

Prepared by
The Regional Studio of the Department of City Planning
Faculty of Architecture, University of Manitoba
Winnipeg, MB, R3T 2N2
September 2008

South Basin Lake Manitoba Planning Area

SECONDARY PLAN



Project Team

Chris Baker
Barbara Besner
Sarah Cooper
Devin Clark
Karin Kiewer
David Kuxhaus
Richard Mahe
Becky Raddatz
Vicki Reaney
Andrew Ross
Marli Sakiyama
Robyn Webb
Kaeley Wiseman

Table of Contents

List of Reference Maps.....	3
Executive Summary.....	4
1.0 Introduction.....	5
1.1 Background.....	5
1.2 Purpose of the Plan.....	6
1.3 General Principles.....	7
1.4 Critical Limiting Factors for Development.....	7
1.5 Plan Area.....	8
1.6 Public Participation.....	9
1.7 How to Read the Secondary Plan.....	9
1.8 Factors Beyond the Scope of this Plan.....	10
2.0 Natural Features and Processes.....	12
2.1 Natural Features and Processes Policies.....	13
3.0 Agricultural Policies.....	15
3.1 Agricultural Land Use Policies.....	15
4.0 Cottage Development.....	18
4.1 Cottage Development Policies.....	18
5.0 Residential Development.....	20
5.1 Residential Development Policies.....	20
6.0 Recreational Development.....	21
6.1 Recreational Development Policies.....	21
Glossary.....	23
References.....	25
Appendix A: Green Frameworks	
Appendix B: Consultation Processes for the Development of the Secondary Plan	
Appendix C: Reference Maps	

List of Reference Maps

- Reference Map 1 - Study Area Context**
- Reference Map 2 - Environmentally Sensitive Areas**
- Reference Map 3 - Rural Residential Dwelling Locations**
- Reference Map 4 - Recreation**
- Reference Map 5 - Land Ownership**
- Reference Map 6 - Oakland Zoning**
- Reference Map 7 - St. Ambroise Zoning**
- Reference Map 8 - Delta Beach Zoning**

Executive Summary

The South Basin Lake Manitoba Planning Area is a unique and important area, and includes the Delta Marsh ecosystem and plentiful prime agricultural and grazing lands. *The Portage la Prairie Planning District Development Plan* highlights the significance of the area's natural features and emphasizes the importance of being a "green and environmentally sensitive district which manages development in harmony with the environment, focuses on healthy living including clean water, air and earth" (By-law 1-2006, Section 1.6.3.1). The purpose of the Secondary Plan is to address the demands for recreational and economic development in the area, in balance with the protection of sensitive natural environments. The Secondary Plan has been based on comments and information received at three consultations, as well as additional research and advice from technical experts.

There are six sections in the Secondary Plan. The first section introduces the Planning Area and reviews the context and processes used to develop the Plan. The second section presents policies to protect the natural features and processes of the South Basin Lake Manitoba Planning Area. Policies addressing agricultural land uses are in the third section, while the fourth and fifth sections address residential land uses. The sixth section contains policies relating to recreation in the South Basin Lake Manitoba Planning Area.

1.0 Introduction

1.1 Background

The South Basin of Lake Manitoba is a unique and important area. The Delta Marsh ecosystem is one of the largest wetlands in North America, providing habitat for thousands of migrating birds and wildlife. It is protected by a sand dune ridge which runs between the marshlands and lake. Plentiful prime agricultural and grazing lands have provided indispensable resources and livelihoods for farmers and residents, and many people come to the area to enjoy year-round recreational opportunities.

The *Portage la Prairie Planning District Development Plan* highlights the significance of the area's natural features and seeks to ensure their health for the use and enjoyment of future generations. It emphasizes the importance of being a "green and environmentally sensitive district which manages development in harmony with the environment, focuses on healthy living including clean water, air and earth" (By-law 1-2006, Section 1.6.3.1). The Plan also notes that there is a demand for recreational and economic development in the area, and that these demands must be balanced with the protection of sensitive natural environments.

This vision has led to the development of a Secondary Plan to address the unique features of this area. The Secondary Plan is based in a "whole-systems" approach which will assist in managing complex and occasionally conflicting goals. As part of this approach, environmental impact reviews may be conducted for new developments to reduce negative impacts on the area's assets and resources.

Going Green

The Portage la Prairie Planning District Development Plan and the Rural Municipal Council share a concern for the environment. This reflects growing global concerns for environmental issues. As environmentally friendly technologies become more cost-effective and efficient, conserving agricultural lands, protecting the marsh, and maintaining recreational opportunities will provide 'green' possibilities in the South Basin Lake Manitoba Planning Area.

The Natural Step and bright green environmentalism were used as guiding frameworks in considering suitable "green" approaches for the South Basin Lake Manitoba Planning Area (See Appendix A for more information). As the Secondary Plan developed, the research and community consultations suggested that many of the concrete initiatives from these frameworks would not, at this time, be appropriate for the Planning Area. Instead, the Secondary Plan includes practices to reduce environmental degradation, such as environmental impact reviews and assessments, in a movement towards more sustainable future development.

1.2 Purpose of the Plan

As noted in the *Portage la Prairie Planning District Development Plan* (By-law 1-2006, Section 6.8.11.3), the purpose of the South Basin Lake Manitoba Planning Area Secondary Plan is to:

- a. Recognize the importance of existing land uses such as the Delta Waterfowl Research Station, University of Manitoba Field Station and the Portage Country Club;
- b. Provide opportunities for the general public to access the south shore of Lake Manitoba and recognize the role of the south shore as a recreational area;
- c. Maintain the existing seasonal resort recreational development areas located on the south shore of Lake Manitoba;
- d. Protect the physical features and environmental processes related to the south shore beach ridges and marshes which ameliorate the erosion forces of Lake Manitoba and help sustain the south basin's unique natural habitats such as Delta Marsh and high quality agricultural soils in Portage la Prairie;
- e. Protect the water quality of Lake Manitoba and Delta Marsh;
- f. In cooperation with other levels of government, institutions, community organizations and private citizens identify opportunities to interpret and communicate the physical, natural and historical significance of the south shore of Lake Manitoba;
- g. Manage the introduction or expansion of human use and development within the south shore by ensuring proposals to expand seasonal resort, residential and recreational developments minimize impacts upon the environment and natural features which are important to the long term health and sustainability of the South Basin Lake Manitoba Planning Area;
- h. Provide the policy basis for the Planning District, Rural Municipality of Portage la Prairie and the Province of Manitoba to coordinate their respective initiatives for conservation, interpretation, public use and private development within the South Shore of Lake Manitoba Secondary Planning Area.

1.3 General Principles

To address the concerns expressed for the protection of the natural features and processes of the South Basin Lake Manitoba Planning Area, the following general principles guide the Secondary Plan:

- a. The South Basin of Lake Manitoba is an area of local, provincial, national, and international environmental importance; the water features, shoreline environment, marshes, and wildlife are all highly important resources which need to be conserved and protected for the future.
- b. Development is not necessarily incompatible with the goal of environmental protection.
- c. The expansion of human use must occur with caution and in a manner which respects the integrity of the natural features and processes of the area.

1.4 Critical Limiting Factors for Development

Input from government representatives and community members highlighted several critical limiting factors to development in the South Basin Lake Manitoba Planning Area. These factors are discussed below in terms of land-based, water-based, and social limiting factors. The extent to which these factors will limit development may be determined by environmental and other impact reviews when new developments are proposed.

Land-based Limiting Factors

Factors that limit development along the shore of Lake Manitoba include:

- Protection of the sandy beach ridge from erosion and sedimentation;
- Lack of space for new cottage development along several parts of the shoreline; and
- Protection of the marsh including its waterfowl, animal, and plant inhabitants.

Limitations to inland development in the South Basin Lake Manitoba Planning Area include:

- Protection of prime agricultural lands; and
- Protection of livestock grazing areas.

Water-based Limiting Factors

Factors that limit development along the shore of Lake Manitoba include:

- Restoration and protection of water quality in the lake and in the marsh; and
- Protection of fish and waterfowl habitat.

Social Limiting Factors

A number of concerns were expressed during public consultations which should be factored into future development decisions.

- **Alternative Energy:** A few concerns about wind farms were raised, including consequences for migratory birds, sound and visual effects, impacts on agriculture and agricultural practices and zoning issues.
- **Lake Access:** Concerns were raised that the current level of public access to the beach is minimal and/or hard to find, while other concerns were raised about public access being located near private properties.
- **Cottage Development:** There is interest in new cottage development on the lakefront. However, this development must be done in such a way that ecologically sensitive areas are protected.

1.5 Plan Area

As shown in Reference Map 1, the Planning Area is bounded by Lake Manitoba to the north, P.R. 227 to the south, and the boundaries of the Portage la Prairie Rural Municipality to the east and west.

1.6 Public Participation

Public participation in the process of developing the Secondary Plan was a top priority, as the Plan must reflect the diverse requirements and interests of the Planning Area. An initial information-gathering meeting was held at Delta Marsh in January 2008, where technical advisors and key stakeholders spoke about key issues and challenges facing the Area. A broader gathering of stakeholders was held in Portage la Prairie in February 2008 to provide input into the policies to be developed from the *Portage la Prairie Planning District Development Plan*; approximately 50 stakeholders participated.

Using the feedback gathered from these two consultations, additional inputs and presentations, and further research on key issues, policy directions were developed. In March 2008, an open house consultation was held in Portage la Prairie, where the general public was invited to comment on these policy directions. Over 70 people attended the open house, and provided input which resulted in some changes to the policies (for more information on the consultations, please see Appendix B).

The *South Basin Lake Manitoba Planning Area Secondary Plan* has been based on comments and information received at all three of these consultations, as well as additional research. It responds to the concerns heard for both the protection of the natural environment, and for potential development in the area.

1.7 How to Read the Secondary Plan

Along with policy directions the secondary plan also includes non-policy commentary (including sidebars), illustrations, reference maps, a glossary and appendices. These make the context and intent of objectives, and policy statements more readily understandable. The policies themselves are provided in “***bold italic type.***”

1.8 Factors Beyond the Scope of this Plan

The Secondary Plan includes a number of policies to protect and improve the environmentally sensitive areas of the South Basin Lake Manitoba Planning Area. However, there are a number of factors beyond the scope of the Plan which will limit the Plan's effectiveness.

Crown Lands

A significant amount of land in the South Basin Lake Manitoba Planning Area is Crown Land. As these lands are managed by the Province of Manitoba, the Secondary Plan can not address issues related to the use of these lands. It is the province's responsibility to manage leases and permits, including advertising available lands for lease in appropriate offices, centres, and local and provincial farm newspapers and to promote improvement in their productivity and sustainable use. The Crown Lands of the South Basin Lake Manitoba area could be used for recreational opportunities if the Province approves. Refer to Reference Map 5.

The Portage Diversion

The Portage Diversion was built in 1970 to protect lands downstream including Winnipeg from periodic flooding of the Assiniboine River. Since then, there has been widespread concern about the Diversion's effect on flooding in and around the South Basin of Lake Manitoba. Some cottage and country club properties are especially affected. During wet years, the Diversion can flow rapidly, causing water to overflow to the fail-safe dyke. Because the east side of the dyke is highest, water can flood areas west and adjacent to the Diversion for weeks at a time.¹ There is also concern that while in operation the diversion deposits nutrients, pollutants and debris that otherwise would not directly end up in the lake. The Plan's effectiveness in addressing some of these issues is limited. Refer to Reference Map 1.

¹ Glen Suggett, Wildlife Lands Manager, Manitoba Wildlife and Ecosystem Protection Branch

Action Proposal to the Rural Municipal Council

Council could engage Crown Lands in discussions about recreational opportunities on crown land in the South Basin. This dialogue should move toward a larger vision for recreation in the South Basin.

Invasive Species

It is estimated that there are millions of carp living in Lake Manitoba, and their numbers are expected to grow. Because carp are bottom feeders, they increase water turbidity which ultimately kills aquatic vegetation, particularly in Delta Marsh. As a result, the marsh has seen a dramatic decline in waterfowl. Fish screens used to keep carp out of sensitive areas have met with some success, but the issue remains; until it is fully dealt with the habitat will continue to decline.

Water Levels in Lake Manitoba

Historically, water levels in Lake Manitoba would fluctuate from year to year. This natural process was essential for the regeneration of plant life along the shoreline, and particularly in the Delta Marsh. The regulation of water levels with structures such as the Fairford Dam, however, has resulted in the deterioration of vegetation, erosion of shoreline and loss of beach ridge trees. This will continue if water levels are controlled to this extent.

Elevated Nutrient Levels

The degradation of water quality resulting from nitrogen, phosphorous and other nutrients is addressed in the Secondary Plan through policies dealing with cottage development and/or agricultural operations. However, the Portage Diversion deposits significant amounts of uprooted vegetation, sediments and nutrients into Lake Manitoba. The expansion of the Winnipeg Floodway is expected to relieve some of the pressure on the Diversion but water quality will remain an issue.

It should also be noted that the South Basin comprises only a small portion of the Lake Manitoba waterfront. Water quality issues for the whole lake would need to be addressed by a comprehensive management plan for Lake Manitoba.

Sidebar (Carp Processing):

The abundance of carp and their destructive impact gives rise to the need and opportunity to harvest and process the fish. In addition to potential environmental benefits of harvesting carp, processing of the fish could result in local economic benefits. Options for harvesting and processing these fish should be explored. Some initial ideas are human consumption (including caviar), animal consumption, organic fertilizer, leather and industrial protein (for shampoo etc). The province of Manitoba and the RM of PLP should be highly supportive of such an industry as it would provide economic development and contribute to the regeneration of the marsh. Further research is required.

Action Proposals to the Rural Municipal Council

Research could be conducted regarding possible economic development opportunities in the area.

2.0 Natural Features and Processes

Balancing increasing demands for residential and recreational development with the long-term protection and conservation of the South Basin Lake Manitoba Planning Area's natural features is a challenge. The natural features of the area include the Delta Marsh ecosystem, Lake Manitoba and its beach ridge environment, and prime agricultural and pasture lands. Lake Manitoba has been designated as a vulnerable water body under subsection 3(4) of *The Water Protection Act: Nutrient Management Regulation* (Regulation 62/2008), though other natural features are of equal concern. While development is not incompatible with environmental protection, care must be taken to make sure that development will not have a negative impact on these sensitive areas.

Sidebar (Policy 2.1.1):

The rationale for identifying environmentally sensitive areas is to maintain and enhance the conservation, landscape, and historical value of the area's key natural features, and, where possible, improve public access to these areas. The goal is to minimize or eliminate all adverse environmental impacts to these areas, ensuring their well-being for the future.

2.1 Natural Features and Processes Policies

.1 As described in the Portage la Prairie Planning District Development Plan (By-law 1-2006, Section 6.8.11), the environmentally sensitive areas in the South Basin Lake Manitoba Planning Area are (see Reference Map 2 of this document):

- ***The Delta Marsh and Lake Francis Wildlife Managements Areas including:***
- ***The shoreline environment of Lake Manitoba;***
and,
- ***The sand ridge bordering the south shoreline of Lake Manitoba.***

2.1 Natural Features and Processes Policies Continued...

- .2 The Rural Municipal Council may develop buffers around these environmentally sensitive areas, taking into account The Water Protection Act: Nutrient Management Regulation (Regulation 62/2008) and other legislation as required, to ensure that non-agricultural development does not adversely impact the environmental integrity of environmentally sensitive areas.**
- .3 Development in environmentally sensitive areas and buffers may occur through the Conditional Use process under municipal zoning by-law and may require a site-specific environmental impact review by an impartial external body to assess the impact of a proposed development.**
- .4 As a general policy, no development in environmentally sensitive areas or buffers will be considered unless the following criteria are met:**
- a. The integrity of the natural environment and ecosystems is protected, sustained and if possible, enhanced. The proposed development may not be permitted if it detrimentally affects an environmentally sensitive area;**
 - b. Soil conditions are suitable for the proper operation of a private sewage disposal system (where the proposed development will not be serviced by a communal sewer system) so that sewage or effluent does not present a risk to public health or the environment;**
 - c. The municipal road system is capable of safely accommodating the traffic generated by the proposed development, or will be made to do so through required improvements to the road system;**
 - d. Reasonable public access is available to the lake for residents of the proposed development as determined by the Rural Municipal Council;**

Sidebar (Policy 2.1.2):

Good water quality is key to protecting the natural environment. The Marshes of the South Basin, the Portage Diversion, and the many streams and drainage ditches that flow into Lake Manitoba all contribute to the health and richness of the region's excellent agricultural soils. *The Water Protection Act: Nutrient Management Regulation* (Regulation 62/2008) sets out restrictions on the application of nitrogen and phosphorus to all types of land in Manitoba.

This includes agricultural practices, industrial and recreational activities, and sewage treatment systems. The regulation restricts certain activities in environmentally sensitive areas and establishes buffer zones along water ways where nutrients cannot be applied. The Portage la Prairie Planning District should support Manitoba Water Stewardship and The Water Protection Act: Nutrient Management Regulation (Regulation 62/2008). Support could be in the form of participation in the educational campaign by making available literature from Manitoba Water Stewardship.

- .4 *Continued*
- e. *The proposed development is designed to protect significant stands of trees, drainage courses, wetlands, wildlife corridors and other natural features through the dedication of reserves, the use of conservation, or other means acceptable to the Rural Municipal Council; and*
 - f. *The proposed development complies with the regulations in The Water Protection Act: Nutrient Management Regulation (Regulation 62/2008) and The Wildlife Act (MR 171/2001 and MR 77/99).*
 - g. *The proposed development has access to a potable water supply.*
- .5 *Shoreline modifications for landscaping purposes may not be permitted in environmentally sensitive areas except to remediate or conserve the land or water (as per Section 35 (1) of the Fisheries Act (R.S., 1985, c.F-14)).*

Sidebar (Policy 2.1.3):

An environmental assessment and licensing process is incorporated into *The Environment Act* (C.C.S.M. c. E125, 1987), for proposed developments that may have an impact on the environment. It includes provisions for public participation and consultation, with the intent of encouraging environmentally responsible economic development. *The Classes of Development Regulation of The Environment Act* (Regulation 164/88) lists developments that require environmental assessment and a license.

Action Proposals to the Rural Municipal Council

The RM should support the efforts of the Lake MB Water Stewardship Board. If possible the RM of PLP should cooperate with the board in the creation of a regional watershed management plan. Participation could include the provision of information.

3.0 Agriculture

The South Basin Lake Manitoba Planning Area is home to both high quality soils and the internationally recognized natural habitat of the Delta Marsh. The viability of the marsh and the agricultural lands of the area are interlinked. The marsh acts as a buffer and a filter for the agricultural lands surrounding it. Environmental stewardship of agricultural lands protects the water quality of the marsh and Lake Manitoba, and ensures viable lands for future generations.

The South Basin Lake Manitoba Planning Area relies on its prime agricultural lands and viable lower class lands (i.e. community pasture) to produce a variety of high quality crops and grazing land for livestock. It is important to respect the integrity of agricultural land while providing opportunities for economic diversification. The farms of this region also represent an important connection to local and provincial history.

For policies pertaining to livestock operations in the South Basin Lake Manitoba Planning Area please refer to the Livestock Operating Policies within the *Portage la Prairie Planning District Development Plan*.

3.1 Agricultural Land Use Policies

- .1 Community pasture land will be reserved as RM owned land to maintain its current use (ie. cattle grazing) while exploring compatible opportunities and uses for the land. The RM may explore the prospect of locating a wind farm within the community pasture.***

- .2 Development of alternative energy generating systems (e.g. wind farms) may occur on agricultural lands through the Conditional Use process under the municipal zoning by-law. When reviewing a Conditional Use Application for an alternative energy generating system, the Rural Municipal Council may take the following into consideration:***

**Action Proposal to the Rural
Municipal Council**

The Rural Municipal Council may explore methods of encouraging agricultural economic diversification (e.g. community supported agriculture, organic agriculture, agricultural co-operatives).

- .2 Continued**
- a. Impact on agricultural land;**
 - b. Use of existing infrastructure (e.g. roads, etc); and**
 - c. Impacts upon the use of adjoining land uses.**
- .3 Accessory on-site industry may be allowed on farm premises to supplement income. The following provisions will apply to the establishment of accessory on-site industries in Agricultural Zones:**
- a. Accessory on-site industries means the activity is accessory to the agricultural use and is conducted on the farm premises principally by the residents living on the farm premises.**
 - b. Industrial uses considered accessory to agricultural uses may include manufacturing, assembly, fabrication and repair activities.**
 - c. Accessory on-site industries are deemed a Conditional Use in the “A80” Agricultural Zone and “AL” Limited Agricultural Zone.**
 - d. When reviewing a Conditional Use Application for an accessory on-site industrial operation, the Rural Municipal Council may take the following into consideration:**
 - i. The type of operation and location on the farm premises can be sustained without adverse impact to the natural environment;**
 - ii. The character and scale of the operation does not create adverse impacts upon adjoining land uses; and**
 - iii. The type and location of the industrial use does not require the Rural Municipal Council to invest in new infrastructure to accommodate the operation.**

3.1 Agricultural Land Use Policies Continued...

- e. When locating an accessory on-site industry the following considerations will be required:***
- i. The industrial activity will be located in the same yard site that serves the farm operation;***
 - ii. The industrial activity does not include the creation of a new title separate from the title for the principle agricultural operation;***
 - iii. All industrial activities submitted for approval of the Rural Municipal Council in accordance with this By-Law will be accompanied by supporting information describing the proposed use, a site plan identifying the location of the proposed use, all related buildings, storage areas and site access routes; and***
 - iv. Conditional Use Applications for accessory on-site industrial uses approved by the Rural Municipal Council under this By-Law will require the preparation of building plans and specifications for the purpose of a building permit, to confirm all new or modified buildings, intended to accommodate the industrial activity, comply with building regulations.***

4.0 Cottage Development

Resort areas (i.e. cottages) were established in the South Basin of Lake Manitoba in the early 20th century. Since then, cottagers have represented an important social and economic resource to the area. Today, the largest concentration of cottage development in the South Basin Lake Manitoba Planning Area is at Delta Beach. There has been a growing interest in developing year-round residences along the shore of Lake Manitoba. New cottage development in the Planning Area will also be subject to the policies in Section 2 of this Secondary Plan.

4.1 Cottage Development Policies

All Cottage Development

- .1 New cottage development, conforming to the provisions of the Development Plan and Zoning By-law, may be approved through the Conditional Use process under the municipal zoning by-law. The following provisions may apply to new cottage development:*
- a. Multi-lot cottage development will require an environmental impact assessment.*
 - b. Sewage holding tanks or an alternative sewage system approved by the Province of Manitoba (as per The Environment Act (C.C.S.M. c. E125) Onsite Wastewater Management Systems Regulation M.R. 83/2003) will be installed in any new cottage developments.*
 - c. Shoreline vegetation will be maintained or enhanced to ensure the stability of shorelines and reduce the effects of erosion.*
 - d. New cottage development will limit its impact on environmentally sensitive areas by maximizing the use of existing infrastructure (e.g. roads, etc).*
 - e. New cottage development must provide adequate public access to the lake as determined by the Rural Municipal Council.*

4.1 Cottage Development Policies Continued...

Designated Cottage Development

- .2 Design guidelines or zoning by-law provisions respecting the existing character of the area may be developed for new cottage development and for major renovations to existing cottages. These guidelines or zoning by-law may be developed prior to the approval of proposed new cottage development. The guidelines or zoning by-law will be within acceptable standards for cottage use, and in keeping with the aforementioned criteria for minimizing erosion, sedimentation, and nutrient enrichment. Design guidelines or zoning by-law will include, but not be limited to, the following:***
- a. Lot size;***
 - b. Lot coverage;***
 - c. Scale;***
 - d. Density of development; and***
 - e. Building setbacks.***
- .3 Municipal infrastructure related to cottage areas will maintain the seasonal nature of current and future development. The location of roads and buildings should be respectful of natural vegetation and land forms. The land and vegetation should be disturbed as little as possible.***

Cottage Development Outside of Designated Cottage Areas

- .4 Any cottage development on agricultural lands will be addressed in the same way as rural non-farm residential development, (as per the Portage la Prairie Planning District Development Plan (By-law 1-2006, Section 6.4.3)).***

5.0 Residential Development

Aside from the year-round cottages in Delta Beach, St. Ambroise is the main residential area within the South Basin Lake Manitoba Planning Area. This community has an important historical and cultural role within the South Basin area and the Rural Municipality of Portage la Prairie. Oakland and St. Marks are other residential areas in the Planning Area. Refer to Reference Map 3.

Any non-farm residential development on agricultural lands will be addressed by the provisions of section 6.4.3 of the *Portage la Prairie Planning District Development Plan*. New residential development in the Planning Area will also be subject to the policies in Section 2 of this Secondary Plan.

5.1 Residential Development Policies

- .1 *Multi-lot residential development will be directed towards existing settlement areas.*

6.0 Recreational Development

The South Shore of Lake Manitoba is an important recreational area. Cottages, hiking, snowmobiling, ATVing, hunting, fishing, boating and other water activities are among the many recreational uses of the area. The health of the marsh, lake, and surrounding areas are vital to ensuring a good environment for recreational activities, and also provide potential for eco-tourism development. Recreational activities can have a negative impact on ecologically sensitive and agricultural lands. New recreational development in the Planning Area will also be subject to the policies in Section 2 of this Secondary Plan. Refer to Reference Map 4.

6.1 Recreational Development Policies

.1 The Rural Municipal Council may develop a recreational plan for the South Basin Lake Manitoba Planning Area.

The purpose of the recreation plan will be to:

- a. Ensure that the natural areas in the South Basin Lake Manitoba Planning Area are enjoyed in such a way that encourages their preservation; and*
- b. Highlight the important historical areas in the region.*

The recreational plan may include, but not be limited to:

- c. The development of a recreational trail system in the South Basin Lake Manitoba Planning Area, which will include interpretive, snowmobile, hiking and ATV trails, and may prohibit motorized recreational vehicles in environmentally sensitive areas;*
- d. The creation of a recreational opportunities map, which will specify where recreational and historical areas are located; and*
- e. Recreation issues specific to the Delta Beach area such as:*
 - i. Signage for public access points;*

Action Proposals to the Rural Municipal Council

A feasibility study, including an environmental impact review, may be undertaken to consider the type of water access required in a marina (e.g. boat launch, dock, etc) and the best methods of implementation.

The Rural Municipal Council may implement an educational program to inform recreational users about ecologically sensitive areas and of restrictions on particular areas, in particular times of the year. The program could consist of brochures and leaflets, and would be distributed to recreational users and associations in the area, encouraging them to leave no trace of recreational activities behind.

- ii. The feasibility of a marina for Lake Manitoba (in partnership with Manitoba Conservation and the Department of Fisheries and Oceans Canada);*
- iii. Upgrades to public facilities (e.g. washrooms, boardwalks, public parking, etc); and*
- iv. A management plan for the municipal campground.*

- .2 The environmentally sensitive areas of the South Basin Lake Manitoba Planning Area will be protected and managed to support sustainable recreation and hunting activities, based on the South Basin Lake Manitoba Planning Area recreational Plan.*
- .3 Signs may be posted to clarify existing public access points to Lake Manitoba in the Delta Beach Area.*
- .4 Signs may be posted to inform recreational users of ecologically sensitive and agricultural areas, including restricted areas. The signs will indicate if there are restrictions on the use of motorized recreational vehicles in these areas.*

Glossary

Accessory on-site industry: The activity is accessory to the agricultural use of the farm and is conducted on the farm premises, principally by the residents living on the farm premises. It can:

- reduce financial pressure on farmers;
- make farming a more viable economic option;
- protect farmland;
- support rural economic development; and
- allow for flexible farming arrangements.

Buffer: Wetland buffers maintain or serve as habitat for aquatic and wetland-dependent species that rely on complementary upland habitat for critical stages of their life-history (Chase et al. 1997). Buffers also screen adjacent human disturbance and serve as habitat corridors through the landscape. The appropriate buffer size for habitat functions will depend on the resident species, the life-history characteristics of the species, the condition of the wetland and the wetland buffer, the intensity of the surrounding land use, and the function of the buffer. The buffer size determination should consider all of the buffer functions relevant to habitat including removing pollutants, limiting disturbance by humans, limiting the spread of non-native species into wetlands, helping maintain microclimatic conditions, and providing habitat for native wetland-dependent species that require both wetland and upland habitats (Adamus 2007; Environmental Law Institute 2008).

Conservation: The protection, improvement and wise use of natural resources to provide the greatest social and economic value for the present and future (Environmental Protection Agency 2008).

Development: Means development as defined in the Planning Act.

Environmental impact review: The review identifies and assesses, at the earliest possible opportunity, the proposed project's likely impacts on the environment, before a decision is made to proceed with it. Where an environmental impact review is required, the assessment will be undertaken by a qualified professional and will address the following to the satisfaction of the Rural Municipal Council:

- A description of the environmental sensitivity of the lands proposed for development and the surrounding area;
- The nature and significance of the impact(s) associated with the proposed development during construction and, once completed, the residential/recreational activities that will result; and
- An environmental protection plan to:
 - alleviate any adverse impacts;
 - monitor the performance of the environmental measures; and
 - identify any residual impacts on fish, birds, and wildlife, soils and terrain, water quality and quantity, vegetation and the shoreline (Environmental Protection Agency 2008).

Environmentally sensitive area: An area of highly significant environmental value that is sensitive to disturbance. Examples include water bodies and associated riparian zones, sites of rare floral or faunal species, or landscapes that are visible from popular viewpoints (Environmental Protection Agency 2008).

Environmental stewardship: The philosophy and accompanying actions of valuing and protecting the environment as something held in trust for future generations (Environmental Protection Agency 2008).

Watershed: An area of land where the total surface drainage flows to a single point (Manitoba Water Stewardship 2008).

Watershed management plan: A comprehensive program of structural and non-structural measures to preserve or restore the watershed to good hydrologic condition. These measures may include: detention reservoirs, dikes, channels, invasive species control, and the artificial control of lake and marsh water levels, re-vegetation, and other practices to ensure long-term watershed health (Environmental Protection Agency 2008).

References

Adamus, P.R. 2007. Best Available Science for Wetlands of Island County, Washington: Review of Published Literature. A Report Prepared in Response to Critical Areas Ordinance Updating Requirements for Wetlands. Online at <http://www.islandcounty.net/planning/criticalareas/BestAvailableSciencePhaseII.pdf.pdf>

Chase, V.P., L.S. Deming, F. Latawiec. 1997. Buffers for Wetlands and Surface Waters: A Guidebook for New Hampshire Municipalities. Audubon Society of New Hampshire: New Hampshire.

Environmental Law Institute. 2008. The Planners Guide to Wetland Buffers for Local Governments. Online at <http://www.eli.org/>

Government of Canada. The Fisheries Act. (R.S., 1985, c. F-14). Department of Fisheries and Oceans.

Palubeski, David. 2001. The South Interlake Planning District Submission May 18, 2001.

Portage la Prairie Planning District Board. 2006. Portage la Prairie Planning District Development Plan By-law 1-2006. Portage la Prairie, MB.

Province of Manitoba. 1987. The Environment Act (C.C.S.M. c. E125, 1987). Manitoba Conservation.

Province of Manitoba. 2008. The Water Protection Act (C.C.S.M. c. W65). Manitoba Water Stewardship.

United States Environmental Protection Agency. 2008. U.S. Environmental Protection Agency. Online at <http://www.epa.gov/>

Appendix A – Green Frameworks

A Bright Green Approach

Bright green environmentalism is one approach to the environmental problems the world is facing. In contrast to other models of environmentalism, bright green environmentalism emphasizes optimism and a positive approach to environmental concerns, as well as the use of green technologies. Some key ideas in bright green environmentalism include an emphasis on sustainability, on high density urban living rather than sprawl, and corporate and government responsibility.

Bright green environmentalism sees a prosperous future, with continued economic growth from new and developing technologies, and instead of reducing dependence on technology, it encourages new technologies that are environmentally sustainable. However, this reliance on often untested technologies is one concern about the bright green approach.

The optimistic approach of bright green environmentalism makes environmental action an exciting challenge – rather than seeing the environmental crisis as a doomsday scenario, bright green environmentalists see the crisis as an opportunity to have an exciting and visionary conversation about new technologies and ideas. The approach bright green environmentalism takes is one of cooperation and networking. It begins with the premise that we already have the models and tools we need to develop environmentally sustainable communities, and that what we need to do is share these models and tools so that they can be continually adapted, developed and improved on.

Although sharing the urgency of other models of environmentalism, bright green environmentalism is hopeful about the future, and believes that human innovation and creativity will provide the solutions to the environmental problems now facing the earth.¹

Four key bright green ideas²

Renewable energy doesn't pollute like fossil fuels do, and the costs of implementing renewable energy solutions (such as wind or solar power) grow cheaper and more accessible every year.

Processes and products that waste resources unnecessarily are expensive; using efficient processes and products can save money, resources, and can result in better processes and products.

Suburbs sprawl over large areas of land that could be otherwise used; dense urban areas use less energy and resources. Even in rural areas, where land is abundant, principles of density rather than sprawl can reduce energy and resource use.

Quality not quantity – although sustainable solutions may cost more up front, they save money and resources in the long term.

The Natural Step

Dr. Karl-Kenrik Robért founded The Natural Step (TNS) international non-profit research, education and advisory organization in 1989 in Sweden. The mission of The Natural Step Canada is “to act as a catalyst to bring about systemic change, by making fundamental principles of sustainability easier to understand and effective sustainability initiatives easier to implement”.³ The TNS utilizes a science-based, systems framework to help individuals, organizations and communities initiate movement towards sustainability. The Natural Step Canada is a registered national charitable organization with a head office in Ottawa.

The Natural Step takes an innovative approach to addressing short and long-term planning by measuring the planet's ability to ‘carry’ society’s increasing resource demands. Striking a balance between the availability of resources and the ability of an ecosystem to continue to function while provide essential life-supporting services over the long-term is the underlying goal of The Natural Step. Recognizing that all people and communities live within the confines of the world’s ability to ‘carry’ our resource use, we have the opportunity to change the impacts we are having and to be more strategic when making choices and long-term plans. The Natural Step shows that through innovation, creativity and the unlimited potential for change, we can catalyze a shift toward sustainability.

The Natural Step is based on four fundamental principles which act to create a model for a sustainable society. They state that in the sustainable society, nature is not subject to systematically increasing:

- Concentrations of substances extracted from the Earth’s crust;
- Concentrations of substances produced by society;
- Degradation by physical means; or
- Human needs (meeting needs worldwide takes precedence over the provision of luxuries).

A Model for a Sustainable Society

The Natural Step (TNS) has been utilized in a wide variety of municipal settings and planning contexts. It is particularly useful, in conjunction with the bright green framework, as it implements the four sustainable principles at the root of the planning process, ensuring their integration into every branch or department equally. In this way, TNS vision addresses the complexity which exists within governmental and community systems alike.

Footnotes

¹. Steffen, Alex. 2006. *WorldChanging: A User’s Guide for the 21st Century*. Harry N. Abrams, Inc.

². Steffen, Alex. 2006. *The Next Green Revolution*. WIRED 14.05. [Online]
<http://www.wired.com/wired/archive/14.05/green.html>

³. James, Sarah and Torbjorn Lahti. 2004. *The Natural Step for Communities*. New Society Publishers: Gabriola Island.

Appendix B – Consultation Processes for the Development of the South Basin Lake Manitoba Planning Area Secondary Plan

Numerous steps have gone into the creation of the South Basin Lake Manitoba Planning Area Secondary Plan. The Portage la Prairie Planning District sought the services of a Planning Consultant to assist in the development of a Secondary Plan for the South Basin Lake Manitoba Planning Area. The Department of City Planning in the Faculty of Architecture at the University of Manitoba, in cooperation with masters-level students in the planning program, took on the task of developing a draft of the Secondary Plan for the Rural Municipal Council. Starting January, 2008 students researched issues and concerns in the area, and spoke with area residents and stakeholders to determine policy directions for the Secondary Plan.

The process began with an initial consultation in January 2008 in Delta Marsh. Various technical advisors and representative stakeholders shared information on the concerns and issues that are of particular importance in the Planning Area. This was followed by the creation of a background research document, which looked at green frameworks, wind farms, seasonal resort development, Hutterite colonies, ecotourism and fishing and agriculture.

It was determined that two public engagements would take place before a draft of the Plan was submitted to the Rural Municipal Council. Daniel Buckles, a public engagement specialist, was hired to design and facilitate the first engagement. By request from the local planning district, eight policies from the Portage la Prairie Planning District Development Plan were chosen as the main topic for discussion. Participants were asked to join tables with policies of interest to them and where they felt they could make a contribution. Four tables were created to discuss two different policies per table.

Each table discussed two policies in turn for 20 minutes each, focusing on two guiding questions: i) How can we make this policy work well? ii) What problems might people encounter with this policy? Participants were asked to write their responses to the questions on cards, noting one specific idea per card. Each table had been assigned a set of post-it cards of a different color. The written ideas were then shared one at a time and posted by the facilitator to a poster for each policy. The ideas were organized into two columns, one corresponding to the “how to” recommendations and the other to the “problems might encounter” list.

After two policies were discussed at each table, a participant-presenter was identified by the group to take the results to other tables. Other participants stayed with their table while the presenter and a student-facilitator traveled to each table for a period of 20 minutes each to present the discussion highlights and request feedback or comment from the receiving table. The comments they received were added to the poster, using card colors from that table. The presentations and feedback continued in rounds until all tables had received presenters from all tables. The presenters then returned to their tables and briefly shared with their original group highlights of the comments they had received. A final plenary discussion focused on these comment highlights or key questions that still needed to be answered.

The information gathered from the first engagement was used to create policy areas and statements for the second engagement process. It was decided that an open-house format would be best suited to the process' needs, as this format could be designed to meaningfully incorporate all attendees, both students and the general public.

In the second engagement process, dotmocracy was used as a technique to engage people and allow them to express their perspectives on the proposed policy directions. The room was divided into six stations. Four of the stations were assigned one of the policy areas. An introduction station was added to orient visitors to the Secondary plan-making process and to provide instructions about dotmocracy works. The last station was an interactive map table, where maps of the region were taped to the table and participants were encouraged to mark important points on the map and to elaborate with text.

Each of the policy stations contained two posters. The posters included a brief introduction to the policy area, a map and policy statements with corresponding Likert scales. The four policy areas were land use – agricultural, land use – residential, natural features and processes, and recreation. Participants were greeted at each station by students and were encouraged to ask questions. They were then encouraged to participate in a dotmocracy exercise in which they were asked to express their support for the policy directions. Participants were given small sheets of small dot stickers to affix to a spectrum of support ranging from strongly agree to strongly disagree. The policy area contained from four to eight policy directions. Each station also had a comment board where participants were encouraged to leave further comments about the policy directions or the issues in general.

The Secondary Plan

Feedback from the second engagement was used to inform the policy statements for the Secondary Plan. Based on the analysis of the dotmocracy exercise, comments and map, it was apparent that some of the wording of the policies was unclear and in need of clarification. The analysis also raised some concerns that were in tension with the initial background research and consultation with technical experts. The Secondary Plan endeavours to clarify and address these issues. It was presented to the Rural Municipal Council on April 18, 2008.

**Faculty of Architecture
Department of City Planning
September 2008**