifestyle.

Figure 1. Regional context

## Community Identity

Despite its strengths, East St. Paul faces challenges common to growing communities, such as infrastructure maintenance, land use planning, and environmental stewardship. As the population grows and diversifies, strategic planning is essential for sustainable development and maintaining a high quality of life.

Looking ahead, East St. Paul is poised for continued growth. Strategic initiatives focused on infrastructure investment, economic development, and community engagement will be critical in shaping the area's future. By addressing key challenges, East St. Paul can build on its rich history to create a vibrant and resilient community for future generations.

### Current Challenges and Future Opportunities

Despite its many strengths, East St. Paul faces challenges common to many growing communities, including infrastructure maintenance, land use planning, and environmental stewardship. As the population continues to grow and diversify, strategic planning becomes essential to ensure sustainable development and a high quality of life for residents.

Looking ahead, East St. Paul is poised for continued growth and prosperity. Strategic planning initiatives focused on infrastructure investment, economic development, and community engagement will be critical to shaping the future of the area. By leveraging its strengths and addressing key challenges, East St. Paul can build upon its rich history and create a vibrant and resilient community for generations to come.

## 1.2 Development Moratorium

### Servicing Issues

Resolution #2020-840, enacted on September 22, 2020, instated a moratorium on development and subdivision applications within the R.M. of East St. Paul due to limited sewer capacity. This measure demonstrates the municipality's commitment to prudent growth management, ensuring existing infrastructure can support new development.

The moratorium provides an opportunity for the municipality and Indigenous nations with adjacent lands to engage the community in strategic planning, culminating in a comprehensive secondary plan for the area. This plan will guide coherent development, avoiding fragmented land uses and disjointed applications.

The secondary plan addresses sewer capacity, transportation networks, and drainage management, fostering a cohesive approach to development that enhances livability and sustainability. Beyond infrastructure, the plan allocates land for schools, recreational amenities, and municipal services, ensuring essential facilities are conveniently located to improve residents' quality of life. By integrating these elements, the municipality can create a vibrant, well-rounded community that fosters a sense of belonging and pride.

## 1.3 Purpose

The purpose of the East St. Paul Secondary Plan (the Plan) is to guide the growth and development of lands located south and east of Highway 59, north of the Perimeter Highway, and extending to the eastern boundary of the R.M. (the Plan Area), see *Figure 1. Regional context* on page iv. This Plan ensures development occurs logically, aligning with community aspirations and landowner expectations. While the Plan does not govern the Brokenhead Ojibway Treaty lands, those areas may benefit from the policies set forth. By promoting a coordinated approach to land use, transportation, servicing, and drainage, the Plan establishes a framework that enhances connectivity and functionality for all properties within the area.

## 1.4 Plan Authority

In accordance with the Manitoba Planning Act, a municipal council may adopt a Secondary Plan to address objectives and issues within its scope of authority, including matters:

- Addressed in the Development Plan By-law;
- Concerning subdivision, design, road patterns, building standards, or other land use and development matters; or
- Respecting economic development or the protection of heritage resources or sensitive lands.

## 1.5 Implementation

This Plan is future-oriented and outlines the development vision for the Plan Area through a series of private and public-sector initiatives. Implementation will occur through the development application process, which includes detailed and site-specific studies addressing key matters such as servicing, park dedication, land ownership, zoning, subdivision, and development timing. All applications will be evaluated based on the policies outlined in the Plan to ensure proposed developments align with the established vision. Treaty lands are not subject to the R.M.'s application process.

## 1.6 Timeframe

The development of new communities depends on various factors, including servicing capacity, market supply and demand, infrastructure investment, local and national economics, and landowner interest. These factors make predicting the exact timeline for developing the Plan Area challenging. Nevertheless, the Plan is designed to guide development over a 20-year horizon, providing a reasonable expectation that significant development will occur within this timeframe. This forward-looking approach allows for flexibility while ensuring a coherent and sustainable growth strategy.



Figure 3. Process Timeline

## 1.7 Public Process

The East St. Paul Secondary Plan process began in May 2024 with a series of meetings prioritizing community input to shape the future of the planning area. These meetings included discussions with large landowners, residents, local businesses, and First Nations partners, ensuring a wide range of perspectives were captured. The process culminated in a community visioning workshop attended by over 75 residents, offering a platform for participants to share their aspirations, concerns, and ideas.

Residents expressed a strong desire for a complete community that offers essential amenities, green spaces, and accessible transportation, while also addressing economic opportunities to reduce retail leakage to Winnipeg by providing local jobs, services, and retail options. Ideas such as developing a community recreation centre and a high school were discussed to enhance the area's quality of life and attract future residents.

To maintain momentum and ensure ongoing engagement, the first draft of the Plan will be presented in a series of public meetings at the end of October 2024. These meetings will offer residents and First Nations partners the opportunity to provide detailed feedback and suggest revisions, keeping the Plan aligned with the community's evolving needs. The final Plan, expected to be adopted in early 2025, will mark a significant milestone in East St. Paul's sustainable and inclusive development.

## 2. VISION AND GOALS

- “In planning strategically and holistically for the future of the R.M. of East St. Paul, our aim is to create a blueprint that transcends generations,” states [Mayor Carla Devlin](#). “Our vision is to develop a comprehensive 50 to 100-year plan for the ESP Secondary Plan Area that embodies our commitment to sustainable growth, community vibrancy, and inclusivity.”

### 2.1 Vision

Spanning almost 1,000 acres, the planning area presents a canvas for long-term development that will unfold over many years. The R.M. Council emphasizes that, while gradual, the process will serve as a dynamic framework capable of evolving to meet changing needs and circumstances.

The vision for the East St. Paul Secondary Plan Area is a complete community that seamlessly integrates with the character and historic development patterns of the surrounding semi-rural and suburban environment. It envisions a landscape where amenities, services, and opportunities abound, enriching the lives of East St. Paul residents and fostering collaboration with First Nations communities.

This vision also addresses economic resilience by reducing retail leakage to Winnipeg, creating local job opportunities, and fulfilling unmet market demand. By doing so, the Plan will foster intergenerational neighbourhoods where residents can age gracefully in place. This approach strengthens the local economy and builds community ties, ensuring all residents have easy access to the resources they need.

Integral to this vision is natural infrastructure, including greenways and blueways that serve as key amenities within civic spaces. These parks and streams not only provide recreational areas and access to nature but also create opportunities for Indigenous medicines by planting sage, sweetgrass, cedar, tobacco, and yarrow. The greenways and blueways will play a vital role in stormwater management, contributing to ecological health and promoting clean air and water. By integrating natural elements into the community, the Plan enhances quality of life, fosters cultural heritage, and reinforces the deep connection between people and the land.



Figure 4. Vision of villages in the countryside

## 2.2 Goals



### Connected

Ensure the Secondary Plan Area integrates seamlessly with larger transportation networks, fostering multimodal connectivity within and beyond the community.

GOAL 1



### Complete

Embrace diversity in land use, housing options, and community facilities to create a dynamic, inclusive environment that meets the needs of all residents.

GOAL 2



### Sustainable

Implement environmentally and economically sustainable planning strategies to minimize ecological impact while maximizing economic efficiency, preserving the municipality's budget, and promoting long-term resilience.

GOAL 3



### Context Sensitive

Ensure development respects and enhances the unique character, heritage, and natural surroundings of East St. Paul and adjacent Treaty Lands.

GOAL 4



### Accessible

Plan the Secondary Plan Area as a destination accessible to all, including recent graduates, families, and those looking to age in place. Walking and biking infrastructure will ensure residents can access essential services and amenities within the community.

GOAL 5

# 3. PLANNING AREA

## 3.1 Existing Land Use and Zoning

Current land use in the planning area includes rural residential along Bricker Avenue and McGregor Farm Road, commercial and warehousing along McGregor Farm and Wenzel, and utilities and industrial in the northeast. The majority of the planning area remains undeveloped. A significant portion is governed by the Brokenhead Ojibway Nation, and the Meadows Golf Course is held by the Peguis First Nation Real Estate Trust. Although Treaty lands are not governed by this document's policies, the planning process has been collaborative to ensure all governments benefit from collective planning.



Figure 5. Current Land Use



The Red River Planning District Development Plan No. 272/19 emphasizes orderly residential growth, particularly in areas with access to municipal services like water and wastewater systems. It highlights the need to protect natural resources, manage flood risks, and ensure compatibility between new developments and existing infrastructure.

The Plan Area is designated primarily for General Development (GD) and Industrial (I) uses in the Development Plan, see [Figure 6](#).

- General Development (GD) areas focus on residential growth, neighborhood commercial services, and limited higher-density residential options along major transportation corridors. This allows for community expansion with centralized wastewater services in mind, supporting sustainable development.
- Industrial (I) areas are set aside for more intensive manufacturing, processing, and large-scale outdoor storage, which may generate nuisances such as noise or emissions. These areas provide significant employment opportunities and are strategically located for accessibility to transportation infrastructure

Figure 6. Development Plan (Red River Planning District, 2020)

The Plan Area contains several zoning districts, see [Figure 7](#) on the facing page:

1. **RR5** (Rural Residential 5): Large-lot residential areas aimed at very low-density rural housing.
2. **RR2** (Rural Residential 2): Large-lot residential areas aimed at low-density rural housing.
3. **PR** (Parks and Recreation): Active and passive recreational use.
4. **CH** (Commercial Highway): This zone accommodates commercial uses catering to highway traffic, such as service stations and motels.
5. **IB** (Industrial Business): Zones for industrial activities with low impact uses.
6. **IG** (Industrial General): Zones set aside for a wide range of industrial activities, including manufacturing, storage, and processing facilities, with allowances for higher impact uses.
7. **DR** (Development Reserve): Land preserved for future development, generally with restrictions on current land use to maintain flexibility for future planning.



Figure 7. Zoning Map

### 3.2 Services and Utilities

The East St. Paul planning area currently lacks centralized municipal water and wastewater services. Residents and businesses rely on private wells for potable water and on-site systems for wastewater management. These private systems support existing low-density rural developments but limit the feasibility of higher-density or large-scale developments.

The R.M. of East St. Paul, in collaboration with neighbouring municipalities, including the Brokenhead Ojibway Nation (BON), is exploring the establishment of a regional wastewater treatment facility. However, no funding or construction timelines have been secured at this time. Until services are provided, development opportunities will be constrained by the need for private water and wastewater solutions.

Significant infrastructure crosses East St. Paul, including two Manitoba Hydro 230 kV transmission lines and subsurface natural gas distribution lines. These utilities are essential for power distribution but create easements that restrict land uses beneath the lines. See [Figure 9](#).

Planning for development must balance these infrastructure limitations with the community's growth aspirations. Until municipal services are available, the area will continue to support low-density development, and new projects must account for existing private service systems.



Figure 8. Manitoba Hydro Transmission Lines

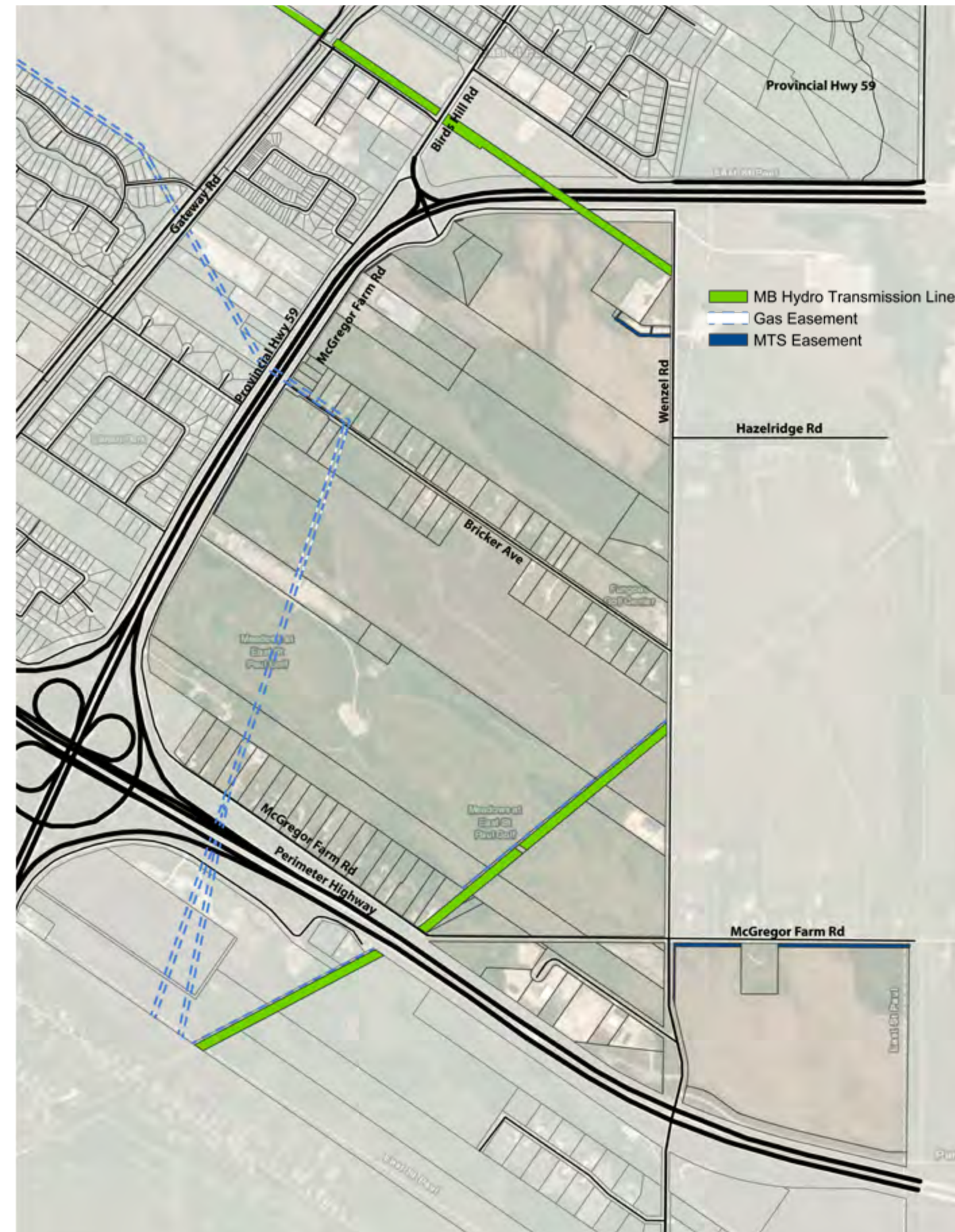


Figure 9. Plan Area Utilities





Figure 10. Villages and high streets concept illustration

# 4. DEVELOPMENT CONCEPT

■ Complete communities in the East St. Paul Secondary Plan Area will blend village living with rural landscapes, reflecting the area’s rural roots.

## 4.1 Villages and Countryside

Complete communities in the East St. Paul Secondary Plan Area should reflect the area’s rural roots. The Plan envisions a series of villages within a rural landscape, each a complete community as shown in the *Figure 11* structure concept. Bird’s Hill is the first of those villages, and while outside of the secondary plan area, it has the opportunity to grow within its core main street area along Birds Hill Road, providing a modest increase in housing and additional commercial destinations within walking distance to many nearby residents. Its unique relationship to the Swistun Family Heritage Park provides a model for future open spaces within the Plan Area.

The Plan establishes 3 new villages: Village 1 to the north, Village 2 to the west, and Village 3 to the south as shown in *Figure 10*. Over time, each village will develop its own name and identity, reflecting the area’s past and future. Wenzel Road connects this string of villages and should reinforce the movement from village to countryside and to village again through land use as well as the road’s future character, in both rural and urban contexts. Within the villages, land use is compact and walkable, with pedestrian oriented streets. Between villages land use is low scale and sparse, with streets for cars and trails for bikes and pedestrians.

Each village should include a central **high street** area around which taller buildings are located and many compatible uses are mixed - residences, shops, and offices. Most of the new housing is located within or nearby a high street, along with one or more small parks, providing an active, engaging, walkable, and complete village centre. Between villages a variety of housing types are arranged along slow speed streets that are connected in a network to form walkable blocks in the general neighbourhood areas. The edges of neighbourhoods include larger plots and more open areas, such as those near Bricker Road, preserve a rural feel.



Figure 11. Villages structure concept

## 4.2 Village 1 Concept

Village 1 is located at the Provincial Highway interchange, where the highest level of vehicular access exists and the most viable location for outward-facing businesses. Much of this area belongs to the Brokenhead Ojibway Nation (BON) and is anticipated to become Treaty land. The illustration of this village is based upon illustrations BON has developed, however the development of this portion of the Plan Area is under the control of the Brokenhead Ojibway Nation.

Wenzel Road is relocated to intersect with the Provincial Highway in as small an interchange as possible. Wenzel's bend to its southbound orientation is segmented to slow traffic. The high street development should be located along Wenzel and anchored by a village square - an open space edged by buildings and able to accommodate special events as indicated in *Figure 12*. The Village centre spans a few blocks with larger parking lots at their centres. These lands will likely not be subject to the policy of the Plan, but the coordination of transportation and drainage could benefit both BON and the R.M.

To the north, the village is anchored by a proposed R.M. recreation complex that includes indoor activities, outdoor recreation, and also accommodates the area-wide stormwater collection and outfall across the Provincial Highway. This new recreation complex was a need noted by residents of the R.M. during the Spring public workshop.

To the south, the village could include an elementary school surrounded by multiple blocks of neighbourhood housing and small greens and playgrounds. Village 1 is anticipated to have the most commercial intensity in the Plan Area, organized along a walkable high street that is surrounded by housing at a variety of scales. This village is a complete community on its own, and also supports a larger area-wide draw for commercial and civic destinations.

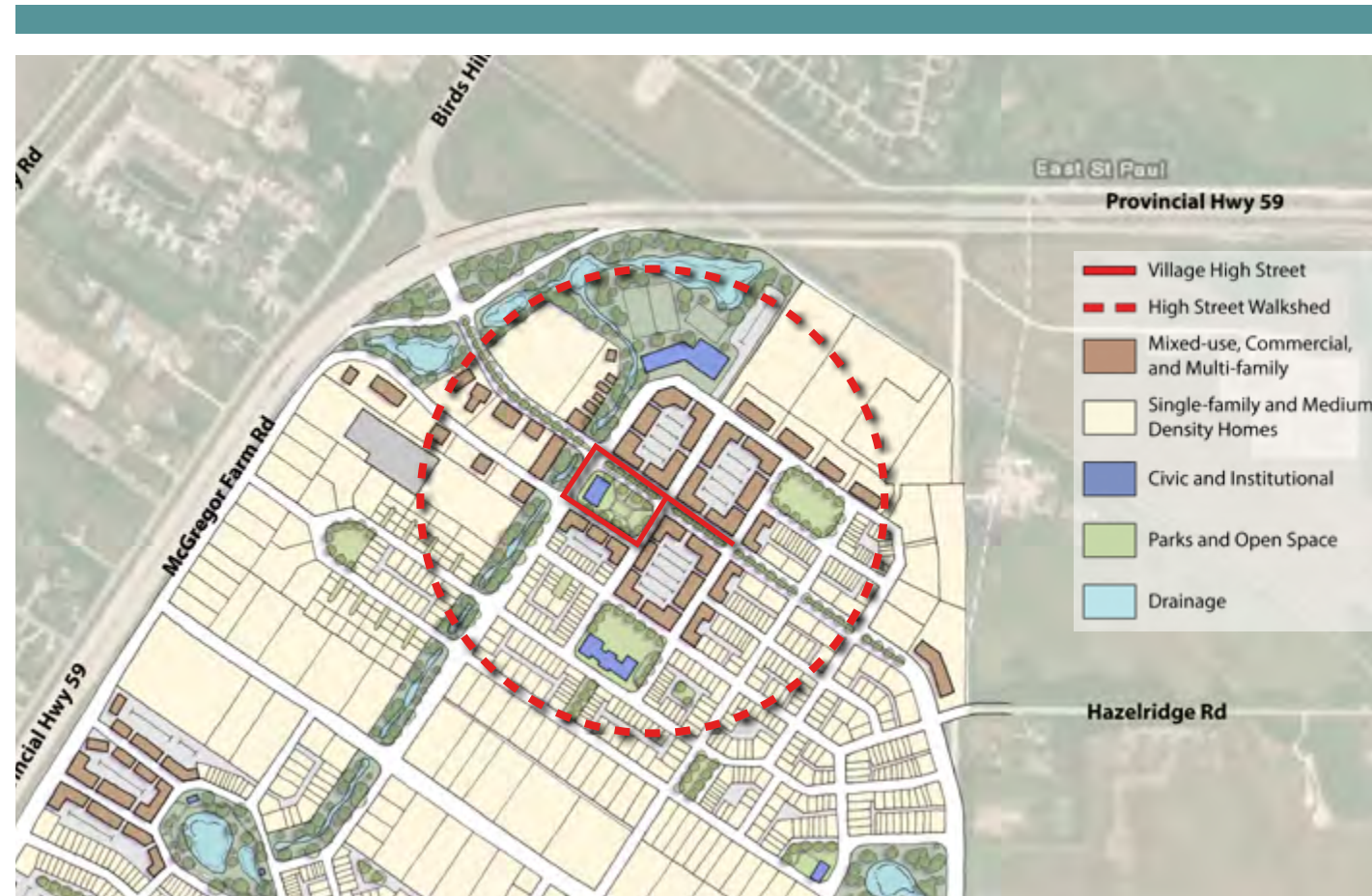


Figure 12. Village 1 development concept

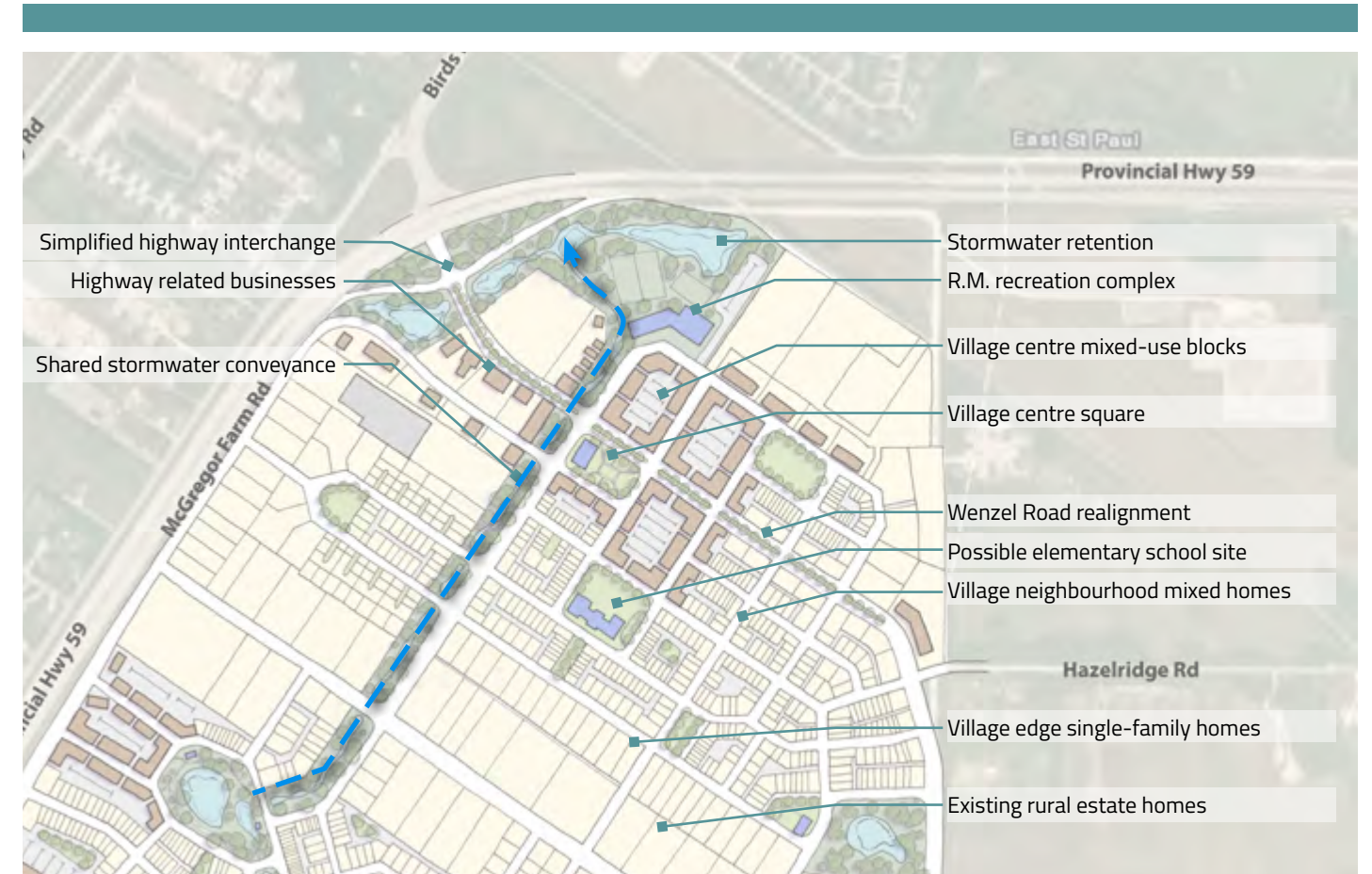


Figure 13. Village 1 annotated



Figure 14. Village 1 aerial image (Google)

### 4.3 Village 2 Concept

Village 2 is south of Village 1 along McGregor Farm Road. This is the largest village in the secondary plan area because of existing large land holdings. This village spans ownership between BON lands and the Peguis FN Real Estate Trust (PFNRET), but ideally would develop in a cooperative manner that would benefit both owners. This concept aims to incorporate plans in progress from both BON and PFNRET.

This illustration shows the village centre consists of dense, mixed-use and multi-family buildings arranged around a series of park spaces that provide stormwater capacity in addition to recreational space. The village centre is made up of more housing than shops, differing from Village 1, but buildings are of a similar scale and layout in a walkable, complete community arrangement. This village has a large area of neighbourhood housing to the southeast, with townhomes nearest the village centre and arranged along greenways and facing onto parks. The village edge, near Wenzel Road, is low and wet, and natural stormwater flows require a coordinated system of storage and conveyance. As a result the area has a large system of parks and stormwater areas, anchored by a potential highschool along one of the streets that connects to Village 1. This parkland provides ample opportunities to nurture Indigenous medicines by planting sage, sweetgrass, cedar, tobacco, and yarrow.

At Wenzel Road, a small neighbourhood centre provides additional housing and walkable shops for the southeast portion of the village. This area is close to Village 3, but the RM jurisdiction and existing development limit direct access. In the overall Plan, Village 2 provides the greatest amount of housing, concentrated within and near the village centre, around the parks, and generally away from existing rural estates.

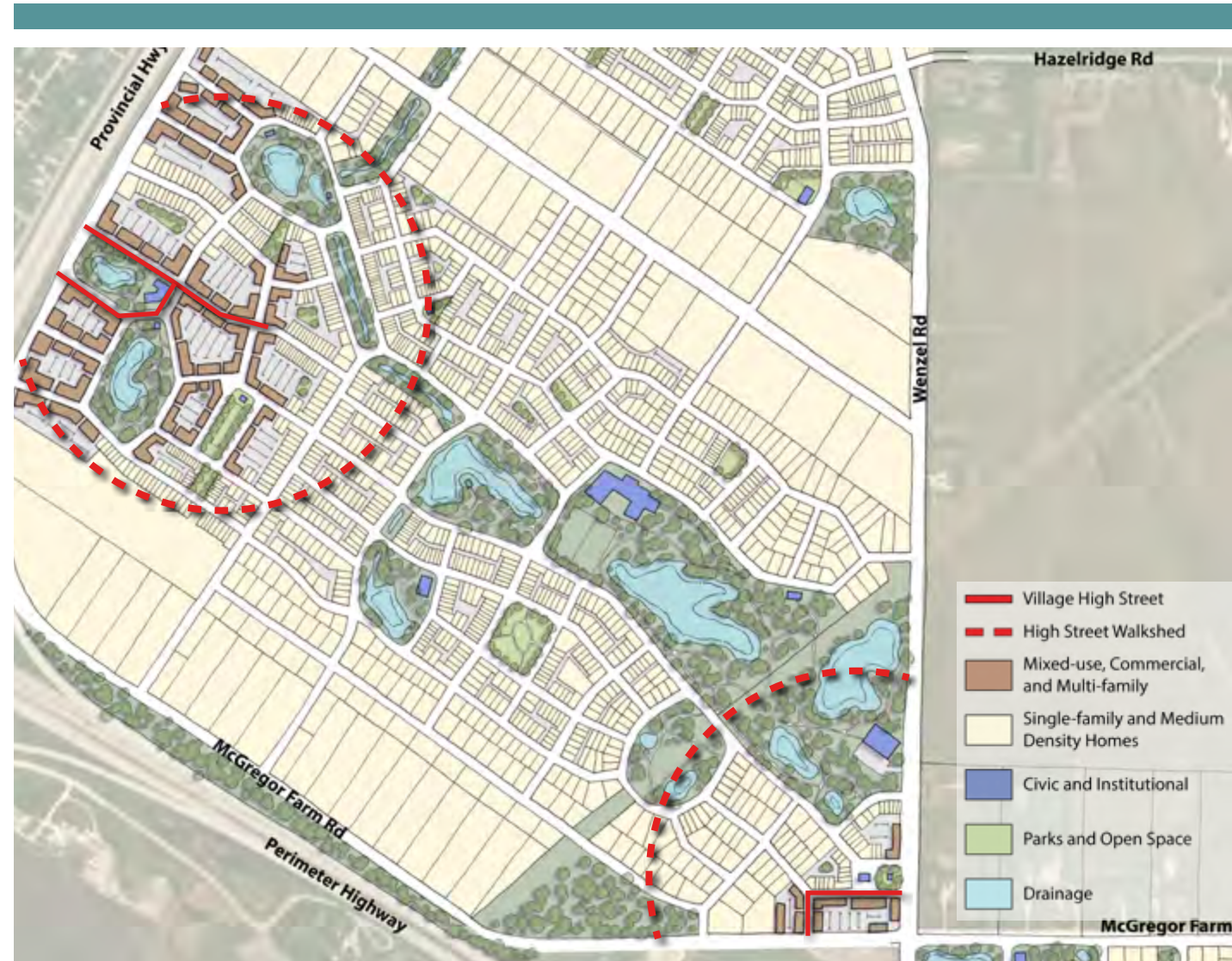


Figure 15. Village 2 development concept

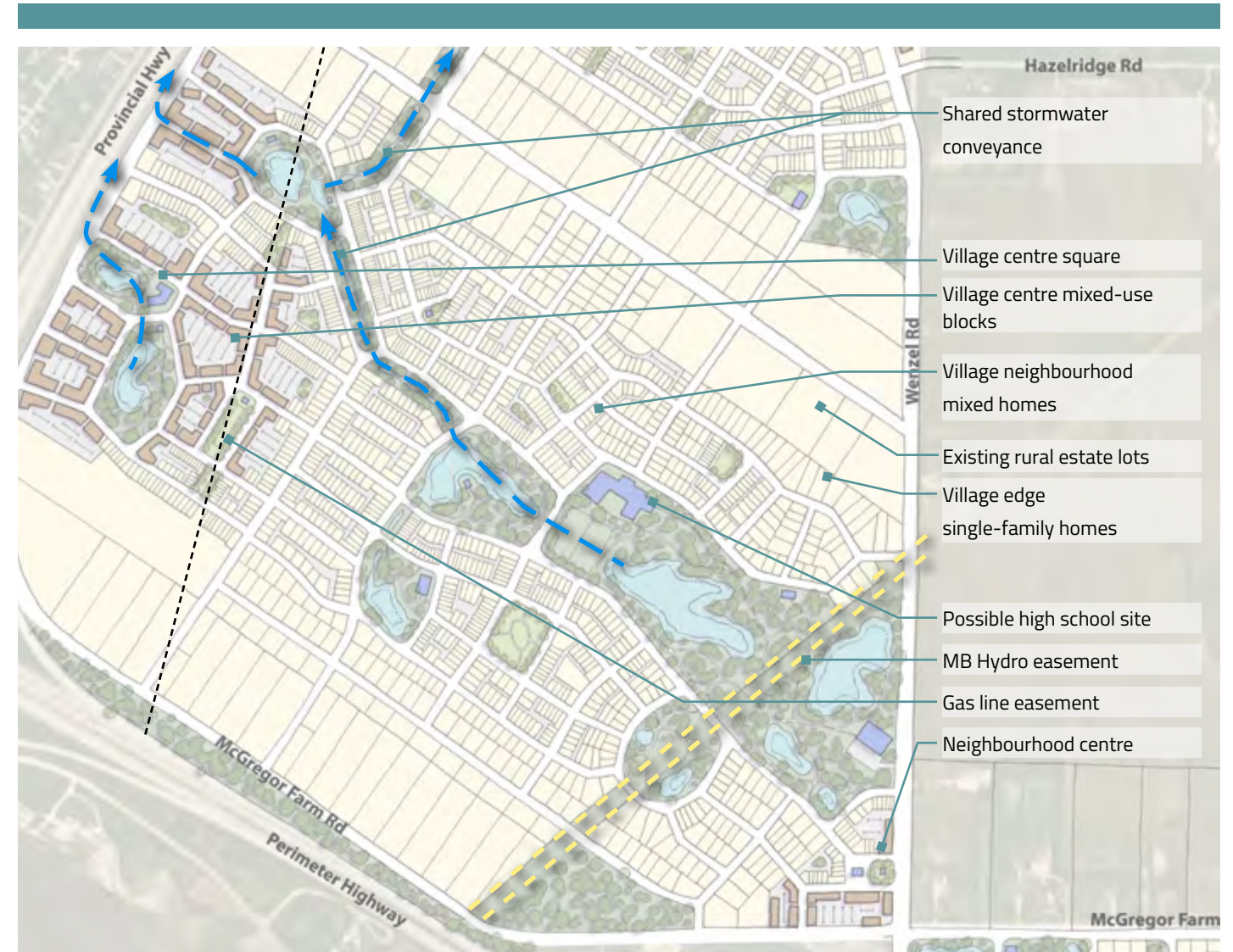


Figure 16. Village 2 annotated concept

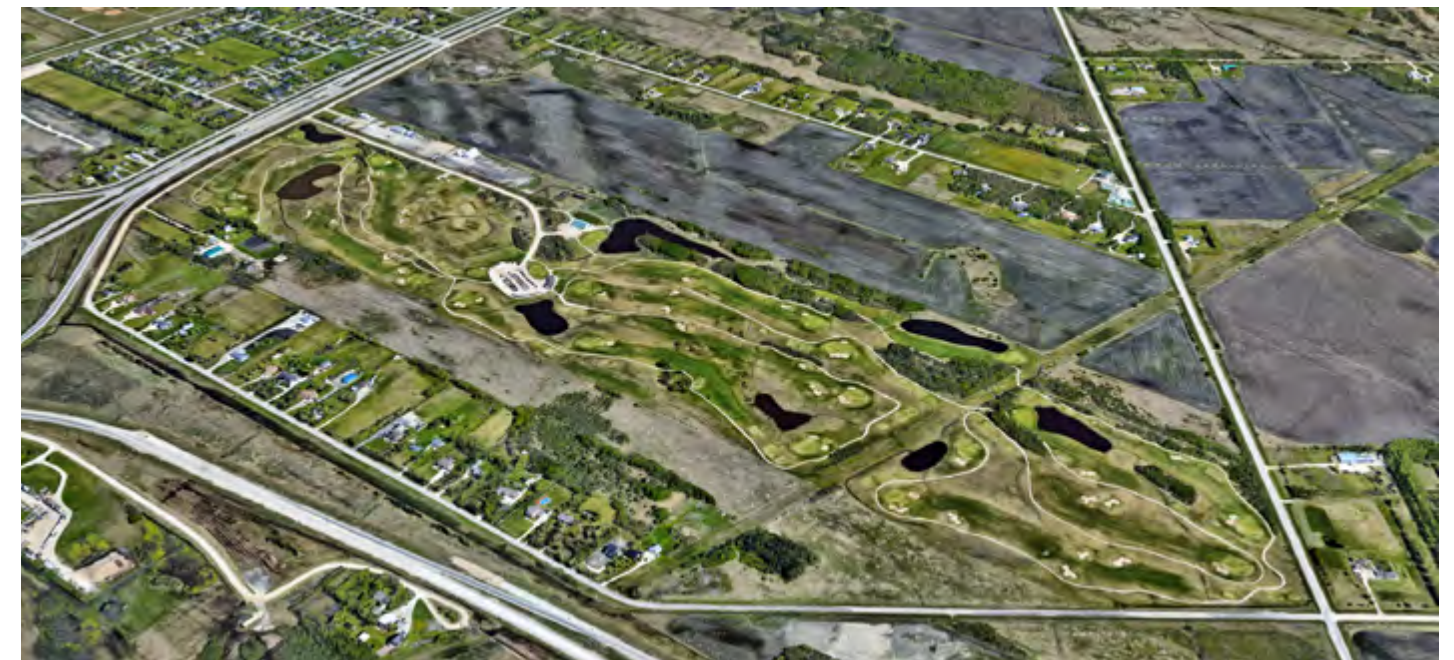


Figure 17. Village 2 aerial image (Google)

#### 4.4 Village 3 Concept

Village 3 is located at the intersection of Wenzel and McGregor Farm Roads, in the far southeast corner of the secondary plan area. This village presents a more informal edge to the existing roads because of stormwater needs, the format of existing highway commercial and warehousing development to the west, and the rural character on the north side of McGregor Farm Road, which is outside of the RM.

This village is the smallest and most compact, yet still provides a walkable, complete community. The village centre is lower-scale than the other villages, with a few blocks containing mixed-use and a small main street. Housing within the village centre is likely townhomes and small single family homes along with some multi-family in the mixed-use area. To the south, the village includes a row of highway-visible businesses in a similar format to the industrial park west of Wenzel Road. Multi-family housing provides a transition from the business area to the village's other housing. To the east and north, the village could have larger home lots, transitioning to the surrounding, rural land uses. Within the compact village, a series of smaller park spaces provide nearby amenities to residents and support the walkable village structure.

Like Village 1, this area belongs to the Brokenhead Ojibway Nation (BON) and is anticipated to become Treaty land. The illustration of this village is based upon concepts BON has developed, and this concepts was developed in collaboration with the BON Council, however the development of this portion of the Plan Area is under the control of the Brokenhead Ojibway Nation.



Figure 18. Village 3 development concept

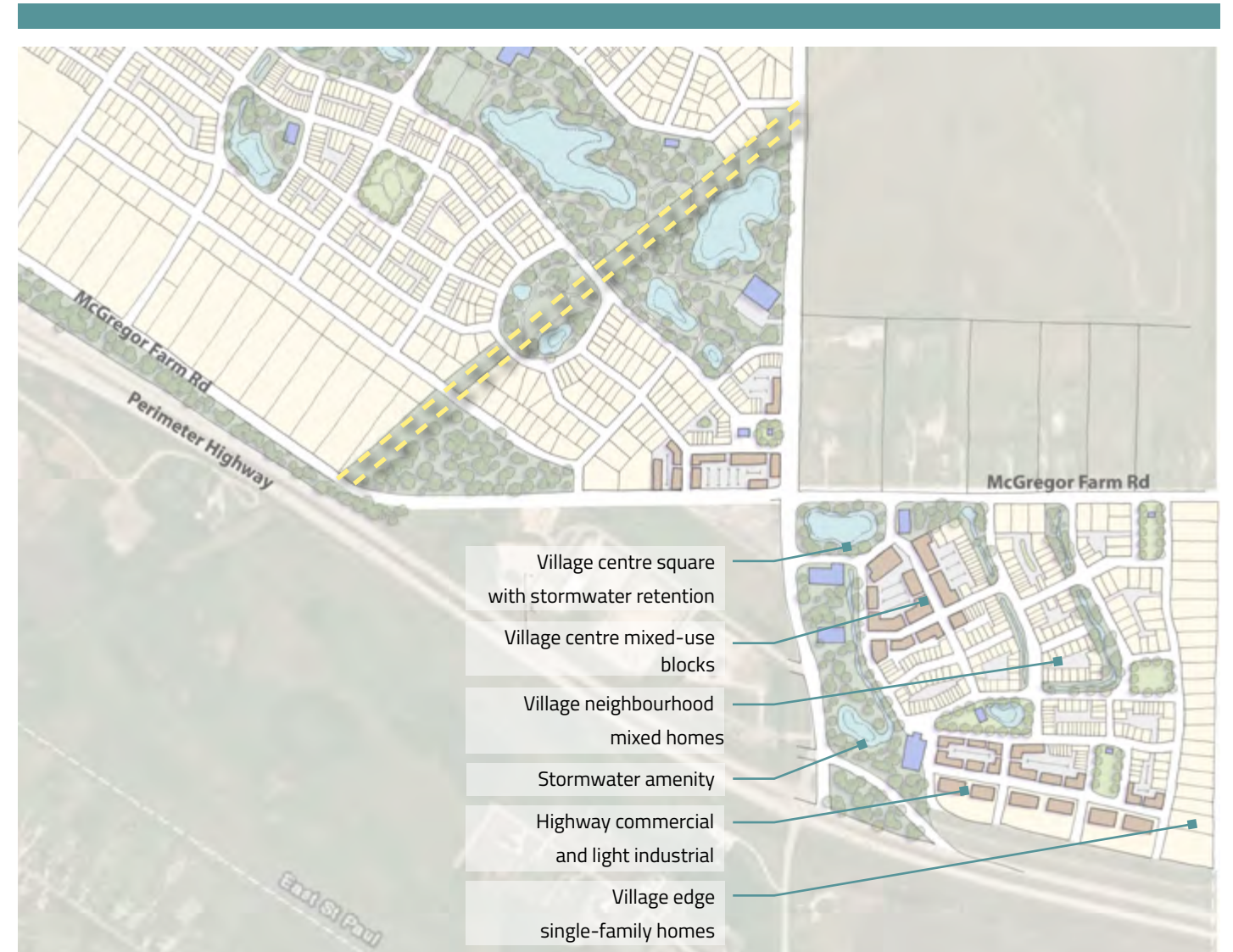


Figure 19. Village 3 annotated concept



Figure 20. Village 3 aerial image (Google)

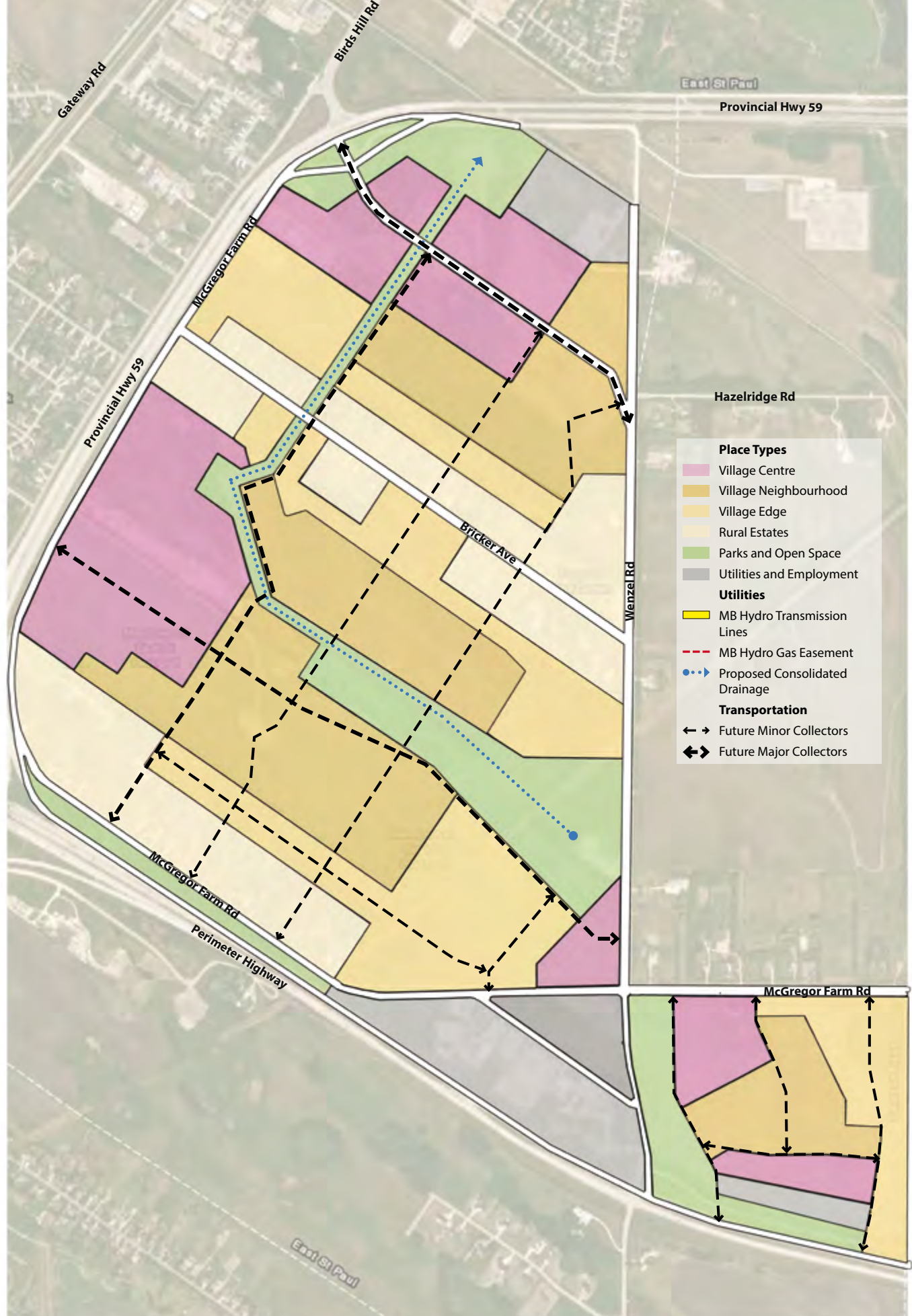


Figure 21. Combined policy map

## 4.5 Development Framework

- This consolidated development framework guides how land in the Plan Area should evolve to support municipality goals and comply with the policies of this plan.

The East St. Paul Secondary Plan provides a structured approach to development that ensures growth occurs in a way that respects both the natural landscape and existing infrastructure. This framework guides landowners and developers in following a policy sequence to shape the area's growth cohesively, enhancing accessibility, sustainability, and functionality.

First, development in the Plan Area is paced by service availability. No significant development will proceed until water and sewer services are fully available. This requirement ensures that any growth aligns with infrastructure capacity, avoiding issues tied to inadequate water or wastewater support.

Once services are in place, development design is guided by a network of framework streets shown on [Figure 21](#). These main streets set the primary structure for each village's blocks, open spaces, and land uses. Developers will work within this structure to form compact, walkable blocks by adding local streets that connect different parts of the Plan Area. Additionally, framework street stubs will connect to neighboring properties, allowing seamless connections across various ownerships.

The layout of these streets considers a continuous land drainage corridor, which crosses multiple properties to efficiently manage water flow toward the Plan Area's northwest corner. This drainage corridor will appear as an accessible greenway with parks, recreation spaces, and visually appealing stormwater retention areas that contribute to the community's natural landscape similar to Swistun Park.

The land use policies guide zoning applications for different areas, ensuring a balance between diverse housing types and commercial opportunities. Village centres will accommodate commercial, mixed-use, and multi-family zones, fostering vibrant community hubs. Surrounding neighbourhoods will offer medium-density housing with neighborhood commercial options, while single-family housing will define the edges, maintaining a quieter residential feel. This framework thus creates a cohesive, functional community layout while allowing flexibility to meet varied development goals.

The following chapters delve into the specifics of land use, transportation, and utility policies, detailing how these elements collectively shape development applications for the coming decades. These policies establish the foundation for a well-connected, sustainable community by guiding the placement and types of land uses, structuring efficient transportation networks, and aligning development with available utility services. Together, they provide a roadmap for cohesive growth that balances residential, commercial, and recreational spaces, ensuring East St. Paul develops as a vibrant, resilient community over time.

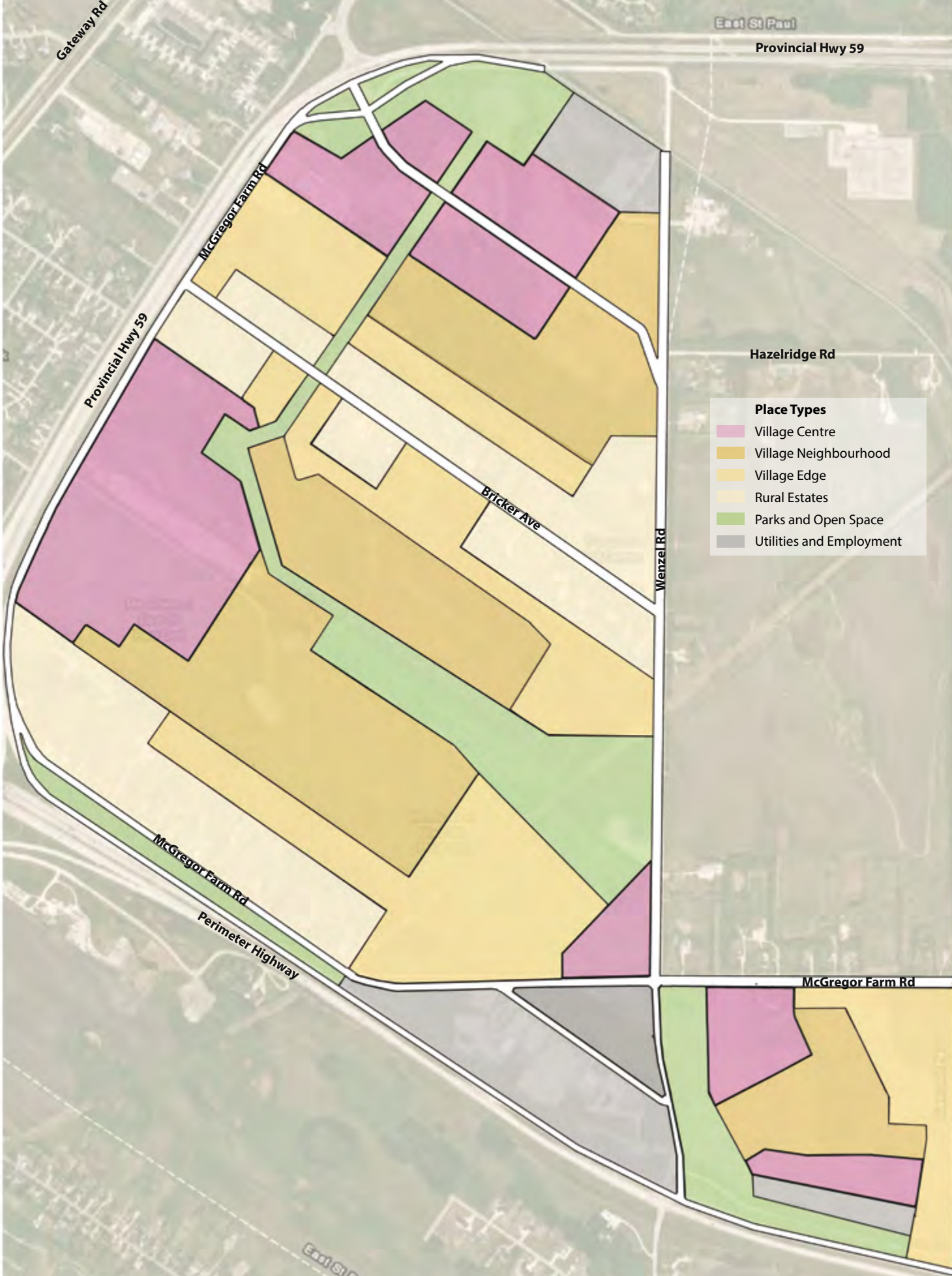


Figure 22. Plan Area Place Types

## 5. LAND USE POLICY

■ A complete community is a well-planned area where residents can meet their daily needs—such as housing, work, education, and recreation—within a short walk or bike ride from home.

### 5.1 Complete Community Components

Complete communities are those where residents can meet their daily needs—housing, work, education, and recreation—within a short walk or bike ride from home. The East St. Paul Secondary Plan Area aims to create vibrant, mixed-use neighbourhoods by integrating diverse land uses, housing types, and green spaces. This not only encourages walkability and reduces car dependence but also strengthens social connections, improves public health, and supports environmental sustainability.

The vision for the Plan Area focuses on building compact, well-connected communities that balance residential, commercial, and recreational spaces, creating an environment where people of all ages and backgrounds can thrive. This strategy promotes inclusivity, economic resilience, and a high quality of life for residents.

The following sections outline the objectives and policies for each place type, focusing on how they contribute to creating complete communities that enhance individual well-being and the overall resilience of East St. Paul.

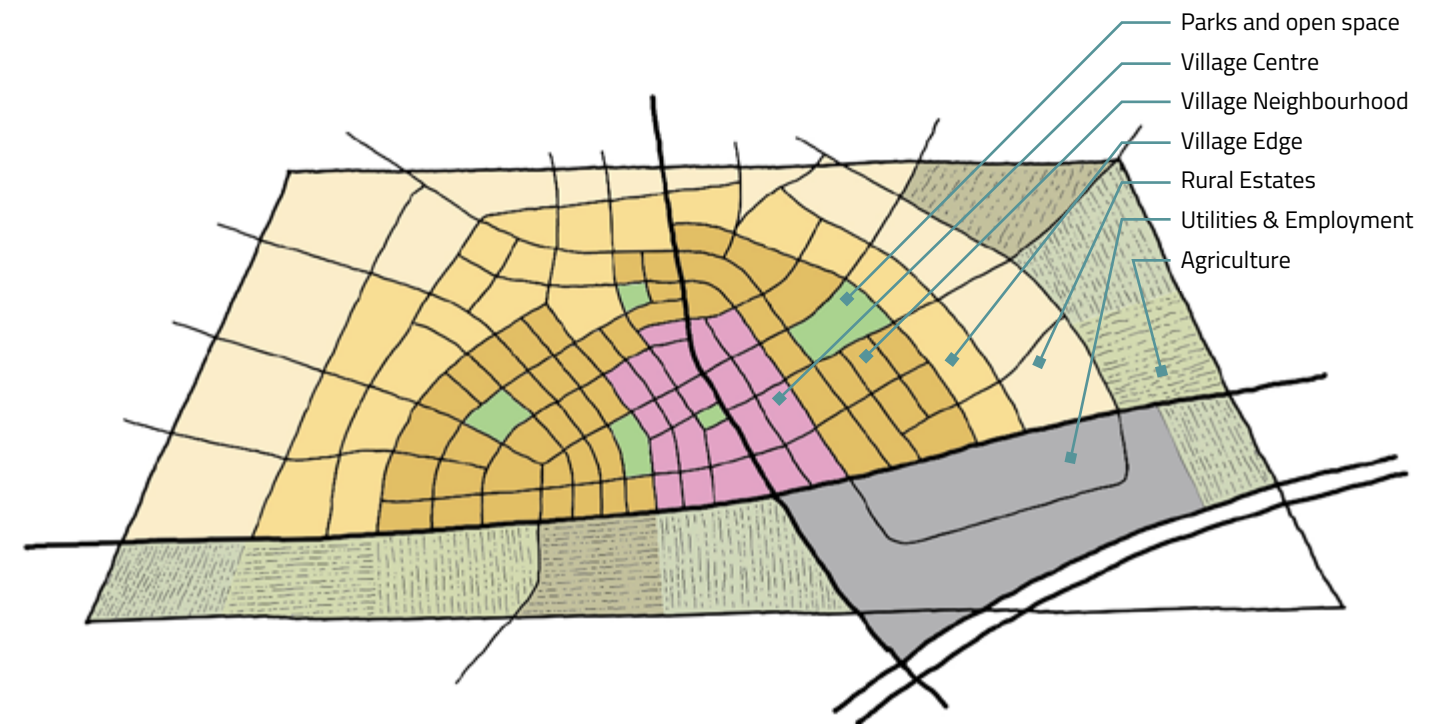


Figure 23. Village Structure Diagram

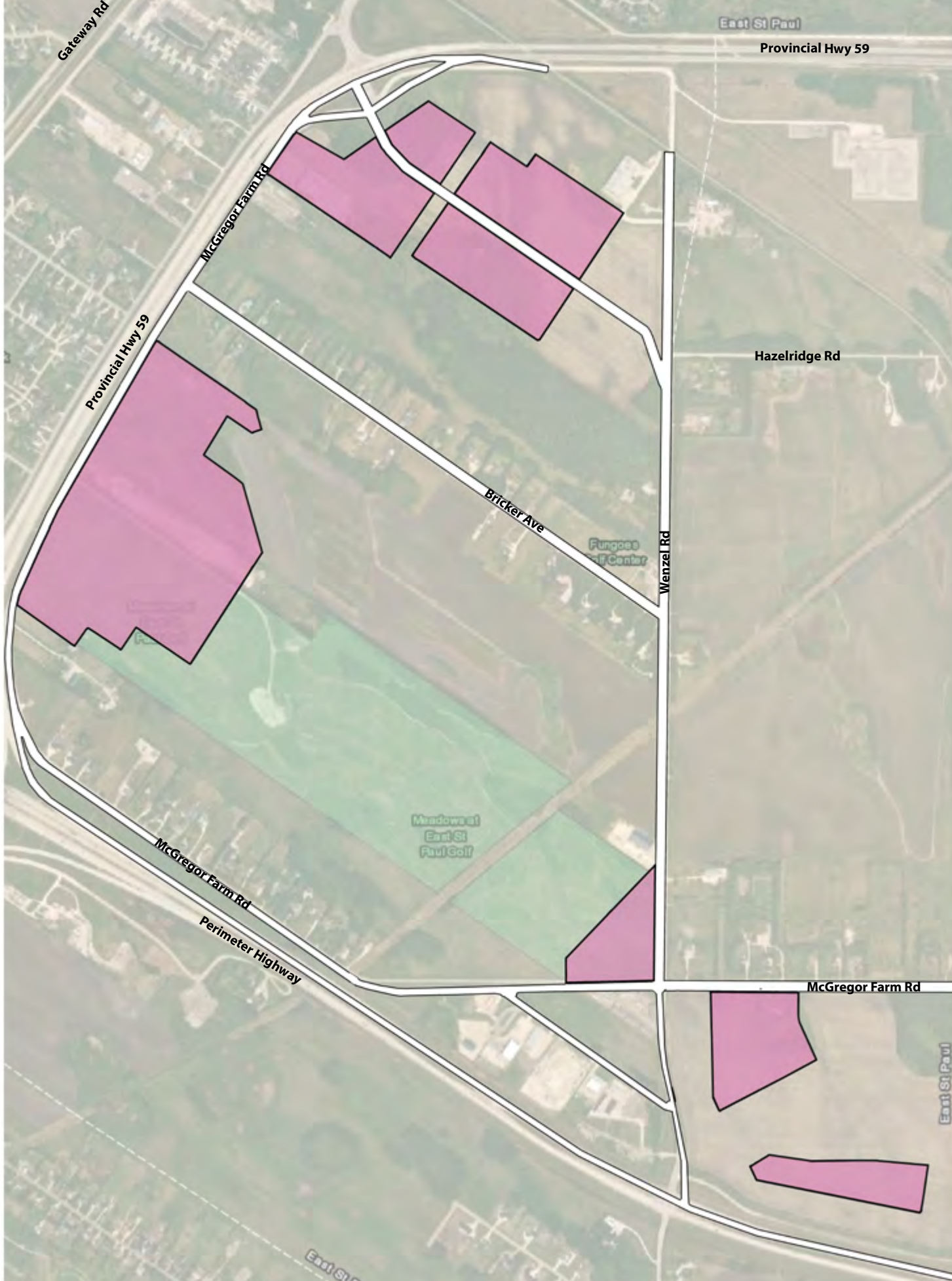


Figure 24. Village Centre Areas

## 5.2 Village Centre Policies

- Village centres are vibrant, mixed-use hubs that concentrate housing, businesses, and services in a walkable, compact area, serving as the heart of the community.

A Village Centre is a vibrant, mixed-use place designed around one or more high streets, characterized by the highest concentration of businesses and housing within the Plan Area. It serves as a focal point for community life, where residents can live, work, shop, and socialize in a walkable, well-connected environment. Village Centres are located near major roadways and transit routes, providing convenient access for pedestrians, cyclists, and motorists. See [Figure 23](#).

Village Centres feature a connected, walkable street network, except in areas adjacent to highways and utilities where a more vehicle-centric design may be necessary. Buildings within the village centre should vary in intensity, with taller and denser structures at the core, gradually decreasing toward the edges. Village Centres are expected to achieve densities of at least 20 dwellings per acre and buildings should generally range between 3 to 5 storeys, ensuring the area remains human-scaled and pedestrian-friendly. Public open spaces, such as village squares and greens, are integral to village centres, providing areas for community gathering and recreation.

### Objectives

1. To create a vibrant, mixed-use village centre that serves as the focal point for community life in the Plan Area.
2. To promote high-density residential and commercial development near the village centre core, encouraging walkability and reducing car dependency.
3. To ensure a smooth transition between the higher intensity of the village centre core and the surrounding lower-density areas, without needing extensive physical buffers.
4. To incorporate public open spaces, such as village squares and greens, as central gathering places that enhance the community's livability and aesthetic appeal.
5. To achieve a balanced mix of residential, commercial, and institutional uses that support the daily needs of residents and visitors.

### Policies

#### General Design and Planning Structure:

1. **Village Centre Location:** Village centres must be located near existing or planned major roadways and transit routes to facilitate accessibility.
2. **Walkability:** The street network within the village centre must be well-connected and pedestrian-friendly, with clear pathways and safe crossings, except in areas directly adjacent to highways or utilities.
3. **Buildings:** The highest-intensity development should be located at the core of the village centre, with lower-intensity development at the edges. Buildings near highways may also be of higher intensity to make efficient use of space.
4. **Intensity:** Village centre buildings should be no taller than 4 storeys, with an average height between 2 and 3 storeys across the overall place type.
5. **Building Length:** Individual buildings within the village centre must not exceed 150 feet in length along any street to maintain a human scale and encourage variety in the streetscape.

### Land Use:

1. **Mixed-Use Development:** Village centres must include a mix of uses within buildings and sites, combining residential, retail, office, and other commercial services to create a dynamic, multi-functional environment.
2. **Residential Variety:** The residential component of village centres primarily consists of multi-family housing, including multi-storey buildings, mid-sized buildings, townhomes, and a limited number of prominent single-family homes. Single-family homes should not significantly reduce the overall density.
3. **Non-Residential Uses:** A range of non-residential uses, such as retail, office, food and beverage services, lodging, education, child care, and personal services, should be included to meet the daily needs of residents and visitors.

### Open Space:

1. **Village Squares:** Village centres must feature a prominent public open space in the form of a village square, centrally located and surrounded by active uses such as cafes, shops, and offices, to serve as a community gathering place.
2. **Village Greens:** Alternatively, a village green may be provided, offering a more natural, park-like setting for informal gatherings, recreational activities, and public events.
3. **Open Space Requirement:** Between 3% and 5% of the total village centre area must be dedicated to usable open space, enhancing both the livability and aesthetic value of the community.

### Transitions and Buffers:

1. **Smooth Transitions:** The edges of the village centre should transition smoothly to adjacent land uses without the need for significant buffers. However, additional transition elements may be required when abutting rural estates to protect the area's character.
2. **Building Intensity at Edges:** Lower building heights and densities should be implemented at the periphery of the village centre to provide a gentle transition to surrounding lower-intensity uses.

### Sustainability and Connectivity:

1. **Transportation Integration:** Village centres must be integrated with planned or existing transportation routes to plan for future demand and reduce the possibility of congestion. Ideally, village centres should be associated with planned transit routes to reduce the reliance on personal vehicles.
2. **Sustainability:** Development within village centres should prioritize energy efficiency, sustainable building practices, and environmentally friendly infrastructure, contributing to the overall sustainability goals of the R.M. of East St. Paul.



All Village Centre examples at right courtesy of DPZ CoDesgin





Figure 25. Village Neighbourhood Areas

### 5.3 Village Neighbourhood Policies

- A Village Neighbourhood is a primarily residential area balancing activity and tranquillity, with homes in all sizes and parks nearby, encouraging casual social interactions.

Village Neighbourhoods feature diverse housing options ranging from single-family homes and townhomes to multi-dwelling buildings, accommodating people of all ages and household sizes. These areas are located between the lively village centre and the quieter village edge, providing a smooth transition in activity and scale. Narrow, walkable streets encourage slow vehicle speeds and interaction among neighbours. Buildings are tallest near the centre, with height and density decreasing toward the edges, blending seamlessly into rural surroundings without physical barriers. See [Figure 24](#).

Parks, greens, and playgrounds form essential social spaces, offering areas for both rest and active play. Occasionally, a small café or shop may be found at park edges or intersections, enhancing the sense of community. Village Neighbourhoods are defined by gathering spaces, diverse housing, and access to both the vibrant centre and the calm edge.

#### Objectives

1. To create a diverse village neighbourhood with a wide range of residential types that supports the village centre and encourages active social interaction.
2. To promote a broad range of residential densities and building types near the village centre, expanding the neighbourhood's population diversity within walkable proximity.
3. To ensure a smooth transition between the higher intensity of the village centre and the surrounding lower-density village edge and rural estates, without needing extensive physical buffers.
4. To incorporate public open spaces, such as playgrounds, greens, and parks, to provide close access to recreation for people of all ages and abilities.
5. To enable occasional small-scale businesses that support community gathering and cohesion, while providing additional destinations that do not require driving.

#### Policies

##### General Design and Planning Structure:

1. **Village Neighbourhood Location:** Village Neighbourhoods are located between village centres and village edges or rural estates to provide both housing proximity to the village centre and a transition of intensity to lower-scaled land uses.
2. **Walkability:** The street network within the village neighbourhood must be well-connected and pedestrian-friendly, with clear pathways, safe crossings, and streets that encourage slow driving.
3. **Intensity:** Buildings in village neighbourhoods should range between 1 and 3.5 storeys, with the tallest structures located closer to the village centre. Smaller housing types, such as cottages, townhomes, and secondary suites, should populate the outer edges of the village neighbourhood.

### Land Use:

1. **Mixed-Use Development:** Village Neighbourhoods are primarily residential, though small-scale mixed-use development, such as corner stores or cafés, may be allowed at key intersections or adjacent to parks. These businesses must be integrated harmoniously into the neighbourhood, ensuring they enhance the residential character.
2. **Residential Variety:** A wide range of residential building types is encouraged, including townhomes, duplexes, cottages, and small multi-family buildings. This diversity will ensure a varied population of singles, families, and seniors, contributing to a strong community fabric.
3. **Non-Residential Uses:** Small-scale non-residential uses should be limited to key locations, such as along larger roads or adjacent to open spaces, and should serve the immediate community without requiring extensive parking or creating traffic impacts.

### Open Space:

1. **Playgrounds:** Playgrounds or play areas must be located within 400 metres of every dwelling. These spaces should include appropriate play equipment designed for children of various age groups.
2. **Community Gardens:** Space for community gardens may be provided within village neighbourhood parks or open spaces, encouraging sustainable local food production and community engagement.
3. **Multipurpose Fields:** Parks larger than 3 acres must include multipurpose fields that can accommodate structured recreational activities, such as sports, while still allowing space for unstructured play and relaxation.
4. **Open Space Requirement:** At least 5% of the total area of the village neighbourhood must be dedicated to usable public open space, ensuring that all residents have access to green areas for recreation and leisure.

### Transitions and Buffers:

1. **Smooth Transitions:** Building intensity and density should gradually transition from the village centre to the village edge or rural estates, eliminating the need for physical buffers while still maintaining a cohesive community fabric.
2. **Building Intensity at Edges:** The outer edges of the village neighbourhood must feature lower-intensity development, such as single-family homes or cottages, to blend seamlessly into the village edge or rural estate land uses.

### Sustainability and Connectivity:

1. **Transportation Integration:** Village neighbourhoods must integrate well with existing transportation networks, including public transit routes, pedestrian pathways, and cycling infrastructure, to encourage active transportation and reduce reliance on personal vehicles.
2. **Sustainability:** Developments within village neighbourhoods should prioritize sustainable building practices, including energy-efficient design, stormwater management features, and the use of native plant species in landscaping to enhance environmental resilience.



All Village Neighbourhood examples at right courtesy of DPZ CoDesgin

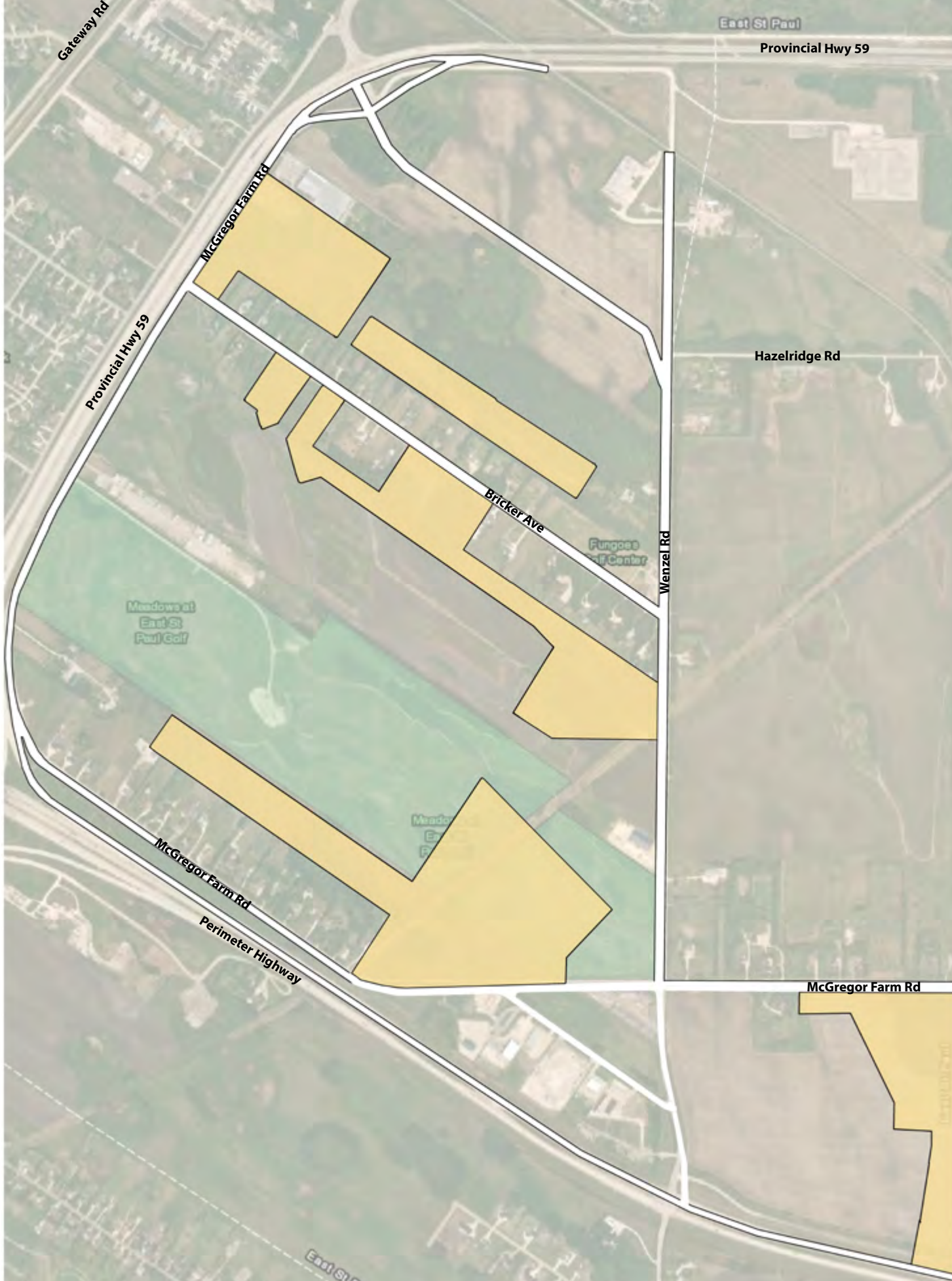


Figure 26. Village Edge Areas

## 5.4 Village Edges Policies

- The Village Edge offers a residential transition zone with larger lots and single-family homes, maintaining a quiet, lower-density character while encouraging natural open spaces and bicycle-friendly streets.

The Village Edge serves as a low-density residential transition zone between the more active, higher-density Village Neighbourhoods and the expansive Rural Estates. Characterized by larger lots and primarily single-family homes, the Village Edge offers a balance of rural living with proximity to community amenities. This place type ensures that the existing rural estates are buffered from more intense uses while maintaining the rural character of the area. Building heights are limited to respect the surrounding RR2 and RR5 zones, and non-residential uses are not permitted. While open space is not required, it is encouraged to enhance the natural feel of the area. Streets in Village Edges are designed with sidewalks or paths on one side, and bicycle facilities will be provided through shared lane markings (sharrows), reflecting the area's slower traffic and lower intensity. Public transit routes are not anticipated in the Village Edge, maintaining the area's quiet, residential character. See [Figure 25](#).

### Objectives

1. To create a lower-density residential area that acts as a transition between Village Neighbourhoods and Rural Estates
2. To preserve the tranquility of the Rural Estates by limiting Village Edge building heights, densities, and land uses in alignment with adjacent RR2 and RR5 zones.
3. To encourage connectivity through the provision of sidewalks or paths and shared cycling facilities, while maintaining a quiet local street character.
4. To provide optional open spaces that enhance the community.
5. To ensure smooth transitions between Village Neighbourhoods and Rural Estates, without the need for physical buffers, through appropriate design and land use policies.

### Policies

#### General Design and Planning Structure:

1. **Village Edge Location:** Village Edges are located between Village Neighbourhoods and Rural Estates, providing a gradual transition from higher-density areas to low-density, rural land uses.
2. **Building Intensity:** Building heights in Village Edge areas must not exceed those of adjacent Rural Estate properties. Homes should be no taller than 2 storeys, ensuring the area retains its rural, residential feel.
3. **Intensity:** Village Edges may include housing types, such as duplexes and secondary suites.

#### Land Use:

1. **Residential Uses:** Only single- and two-family residential uses are permitted within Village Edge areas. Non-residential uses, other than home occupation, are not allowed, ensuring the area remains quiet and residential in nature.
2. **Lot Sizes:** Lot sizes should reflect the lower-density nature of the Village Edge, with larger lot configurations to maintain a smooth transition between Village Neighbourhoods and Rural Estates. Lot widths should be 20 meters or greater.

### Open Space:

1. **Open Space Encouragement:** While dedicated open space is not required in Village Edge areas, developers are encouraged to incorporate small parks, greenways, or landscaped spaces to enhance the overall aesthetic and recreational value of the area.

### Transitions and Buffers:

1. **Smooth Transitions:** Building heights, densities, and land uses in Village Edge areas must create a smooth transition from the more intense Village Neighbourhoods to the low-density Rural Estates. Physical buffers or berms are not required, as the gradual decrease in intensity and scale will provide an organic buffer.
2. **Building Intensity at Edges:** Lower-intensity development should be prioritized in Village Edge areas, especially where they border Rural Estates, to ensure a seamless transition between land uses.

### Sustainability and Connectivity:

1. **Transportation Integration:** Village Edge areas should be designed to integrate smoothly with the existing transportation network while preserving the rural character of the roads. Roads should remain narrower and less intensive, with only necessary infrastructure for sidewalks and sharrows.
2. **Sustainability:** Development in Village Edge areas should incorporate sustainable practices such as low-impact landscaping, stormwater management, and energy-efficient building design, consistent with the overall environmental goals of the East St. Paul Secondary Plan.



All Village Edge examples at right courtesy of Mahogany Living



Figure 27. Rural Estate and Utility & Employment Areas

## Existing Place Types

Rural Estates and Utility and Employment are places that already exist within the Plan Area. They are consolidated in *Figure 26* on the facing page for clarity.

## 5.5 Rural Estates Policies

- Rural Estates preserve the existing countryside character with large lots and deep setbacks, offering a quiet, low-density rural environment.

Rural Estates are an existing, very low-density residential land use intended to preserve the countryside character along Bricker Avenue and the SW portion of McGregor Farm Road. By the nature of existing land ownership and development patterns, rural estates are located between villages, ideally adjacent to the village edge. The location of these existing estates prompted the overall development concept of villages and countryside. Rural Estates provide a clear delineation between villages, and their preservation allows the plan area to develop a series of different characters which are separated by rural areas. Rural Estates are large lots, typical of the RR-2 and RR-5 zones.

These areas are served by roads which are rural in character, with limited paving and a deep separation between travel lanes and pedestrian or bicycle paths. Buildings are set back from the road and each other, presenting deep, grassed and treed front and side yards. The predominant visual element of Rural Estates are large and plentiful trees and landscaping, and their associated wildlife. Each estate may be larger or smaller, the larger of which may incorporate livestock and small-scale agriculture. Rural Estates areas are quiet and bucolic, a respite between the bustle of the villages.

### Objectives

1. To respect a existing development pattern of the Plan Area.
2. To preserve the tranquility of the existing homes by limiting building heights, densities, and land uses in alignment with existing RR-2 and RR-5 zones.
3. To encourage connectivity through the provision of paths on one side of the street and shared cycling facilities, while maintaining a rural road character.

### Policies

#### General Design and Planning Structure:

1. **Rural Estate Location:** Rural Estates are applied to the areas already developed in this manner. Any new development at this intensity should be adjacent to other Rural Estates.
2. **Building Intensity:** Building heights in Rural Estates areas must maintain consistency with the RR-2 and RR-5 zoning. Homes should be no taller than 2 storeys, ensuring the area retains its rural feel.
3. **Density:** Rural Estates may achieve a maximum density of 1 dwelling per acre. Accessory dwellings are permitted.

#### Land Use:

1. **Residential Uses:** Only single-family residential and small scale agricultural uses are permitted within Rural Estates areas. Non-residential uses are not allowed, ensuring the area remains quiet and rural in nature.
2. **Lot Sizes:** Lot sizes reflect the low-density nature of the Rural Estate, with larger lot configurations reflecting those found in RR-2 and RR-5 zones.

### Open Space:

1. **Open Space:** Dedicated open space is not required in Rural Estate areas, however greenways serving drainage needs may be present.

### Transitions and Buffers:

1. **Smooth Transitions:** Building heights, densities, and land uses in Rural Estate areas are the lowest in the Plan Area. Because of the policy to provide a step down in intensity adjacent to them, physical buffers are not required, as the gradual decrease in intensity and scale will provide an organic buffer.

### Sustainability and Connectivity:

1. **Transportation Integration:** Rural Estate areas are along rural roads which should remain narrower and less intensive, with only necessary infrastructure for vehicular travel.
2. **Sustainability:** Development in Rural Estate areas should incorporate sustainable practices such as low-impact landscaping, stormwater management, and energy-efficient building design, consistent with the overall environmental goals of the East St. Paul Secondary Plan.



Figure 28. Bricker Avenue Rural Estates (Apple Maps)

## 5.6 Utility and Employment

- Utility and Employment areas support village economy with infrastructure and industrial uses, located near highways for traffic management, they maintain proximity to villages for local employment access.

Utility and Employment areas within the East St. Paul Secondary Plan Area play a critical role in supporting the day-to-day operations and economic sustainability of nearby villages. These areas are largely existing, and are located toward the edge of the Plan Area, near the Provincial Highway, where heavy vehicular traffic makes the creation of walkable, pedestrian-oriented streets impractical. Utilities, such as water, sewer, and power infrastructure, as well as maintenance facilities, offices, and parking for fleet vehicles, are essential to the functioning of the villages. Employment land uses, such as warehouses, manufacturing facilities, and storage yards, require substantial property sizes and outdoor storage, making them incompatible with the compact, pedestrian-oriented layouts of village centres.

Where Utility and Employment areas abut village centres, efforts should be made to shield parking and service areas from view, creating a more seamless integration with the adjacent uses. However, when these areas are isolated, operational functionality takes precedence over aesthetic considerations.

### Objectives

1. To locate Utility and Employment land uses near the edge of the Plan Area, ensuring their operations do not conflict with pedestrian-oriented areas.
2. To support the functional needs of villages by providing infrastructure and employment opportunities.
3. To provide reasonable proximity between employment areas and village centres or neighbourhoods, allowing for walkable connections for employees when possible.

### Policies

#### General Design and Planning Structure:

1. **Location Near Highway:** Utility and Employment areas are located near highways, where high volumes of vehicular traffic are already present, minimizing disruption to the walkable areas of the villages.
2. **Proximity to Villages:** While Utility and Employment areas are positioned along the highway, they should be located close enough to village centres to allow employees to walk to nearby services and residents to walk to local jobs.
3. **Walkability:** These areas are not required to conform to the design of walkable streets, given their operational needs and the volume of vehicle traffic near the highway.

#### Land Use:

1. **Utility Infrastructure:** Land uses in Utility areas may include essential services such as water, sewer, and power facilities, as well as maintenance and storage facilities for village operations.
2. **Employment Land Uses:** Employment areas are designated for large-scale, low-rise buildings such as warehouses, manufacturing facilities, and storage yards. These buildings are often require significant outdoor space for storage or distribution activities.
3. **Buffering and Shielding:** Where Utility or Employment areas are adjacent to village centres or residential neighbourhoods, parking lots, service areas, and outdoor storage should be shielded from view using landscaping or fencing.

#### Connectivity:

1. **Vehicular Access:** Utility and Employment areas should be designed with vehicular access as a priority, given the need for large trucks and parking.
2. **Street Connectivity:** Additional street connections are not required in Utility and Employment areas due to the incompatibility with a walkable street grid and the operational needs of these uses.

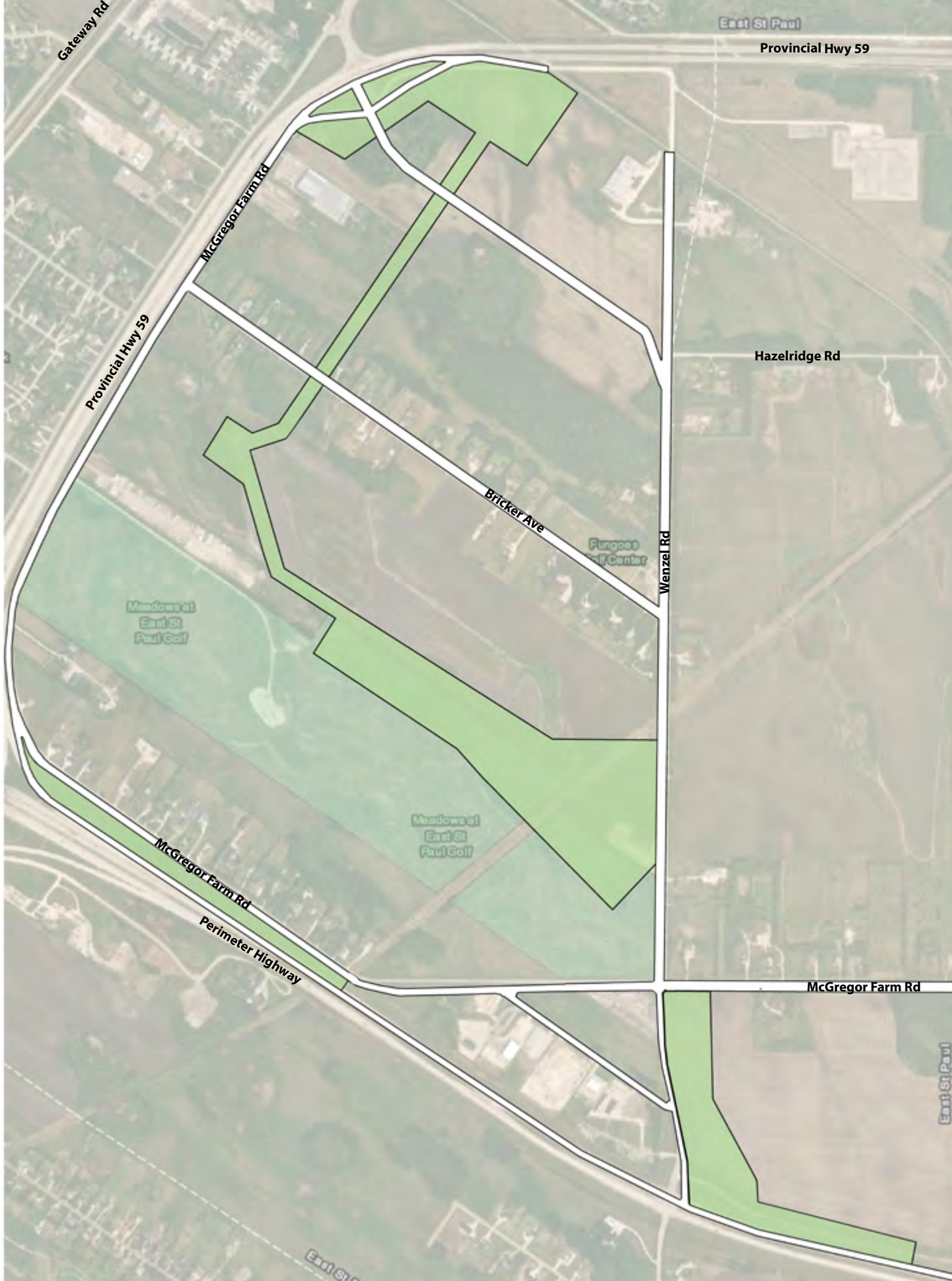


Figure 29. Parks and Open Space Areas

## 5.7 Parks and Open Space Policies

- Parks in the East St. Paul Secondary Plan Area enhance quality of life by providing recreation, community interaction, and environmental sustainability through green infrastructure and stormwater management.

Parks and Open Space can play a critical role in enhancing the quality of life in the Plan Area. These spaces provide residents with recreational opportunities, improve public health, and contribute to the economic value of neighborhoods. By offering a range of outdoor activities and spaces for relaxation, parks encourage physical activity, social interaction, and a strong sense of community. In addition to their recreational value, parks also serve an important function in managing stormwater and reducing flood risk. See [Figure 28](#).

The integration of Parks and Open Space into Village Centres and Village Neighbourhoods is essential for creating complete communities where residents have easy access to outdoor spaces. Parks and Open Space should be strategically located within walking distance of homes and designed to serve multiple functions, including recreation, relaxation, and stormwater management. By incorporating green infrastructure such as rain gardens, dry storage areas, and stormwater detention features, parks can enhance the area's environmental resilience while providing functional spaces for community use.

### Objectives

1. To integrate parks and green spaces into the overall stormwater management system, using natural features to manage drainage throughout the Plan Area while preserving the recreational value of parks.
2. To ensure all residents have easy access to parks and open spaces that enhance their quality of life and well-being.
3. To design parks that offer a variety of recreational opportunities, including spaces for structured activities, walking trails, and areas for relaxation.
4. To ensure all parks are designed to be multifunctional, accommodating both recreational activities and stormwater management needs without compromising accessibility or usability.

- They do not require fencing, ensuring the space remains accessible and visually appealing.
- They occupy no more than 30% of the park area, maintaining a balance between stormwater management and recreational use.

### Recreation and Amenities:

1. **Park Features:** Each park must provide:
  - Walking trails for exercise and connectivity within the community.
  - Seating areas for rest, relaxation, and socialization.
  - Tree canopy coverage of at least 30% to provide shade and enhance the natural beauty of the park.
2. **Larger Parks:** Parks larger than 3 acres must include space for both structured recreation (such as sports fields or playgrounds) and unstructured recreation (such as open lawns for casual activities).

### Policies

#### Land Drainage:

1. **Multi-Use Spaces:** Parks may be used for stormwater management through the incorporation of:
  - Dry compensating storage that can serve as recreational spaces when not inundated.
  - Water quality best management practices (such as rain gardens) in up to 20% of the park area, enhancing the park's ecological function.
2. **Stormwater Features:** Stormwater conveyance and detention areas are permitted in parks, provided that:

3. **Accessibility.** Parks in the Plan Area will be designed to ensure accessibility for all residents, with particular attention to playgrounds, which will be strategically located within walking distance of homes. Playgrounds will feature inclusive equipment, creating safe, welcoming spaces for children of all abilities, and each park will incorporate pathways and amenities that encourage ease of access, fostering an inclusive environment throughout the community.

### Open Space:

1. **Open Space Encouragement:** While dedicated open space is not required in Village Edge areas, developers are encouraged to incorporate small parks, greenways, or landscaped spaces to enhance the overall aesthetic and recreational value of the area.

### Transitions and Buffers:

1. **Smooth Transitions:** Building heights, densities, and land uses in Village Edge areas must create a smooth transition from the more intense Village Neighbourhoods to the low-density Rural Estates. Physical buffers or berms are not required, as the gradual decrease in intensity and scale will provide an organic buffer.
2. **Building Intensity at Edges:** Lower-intensity development should be prioritized in Village Edge areas, especially where they border Rural Estates, to ensure a seamless transition between land uses.

### Sustainability and Connectivity:

1. **Transportation Integration:** Village Edge areas should be designed to integrate smoothly with the existing transportation network while preserving the rural character of the roads. Roads should remain narrower and less intensive, with only necessary infrastructure for sidewalks and sharrows.
2. **Sustainability:** Development in Village Edge areas should incorporate sustainable practices such as low-impact landscaping, stormwater management, and energy-efficient building design, consistent with the overall environmental goals of the East St. Paul Secondary Plan.



Figure 30. Neighborhood School (image credit: DPZ CoDesign)

## 5.8 Institutional Policies

- Institutional sites in the East St. Paul Secondary Plan Area provide essential community resources, with designs tailored to their surroundings, fostering accessibility, education, and recreation.

Institutional sites, including schools, recreation centres, religious institutions, and municipal services, are essential components of the villages within the Secondary Plan Area. These sites provide vital resources for both children and adults, fostering community cohesion and serving as hubs for education, recreation, and social services. The design and scale of institutional sites vary depending on their location within the Plan Area, ensuring that they are contextually appropriate to their surroundings. In village centres and neighbourhoods, institutional sites should be compact and easily accessible, with limited off-street parking, while larger sites may be more appropriate in village edges or rural estates. Schools and recreational facilities located in parks and open spaces should integrate with the landscape, offering public access to recreational amenities, see [Figure 29](#). In more industrial settings, such as utilities and employment areas, schools may accommodate more flexible design standards due to the different nature of these environments.

### Objectives

1. To provide appropriately scaled and designed institutional sites that meet the needs of the community while fitting within the context.
2. To ensure schools, recreation centres, and other institutional uses are easily accessible and integrated into the daily life of the village.
3. To design institutional sites that encourage the shared use of recreational facilities and other public amenities, promoting efficient use of community resources.
4. To adapt institutional site design based on the surrounding land use, ensuring harmony with the adjacent areas, whether in village centres, neighbourhoods, or edges.

### Policies

#### General Design and Planning Structure:

1. **Institutional Site Flexibility:** Institutional sites, especially schools, may be located within any place type. The design and layout of these sites must adapt to the context in which they are located, ensuring they blend seamlessly with surrounding developments.
2. **Public Accessibility:** Recreational facilities and services located on institutional sites should be made publicly accessible where possible, supporting broader community use and engagement.

### Schools:

1. **Village Centre and Neighbourhood Schools:**
  - School sites within village centres and neighbourhoods must be compact and designed with minimal off-street parking to maintain the walkable, pedestrian-friendly environment of the village.
  - Recreational facilities on school grounds should be available for public use, promoting shared access to green spaces and sports amenities.
2. **Village Edge and Rural Estate Schools:**
  - School sites in village edge and rural estate areas may be larger and include more off-street parking to accommodate the increased vehicle need.
  - Privatized recreational facilities may be acceptable in these areas.
3. **Parks and Open Spaces Schools:**
  - School sites integrated into parks and open spaces should blend with the natural environment and be part of a larger, cohesive recreational system.
  - Recreational facilities must be publicly accessible and designed as part of the park or open space.
  - Off-street parking for should be limited and shared with public parking for the park.
4. **Utilities and Employment Schools:**
  - Schools in utilities and employment areas may offer more flexibility, such as providing more off-street parking and accommodating higher noise levels, which may not be appropriate in other land uses.



## 5.9 Site and Building Design Policies

- Site and building design in the Secondary Plan Area promotes walkable, vibrant communities with guidelines for cohesive, human-scaled development, enhancing safety, accessibility, and sustainability.

The design of sites and buildings in the Plan Area must support the vision of walkable, vibrant communities, with buildings positioned to create active street edges and maintain a human scale. By establishing clear guidelines for building placement, setbacks, heights, and the relationship between public and private spaces, these policies ensure cohesive and functional site and building design across the various place types. These guidelines also promote safety, accessibility, and sustainability, supporting the broader goals of the Secondary Plan.

### Objectives

1. To ensure buildings are positioned close to streets, contributing to a pedestrian-friendly environment and active public realm.
2. To provide consistent building heights and setbacks that enhance the character of each village while maintaining a human scale.
3. To encourage site design that integrates public, semi-public, and private spaces, promoting safety and clear delineation of ownership and responsibility.
4. To ensure parking is placed in a way that prioritizes streetscape quality, minimizing visual impact and promoting pedestrian movement

### Policies

#### Building Location and Setbacks:

1. **Building Proximity to Streets:** Buildings should be located close to streets, particularly along main streets identified in the secondary plan. Buildings must line at least 70% of the width of lots along street-abutting lot lines in Village Centres.
2. **Setbacks:**
  - **Front and Rear Setbacks:** Buildings must maintain a minimum setback of 2 feet from both the front and rear lot lines, ensuring alignment with the streetscape while providing space for building functions.
  - **Side Setbacks:** For attached buildings, the side setback is 0 feet. For detached buildings, a minimum side setback of 4 feet is required, with a 10-foot separation between buildings to meet fire code requirements.

#### Building Height:

1. **Village Centre Height:**
  - **Wenzel and Village 2s:** Buildings may be up to 5 storeys in height, supporting higher-density development close to village centres.
  - **Village 3:** Buildings are limited to a maximum height of 3 storeys, maintaining a more modest scale in keeping with the surrounding character.

#### Ground Floor Design:

1. **Ground Floor Height:** All non-residential buildings must have a minimum ground floor clear height of 10 feet, except in service areas, ensuring a sense of openness and accessibility.
2. **High Street Frontage:** Along high streets identified in the land use plan:
  - Buildings must have non-residential uses along at least 70% of the ground floor frontage.
  - Non-residential spaces must be a minimum of 20 feet deep, providing functional space for commercial uses and ensuring an active streetscape.

#### Building Glazing:

1. **Minimum Glazing Requirements:** Buildings must provide a minimum of 25% glass on all floors, calculated independently per floor, to enhance natural light and visual interaction with the street.
2. **Ground Floor Glazing:** Ground floor non-residential uses must have at least 50% clear glass to create transparency and visual interest along the street, promoting safety and engagement with the public realm.

#### Parking Location and Access:

1. **Parking Location:** Parking must be located at least 20 feet from the main building setback towards the interior of the site, keeping parking areas less visible from the street and prioritizing pedestrian spaces.
2. **Parking Access:**
  - **Lane Access:** Where lanes or shared parking lots exist, parking access must be provided from those areas to minimize curb cuts and disruption to the streetscape.
  - **Corner Lots:** For corner lots, private approaches must be accessed from secondary streets, limited to a maximum width of 24 feet.
  - **Primary Streets:** If no other access option exists, private approaches from primary streets are allowed but must be limited to 20 feet in width to maintain pedestrian continuity.

#### Open Space Design:

1. **Playgrounds:** Village Neighbourhoods and Village Centres should incorporate playgrounds within open spaces to provide recreation opportunities for families and children.
2. **Community Gardens:** Encourage the inclusion of community gardens within parks or semi-public spaces to promote local food production and community engagement.
3. **Multipurpose Fields:** Parks larger than 3 acres must include multipurpose fields for both structured and unstructured recreational activities, serving residents of all ages.
4. **Open Space Requirements:** At least 5% of the total area of Village Neighbourhoods and Village Centres must be dedicated to open space, ensuring access to recreation and green areas for all residents.

#### Transitions and Buffers:

1. **Smooth Transitions:** Building intensity and design must ensure smooth transitions between place types, particularly from Village Centres and Neighbourhoods to Village Edges and Rural Estates, reducing the need for physical buffers such as walls or berms.
2. **Building Intensity at Edges:** Lower building heights and densities must be implemented at the edges of Village Neighbourhoods and Centres to ensure a harmonious transition to adjacent low-density or rural areas.

## 5.10 Zoning By-Law Recommendations

The success of the East St. Paul Secondary Plan depends on the alignment of zoning regulations with the Plan’s vision for creating mixed-use, higher-density communities while preserving the rural character in designated areas. To achieve this, amendments to the R.M. of East St. Paul Zoning By-Law are necessary. These changes will provide the regulatory framework to support the place types envisioned in the Plan, such as the mixed-use, higher-density Village Centres, and medium-density Village Neighbourhoods. The proposed zoning amendments will ensure that the types of developments outlined in the Secondary Plan are permitted and encouraged, promoting a balanced and sustainable community.

### Objectives

1. To update zoning regulations to permit higher-density, mixed-use development in Village Centres while maintaining the character of surrounding rural residential.
2. To establish zoning districts that support blended-density residential areas, providing diverse housing options within Village Neighbourhoods.
3. To retain and support the existing rural character in Village Edges and Rural Estates by maintaining appropriate medium and low-density residential zoning districts.
4. To ensure zoning regulations align with the broader goals of the East St. Paul Secondary Plan, promoting a walkable, connected, and sustainable community within the Plan Area.

### Policies

#### Village Centres:

1. **Mixed-Use Zoning:** Amend the Zoning By-Law to create a Mixed-Use Village Centre District that permits a range of uses, including residential, retail, office, lodging, and recreational facilities. This district should encourage:
  - Higher-density residential development.
  - Buildings with a mix of residential and non-residential uses.
  - Building heights between 3 to 5 storeys, with transition regulations ensuring that the tallest buildings are located near the centre of the Village Centre.
2. **Commercial Uses:** Allow a variety of commercial uses in Village Centres, including retail, restaurants, offices, lodging, and services, all supporting the daily needs of residents.
3. **Open Space Requirements:** Include zoning provisions that require 3 - 5% of the Village Centre area to be dedicated to public open spaces, such as village squares or greens.

#### Village Neighbourhoods:

1. **Blended-Density Residential District:** Establish a Village Neighbourhood Residential District that permits a mix of medium-density residential housing types, including townhomes, duplexes, and small multi-family buildings (2 to 4 storeys). This district should:
  - Allow for a range of housing densities.
  - Ensure that residential development includes shared green spaces and community amenities.
2. **Lot Size and Building Regulations:** Define minimum lot sizes and setbacks to encourage a compact, walkable neighbourhood design that supports active transportation and reduces car dependency.

#### General Development Policies:

1. **Setback and Height Regulations:** Ensure setback and height requirements reflect the character of each place type, with higher buildings permitted in Village Centres and lower, single-storey structures in Village Edges and Rural Estates.
2. **Parking and Transportation:** Incorporate zoning requirements that minimize parking demands in Village Centres and encourage active transportation options by reducing minimum parking requirements and prioritizing pedestrian and cyclist infrastructure.
3. **Sustainable Development:** Include zoning incentives for sustainable building practices, such as stormwater management systems integrated into open spaces.

Figure 7.1 Street Setback Areas

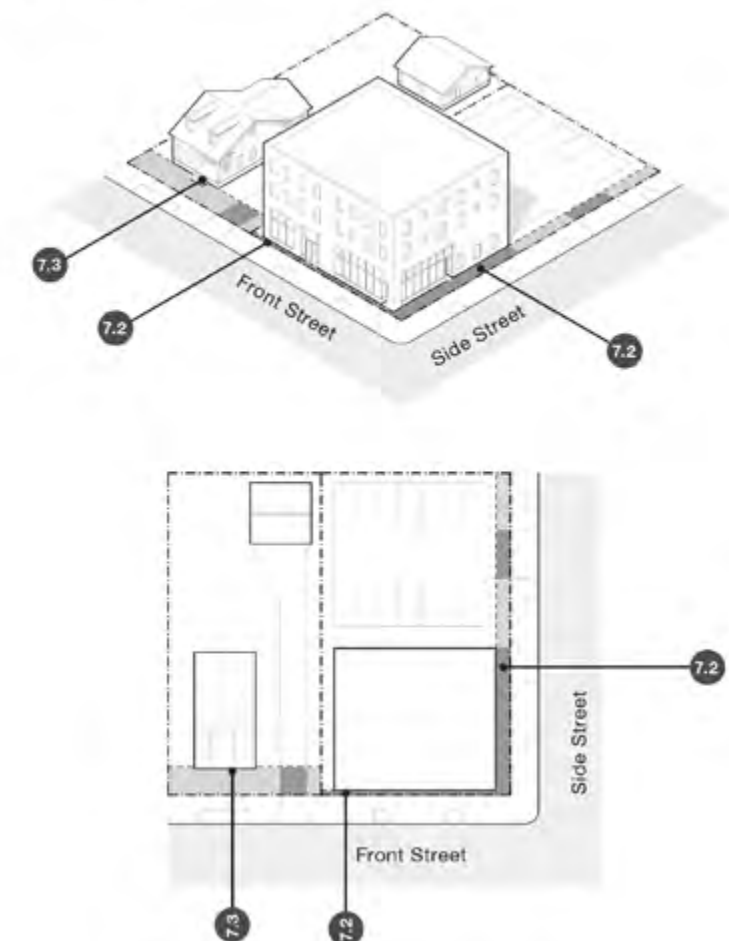


Figure 31. Zoning By-Law for Complete Communities Example



Figure 32. Future framework streets

## 6. TRANSPORTATION POLICY

■ A cohesive transportation network is crucial for efficient, safe, and accessible movement across the Secondary Plan Area, connecting all land uses and supporting the vision of complete communities.

A well-planned transportation network is essential for ensuring efficient, safe, and accessible movement within the Plan Area. Given the area's 1,000-acre size and diverse property ownership, a comprehensive approach to transportation is critical. Although individual landowners will develop their parcels at different times and in various ways, a transportation network must be planned cohesively across the entire area. This will prevent traffic congestion, ensure emergency access, and maximize developable land. A unified street network will connect all place types—village centres, neighbourhoods, edges, rural estates, and employment areas—promoting smooth transitions between different land uses while supporting the Plan's vision of creating complete communities.

### 6.1 Street Network Policies

The street network design prioritizes walkability, accessibility, and connectivity, ensuring that streets function both as transportation corridors and as integral public spaces. Framework streets will serve as the backbone of the transportation system, with additional streets designed to create appropriately scaled blocks that enhance mobility and development opportunities. Street stubs and connections at property boundaries are required to ensure that future development seamlessly integrates with existing infrastructure, maintaining cohesion across the Plan Area. See [Figure 32](#) for a comparison of a disconnected network on the left, in comparison with a connected network on the right.



Figure 33. Disconnected self-centered network (left) vs. connected community-centered network (right)

## Objectives

1. To create a cohesive, interconnected transportation network that ensures accessibility, reduces congestion, and supports the development of complete communities.
2. To provide a framework for street design that meets the specific needs of different place types, ensuring a balance between walkability, vehicle movement, and overall community connectivity.
3. To ensure streets are designed to promote safety, accommodate all users, and integrate seamlessly across multiple ownerships and phases of development.
4. To reduce reliance on vehicles by promoting walkable, bike-friendly street designs in residential and mixed-use areas.
5. To plan for future growth and development by incorporating street connections and stubs that will integrate with adjacent properties as they are developed.

## Policies

### Street Network Design

1. **Framework Streets:** The framework streets identified in *Figure 31* must be provided within developments. At the development site boundary, the framework street must align with an existing stub for the framework street or within 150 feet of where it is specified if no stub exists. Within the development site the framework street may follow a different trajectory, however it must provide a direct connection through the site.
2. **Block Sizes:** Additional streets are required to create blocks with a maximum perimeter based on the following standards:
  - Village Centre: 550 meters;
  - Village Neighbourhood: 730 meters;
  - Village Edge: 975 meters;
  - Rural Estates, Utilities and Employment, Parks and Open Space: No maximum block size required.
3. **Property Edge Blocks:** Blocks along the edges of properties are not subject to maximum block size requirements but must be no more than 90 meters deep from the property line to the nearest street.

### Street Connections:

1. **Street Stubs:** Street stubs for future connections must be provided along the edges of properties at the following minimum spacing:
  - Village Centre: 150 meters;
  - Village Neighbourhood: 180 meters;
  - Village Edge: 300 meters;
  - Rural Estates, Utilities and Employment, Parks and Open Space: No requirement for street connections.

See *Figure 33*.
2. **Continuity of Street Stubs:** Street stubs provided at property boundaries must be continued within the Plan Area to maintain connectivity and ensure future developments link seamlessly with the existing street network.

## 6.2 Street Design Policies

This section outlines the specific requirements for roadways within the Plan Area, ensuring that streets are functional, safe, and supportive of the community's broader goals. Each place type within the Plan—ranging from village centres to rural estates—has unique transportation needs, which are addressed through tailored right-of-way widths, travel lane specifications, sidewalks, parking, and street features. These standards are planned to promote walkability, accessibility, and connectivity while accommodating various modes of transportation and ensuring seamless transitions between different land uses.

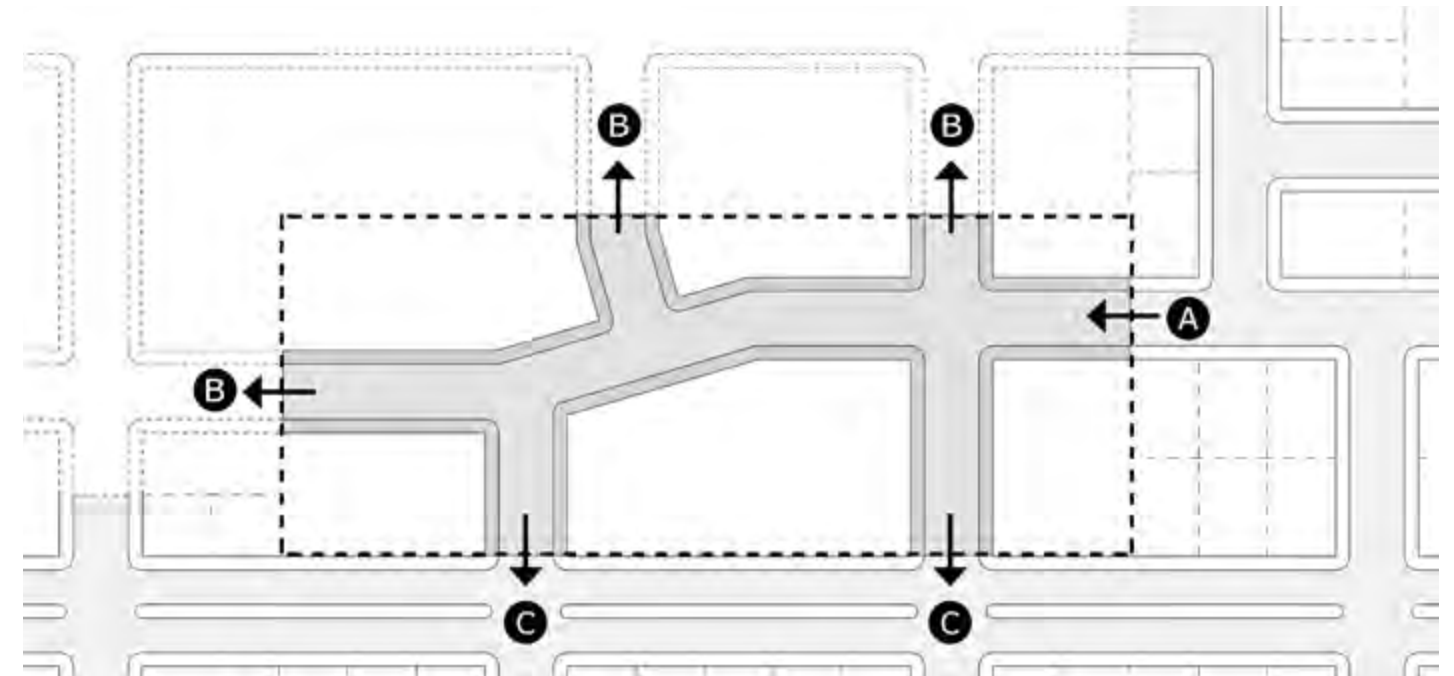


Figure 34. Types of connections required for individual developments in a community-centered network

A. Connecting to existing street stubs

B. Providing street stubs to undeveloped sites

C. Providing frequent connections to existing streets

## Objectives

1. To ensure streets are designed to support safe, efficient, and accessible transportation for all users, including pedestrians, cyclists, and vehicles.
2. To provide street designs that enhance the character and functionality of different place types, promoting walkability and reducing car dependency.
3. To create a cohesive and connected street network that integrates with adjacent land uses and future developments.
4. To maintain a high standard of public realm design, ensuring that streets serve both functional and aesthetic purposes in complete communities.
5. To promote sustainability by incorporating pedestrian-friendly elements, efficient traffic flow, and environmental considerations into street design.

## Policies

### Village Centre:

1. **Right-of-Way:** Streets must have a minimum right-of-way of 20 meters.
2. **Travel Lanes:** Streets will have no more than two travel lanes, each 3 meters wide.
3. **Median and Turn Lanes:** Medians and center turn lanes may be incorporated along major routes.
4. **Sidewalks and Pedestrian Paths:** Sidewalks must be a minimum of 3 meters wide on both sides of the street to prioritize pedestrian movement.
5. **Boulevard Design:** A minimum 1.8-meter-wide boulevard must separate the sidewalk from the street, creating space for trees or street furnishings.
6. **On-Street Parking:** Parallel parking must be provided on both sides of the street, with a maximum width of 2.5 meters.
7. **Street Geometry:** Streets will be designed with a centerline radius of at least:
  - 30.5 meters feet for local streets,
  - 53 meters for collectors, and
  - 76 meters for arterials.

### Village Neighbourhood:

1. **Right-of-Way:** Streets in Village Neighbourhoods must have a minimum right-of-way of 15 meters.
2. **Travel Lanes:** A maximum of two travel lanes, each 3 meters wide, shall be provided.
3. **Sidewalks:** Sidewalks must be at least 1.7 meters wide on both sides of the street.
4. **Boulevard:** At least a 1.8-meter-wide boulevard must be provided between the sidewalk and the street to create a safe pedestrian environment and allow for landscaping.
5. **On-Street Parking:** Parallel parking, with a maximum width of 2.5 meters, may be provided on one or both sides of the street.
6. **Street Geometry:** Streets must follow a centerline radius of:
  - 23 meters for local streets,
  - 45.75 meters for collectors, and
  - 76 meters for arterials.

### Village Edge:

1. **Right-of-Way:** Village Edge streets must have a minimum right-of-way of 13.75 meters
2. **Travel Lanes:** Two lanes, each 3 meters wide, are permitted, ensuring access while preserving the area's residential character.
3. **Sidewalks:** Sidewalks will be at least 1.5 meters wide and may be provided on one or both sides of the street.
4. **Boulevard:** A minimum 2.4-meter-wide boulevard between the street and sidewalk is required to provide space for landscaping.
5. **On-Street Parking:** Optional parallel parking may be provided on one side of the street, with a maximum width of 2.5 meters.
6. **Street Geometry:** Streets must have a minimum centerline radius of:
  - 30.5 meters for local streets,
  - 53 meters for collectors, and
  - 76 meters for arterials.

### Rural Estates:

1. **Right-of-Way:** Streets in Rural Estates must have a minimum right-of-way of 17 meters.
2. **Travel Lanes:** Streets must have two travel lanes, each 3 to 3.5 meters wide.
3. **Sidewalks and Trails:** A 1.5-meter-wide sidewalk on one side of the street or a 3 meter shared-use trail is recommended to maintain connectivity.
4. **Boulevard:** Boulevards must be at least 2.4 meters wide where a sidewalk is provided, or 4.25 meters wide where no sidewalk or trail is present.
5. **On-Street Parking:** On-street parking is not permitted in Rural Estates.
6. **Street Geometry:** The centerline radius for streets must be:
  - 45.75 meters for local streets,
  - 61 meters for collectors, and
  - 76 meters for arterials.

### Utilities and Employment:

7. **Right-of-Way:** Streets in utilities and employment areas have a minimum right-of-way of 15 meters.
8. **Travel Lanes:** Two travel lanes, each 3.5 meters wide, must be provided.
9. **Sidewalks and Trails:** A 1.5-meters sidewalk or a 3-meter shared-use trail must be provided on one side of the street
10. **Boulevard:** A boulevard of at least 1.8 meters between the sidewalk and street must be provided, increasing to 3.66 meters if no sidewalk or trail is included.
11. **On-Street Parking:** On-street parking is not required in utilities and employment areas.
12. **Street Geometry:** Streets shall follow a minimum centerline radius of:
  - 45.75 meters for local streets,
  - 61 meters for collectors, and
  - 76 meters for arterials.

## Street Design per Place Type

The design of streets plays a crucial role in shaping the character, functionality, and liveability of complete communities. A one-size-fits-all approach to street design is insufficient to meet the diverse needs of varied neighbourhoods and districts. Instead, a context-sensitive approach is embraced that tailors street designs to the unique characteristics of each place type within the Plan Area.

This approach considers factors such as land use, density, pedestrian activity, and transportation needs to create streets that not only facilitate movement but also enhance the public realm and support local community goals. The following illustrations demonstrate how street designs vary across different place types, showcasing the interplay between right-of-way dimensions, travel lanes, sidewalks, boulevards, and parking requirements. While these designs provide a framework, there remains flexibility within each development application to adapt to specific site conditions and community needs, all while adhering to the overarching policies set forth in this Plan.

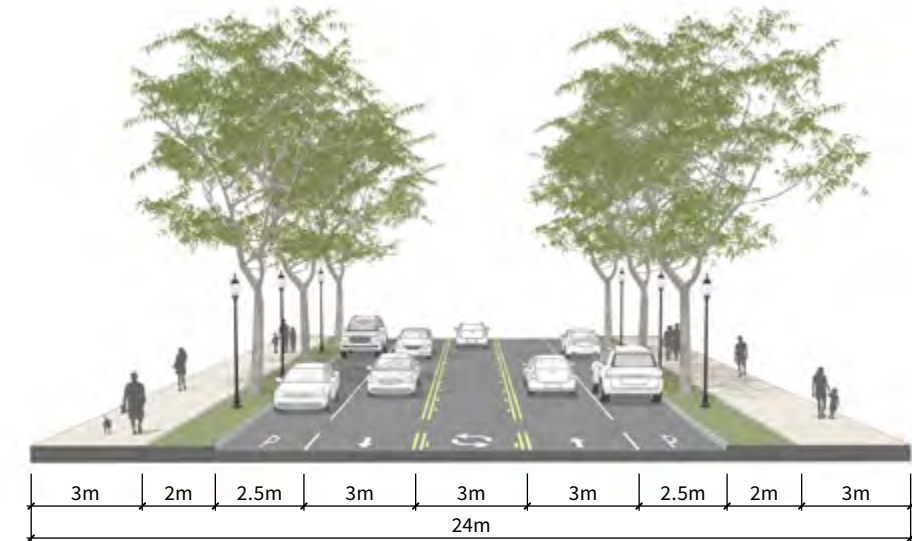


Figure 36. Village Centre Street Design example

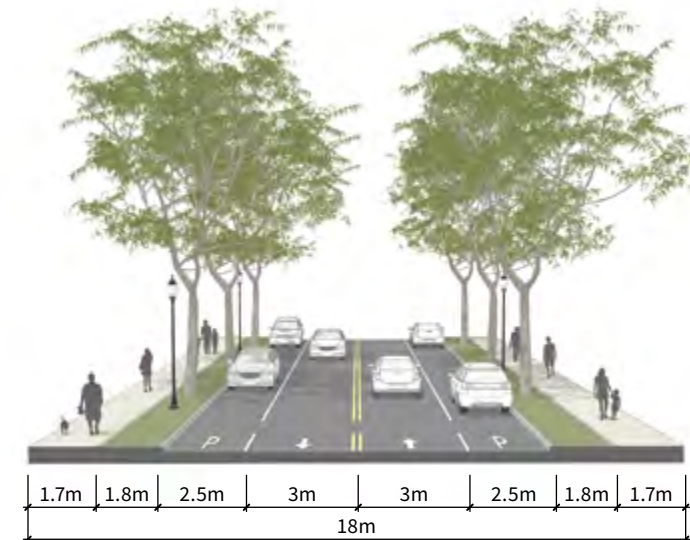


Figure 37. Village Neighbourhood Street Design example

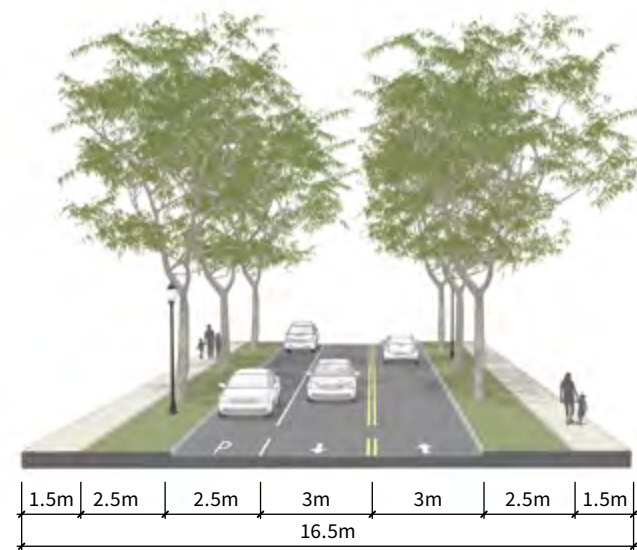


Figure 38. Village Edge Street Design example

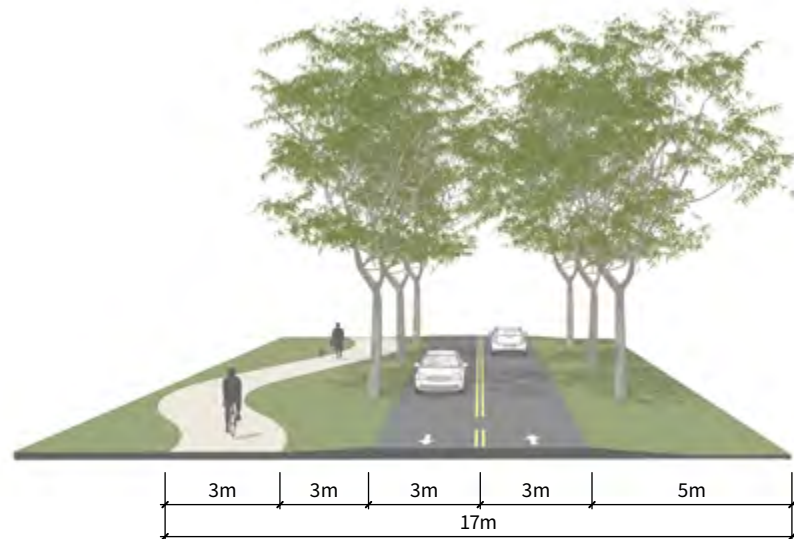


Figure 39. Rural Estates Street Design example

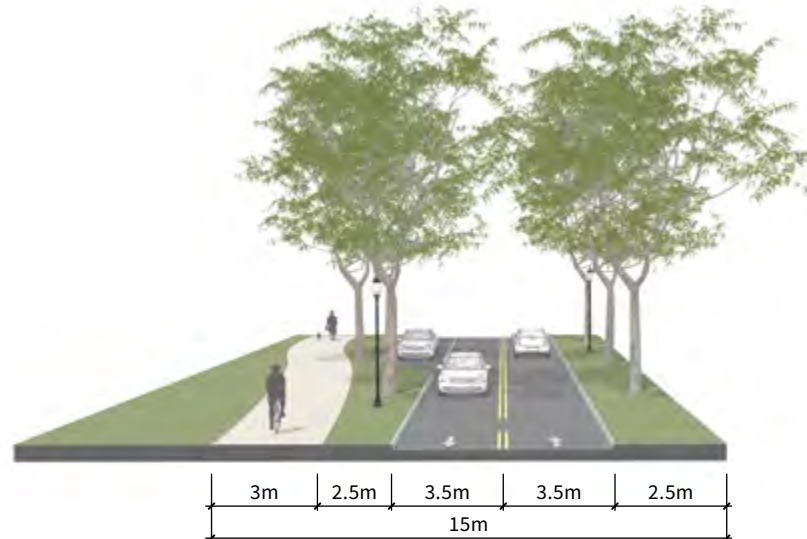


Figure 40. Utilities and Employment Street Design example

### 6.3 Pedestrian Network Policies

The street network design prioritizes walkability, accessibility, and connectivity, ensuring that streets function both as transportation corridors and as integral public spaces. Framework streets will serve as the backbone of the transportation system, with additional streets designed to create appropriately scaled blocks that enhance mobility and development opportunities. Street stubs and connections at property boundaries are required to ensure that future development seamlessly integrates with existing infrastructure, maintaining cohesion across the Plan Area.

#### Objectives

1. To create a safe, accessible, and continuous pedestrian network that connects all areas of the Plan Area.
2. To ensure that pedestrian infrastructure supports accessibility for all users, including those with mobility challenges.
3. To enhance pedestrian safety through the strategic placement of crosswalks and signalized crossings.
4. To encourage walking as a primary mode of transportation by providing well-designed, comfortable pedestrian routes throughout the community.

#### Policies

1. **Sidewalks:** Sidewalks must be provided along streets in the Plan Area, in accordance with the requirements outlined in the Street Network Policies. Sidewalks must be continuous and well-maintained to ensure safe pedestrian movement throughout the community.
2. **Accessible Ramps:** Accessible corner ramps must be provided at all intersections and mid-block crosswalks to ensure the pedestrian network is fully accessible to individuals with mobility challenges.
3. **Signalized Crossings:** All signalized intersections must include an automatic pedestrian crossing cycle to ensure safe passage for pedestrians without requiring manual activation.
4. **Mid-Block Crosswalks:** For block faces longer than 183 meters, at least one mid-block crosswalk must be provided to facilitate pedestrian movement and reduce the need for long detours.
5. **Pedestrian Safety:** Design features such as clear signage, adequate lighting, and raised crosswalks should be incorporated where necessary to enhance pedestrian safety, particularly in areas with high traffic volumes or speeds.
6. **Connectivity:** The pedestrian network must provide direct, convenient connections between key destinations, including village centres, schools, parks, and public transit stops, encouraging walking as an important mode of transportation.

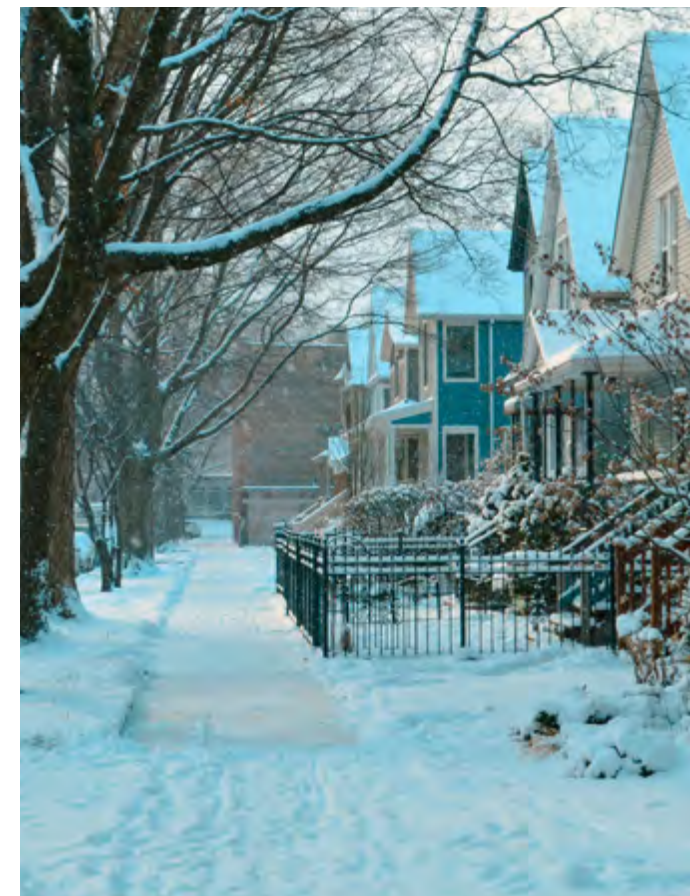


Figure 41. Pedestrian network village neighbourhood

## 6.4 Cycling Network Policies

A comprehensive cycling network is essential for promoting safe, convenient, and sustainable transportation options within the Plan Area, tying into the recommendations of the Active Transportation Connectivity Plan. By integrating dedicated bicycle facilities throughout the community, the Plan encourages cycling as a viable mode of transportation, improves health, and enhances overall connectivity. The cycling network will prioritize safety and accessibility, ensuring that cyclists can travel comfortably alongside pedestrians and vehicles while connecting key destinations such as village centres, schools, parks, and employment areas.

### Objectives

1. To develop a safe and well-connected cycling network that encourages cycling as an important mode of transportation.
2. To provide dedicated bicycle facilities that accommodate a range of cycling abilities and reduce conflicts between cyclists, pedestrians, and vehicles.
3. To integrate bicycle facilities into the overall transportation network, ensuring connectivity between key destinations and promoting a seamless transition between cycling and other modes of transport.
4. To promote active and sustainable transportation choices by creating cycling infrastructure that is comfortable and accessible for all residents.



Figure 42. Cycling network village centre

### Policies

1. **Dedicated Bicycle Facilities:** Dedicated bicycle facilities should be provided at a minimum spacing of 400 meters throughout the Plan Area to ensure comprehensive cycling coverage.
2. **Types of Bicycle Facilities:** Dedicated bicycle facilities should include a variety of options to suit different street types and land uses. These may include:
  - Off-street bicycle trails,
  - Off-street shared-use trails,
  - Sidewalk-adjacent bicycle lanes,
  - Parking-protected bicycle lanes, and
  - Buffered bicycle lanes. The selection of bicycle facility types should reflect the surrounding land use and traffic conditions to optimize safety and usability.
3. **Minimum Width:** All bicycle facilities must provide a minimum width of 1.8 meters for each direction of travel, ensuring ample space for cyclists to navigate safely and comfortably.
4. **Cyclist Safety:** Bicycle lanes and trails must be designed to minimize conflicts between cyclists, pedestrians, and vehicles. Features such as physical barriers, clear signage, and adequate lighting should be incorporated to enhance cyclist safety, especially in high-traffic areas.
5. **Connectivity:** The cycling network must provide direct links to major destinations within the community, such as village centres, parks, schools, and public transit hubs. Bicycle facilities should also connect to regional cycling networks where feasible, promoting broader mobility and access.
6. **Encouraging Active Transportation:** Bicycle infrastructure must be integrated into broader active transportation initiatives, supporting sustainable travel choices and promoting healthy, active lifestyles within the Plan Area.

## 6.5 Transit Network Policies

In response to community requests, the Plan includes provisions for future transit options as part of very long-range planning, though no transit service is anticipated within the next 10 years. These considerations are included to allow for future flexibility as the area grows, ensuring that any future transit infrastructure can be integrated effectively to serve residents when demand supports it.

### Objectives

1. To plan for future public transit service by ensuring adequate provisions for bus stops and routes throughout the Plan Area.
2. To integrate future bus stops in strategic locations, particularly near high-density mixed-use areas, civic facilities, and recreational spaces, where they can serve the greatest number of people.
3. To promote connectivity and accessibility by dedicating space for future transit stops along key routes and corridors within the community.
4. To reduce reliance on personal vehicles by encouraging the use of public transit as a convenient and sustainable mode of transportation.

### Policies

1. **Village Centre Bus Stops:** Each Village Centre must designate at least one location for a future bus stop. This stop must be located adjacent to mixed-use development or near civic and recreational facilities.
2. **Future Bus Stops Along Key Routes:** Additional locations for future bus stops must be dedicated at a minimum spacing of 400 meters in the following areas:
  - Within properties that span between McGregor Farm Road and Wenzel Road, along a route that can accommodate future bus service.
  - Along Wenzel Road for properties that have more than 400 meters of frontage along the road.
3. **Transit Accessibility:** Future bus stop locations must be designed to integrate with the pedestrian and cycling networks, ensuring safe and convenient access for all users.
4. **Coordination with Mixed-Use Development:** Bus stops should be located near mixed-use developments, civic institutions, and recreational areas to maximize ridership and serve a broad range of users. These stops should be accessible from sidewalks and designed to accommodate future transit infrastructure.
5. **Long-Term Transit Planning:** The layout of streets and development blocks must allow for the future accommodation of bus routes, including adequate turning radii and clear paths along major streets.
6. **Sustainability and Mobility:** By dedicating space for future transit stops and integrating them into the broader transportation network, the Plan promotes sustainable transportation options, reducing the need for personal vehicles and supporting environmentally friendly travel choices.

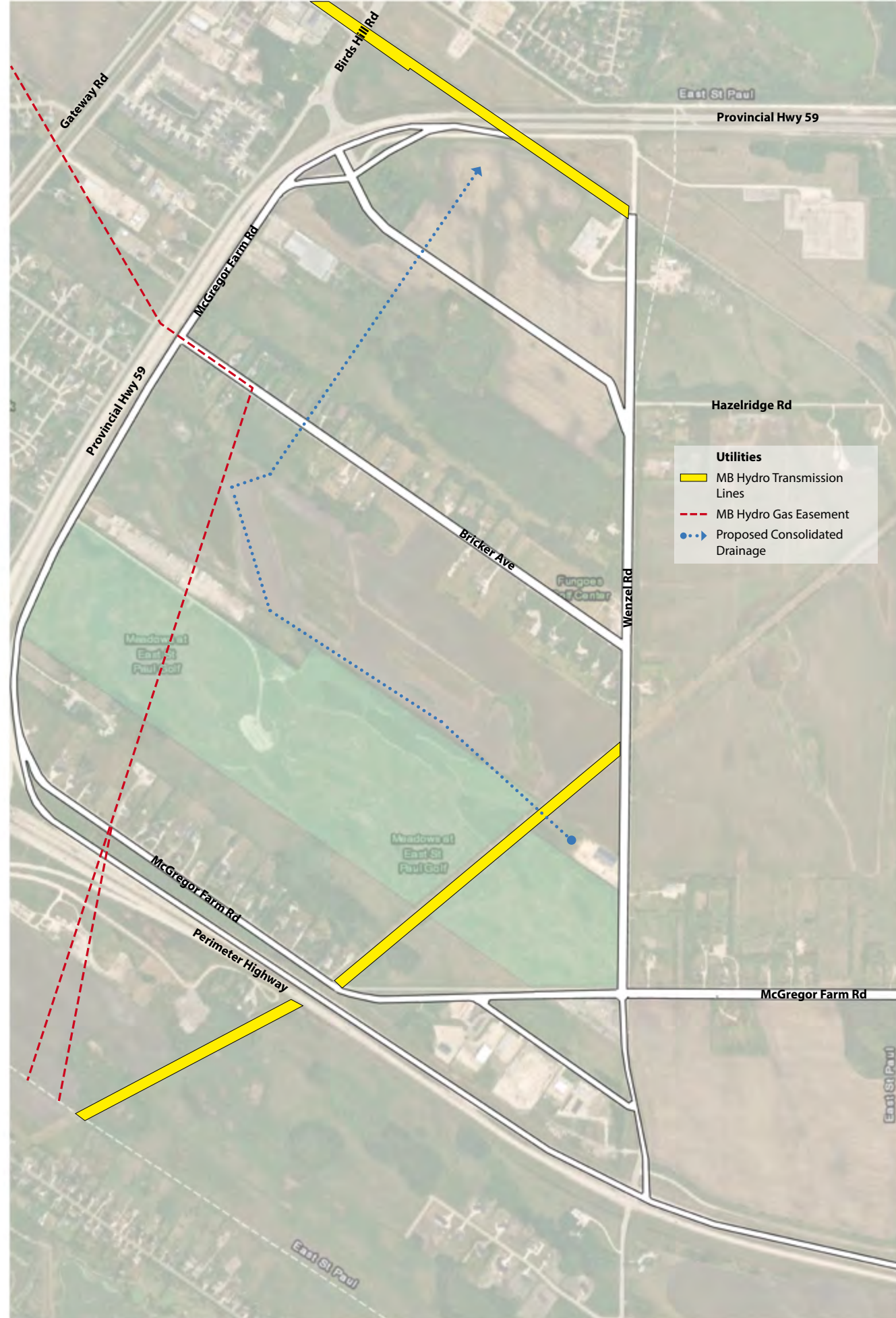


Figure 43. Utility corridors

# 7. MUNICIPAL SERVICES POLICY

Effective municipal servicing in the East St. Paul Secondary Plan Area ensure sustainable growth by aligning water, wastewater, and stormwater management with infrastructure capacity and development goals.

Effective municipal servicing is a cornerstone of sustainable community development. This chapter provides policies designed to ensure that the provision of water, wastewater, and stormwater management services aligns with the R.M.'s growth and development goals. This section establishes guidelines for infrastructure planning, with a focus on future-proofing developments to accommodate anticipated municipal services. By integrating utility planning with land use, transportation, and environmental considerations, the Rural Municipality of East St. Paul aims to support orderly, efficient, and sustainable development.

The policy framework addresses four key areas: general servicing policies, water distribution, wastewater collection, and land drainage. These categories guide decision-making and development proposals to ensure that future growth aligns with the existing and planned infrastructure capacity, while also enhancing the community's resilience and sustainability.

## 7.1 General Servicing Policies

The provision of essential municipal services and utilities, including water, wastewater, and land drainage, is critical to supporting both existing and future development in the Secondary Plan Area. General servicing policies ensure that infrastructure planning aligns with the growth objectives of the Plan, while also considering economic sustainability and efficiency. These policies guide the extension and maintenance of services, ensuring that higher-density developments can be supported while protecting the area's environmental and community integrity.

### Objectives

1. To ensure that development aligns with the availability of municipal services, including water, wastewater, and stormwater management.
2. To promote sustainable and cost-effective service extensions to support future development.
3. To coordinate with regional partners to plan for and implement infrastructure improvements, including regional wastewater treatment solutions.

### Policies

1. **Service Alignment:** Higher-density residential, commercial, or industrial developments must follow municipal water and wastewater services.
2. **Future-proofing:** All new developments must incorporate future-proofing for water and wastewater infrastructure, ensuring they can connect to municipal systems when they become available.
3. **Utility Setback Compliance:** Development proposals must comply with setbacks and safety regulations for Manitoba Hydro transmission lines and natural gas easements to avoid conflicts.
4. **Collaborative Planning:** The R.M. will actively collaborate with BON, surrounding municipalities, and the City of Winnipeg to secure funding and timelines for a regional wastewater treatment facility.
5. **Developer Contributions:** The R.M. will require developers to contribute to infrastructure development costs and reserve land for future utility corridors as needed.



## 7.2 Water Distribution Policies

The East St. Paul Plan Area currently lacks a municipal water distribution system, with all parcels relying on private wells for water supply. The R.M. of East St. Paul has limited well capacity and has not extended a municipal water system to the planning area. Future development will continue to depend on local wells until a municipal system is extended for the Plan Area. Larger developments must work with the R.M. to assure connections are made. Water distribution policies will ensure that future developments are aligned with available water infrastructure, while also preparing for the eventual provision of municipal services to meet the growing needs of the community.

### Objectives

1. To provide a reliable and safe potable water supply to all future developments within the Plan Area.
2. To develop a water distribution network that supports both low and higher-density development as municipal services expand.
3. To ensure that private wells meet all regulatory standards until municipal water services are available.

### Policies

1. **Water Quality Compliance:** Future developments must ensure compliance with provincial water quality standards for private wells and water sources.
2. **Mandatory Water Connection:** As municipal water services become available, all developments must connect within a defined time period as established by the R.M.
3. **Water Infrastructure Coordination:** The R.M. will work with developers to implement infrastructure improvements, including water distribution systems, as part of future service extensions.
4. **Private Well Usage:** Private wells will continue to serve developments until such time as municipal water services are extended to the area.

## 7.3 Wastewater Collection Policies

At present, the R.M. of East St. Paul has no additional wastewater treatment capacity, and all properties within the Plan Area are serviced by holding tanks or septic systems. Future development in the Plan Area will depend on the establishment of a regional wastewater treatment facility, which is critical for supporting higher-density land uses. Wastewater collection policies will ensure that developments are planned with the future capacity in mind, while maintaining safe and sustainable wastewater practices in the interim.

### Objectives

1. Plan for the implementation of a regional wastewater treatment system in collaboration with the Brokenhead Ojibway Nation and neighboring municipalities.
2. Minimize the environmental impact of on-site wastewater systems while ensuring compliance with current regulations.
3. Facilitate higher-density development only when municipal or regional wastewater services are available.

### Policies

1. **Temporary Wastewater Solutions:** Until a wastewater system is established, developments must rely on private on-site systems, subject to regulatory approval and environmental standards.
2. **Wastewater System Future-Proofing:** All new developments should be designed with the ability to connect to a future regional wastewater system.
3. **Wastewater Connection Requirement:** Existing properties will be required to connect to the regional wastewater system within a reasonable timeframe once it becomes available.
4. **Regional Wastewater Funding:** The R.M. will work with developers and other municipalities to explore funding options for the establishment of a regional wastewater treatment facility.

## 7.4 Land Drainage Policies

The East St. Paul Secondary Plan Area is relatively flat, with a primary drainage outflow located across Highway 59 in the northwest. This flat terrain poses challenges for effective stormwater management, requiring a coordinated approach across multiple properties to prevent localized flooding. Land drainage policies will guide the use of parks and open spaces for stormwater management, incorporating shared infrastructure that ensures the efficient handling of runoff and protects both public spaces and private properties from water damage.

### Objectives

1. Manage stormwater effectively in a flat landscape with limited natural drainage options.
2. Utilize parks, greenways, and open spaces as integral components of the stormwater management system.
3. Ensure that stormwater management solutions enhance the community's aesthetic, recreational, and environmental value.

### Policies

1. **Stormwater in Open Spaces:** Future developments will integrate stormwater management into open spaces, parks, and greenways wherever feasible.
2. **Exposed Stormwater Systems:** The stormwater system should remain exposed to the air when possible, providing both visual and functional benefits to the community.
3. **Stormwater Direction:** Drainage systems must be designed to direct stormwater toward major greenways, such as the corridors between Wenzel Road, Village 2, and Village 1.
4. **Stormwater Management Plans:** Developers must submit stormwater management plans that include natural features and retention areas as part of the open space design in new developments.
5. **Open Space Drainage Integration:** Drainage systems in Village 3 and other areas will incorporate open spaces to enhance stormwater retention and conveyance, utilizing natural features for both functionality and community enrichment.

# 8. IMPLEMENTATION

- The East St. Paul Secondary Plan relies on phased development, flexible implementation, and collaboration with landowners, to guide sustainable, responsive growth over time.

The East St. Paul Secondary Plan is a long-range, comprehensive policy framework designed to guide development and land use decisions across the Plan Area, which encompasses a large area. Given the scale and scope of the Plan, its success depends on phased development and the coordinated extension of essential services, particularly water and wastewater infrastructure. Development timing will be influenced by the availability of these services, making it difficult to predict when specific projects will advance. As such, the Plan must remain flexible, responsive to changing conditions, and open to adjustments as needed over time.

A key aspect of implementation is collaboration with key stakeholders, including the property owners, developers, provincial agencies, and especially the Brokenhead Ojibway Nation (BON), which is a Land Code nation. The partnership with BON is crucial for aligning zoning by-laws and subdivision controls in ways that benefit all governments and reflect mutual interests in the development of the Plan Area. BON's status as a Land Code nation allows for collaborative planning, ensuring that development respects First Nations' interests while benefiting from the broader strategies of the Plan.

This Plan is a living document, requiring continuous monitoring and evaluation. The R.M. will use a range of regulatory tools, including zoning by-laws, subdivision control, and development agreements, to guide growth and ensure that infrastructure is developed in a timely, sustainable manner. Adjustments may be necessary over time to accommodate population shifts, changes in land ownership or zoning, economic conditions, and environmental factors. By maintaining ongoing dialogue with stakeholders, the Plan can adapt to evolving needs while preserving its core objectives of community sustainability and orderly growth.

## 8.1 Implementation Process

The implementation process for the East St. Paul Secondary Plan establishes clear steps to translate the Plan's policies into action including the following:

1. **Zoning By-laws:** Zoning regulations will translate the Plan's policies into enforceable standards for land use, density, and building form. These regulations will be amended as necessary to reflect the goals of the Plan, especially in collaboration with the Brokenhead Ojibway Nation to ensure mutually beneficial development.
2. **Subdivision Control:** Subdivision applications will be evaluated to ensure alignment with the Plan's street networks, block sizes, and infrastructure requirements.
3. **Development Agreements:** Development agreements will be used as a condition of approval for rezoning, and subdivision. These agreements will address infrastructure contributions, open space dedication, and the timing of public service extensions to ensure that growth is in line with service availability.
4. **Development Phasing:** Phased development is critical due to the large size of the Plan Area and the reliance on future infrastructure extensions, particularly for water and wastewater. The timing of development will be determined by the availability of these essential services.
5. **Collaboration:** As a Land Code nation, the Brokenhead Ojibway Nation has the capacity to collaborate on zoning by-law and subdivision control updates. This partnership will help align planning and development strategies to benefit both the R.M. and BON, ensuring that development respects shared goals and meets the needs of all stakeholders.

## 8.2 Cooperation Between Ownerships

To ensure the successful implementation of the Plan, coordination between property owners is essential. Each development must connect with neighbouring properties to support shared infrastructure, including street and stormwater networks, while allowing for unique design approaches. Different villages within the Plan Area—such as Wenzel, Sage, and McGregor Farm—may have varying layouts, block shapes, and land uses, but all developments should adhere to the overall street and drainage framework.

The illustrated concept demonstrates how different approaches to block design, open space allocation, and property character can coexist within the Plan Area, provided they align with the secondary plan's goals. Each property's development should contribute to the overall connectivity and sustainability of the Plan Area, ensuring that infrastructure such as roads, stormwater systems, and major open spaces function as cohesive elements across different ownerships. This will foster a unified sense of community while allowing for flexibility and individuality within each village.

This strategy emphasizes that while the East St. Paul Secondary Plan provides a clear framework for development, its success depends on coordinated planning, phased implementation, and ongoing collaboration—particularly with the Brokenhead Ojibway Nation and the Peguis FN Real Estate Trust. The timing of development will closely follow the availability of critical infrastructure, ensuring that growth is sustainable, orderly, and mutually beneficial for all stakeholders.

## 8.3 Monitoring

Monitoring the East St. Paul Secondary Plan is a critical component in ensuring that its policies are effectively implemented and remain aligned with the evolving needs of the community. The R.M. of East St. Paul will regularly assess the Plan's progress, with a focus on development patterns, infrastructure provision, environmental impacts, and community well-being. This ongoing process will allow the R.M. to adjust strategies when necessary, ensuring that the Plan remains flexible, responsive, and in harmony with long-term growth objectives.

Collaboration with key stakeholders, including the Brokenhead Ojibway Nation (BON), will be a priority in the monitoring process. BON's role as a Land Code nation allows for collaborative review and adjustments to zoning by-laws and infrastructure planning. The monitoring process will also consider the timing of development in relation to the availability of essential services such as water and wastewater, which remain critical to guiding when and how the Plan Area can fully develop.

### Key Indicators for Monitoring

1. **Development Trends:** Regular tracking of the type, location, and intensity of new developments is essential to ensure they align with the land use, density, and design policies outlined in the Plan. This will include close monitoring of the phased implementation of projects and the compatibility of new developments with surrounding land uses.
2. **Infrastructure and Servicing:** The expansion and capacity of water, wastewater, stormwater, and transportation networks will be closely monitored to ensure that infrastructure can adequately support planned developments. Given the current reliance on local wells, septic tanks, and holding tanks, any significant growth will depend on the successful extension of municipal or regional services.
3. **Environmental Impact:** Development must be assessed for its environmental effects, including the protection of natural areas, stormwater management performance, and overall sustainability. Special attention will be paid to ensuring that stormwater systems are shared across properties to manage the Plan Area's flat terrain and its limited drainage outflows.
4. **Community Feedback:** Continuous engagement with residents, businesses, First Nations partners, and other stakeholders is vital to the Plan's success. Community input will be gathered on issues such as access to services, housing diversity, recreational opportunities, and the overall livability of the area.

## Adapting to Changing Conditions

Should monitoring reveal that the Plan's objectives are not being met, or if significant changes in conditions occur—such as population growth, changes in regional infrastructure plans, or environmental shifts—the R.M. may need to make amendments. A formal review process will be initiated in accordance with The Planning Act to ensure that the Plan remains aligned with the broader vision for the R.M. of East St. Paul and the long-term objectives of regional development.

Collaboration with the Brokenhead Ojibway Nation will continue to be integral in adjusting the Plan's policies and zoning by-laws, ensuring that mutual benefits are realized and that the Plan remains inclusive of First Nations interests.

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## 8.4 Plan Review and Conclusion

The R.M. of East St. Paul will formally review the Secondary Plan at least once every ten years. This review process will ensure that the Plan's policies remain relevant, effective, and aligned with both local and regional growth trends. Amendments will be made as necessary to address new challenges and opportunities, ensuring that the Plan remains a dynamic, living document that continues to guide community development in a sustainable and equitable way.

In conclusion, the East St. Paul Secondary Plan is not just a roadmap for growth—it is a commitment to creating a thriving, complete community that honors the area's rural roots while embracing future opportunities. Through careful monitoring, ongoing partnerships, and a willingness to adapt, the R.M. and its partners, including the Brokenhead Ojibway Nation, will ensure the Plan meets the needs of current and future generations.



## **R.M. of East St. Paul Secondary Plan**

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