



CITY OF DAUPHIN

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DEVELOPMENT PLAN

BYLAW #16/2001



**CITY OF DAUPHIN  
BY-LAW NO. 16/2001**

A by-law of the *City of Dauphin* to adopt a development plan.

WHEREAS **Section 24(1)** of **The Planning Act** provides authority for the preparation of a development plan;

AND WHEREAS **Section 27(1)** of the **Act** provides authority for the adoption of a development plan;


AND WHEREAS, pursuant to the provisions of **Section 30** of the **Act**, the Minister of Intergovernmental Affairs approved the *City of Dauphin Development Plan* on December 31, 2001 ;

NOW THEREFORE, the *Council* of the *City of Dauphin*, in meeting duly assembled, enacts as follows:

1. The development plan, attached hereto and forming part of this by-law, is hereby adopted;
2. This by-law shall be known as the *City of Dauphin Development Plan*;
3. **By-law No. 3746**, being a by-law of the City of Dauphin to adopt the *City of Dauphin Development Plan*, and all amendments thereto are hereby repealed.
4. The *Development Plan* shall take force and effect on the date of third reading of this by-law.

City of Dauphin  
By-law No. 016/2001

DONE AND PASSED this 14<sup>th</sup> day of JANUARY <sup>2002</sup>  
A.D. ~~2001~~

  
W.H. (Bill) Nicholson  
Mayor

  
Brad D. Collett, CA  
Chief Administrative Officer

BY - LAW No. 16/2001 is hereby  
approved pursuant to Section 30(4)  
of THE PLANNING ACT  
This 31<sup>st</sup> day of December  
Jean Friesen  
Minister of Intergovernmental Affairs

READ A FIRST TIME this 30<sup>th</sup> day of April, 2001 A.D.

READ A SECOND TIME this ~~28<sup>th</sup>~~ <sup>25<sup>th</sup></sup> day of ~~June~~ <sup>JUNE</sup>, ~~2001 A.D.~~ <sup>2001 A.D.</sup>

READ A THIRD TIME this 14<sup>th</sup> day of JANUARY, <sup>2002</sup>  
2001 A.D.



I, PATRICIA WOZNY, Assistant City Administrator of the City of Dauphin **HEREBY CERTIFY** that the foregoing is a true and correct copy of By-law numbered 16/2001 of the City of Dauphin, given 2<sup>nd</sup> reading at a meeting of its Council, held the 25<sup>th</sup> day June, A.D. 2001.

**WITNESS MY HAND** and the corporate seal of the City of Dauphin this 11th day of July A.D., 2001.

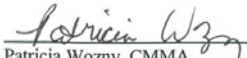
  
Patricia Wozny, CMMA  
Assistant City Administrator

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## City of Dauphin Development Plan

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## PART I - INTRODUCTION

### 1.1 Area Covered by Development Plan

The provisions of this By-law shall apply to all lands within the limits of the City of Dauphin.

### 1.2 Legal Authority

**Subsections 24(1) and 27(1) of The Planning Act** provide authority for the City of Dauphin to prepare and adopt a development plan.

### 1.3 Planning History

According to the history book "*Dauphin Valley Spans the Years*" the expanding area of the Town and the problems presented by this development convinced Council of the need for setting up a Town Planning Committee in 1950 to act in an advisory capacity on questions brought before Council. A zoning by-law was adopted for the central built-up area of the Town. The urgency of making the best possible use of land, in both built-up and new development areas, prompted Town Council to apply for provincial planning services and an agreement was entered into with the Minister of Municipal Affairs in November 1963. Dauphin's first Town Planning Commission was appointed at the beginning of 1964 to oversee the planning of the Town with the assistance of a professional planner. The *Town of Dauphin Planning Scheme 1973* was adopted in June 1973.

When Dauphin was incorporated as a town in 1901 the town boundaries encompassed an area of 640 acres. Among the numerous boundary changes that have taken place to accommodate the growth of Dauphin over the years there have been four major extensions that added considerable land to the Town of Dauphin. The first boundary extension in 1910 increased the area of the Town by nearly 50% by adding 277 acres. The next major boundary change took place in 1951 with the addition of a further 246 acres. The area added to the Town of Dauphin by these two main boundary extensions is largely developed today.

In 1963 a major boundary change took place that added some 740 acres to Dauphin. A further annexation took place in 1978 which resulted in the addition of 783 acres to the Town. A basic planning statement was adopted for the 1978 annexation area in January 1979 followed by the adoption of a zoning by-law in May 1979.

After the preparation of a background study and consultation with the Province, the present Development Plan was adopted by Council and the Province taking effect on September 14, 1983 followed by the adoption of the present zoning by-law on October 28, 1985. Many amendments have been enacted throughout the years to accommodate change.

In 1998 Dauphin changed its corporate status and became a city. Dauphin presently has about 2950 acres within its limits to meet its land requirements for a number of years and this allows the opportunity to plan for its future development. Some of the lands within the city, however, are subject to flooding and without costly remedial measures are not economical to service. It may be prudent to consider some land exchanges with the Rural Municipality of Dauphin as the need for serviceable land becomes a necessity.

The intent of this by-law is to simplify the Plan to make it more effective and user friendly, preserve as much as is possible of the existing Plan since much of the background research is still relevant today, update the Plan to meet current needs, repeal the present Plan as amended and adopt a new Plan for the City.

#### **1.4 Purpose of a Development Plan**

**The Planning Act** under **Subsection 25(1)** establishes the purposes of a development plan:

To serve as a framework whereby the planning district or the municipality and the community as a whole may be guided in formulating development policies and decisions;

To identify the factors relevant to the use and development of land;

To identify the critical problems and opportunities concerning the development of land and the social, environmental and economic effects thereof;

To set forth the desired timing, patterns and characteristics of future development of land and to determine the probable social, environmental and economic consequences thereof;

To establish and specify the programs and actions necessary for the implementation of the development plan;

To outline the methods whereby the best use and development of land and other resources in adjacent municipalities, districts, or affected areas immediately abutting thereto, may be coordinated; and

To identify those matters of government concern which affect the use and development of land and other resources within the district or the municipality.

## **1.5 Key Characteristics of the City of Dauphin**

### **Background Study**

Drafting of the Development Plan was preceded by preparation of background studies aimed at:

- a) Providing an information and data base for in-depth analysis by City Council to form a common point in formulating goals, objectives, policies and proposals for the Development Plan;
- b) Indicating areas where there appear to be weaknesses that can be corrected by community action; and
- c) Suggesting several proposals and alternatives that may lead to improvements in areas where critical problems exist.

Many of the findings in the 1980 Background Study which preceded the 1983 Development Plan are still relevant. There is need for updating actions and initiatives completed or still required and examining what has happened since 1983. Letters were sent to governmental departments and agencies requesting their input and review and some were sent consolidated copies of the Development Plan. Copies were also forwarded to local groups including the RM of Dauphin, fire, police, health, school board, and City Recreation and Economic Development offices. The general intent is to address any issues or concerns in the Development Plan and consider any suggestions for improving the Plan..

Some of the information on key characteristics of the City of Dauphin have been provided by the Regional Health Authority and profiles prepared by the Dauphin and District Economic Development Office.

## **1.5.2 Overview and History of Dauphin**

The history of Dauphin began in the early 1880's when the settlers first arrived. In the early years there were two settlements but the coming of the railway in the late 1890's encouraged the consolidation of these two settlements into a site that is now the City of Dauphin. The settlement received its village charter in 1898, a corporated town charter on November 21, 1901 and was incorporated as a city on August 23, 1998. With a present population of 8266 (1996 Census) it currently serves a trading area of 40,000+ people. Dauphin is nestled between Riding Mountain National Park and Duck Mountain Provincial Park beautifully sculptured by the prehistoric glacial Lake Agassiz. The Dauphin region is a lush fertile farming valley located between the aforementioned parks backing onto two of the larger inland lakes in the world (Lake Manitoba and Lake Winnipegosis). The area is attractively landscaped with its lakes, rivers, forests, mountains and land and has developed into a large agricultural oasis.

Dauphin is a progressive city with an entrepreneurial spirit and diversity of its agriculture. Dauphin provides employment opportunities in the fields of agriculture, manufacturing, education, health care and retail services not only to the city residents but also to its trade area – the Parkland Region.

### **Development History**

Since adoption of the 1983 Development Plan, the value of all building permits including new dwellings, new commercial buildings, garages, carports and sheds including building repairs has varied from a high of \$14,041,600 in 1984 to \$1,241,550 in 1994.

The number of new dwellings ranged from a high of 37 in 1987 to 4 in years 1997 and 1999 respectively. The number of new commercial buildings ranged from a high of 14 in 1986 to 0 in 1996 and 1998 respectively.

Dauphin experienced rapid growth in the first seven decades of its history with a leveling off of growth after 1996. Dauphin has been affected by national and provincial economic and social trends and economic conditions dependent on the buoyancy of the agricultural

economy. Dauphin's economy grew with rural to urban migration due to larger farms and Dauphin's appeal as a retirement community with its retail, health, recreation and government services. Provincial and federal cutbacks and downsizing and movement out of commercial and industrial enterprises have had a significant effect on development within the last decade or so. This is changing through the efforts of the community to develop a vision and action plan for the future. The *Dauphin District Community Economic Development Office* provides financial and staff resources to market Dauphin as a good place to work, live and play. Other Manitobans, particularly from the large urban centres are recognizing the quality and safety of life provided in communities like Dauphin and are willing to move to rural locations to live and work. The end of the Crow rate subsidy has increased local interest in value-added diversification in the agricultural community. There is also interest from national represented firms to consider Dauphin as a place to do business.

#### **1.5.4 Demographics**

As mentioned above, Dauphin's population has generally shown a marked tendency to react strongly to the outside cycles of provincial and national economic and social conditions as well as local political and economic conditions. From 1901 to 1971 the population grew from 1135 to 9950 according to Canada Census data. Thereafter Dauphin's population decreased to 8266 according to 1996 Statistics Canada Census figures. According to calculations by the Parkland Regional Health Authority (RHA), from 1976-1996 the percentage change was -9.3% but from 1991-1996 the percentage change had decreased to -2.2% indicating that the rate of decline is slowing down. This decline is not specifically identifiable with only localized conditions but is evident in other rural communities in the Parkland Region and the Province as a whole.

An important characteristic of the composition of Dauphin's population is the number of persons in the higher age groups. According to RHA research demographically almost 20% of the City of Dauphin's population is over the age of 65 years indicating that meeting the needs of the elderly should take a high priority in developing housing, recreation and social amenities of the City.

Although the demographics show there will be an increase in the aging of the population as people retire and move to Dauphin to take advantage of the services offered such as seniors' housing, health facilities, recreation, churches, shopping etc. these retirees

have much to offer in terms of skills and expertise. They support local businesses and services and contribute to voluntary services, part time employment and economic activity through use of all essential services and shopping for goods and services. There is no reason why a retirement centre and a thriving developing economic based community cannot co-exist harmoniously with both flourishing. Proper planning of the residential and commercial/industrial areas including sufficient green spaces, buffers, trails for walking, cycling and cross country skiing will promote a healthy life style for all members of the community.

Dauphin has a rich cultural and ethnic diversity and strong community and volunteer spirit. There is a need to retain youth through training and provision of employment. The growing aboriginal community also provides a base for future employment. Poverty and socio-economic inequities will be reduced with the opportunities for meaningful employment.

Higher paying jobs are most often provided by commercial and industrial enterprises. A skilled labour force is available in the Dauphin District and may be drawn from neighbouring communities. Skill training is also available through schools, colleges, universities and government programs. Dauphin has an active economic development program with willingness to invest in the future.

Although past population projections have not been realized during the last 16 years (1983-1999) because of past socio-economic trends, Dauphin is poised to reverse this decline by providing better employment opportunities through economic development, community promotion, agricultural diversification and by providing a wider mix of housing and other services for its citizens.

Community Economic Development in Dauphin has been re-organized with a Community Economic Development Board and four sub-committees dedicated to four main sectors for growth; Tourism, Education and Health, Agriculture and Business Development.

The CED Board and sub-committees have been very active and are managing a number of projects in each of the sectors. There is much optimism that a major project will be announced in the near future.

The City has the required residential, commercial and industrial land

base to accommodate expected economic development as well as urban reserve lands if development should exceed supply. The City also has the educational, health, recreation and administrative facilities to complement this growth.

## **Transportation**

The City of Dauphin is located approximately 210 miles northwest of the City of Winnipeg and 110 miles north of the City of Brandon, and north of the Riding Mountain National Park, and is accessed by three major highways – PTHs 5A, 20 and 20A. There is also a bypass southwest of Dauphin linking PTHs 10 South with 5 West. The Canadian National Railway (CNR) services Dauphin with daily freight transportation and Via Rail Canada provides passenger service to and from Winnipeg and Churchill through Dauphin three times weekly. A number of trucking firms service the Dauphin area with extensive daily coverage. Greyhound Canada and Grey Goose Bus Lines provide daily scheduling to all destinations within Manitoba and all major centres across Canada. Air service is provided through the Lt. Colonel William (Billy) Barker VC Airport with scheduled daily flights to Winnipeg by two airlines plus charter service by two airlines. The airport includes all weather facilities, terminal and freight facilities and fuel and aircraft servicing and maintenance. Dauphin also has 24 hour taxi service through two companies and courier services through three companies.

The road transportation services within the City of Dauphin will be dealt with in detail in **PART IV** of this Development Plan.

## **Bio-physical Conditions**

The City of Dauphin is located in a rich farming valley to the north of the Riding Mountain National Park. It is located in an area that was once covered by a glacial lake – Lake Agassiz, of which Lake Dauphin is the only remaining remnant in this area. The topography within the City slopes from an elevation of 299.4 metres (982 feet) above Geodetic Datum at the southwest end of City to an elevation of 286.9 metres (941 feet) at the northeast end of City. The Vermilion River is the only distinguishing land feature within the City.

The Vermilion River traverses the City for a distance of 4 kilometres (2.5 miles) and provides a natural amenity which contributes substantially to the environmental quality of the City. An area of the

City which lies in a northeasterly direction from the Second Avenue NW bridge, below an elevation of 294.2 metres (965 feet), is subject to periodic flooding from the high water of the river as a result of heavy spring runoff or heavy rain. The flood risk maps which are part of the Canada-Manitoba Flood Damage Reduction Agreement show the floodway and floodway fringe areas along the river which are subject to flooding. Generally lands lying in the floodway area shall not be obstructed in any manner to impede water flow and water storage during peak runoff. The slope lands along the river also require set back distances to prevent river bank erosion along the escarpment edge. Lands lying in the floodway fringe require floodproofing and/or remedial measures to prevent flooding. Development along the Vermilion River and its floodway and floodway fringe will be regulated through the zoning and building by-laws.

The vegetation close to the Vermilion River has a very dense tree cover of deciduous trees such as elm, maple and poplar. This tree cover decreases as the distance from the river increases giving way to primarily agricultural land. The soils in Dauphin are essentially Class I and II prime agricultural lands (Canada Land Inventory). The soils along the Vermilion River consist mainly of imperfect to moderately well drained stratified medium and moderately fine textured sediments and these soils have been mapped as Edwards clay loam. Further back from the river the soils have more of a clay texture and have been designated as Dauphin soil series. The Dauphin saline phase is located in the northwest part of City and is a Class III soil and has poorer soil structure and saline conditions.

A number of test holes for major construction projects reveal that the subsurface is generally consistent throughout the area with small pockets of variation. Beneath the topsoil layer the soil profile generally consists of inorganic alluvial clay of varying consistency and depth underlain by glacial till. Lenses of sand, silt, gravel and traces of black organic seams exist randomly in the inorganic clay layer. Sand layers have been randomly encountered at a depth of approximately 6.1 metres (20 feet). Beneath the sand layer a deep glacial till is generally encountered.

Dauphin experiences a typical continental type of climate with dry cold winters and hot dry summers. According to *Canadian Geographic March/April 2000*, Dauphin is the sunniest city in Canada. The average annual precipitation is about 508 mm (20 in.).

## **1.5.7 Economic Conditions and Trends**

### **a) Economic Prospects**

Dauphin has been interdependent with the agricultural economy of the Region. The community has been the centre providing retail, health and administrative services to its population and that of the Parkland. Manufacturing and industrial development, although present in Dauphin, have been of a smaller scale in regards to employment opportunities within the community. Development and promotion of tourism products, events, attractions and facilities are a priority.

Due to the depopulation of the Region, it will be necessary for Dauphin to attract more visitors to maintain its present level of retail and service facilities. Growing assistance to encourage retail development and service industry development are required. To encourage this, community promotion and marketing is essential. Efforts to support and encourage agricultural development as it relates to potential processing and packaging must be ongoing. Local initiatives responding to the industrial requirements require active prospecting within the national and international marketplace, as well as encouraging expansion on the local level.

Dauphin has manufacturing and processing industries that supply products regionally, nationally and internationally including such industries as feed mill, alfalfa plant, plastic plant, prefabricated trusses plant, blind manufacturing, concrete plant, machine works, boat manufacturer and a manufacturer of fishing tackle.

### **Policies**

It is with the intention of attaining a higher level of growth and to permit Council to assist with the provision of employment and income opportunities for the Dauphin residents that the following policies are adopted:

- i) Council proposes to use all reasonable measures and staff resources relative to the City's potential to accommodate suitable industrial and commercial developments. Among the most promising are: tourism; retail development; agricultural processing and packaging; industrial development supported by local initiatives; and through

the recruitment of those industries who have inquired or been recruited through the efforts of the City.

- i) Continued efforts will be made to ensure that the activities of various operating bodies, committees, business organizations and groups are organized and coordinated toward the best possible development for the City.
- ii) Efforts will be made to encourage businesses and industries operating in Dauphin to expand or improve their facilities.
- iii) Council will work in cooperation with local and provincial agencies and authorities in attracting development not only in Dauphin, but to other centres in the region.

### **Land Use Issues and Concerns**

It is the intent of this development plan to address some of the issues facing the City with respect to future development of the residential, commercial, industrial, recreational and institutional sectors of the City. Some of these issues will be identified as requiring additional measures during and following adoption of this Plan. These issues include the following:

#### **Supply of Residential Lots**

The economic slowdown of recent years has resulted in Council and developers not ensuring a good supply of surveyed and serviced lots for sale and development. The City has initiated new partnerships for residential development and servicing by cost sharing some of the expenses with a developer as a loan that will be repaid upon sale of each lot. This will put new lots on the market in the coming year.

#### **Industrial Development**

Certain agro-related industrial developments require a rural location due to the site area required or the adverse effects they may have on certain adjacent uses. This may include industrial operations that directly serve farming activities or which process or store agricultural products. These uses are generally on a

single-lot basis, near or on transportation corridors and do not require piped water and sewer services. Land has been jointly purchased and a development agreement entered into with the RM of Dauphin for an industrial park to be located northwest of the City in the RM of Dauphin.

The City also requires a surveyed serviced industrial park within its corporate limits to provide lots for prospective industrial businesses. Dauphin's future industrial lands are located within the fringe area of the urban area and may require some rural lands from the Rural Municipality of Dauphin and/or partnerships, tax sharing and cost sharing agreements. As the City broadens its economic base by attracting new industries and retains existing businesses, the tax burden will shift away from the residential base. With an aggressive development strategy and new commercial and industrial businesses, former residents will return to Dauphin to work and live.

### **Fringe Development**

The City of Dauphin is the only major urban centre within the Rural Municipality of Dauphin. Being the major centre providing both employment and the services required by the rural areas, the proper development of Dauphin and its fringe area (both within the city and RM) is a matter of mutual concern to both councils. Fringe development, particularly when adjacent to a growing urban centre, may hamper future expansion. The development plan must direct the City's future growth and control the land uses in the fringe area to allow for this future growth regardless of present boundaries.

The main areas of concern regarding the fringe area include development of the existing major transportation corridors in and out of the City, the planning of new transportation corridors, premature unplanned scattered development, the orderly extension of urban utility services, and future expansion of urban residential, commercial and industrial areas.

#### **d) The Canadian National Railway (CNR)**

CNR has changed its policies with respect to ownership and development of land along its transportation corridor and is now selling land to developers and giving the City more control over land use and development. The railway right-of-way runs in a

northwesterly direction cutting the City in half. Many of the heavy industries such as grain elevators, bulk oil plants, fertilizer storage and sales establishments have moved to the outskirts of the city and beyond. There is now a need to change land uses permitted on these lands, particularly in the more central location to a mix of commercial and light industrial uses and to link the central business district (CBD) located on Main Street north and south of the railway tracks.

#### **e) Parking and Loading Zones**

The issues of parking, loading, handicapped parking, sight visibility and vehicular/pedestrian conflicts at non-signalized intersections warrants a functional planning study. Of particular importance are parking and loading within the CBD and parking, loading and access to high traffic generators such as large retail stores, hotels, churches, halls and similar uses. Off-street parking in the downtown area may be provided by the establishment of a parking lot(s) funded by partnership between the city and business community.

#### **Vermilion River Conservation Area**

The Vermilion River corridor centered on Vermilion Park provides a unique green area within the city. It has a very dense tree cover along the river channel and topographic relief in an otherwise flat prairie landscape. It provides home to countless species of waterfowl including refuge in the natural sanctuary provided by the Vermilion River. The natural banks on the escarpment edge of the river are prone to erosion and must be protected from alterations of the channel by landfill and development activities. Moreover, the river is subject to flooding along its banks, particularly in the river flats area during peak water flows. With the cooperation of private landowners, the areas adjacent to the river need to be cleaned up and trails extended for walking, cycling, cross country skiing and the like through the City. The maintenance of existing stands of trees is encouraged as well as promotion of tree planting to replace trees destroyed by Dutch Elm disease.

## **Vision Statement and Action Plan**

In 1998 through a community round table visioning process, the City of Dauphin and the RM of Dauphin have established a vision and action plan for its future. The VISION:

**A community which encourages sustainable economic growth, strengthens and nurtures community spirit and enhances quality of life by building on strengths and pursuing new opportunities.**

The 1998 Round Table Group presented an action plan that an Economic Development Board be formed that includes all aspects of the community. This board was subsequently established to set the direction and mandate of the Community Development Office. The MISSION STATEMENT of this Board:

**Dauphin & District Community Economic Development will act as a catalyst for the future economic direction of the City and Rural Municipality through partnerships with business, agriculture, volunteers, and professionals that will enhance the overall quality of life for its citizenry.**

The Round Table Group also recommended a Strategic Plan for the Community and established four sub-committees for:

- **Tourism and Marketing**
- **Health and Education**
- **Business Development**
- **Agriculture**

The Community Economic Development Office provides staff support for the coordination of volunteers and organization representatives of the sub-committees in developing and carrying out actions within each of the four main Action Areas.

## **Dauphin 2000 and Beyond Strategic Plan**

The City is currently formulating a **Dauphin 2000 and Beyond Strategic Plan** that will guide the activities of the City during the future. This Plan will help to ensure that Dauphin grows and prospers. This Plan will focus on **Community Development** in seven strategic areas:

### **Building the Backbone of Our Community**

**Partnerships**

**Business Development**

**Quality of Life**

**Infrastructure**

**Citizen Involvement**

- **Regional Initiatives**

The Strategic Plan will be consistent with the goals, objectives and policies of the Development Plan.

## **PART II – GENERAL OBJECTIVES AND POLICIES**

### **2.1 Introduction**

The intent of this **PART** is to establish general objectives and policies respecting the development and use of land within all designated areas unless otherwise provided for herein.

#### **General Objectives**

- 2.2.1** To encourage environmentally sound and sustainable economic development and to ensure that development is planned and that land is available for an appropriate mix of uses in quantities reasonably related to demand.
  
- 2.2.2** To encourage development that is consistent with the Vision formulated by the Dauphin and District Community Round Table.
  
- 2.2.3** To ensure that wherever possible, development is compatible and in harmony with other land uses, and takes place in a manner that avoids the creation of dangers to public health, safety and well being and nuisances.
  
- 2.2.4** To minimize nuisances and risks to people and property that are associated with natural hazards or man-made features.
  
- 2.2.5** To ensure that appropriate public services can be extended to new developments in a rational and economic manner.
  
- 2.2.6** To encourage development review processes to include careful considerations of the short and long term costs and benefits which may result from such development.
  
- 2.2.7** To provide a measure of protection for investments in existing buildings and structures, including transportation systems and municipal infrastructure.

**2.2.8** To protect and improve the quality of the physical environment of the City by:

Conserving and improving those areas, buildings or structures which have remarkable natural or man-made features, particularly those features that contribute to the enjoyment of the landscape by present and future generations;

Preservation of sites, structures and areas having historical, architectural and/or archaeological significance;

Control and protection of critical areas such as escarpments and river banks where soil erosion may result if tree cover, shrubs, grasses or other surface-retaining materials are removed or seriously disturbed;

Improvement of the appearance and quality of vegetation and wildlife areas within the Vermilion River Valley so that the beauty of the river valley and its potential as the most visually appealing area within the community can be realized;

Protection and management of areas which, through the maintenance of existing tree cover, water bodies, drainage courses, slopes and similar natural features, enhance the scenic beauty of the landscape;

Encourage a high standard of development along the arterial streets and highways since these immediately noticeable areas often convey a lasting impression of the community;

Initiating steps for maintaining a pleasant environment along urban streets through adequate site planning in residential, commercial and industrial areas;

Encouraging the provision of a pleasant environment in residential areas and a good supply of housing of high quality and varied mix to meet the needs of all citizens;

Improving the quality and structure of buildings within the the central areas of the City in order to reflect the community's conscious identification of the City centre as the focus of major social, cultural and commercial activities within the City;

Promoting the development of a pleasant and interesting atmosphere in all parks, open space and buffer areas

through leadership and direction by the City and active involvement by community groups;

Ensuring that urban forms of development take place in areas that are free of flooding and also where the soil is free from erosion and is structurally capable of supporting development; and

Ensuring that development will not occur in such a manner that Manitoba Surface Water Quality Objectives (1988) are exceeded. This will ensure that uses such as domestic consumption, agricultural consumption, production of aquatic life and wildlife and recreation will not be impaired.

## **2.3 General Policies**

### **2.3.1 Provincial Land Use Policies**

The *Provincial Land Use Policies* are a Regulation under **The Planning Act** and serve as a guide for Council in undertaking and reviewing land use plans and amendments to an existing plan. Once a development plan has been adopted it replaces these Policies as the instrument guiding subdivision and other development in the City.

### **2.3.2 Public Utilities and Services**

Essential activities of government and public utilities and services should be permitted in all land designation areas subject to the Zoning By-law. The Zoning By-law will incorporate standards to minimize incompatibility with neighbouring uses and any buildings or structures should comply with the applicable zone bulk regulations.

In evaluating and approving any subdivision or development proposal, Council will endeavour to consult and cooperate with the providers of public services when appropriate, in order to provide their service in the most economical and efficient manner and to ensure that their service interests and approval functions are effectively coordinated with local development and approval processes.

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Council will continue to encourage inter-municipal cooperation in servicing initiatives with the Rural Municipality of Dauphin.

### **2.3.3 Hazardous Uses**

Facilities and developments that manufacture, handle, store or distribute hazardous materials and uses that have emissions of any solid, liquid or gaseous contaminant including waste, odour, heat and radiation, are subject to the provisions of *The Clean Environment Act* and Regulations thereunder and any applicable by-law of the City of Dauphin.

Hazardous uses are directed to industrial areas where they may be separated from human occupancy areas and buildings and residential development. The Zoning By-law establishes standards for these uses and they will be listed as conditional uses therein. The conditional approval process allows Council to receive public input from adjacent property owners and to make a decision to either reject the proposal or approve it with or without conditions.

Council may request impact studies from a development proponent so that hazards and nuisances may be prevented or mitigated through use of: separation, natural or human-made barriers, operating techniques, building materials, design, location relative to transportation routes and prevailing winds or other means or considerations. These studies may also look at potential for air, soil, or water discharges, the nature of outdoor storage and compatibility with adjacent uses.

### **2.3.4 The Physical Environment**

The following major policies will guide decisions over and above those to be made in a particular land use designation and are within the framework of the general objectives for protecting and improving the physical environment of the City.

#### **Impact Studies**

Council may require from the proponent of a proposal for development suitable impact studies to support that proposal. The impact studies shall serve as a means of ensuring that adequate regard is paid to the possible effects of development proposals on the various environments – physical, social,

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economic, etc. – and to permit adequate assessment of particular proposals. Such studies may be required under the

City's Zoning By-law or on determination by City Council that such a study be a necessary part of any development proposal. The components of the impact study should include the following:

- i) a concise statement as to the general benefits of the development to the community as a whole;
- ii) effect on neighbourhood structure and the general character of any adjacent neighbourhood;
- iii) relation to human needs, locally and regionally, both in the short-term and the long-term;
- iv) effect on the skyline, views and vistas in all directions;
- v) effect on the natural environment: increase in surface-runoff and flooding, soil erosion, vegetation, etc.;
- vi) safety and general welfare including any neighbourhood improvement programs;
- vii) transportation system as a whole including rail relocation;
- viii) income, employment and labour force skills;
- ix) effect on sites, structures and areas having historical, architectural and/or archaeological significance;
- x) municipal sewer and waterworks systems;
- xi) tax benefits to the community (tax base, assessments, land values, etc.);
- xii) cost benefit analysis; and
- xiii) if applicable, determination of any impact on the water quality of the Vermilion River.

- i) Development proposals for sites having distinguishing topographical features shall be accompanied by reports and analyses of conditions, prepared by qualified planning and engineering consultants. These reports shall deal with the impact of the proposals on the surrounding environment, on adjacent lands, and the measures required for erosion control, bank stabilization or alleviation of possible drainage problems.

In planning for the development of land which has distinguishing topographical features, such features shall be taken into account. Included here are: hillsides and relatively steep slopes which may be subject to erosion or slides; flat, or relatively flat, areas where water ponding and drainage problems occur, or are likely to occur; and riverbank areas subject to constant or periodic surface water erosion.

On steep slopes, the types of grouping of residential dwellings shall be based on lot grading plans prepared by qualified engineering consultants. Both residential and other types of buildings shall reflect careful consideration of the right of nearby properties to share or enjoy the view afforded by the topography. This concern should be reflected in the height and placement of all buildings.

Ravine areas, water courses and other natural features which would not only facilitate drainage but also enhance the value of residential and other development should be preserved by integrating them into the design of the subdivision.

Council may require the developer to provide the necessary soil tests to determine the suitability of the soil for any proposed development. The characteristics of most soil types in Dauphin are suitable for urban forms of development, however, there are isolated pockets of exceptions to this suitability. Where it is determined that the land is unsuitable for urban type developments by reason of a high water table, soil instability or other constraining soil conditions,

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Council may consider purchasing this land for the purpose of adding to the open space areas or may require that such undevelopable land be dedicated

to the City as a condition of approving a subdivision.

It will be the policy of the City Council to encourage and promote the preservation of substantial or noteworthy single trees or stands of trees and shrubs especially where much vegetation will add to the natural beauty and amenity of the area and to replace trees destroyed by Dutch Elm disease. In furtherance of this policy, Council will expand the existing program of tree planting by the City's Community Joint Recreation Commission and by civic groups in appropriate areas, such as along major arterials or in Vermillion Park. The maintenance of existing stands of trees and promotion of tree planting schemes are considered to be important aspects of any program for protecting and improving the physical environment in neighbourhoods, parks and open space areas.

No development of permanent buildings and structures, other than a fence or sign, shall be permitted in areas known to be prone to flooding. This does not preclude the development of tree and shrub nurseries or tree and shrub planting. When development is proposed for these areas, Council may request the developer to provide all necessary information regarding flood potential and proposed flood protection or prevention. The Development Plan and Zoning By-law shall provide for the integration of *The Canada-Manitoba Flood Damage Reduction Program* and the Flood Risk Maps designating areas within the City of Dauphin as being either in a flood risk area or floodway of a 100-year flood. In conjunction with this, Manitoba Hydro has agreed to not knowingly proceed with the construction of an electrical service extension in an area designated as Flood Risk Area until such time as a Building Permit or some other form of authorization to proceed with the building is provided.

Necessary steps to stabilize the Vermilion River banks as well as land filling and any other physical alterations to the natural banks or the escarpment

edge of the Vermilion River shall be permitted only after Council has approved the work.

Due to recent problems with flooding, every effort will be made to prevent any alterations to the river channel or flood plain that may reduce a flow of water in the Vermilion River. Any approvals by Council will be given after consultation with the Water Resources Branch of Manitoba Conservation.

### **2.3.5 Transportation**

The provincial highways system contained within the City consists of PTHs 5A and 10A, 20A and PR 362. When development is contemplated adjacent to these highways, Manitoba Transportation and Government Services should be consulted and their Statutory Regulations adhered to.

**PART IV** of this Plan contains detailed objectives and policies with respect to the planning of lands in the vicinity of the existing provincial highways and the network of local streets that must be tied in with the provincial system. The purpose of this section is to establish general objectives and policies for transportation planning within the City. The primary role of the provincial highway system is to move goods and people safely and with minimal interruption. The planning of development and the City transportation system adjacent to the provincial highway system, within the urban context, must be compatible with the primary role of the provincial highway system.

#### **Objectives**

To sustain the economic viability of Dauphin, promote sustainable economic growth, and prevent negative environmental and economic consequences to land uses adjacent to provincial highways;

To maintain and improve the high level of service and safety in the province's highways;

To protect the public investment in existing highway facilities and prevent premature obsolescence of the existing transportation network; and

To minimize disruption to local development in the future and reduce the cost to the public for local acquisition when highway upgrading is required.

**b) Policies**

The policies of **PART IV** and the maps attached to this Plan shall identify the existing major highways and policies to ensure the protection of provincial highways and adjacent land uses.

Compatible land uses (for example, agriculture and highway commercial operations) may be permitted adjacent to major provincial highways where interference with other resources is minimized and the safe and efficient operation of the highway is maintained.

Proposed developments and subdivisions adjacent to the provincial highway system should be guided by an overall concept plan that establishes an internal road network that ties in with and complements the existing and planned highway network of the area so as to minimize the number of access points on a highway. The development shall be reviewed by the Province prior to approval to determine whether and to what degree:

the development may have a detrimental impact on the safety and function of the highway;

the highway may have a detrimental impact on the development;

the development may lead to further development that is contrary to policies contained herein; and

appropriate functional improvements and environmental mitigative measures may be incorporated into the development.

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If a review determines that development should proceed appropriate functional improvements and environmental mitigative measures should be incorporated into the development.

Development which contributes to the evolution of a row of lots each relying on direct access to the highway

shall not be permitted unless development has already occurred to the extent that this policy cannot be fully applied.

Subdivisions along PTH 5A and 10A South shall not be permitted unless provisions suitable to the Province are made to accommodate future highway upgrading which may include four laning with service roads if necessary.

### **2.3.6 Heritage Resources**

Proclamation of **The Heritage Resources Act** in 1986 put into place mechanisms for expanded local participation in the Historic Resources Branch programs. Historic Resources Branch programs such as the *Designated Municipal Heritage Building Grants* and the *Heritage Resources Impact Assessment Program* enable the local community to participate with the province in recognizing the importance of heritage resources. The *Town of Dauphin Heritage Advisory Committee* was formed in November 1994. **The Heritage Resources Act** enables heritage sites to be protected through either provincial or municipal designation. There are three provincially designated sites in the City of Dauphin: the former Dauphin Town Hall; the Ukrainian Catholic Church of the Resurrection and the Dauphin Canadian National Railway Station. The designation of these sites indicates that the City is proactive in protecting heritage resources. Any terms used herein shall be as defined in **The Heritage Resources Act**.

#### **a) Objectives**

- i) To identify heritage resources in the City;
- ii) To preserve and protect the heritage resources; and
- iii) To encourage public awareness of, understanding of, and appreciation for the heritage resources.

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#### **b) Policies**

The City shall encourage the local municipal heritage committee to identify, commemorate and protect heritage resources and to provide a source of advice on heritage issues;

The City shall endeavour to preserve and protect its heritage resources through the judicious use of the zoning by-law, subdivision approval procedures issuance of development permits and designation of heritage sites;

- iii) As a condition for the approval of a subdivision, demolition permit, or the issuance of a development permit, the applicant may be required to show that a historically, architecturally, or archaeologically significant site or structure is not being endangered; and
- iv) City resources are limited and the City will only be able to complete one large heritage project at any given time.

## PART III – LAND USE AREAS

### 3.1 Introduction

**Development Plan Map 1** is a conceptual illustration of the land use designations within the City of Dauphin. The conceptual illustrations provide a means of representing and designating the complex form of the different development areas. The Map designates areas for residential, commercial, industrial, open space/recreation, institutional and reserves all other land for urban expansion. Engineering studies provided information on service provision and infrastructure from which projections can be made for the most suitable areas for urban expansion.

The new plan has been changed by simplifying and consolidating the existing and proposed land use designations into one designation for each land use category. Lands that have existing development under way in an area, have prepared concept subdivision design plans and/or are readily serviceable are designated for specific land uses. An exception to this is the commercial lands extending out from the *central business district* (CBD) including residences along Main Street South which are designated for commercial use but zoned for the present residential use. Also the industrial lands along the CNR right-of-way, particularly near the CBD and residential areas, are redesignated for commercial or commercial/light industrial uses since heavy industrial uses have moved to the fringe areas of the City and beyond. All other lands will be reserved for future urban usage.

The following subsections provide a statement of **Goal, Objectives** and **Policies** pertaining to each of the land use designations represented in the City of Dauphin.

#### Residential Area

Residential land is the major user of space within the City of Dauphin. The provision of most municipal services and other community facilities is directly or indirectly related to the residential developments within the community. The policies adopted for this particular land use are based on present housing trends and various critical factors, which may alter future housing types and demands. The Zoning By-law will provide appropriate zones for the various residential uses.

The following **Goal, Objectives** and **Policies** shall apply to all lands designated *Residential Area* on **Development Plan Map 1**.

### **3.2.1 Goal**

To provide for a safe, healthy, functional and aesthetically pleasing environment, meeting the land and housing needs of all residents of the community.

### **3.2.2 Objectives**

To achieve this goal, the following objectives have been identified:

a) To ensure the availability of an adequate supply of residential land to meet future housing needs;

To encourage the provision and maintenance of adequate housing and housing types to meet the needs of all the residents;

To ensure the provision and maintenance of services ancillary to residential development; and

To facilitate access to places of work, shopping, education, recreation, and all major social activities.

### **3.2.3 Policies**

Based on the present trend and the availability of services, the direction of new residential expansion shall occur firstly to the south and secondly to the east of the present built-up areas of the City.

Existing or proposed subdivisions of Lilac Crescent/Iris Street, extension of Kirby Ave. E., the Komarniski property (SW 11-25-19W) and the Mountview property (N ½ 3-25-19W), if fully developed, could provide for a future population of over 10,000 persons. Any further development will require expansion into the urban reserve areas and/or acquisition of additional lands in the RM of Dauphin.

The development of lands designated for residential use should be guided by the following principles:

a) On lands being designated for immediate or reserved for long-term residential development, the existing use, primarily agricultural, will continue until the land is required, and the zoning shall reflect this;

- ii) Because of the present supply of serviced residential land, priority should be given to the development of lands already serviced;
- iii) Because of the time required for planning and development, a suitable stock of serviced land should be developed and made readily available to satisfy demands as they arise;
- iv) This general policy does not preclude small scale residential developments in any other direction provided major capital expenditures are not required; and
- v) On urban reserve land located within 402 metres of the City of Dauphin closed waste disposal ground located on E 1/2 of SE 22-25-19W, no development shall be considered or approved unless the developer can conclusively demonstrate through the services of a consultant engineer that methane gas generation will not create a problem in the buildings to be erected.

Provision shall be made for a wide variety of housing types in an environmentally pleasant residential setting. The types will include not only single-family, duplex, apartment, and townhouses, but also planned unit development, condominiums and mobile homes. Detached single-family dwellings presently account for 70 percent of the latest number of housing units. The percentage of multiple dwellings may increase as a percentage of the total new housing stock, and place a greater demand for these units in the future.

Council adopts the following policy guidelines to assist in determining appropriate locations for various densities of housing within the broadly designated residential land use:

- i) **High density:** Housing development in the form of multiple housing, apartment blocks and the like with a density of over 20 units per net acre, a net acre being land that is devoted to residential buildings and accessory uses but excluding land for streets, parking, playgrounds, and non-residential buildings. These should not be mixed with conventional single-family detached housing, but may be located on the periphery of single-family dwelling areas providing that care is taken to protect single-family areas from any anticipated adverse effects. Where high density

development is proposed adjacent to single-family dwelling areas or where it would conflict with the adjacent land uses, a buffer should be incorporated in the design. Generally speaking, high density projects should be located, where possible, close to community facilities and in or near commercial areas such as the central business district and/or places of employment. Sites having access to a major arterial street would also be desirable. Sites at or close to an intersection or two arterial streets and those sites within walking distance of a possible future transit mode, i.e., bus stop, would be preferred.

In areas of new development, such as south of Whitmore Avenue, the location of all housing areas, densities and types should be determined before permitting any subdivision of land.

In the existing developed area, appropriate locations perhaps would be on Main Street and along Mountain Road. High density housing may be located in the commercial and downtown areas. In such cases utilization of ground floor for commercial purposes will be encouraged.

- ii) **Medium Density:** Such as townhousing, four-plexes, walk-up blocks with densities under 20 units per net acre. In Dauphin most of the multiple housing development would fall in this category. Location criteria for medium density housing projects would be similar to those for high density projects.
- iii) **Low Density:** The conventional form of single-family housing, a dwelling on its own lot with front, rear and side yards results in low density development. Variation in density within this category results from variations in lot sizes. Because of variation in lot sizes the Council would consider all developments of seven lots per gross acre or less as low density development.
- iv) **Planned Unit Development:** Strict separation of housing on the basis of density criteria may not always be desirable or feasible. The City recognizes that a mixed form of housing if properly planned and designed, can create a very attractive and satisfying residential environment. In this type

of project, housing forms can be mixed not only on the basis of densities but special types of housing, such as elderly persons, can be located in such projects. For these projects proper planning and design are of critical importance and must be handled with utmost care.

- v) **Specific Purpose Housing Projects:** The most frequently proposed projects for a specific purpose are public housing, low income housing and senior citizen or elderly persons housing. In some cases the proponents represent a government agency, in others proponents have financial support from government. In most cases such projects are of medium to high density. The plan does not suggest any specific locations for such housing as they should be located in any of the residential areas depending upon the type and density proposed. The City should ensure that there is no undue concentration of any specific purpose housing in any single residential area.
  
- vi) **Mobile Homes Area Development:** It is being generally accepted that mobile homes should be treated as single-family dwellings. Acceptance of mobile homes by the public-at-large has increased over the years not only because they are relatively cheaper but because mobile homes are becoming less mobile, taking on some of the characteristics of conventional housing. Some mobile homes are referred to as prefabricated and assembled housing but these must be considered carefully since the high cost of housing means that even the traditional house building industry is undergoing changes which include prefabrication of components.

In view of the above the City shall consider proposals for mobile homes as follows:

**Mobile Home Parks:** These are developed for renting or leasing sites to mobile home owners. The City will consider these parks as housing developments and will require that these be developed and serviced to the same standard as any other single-family conventional housing area of comparable density in terms of persons per acre. This may require provision of tot-lots and park facilities for the tenants. Because of small size, some facilities are not available within a mobile

home or on its lot, e.g., laundry, garage, storage facilities. Provision for such facilities, e.g., laundromat, storage facilities and room for storage of boats, snowmobile and the like would be required within the park Council will review these requirements in zoning and building by-laws from time to time.

- B) **Mobile Home Subdivisions:** The mobile home subdivisions where lots are sold to individuals to locate their mobile homes should be treated in the same manner as any other subdivisions. Location of such subdivisions should be determined by Council.

It is important that ancillary services be provided for residential development. Presently in the built-up residential areas of Dauphin, the provision of services such as sewerage, water and schools is adequate, however, neighbourhood parks in terms of site area and development are inadequate. The geographic location of park facilities are not as centrally located and accessible as current recreation planning practices would suggest.

- i) In order to ensure that facilities such as schools and parks are conveniently located, the neighbourhood concept will be employed in all new residential development. This concept is described more fully in the *Open Space/Recreation Area, Subsection 3.5* of this By-law. In planning and developing of residential areas, parks and recreation areas should be centrally located in each neighbourhood maximizing pedestrian and vehicular segregation. The same concept also applies to elementary schools although it is recognized that not all residential neighbourhoods can be provided with an elementary school.
- ii) Residential planning shall take place in consultation with the agencies responsible for the provision of municipal, protective, school, park and recreation facilities in order to ensure that the residential areas are adequately developed and serviced.

In order to prevent piecemeal land fragmentation and to ensure that facilities are properly located and provided for, an overall concept

plan of the new residential areas shall be prepared before subdivision is permitted.

An increasing number of persons are self-employed working in their home or contracting with their employers to work out of their home. This type of employment should be encouraged and for some may be a first step to a full fledged business which could relocate to the appropriate commercial or industrial area providing additional employment and economic activity.

Home-based businesses will be permitted in residential areas when they are carried on entirely within a residence or its permitted accessory building and are run by one or more of the residents living in the same dwelling. Home-based businesses are secondary to the primary residential use and provide supplementary income and income for self-employed persons. The presence of the business should not generate significant levels of traffic or otherwise have adverse effects on neighbouring land uses. The regulation of home-based businesses shall be specified in the Zoning By-law.

Transportation services and circulation patterns shall be a major consideration in residential planning and should be guided by the following principles:

- i) Residential neighbourhoods should be bounded on at least one side by a collector or arterial street providing ready access to shopping and working areas;
- ii) Design of circulation facilities in residential areas should maximize pedestrian-vehicular segregation;
- iii) Crosswalks on arterials and collectors should be provided and clearly signed in residential areas at regular intervals. In new areas this should be a requirement within the development agreement during the initial stage of development approval; and
- iv) Buffer strips should be provided adjacent to all arterial streets abutting residential areas.

### **3.3 Commercial Area**

Commercial development in Dauphin occurs in two major forms: core area commercial activities in the central business district (CBD), and non-CBD commercial development. Because of the variation in the types of commercial activities in the two forms, policies will be proposed for each. The Zoning By-law will provide appropriate zones for the various commercial uses.

The following *Goal*, *Objectives*, and *Policies* shall apply to all lands designated *Commercial Area* on **Development Plan Map 1**.

#### **3.3.1 Goal**

To create pleasant, stimulating environments in all shopping districts so as to maintain and strengthen all commercial activities in order to encourage their greater use and thus maximize the potential for establishing viable, enjoyable shopping areas for the City and its region.

#### **3.3.2 Objectives**

The primary objectives of commercial development planning in Dauphin are:

a) To ensure the continued functioning of the City as a regional focus for commercial, cultural and social activities particularly through efforts and policies designed to achieve an improved central business district (CBD);

To provide for the establishment of such neighbourhood commercial facilities as might be required to properly service local neighbourhoods;

To encourage the orderly growth of such specialized commercial operations as might better service local, regional and tourist trade; and

To provide suitable locations and standards for the establishment of such other commercial areas which should not be located within the CBD.

### 3.3.3 Policies

#### a) *Central Business District*

The Central Business District forms a concentrated focal point for the City's shopping activities, providing shopping patterns which allow the downtown to act as an outdoor shopping mall. To ensure continued growth and strengthening of the CBD the following policies are being adopted:

- i) The CBD should be maintained as the most intensive commercial, business, social and cultural area of the City, serving the region as well as the City. It should continue to be multi-functional in nature, containing:
  - A) the main retail area of the City;
  - B) the largest office buildings and hotels;
  - C) most administrative services, including government offices;
  - D) major social, cultural and recreational facilities; and
  - E) high density apartments as deemed appropriate.
- ii) The CBD should contain the main pedestrian-oriented retail shopping area of the City. Existing retail activity and the addition of new retail activity should be encouraged in the CBD. To this end, any new regional shopping centres, as distinct from neighbourhood shopping facilities, should be carefully scrutinized over the next decade until the level of population and family incomes can support another shopping centre outside the core area.
- iii) A physical beautification program shall be continued and expanded, where possible, to improve the appearance of the core. This will be accomplished through the addition of trees, planters and various types of street furniture. Improvements to the appearance of existing building facades and a higher standard of sign design, maintenance and safety will be promoted.

- iv) As signs are placed or erected within the CBD they shall conform to the Zoning By-law and any other applicable by-laws in terms of appearance, size, projection, height and effects on adjacent properties.
- v) In consideration of development proposals which involve historically important or unique buildings, sites or areas Council shall take any steps warranted to preserve the character of the building, site or area including using the provision of **The Heritage Resources Act (1986)**.
- vi) To improve the aesthetic and physical environment of the core, properly maintained treed areas and small parks shall be established where pedestrian traffic and activity are most intensive within the core. There should also be areas for passive recreation to serve the needs of elderly citizens living in suites and apartments within the CBD.
- vii) Adequate and suitably landscaped parking should be provided within the CBD. The City shall require the provision of parking space for each new business or institutional use within the CBD through the zoning by-law. If the need arises the City may consider establishing a parking reserve fund in order to ensure adequate parking is available downtown.

b) *Non CBD Commercial Development*

The major emphasis herein has been placed on the central business district, but it should not be interpreted to mean there is a lack of interest in the other areas of commercial development. The other areas include:

- the Dauphin Market Place Mall;

the general commercial and light industrial uses located on the periphery of the CBD and the major thoroughfares and along the CN ROW;

the neighbourhood convenience stores; and

the commercial highway developments.

These all play an important role in providing essential services.

The following policies are adopted to assure both provision and control of commercial development outside the CBD.

- i) The Dauphin Market Place Mall located on Main Street South (PTH Nos. 5A and 10A) is a major shopping centre for the Dauphin Region. The establishment of additional major shopping centres shall not be permitted without the provision of an impact study by the developer. The impact study should specifically determine the effect of the shopping centre proposal on the viability of the CBD, other commercial areas including the existing shopping centre and any other land use area that may be affected.
- ii) The commercial areas located on the periphery of the CBD are uses that are not confined to traditional core-CBD enterprises and are physically removed from the core. They are located in a linear fashion along major and other thoroughfares including the CNR lands adjacent to the rail ROW leading out from the downtown providing a transitional zone between the intense commercial activity of the downtown and the residential areas surrounding it. The Zoning By-law shall provide for a mix of light industrial and commercial uses for the commercial lands abutting the CN ROW.
- iii) Individual convenience or small commercial stores including compatible planned commercial developments shall be permitted and may be located where required within residential areas to supplement the higher level commercial development by meeting day-to-day shopping requirements. The Zoning By-law shall zone existing commercial stores within residential areas to a neighbourhood commercial classification. Any new development shall  
  
be located adjacent to a major thoroughfare on a corner site;  
  
not cause undue traffic or interfere with traffic movements;

- C) be subject to a zoning amendment allowing a neighbourhood commercial zone in a residential area; and
  - D) be subject to a development agreement pursuant to **The Planning Act** including, but not limited to, parking requirements, buffering and landscaping and design standards.
- iv) Highway commercial uses generally serve the travelling public or require large sites and/or a highway location making a central location not viable. These uses will be permitted on lands abutting the provincial highway system that have been appropriately designated for such use. The design of these areas shall eliminate individual site access to the highway in favour of joint access such as service roads or preferably an internal road system not aligned to the highway.
  - v) Developments on highways 5A & 10A South, 20 & 20A shall take into account those policies stated in **PART IV – MUNICIPAL SERVICES**, regarding right-of-ways, services, roads and intersections.
  - vi) The City shall regulate future highway development through the requirements of the Zoning By-law and the subdivision and development approval processes. Developers will be encouraged to improve the total visual impact of strip highway development through the following guidelines:

Buildings - a continuity of building designs and styles will help eliminate the present disorganized assemblage of buildings.

Site area – storage and display areas and parking space shall be better controlled to prevent unsightly and distracting displays of equipment and materials.

Utilities and Services – utilities and services to the premises include utility poles and street lighting, drainage ditches, surface pavement and entrance and exit points shall be carefully designed.

Identification and advertising signs – the number and variety of signs along major highways shall be designed and located to enhance the overall appearance and effectiveness; and

Landscaping and buffer zones – landscaping and buffering can be used to provide continuity between the various sites as well as enclosing storage and display areas.

- i) It is recognized that lands shown for future commercial use may take years to develop. In the interim the existing use, primarily agricultural in the outlying areas and residential along Main Street South, will continue until the areas are required for commercial development and the zoning shall reflect this.

### **3.4 Industrial Area**

Dauphin's present industrial areas are located along the CN right-of-way and in the northwest and southeast areas of the City. Two significant things have happened in recent times: (1) CN now sells properties along its transportation corridor for both commercial and industrial development, and (2) the City and RM of Dauphin have entered into joint agreement for purchase and development of land within the RM, immediately adjacent to the City, for an industrial park. The City, however, still requires additional serviced industrial lands to accommodate smaller holding industrial businesses within its own boundaries.

The following **Goal, Objectives** and **Policies** shall apply to all lands designated *Industrial Area* on **Development Plan Map 1**.

#### **3.4.1 Goal**

The goal of planning industrial development is to develop efficient, attractive and well-planned industrial areas serving the interests of industry, the City and its residents.

### **Objectives**

In fulfillment of this goal the following objectives have been identified:

To make available an adequate supply of serviceable land in an economic manner in appropriate locations to meet the ongoing needs of the City for various types of industry;

b) To ensure that industrial areas provide for a safe, healthy working environment;

c) To reduce or eliminate conflicts between industrial and other land uses; and

d) To ensure servicing needs can be met.

### **3.4.3 Policies**

#### **a) Industrial Areas**

Northwest Area: Because of the limited capacity of the City's sanitary sewage collection and water distribution system in this location, industries in this area shall be limited to those requiring generally large site areas and minimum use of municipal sanitary sewage and water services.

ii) Southeast Area: The areas designated for industrial use include land within the triangle northeast of Mountain Road and Whitmore Avenue East, land located southeast of Mountain Road and Whitmore Avenue East and land located adjacent to the southeast boundary of the City of Dauphin. Development of this area shall be preceded by the preparation of conceptual plans taking into consideration servicing and transportation requirements. Since the areas border the RM of Dauphin and due to the configuration of the existing sites, land may be required within the RM either by annexation or inter-municipal partnerships involving tax and cost sharing agreements.

iii) CNR Tracks Area: Any future development of the CNR right-of-way located between Second and Third Streets

NE and Mountain Road near residential and commercial areas shall be restricted to light industrial uses that will not have a negative impact on adjoining properties and shall include retail and commercial uses.

iv) Development Outside of Designated Areas Expansion or rebuilding of industries outside of designated industrial areas, such as along major highways, shall not be permitted.

v) Development in the RM of Dauphin: The City of Dauphin and the RM of Dauphin cost share two industrial areas located in the RM of Dauphin. These include industrial development south of Dauphin at the Dauphin Airport and a proposed industrial park located northwest of Dauphin.

b) Industries presently located in non-industrial areas should be encouraged to relocate to the appropriate industrial area. This particularly applies to those industries that have a negative impact on adjoining properties. Should relocation of existing industries be impractical, steps should be taken to minimize the negative impact on adjoining property.

c) To ensure that industrial development is established and maintained in accordance with current planning practice, the City's present zoning regulations for industrial development shall be reviewed giving consideration to such items as permitted uses in the different areas; design standards including space requirements and circulation, parking and loading facilities; landscaping, fences, lights, signs, etc. and performance standards.

d) It should be ensured that industrial enterprises do not negatively impact on the environment. The developer may be requested to provide environmental impact assessments if it is deemed to be necessary.

In order to prevent piecemeal land fragmentation, an overall concept plan shall be prepared before subdivision is permitted. This plan should address road and rail transportation to and within the area and municipal utility services.

New or expanded industry should be evaluated to ensure that servicing requirements can be adequately and economically met both in terms of collection and treatment.

- g) Expansion of development of industrial lands should be staged taking into consideration servicing patterns. Priority of development should be given to lands already serviced.
- h) Industrial areas which border on residential areas shall be adequately buffered to minimize potential conflicts.
- i) Residences, except for essential caretakers' residences, shall not be permitted in an industrial area.
- j) It is recognized that lands shown for future industrial use consist of large acreage and may take years to develop. In the interim the existing use, primarily agriculture, will continue until the area is required for industrial development.

### **3.5 Open Space/Recreation Area**

Most of the parks and recreation facilities and programs are provided publicly by the City through the *Dauphin Joint Recreation Commission* or through joint use of facilities and programs with the School Board. Private commercial recreation facilities complement these programs and facilities by providing additional opportunities for recreation.

Parks are those open spaces which are used primarily for providing a variety of active as well as some passive recreational pursuits. Open space areas are considered to be those areas whose size, shape, location or physical characteristics are such that their primary use is restricted to passive activities or visual effects. These would include environmental and conservation areas such as the lands adjacent to the Vermilion River, buffer strips separating and providing visual barriers between conflicting land uses and other incidental amenity areas. Open areas should be treed or allowed to revegetate. The intent of this section is to establish objectives and policies that will make space, facilities and programs available on both a neighbourhood and community basis.

The following **Goal, Objectives** and **Policies** shall apply to all lands designated *Open Space/Recreation Area* on **Development Plan Map 1**.

#### **3.5.1 Goal**

To provide land for recreational activities and open space amenities for the individual and group enjoyment and benefit of all.

### 3.5.2 Objectives

- To ensure the availability of adequate land in appropriate locations to meet the ongoing needs of the City and the region;
- To ensure that open spaces are developed in order to contribute to the enhancement of the environment, livability and attractiveness of the City;
- To preserve for the enjoyment of the present and future residents of the City those areas which have aesthetic value and scenic characteristics;
- To provide for the use of open space and landscaped buffer areas to separate non-compatible land uses and protect each from adverse and undesirable effects; and
- To ensure that the present administrative structure for parks and recreation is adequate to provide efficient recreation programming and guidance for the prioritization and financing of major facilities.

### Policies

To ensure that present and future recreational facility requirements are identified and to prioritize the provision of these facilities, the City of Dauphin has prepared a Recreation Master Plan. This plan provides the City with a long range master plan that identifies and prioritizes the recreation needs of the community and examines the possible restructuring of the existing administration of recreation.

The Recreation Master Plan will guide Council in the restructuring of the existing administration of recreation and in the implementation of policies and programs contained therein.

- b) Where areas are being subdivided for new residential developments Council may require the owner or developer to provide land for parks, recreation or open space purposes within the development in accordance with the provisions of **The Planning Act.**

- c) Parks, recreational areas and open spaces should be distributed throughout the City to ensure easy access by all residents. **Development Plan Map 2** identifies several residential neighbourhoods including the location of existing schools and parks. Park and recreation facilities should be provided for in each neighbourhood to meet the needs of all residents, particularly tots and young children. These facilities should be accessible without the need to cross major transportation corridors. The neighbourhoods may be expanded or additional ones added as the City expands its residential areas.
- d) Areas which will provide visual enhancement, a buffer between areas with incompatible uses or which are unsuitable for development due to terrain factors, should be retained and developed as open space areas.
- e) Although there are small parks distributed throughout the City provided for local play and wading pools for young children, the policy will be to develop and maintain neighbourhood parks within all areas of the City and use school yards for active and passive recreational use. The only area that could presently fall into this classification is Meadowlark Park located east of the intersection of Kraim Avenue and Mountain Road. Existing school properties provide additional sites for recreational use in cooperation with the School Board.

The DMCC grounds and Vermillion Park provide facilities for not only the city residents but also persons from outside the City as well. They are close to the downtown area and are easily accessible from all parts of the City. Both areas are heavily used during special events such as the Dauphin Fair, the National Ukrainian Festival, many organized sporting events and for group picnics. These facilities should be expanded and upgraded to provide a wider range of recreational activities.

Future development of large recreational facilities should be directed to the DMCC facility. Also continuing development of Vermillion Park in accordance with existing conceptual plans (eg. agreements with Ducks Unlimited for the dead river) is encouraged.

Development and operation of the park and recreation facilities by the private sector will be encouraged. These programs will not normally replace programs provided by the community but may be operated on a commercial basis such as roller rinks, bowling alleys and the like.

When the priorities have been established regarding recreation facilities, the funding for same will be through a combination of City allocations and funds raised by community groups and/or service groups. Normal maintenance, supervision and administration would rest with the Recreation Commission. Coordination with the Dauphin-Ochre School Division to encourage joint use and development would be an integral part of this program.

To ensure that all parks and open space areas contribute towards the enhancement of the environment and livability of the City, a landscaping program for all these areas will be encouraged. In addition, all parks and open space areas should be well maintained at a level relative to its use and potential use, to provide safe, hazard-free and visually attractive environments. This maintenance will be achieved by both public and private participation. Major areas are public responsibility and minor areas such as boulevards are private responsibility.

### **The Vermilion River Conservation Area**

This special area is established with the following intent and purpose:

- i) To preserve and enhance the natural character and beauty of the Vermilion River within the City of Dauphin and preserve vegetative cover along the Vermilion River Valley;
- ii) To ensure bank stability;
- iii) To protect private property (land and buildings) either existing or potential from flood and/or erosion damage;
- iv) To ensure the natural unimpeded flow of the waters of the Vermilion River by protecting the natural floodway and thereby not aggravating upstream or downstream damage during times of flood; and
- v) To encourage positive conservation and recreation-oriented programs by both public and private

groups so that the Vermilion River Valley will be a source of pride for the people of Dauphin. These programs could include:

clean-up of the river bed and bank;

tree planting;

bank stabilization;

public parks and trails;

private recreation facilities; or

the use of the Vermilion River Valley as an educational resource through the initiation of environmental study programs in local schools.

The following policies are adopted to further this intent and purpose:

- i) The Vermilion River Valley is designated as a linear open space area as shown on **Development Plan Map 1**.
- ii) The shorelands within the limits of the Vermilion River Valley may be subject to the taking of a public reserve pursuant to the pertinent Section of **The Planning Act**, as a condition of approval of any subdivision therein.
- iii) The Zoning By-law shall implement this area by defining relevant terms, prescribing regulations, implementing a review mechanism for development proposals and designating the area as a Special Area whose provisions apply over all zones within its boundaries.

### **3.6 Institutional Area**

Generally speaking, institutional uses are those uses which provide a public

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or semi-public service, usually on a non-profit basis. The institutional land uses may fall within one of the following groups: large institutions such as medical, educational, religious, governmental and similar uses; social and

cultural establishments; and personal services such as day care centres, senior citizens' centres and similar uses.

The following **Goal, Objectives** and **Policies** shall apply to all lands designated *Institutional Area* on **Development Plan Map 1**.

### **3.6.1 Goal**

To guide the development of institutional uses in order to promote developments whose location and character will maximize their position and impact upon the community and the general public.

### **3.6.2 Objectives**

In keeping with this goal, the following objectives have been identified:

a) To ensure availability of adequate land in appropriate locations to meet the institutional needs of the City and region;

To ensure that institutional uses are developed in a manner harmonious to the environment and in keeping with the character of the area; and

To provide a system whereby the level, distribution and quality of public services, amenities and institutional uses can be delivered on a rational basis to each neighbourhood.

### **3.6.3 Policies**

Within the broad framework of the goal and objectives, the following policies will guide the location and development of future institutional uses.

Social and cultural institutions serving the City and region shall be encouraged to locate in or close to the downtown area so that these facilities are easily accessible to the entire community.

Major institutional facilities requiring large tracts of land shall be encouraged to locate in the areas east and south of the present

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built-up areas of City. The intent of this policy is not to restrict existing institutional uses in their present location.

c) Site area development requirements shall be established in the zoning by-law where practical. Where it is deemed impractical

to establish such requirements, provisions will be made in the zoning by-law for reviewing the impact of the proposal on the municipal services and surrounding area before development is permitted.

Neighbourhood oriented institutional facilities such as schools, churches, day care facilities and the like shall be encouraged to locate within the neighbourhood area they serve.

Neighbourhood institutional uses which locate in residential areas should give due consideration to minimizing any adverse impact on the surrounding residential environment.

The design of institutional buildings should be in keeping with the character of the area.

In the best interest of the community in terms of minimizing capital expenditure, a coordinated effort will be taken to provide future school sites. Major capital expenditures for school construction is the responsibility of the Department of Education, however, land for school sites and municipal services is the responsibility of the community. Capital costs can be reduced when the required site area is provided out of public reserves as permitted under **The Planning Act**, if efforts are co-ordinated in advance of the actual construction.

### **3.7 Agriculture Urban Reserve Area**

Lands located in the fringe areas of the City of Dauphin are not immediately required for urban usage. The following **Goal, Objectives** and **Policies** shall apply to all lands designated *Agriculture Urban Reserve Area* on **Development Plan Map 1**.

#### **3.7.1 Goal**

To reserve large tracts of land in an unfragmented state for future urban development.

### **1.0.0 Objectives**

- a) To ensure that these areas remain available for urban development in the long-term future;
- b) To ensure that developments and activities which occur in these areas will be compatible with other development within the community, and
- c) To limit and regulate development in the interim allowing the existing use, primarily agriculture, to continue until the areas are required for urban development.

### **2.0.0 Policies**

- a) Lands within these areas may be used for general agricultural activities such as cereal crops and forage crops;
- b) Since this area is being reserved for future urban usage, development should be limited to the existing or appropriate agricultural or open space type uses;
- c) Non-agricultural developments will generally not be allowed within these designated areas, until such time as an overall plan has been prepared illustrating the layout of future roadways, building lots and servicing systems (sewer, water, hydro, telephone and gas), and until the area has been redesignated for development; and

Any proposed development in or close to an area identified as a potential key access point for future development should be scrutinized to ensure that the potential for street access is protected.

## **PART IV – MUNICIPAL SERVICES**

### **4.1 Introduction – Basic Services**

The municipal services considered in this section are: waterworks system, sanitary sewer system, storm sewer system, transportation, waste disposal and fire protection. Municipal services such as waste disposal and fire protection, while significant in the community, do not impact on land development.

While services to lands within the City are first priority, Council has agreed to provide water and sewage utility servicing to designated areas within the Rural Municipality (RM) of Dauphin. Provision of these services are by agreement with the RM of Dauphin or with specific water cooperatives within the RM of Dauphin.

Public utilities such as gas, telephone and hydro, while not under the direct control of the City must be considered where servicing is concerned since their distribution facilities must be located on streets, lanes and public reserves and on rights-of way across privately owned land. This must be recognized when subdivision designs are being considered.

Base information respecting municipal services was obtained from studies and a report prepared by UMA Ltd. dated October 1980. Since that time subsequent engineering studies have been commissioned on services ranging from water treatment and watermain distribution analyses to site specific storm drainage assessment.

The **Goal** and **Objectives** listed below are general in nature and shall apply to all municipal services. In addition to the goal and objectives listed below there are goals and objectives for each service.

#### **4.1.1 Goal**

To continue providing a high standard of municipal services to all areas of the community in order to ensure maximum benefits from proper sanitation and health improvements.

#### 4.1.2 Objectives

The following objectives have been identified in order to provide and continue to maintain a high level of municipal services to ensure healthy, safe and orderly community development in an economic manner.

- a) To adopt standards for municipal services;
- a) To ensure that the infrastructure services in the older developed areas of the City are maintained in good repair;
- b) To establish policies for replacing services in order to avoid sudden heavy expenditures over a short period of time when the services are completely worn out;
- c) To encourage maximum use of existing municipal infrastructure prior to the extension of the system;
- d) To maintain a reserve capacity or development program in the municipal service system that will readily accommodate new development; and
- e) To maintain up-to-date record drawings of all municipal utilities.

#### 4.1.3 Development Areas

The 1980 engineering study has suggested 9 areas whose boundaries are determined by homogeneity in matters of servicing. **Development Plan Map 3** outlines these development areas with subsequent points of service to the RM of Dauphin as they are used in the following discussion of Municipal Services.

#### 4.2 Waterworks System

The City of Dauphin waterworks system consists of raw water impoundments on the Vermilion River and Edwards Creek, a water treatment plant, a supply line, a booster station, a 4.5 ML storage facility and a network of watermains. The average day water demand is 3.72 ML/d. The policies adopted below are in keeping with the overall goal and objectives of the basic services as well as the goal and objectives of this section.

#### **4.2.1 Goal**

To provide for all necessary extensions of watermains to newly developing areas of the community and to maintain the waterworks system in an acceptable state of operation.

#### **4.2.2 Objectives**

To achieve this goal, the following objectives have been identified:

To ensure that quantity and the rate of delivery is adequate to meet present and future domestic and fire protection needs;

To produce treated water that meets or exceeds the *Guidelines for Canadian Drinking Water Quality*;

To direct the present network of water services towards areas which have been designated for immediate development and where no major expenditures are required; and

To adopt a program for the provision, repair and replacement of waterworks facilities to prevent sudden major expenditures in these areas.

#### **4.2.3 Policies**

To ensure continued provision and maintenance of the waterworks system the following policies are adopted:

The domestic water supply services shall be monitored by the City of Dauphin and the Province to ensure that the highest quality of water is available to the community of Dauphin.

The new water treatment plant shall be maintained and operated such that water produced consistently meets or exceeds the *Guidelines for Canada's Drinking Water Quality*.

A program of watermain replacement and improvement shall be continued in the older areas of the City. Metal watermain pipes installed in the City are deteriorating and shall be replaced on a scheduled basis to avoid a sudden large scale replacement.

- d)
  - i) Priority of watermain replacement shall be given to those mains which are deficient in capability of delivering fire flows recommended by Fire Underwriters Survey Guide;
  - ii) Watermains displaying a break frequency greater than 5 breaks per block shall be given second priority of replacement;
  - iii) Watermains less than 150 mm in diameter shall be given third priority;
  - iv) Water distribution system computer analysis shall be undertaken where future feeder mains are considered to ensure adequate capacity for domestic and fire flow requirements.
- e) The provision of future water services and the replacement of existing services shall follow these guidelines:
  - i) Where small diameter watermains must be replaced due to normal failure conditions, larger diameter piping should be installed to improve system pressure. This will delay the requirement for additional feeder mains;
  - ii) Future feeder mains to the development areas south of Whitmore Avenue should be sized to accommodate long-term growth;
  - iii) All watermain replacements should be completed as far ahead of pavement construction or reconstruction as possible, and planned in conjunction with roadway pavements or improvements to prevent unnecessary disturbance of paved surfaces.
- f) Future development of areas of the community will be guided by the following specific policies:
  - i) Feeder mains shall be extended into Area 1 to service existing development as planning and financing allow and into the remainder of the area as development occurs;
  - ii) Water services to Areas 2, 3 E&W, 4, 5 and 6W will be considered to be on site servicing and will be the responsibility of the area developers;

- iii) Water services to Areas 7 and 8 will be considered on the basis that the developer cost share major feeder mains with the City, and that on site servicing be the responsibility of the area developers; and
- iv) Water services to Areas 6E and 9 should not be considered until the previously mentioned areas are largely developed.

### **4.3 Sanitary Sewer System**

Wastewater flows from the City of Dauphin are conveyed by local collector and trunk sewers to a main pumphouse located in the southeast corner of the NW 1/4 of Section 14-25-19WPM and a small pumphouse on Second Avenue NW. All wastewater is pumped from the main pumphouse to the sewage lagoon treatment system located in the SE 1/4 of Section 23-25-19WPM. Here the wastewater is treated and the treated effluent is discharged to the Vermilion River via a closed conduit.

#### **4.3.1 Goal**

To expand the sanitary sewer collection, pumping and treatment facilities to meet future demand for this service and to improve and maintain this system in an acceptable state of operation and performance.

#### **4.3.2 Objectives**

In fulfillment of this goal the following objectives have been identified:

To direct the trunk sewer system towards areas which have been designated for immediate or near future development and where major expenditures are not required;

To monitor the wastewater and be prepared for the expansion of pumping and treatment facilities before sewage flows reach the rated capacity of these facilities or the limits of the Clean Environment Commission order are exceeded;

To improve the performance of the sewage lagoon by minimizing leakage from the cells, improving the quality of sewage effluent by the construction of a new chlorination/dechlorination facility and commencing a program of regular sewage sludge removal; and

To continue and possibly expand the program of investigation into condition of the existing sewage collection system in order to repair and maintain the system, with particular emphasis on areas being considered for resurfacing or reconstruction.

### **4.3.3 Policies**

The provision and future maintenance of the sanitary sewer system shall be provided using the following policies and guidelines:

Three distinctive shortcomings have been identified in the sewage lagoon system, namely, leakage through a portion of the exterior dykes, a need for a new chlorination/dechlorination system to reduce the impact of the spring discharge on fish spawning and the accumulation of sludge in the cell system. Council will give first priority to remedying these conditions as funds become available.

The performance of the sewage pumping and treatment facilities shall be monitored and a program of expansion shall be commenced when warranted. The present sewage pumping facilities at the main pumphouse and treatment facilities are capable of servicing a population of approximately 10,200 persons. The outfall from the lagoon to the Vermilion River has sufficient capacity for a population of approximately 13,000. When the presently serviced lots in the City are developed the treatment facilities will be at or near capacity. Servicing of any further development must take into consideration the capacity of the existing facilities to accommodate the increased flow.

Any interconnections of the sanitary sewer system with the storm sewer system shall be phased out and any feasible and economical means of reducing extraneous flows shall be considered. It is recognized that extraneous flows contribute significantly to the daily waste water sewage flows and past designs of the pumping and treatment facilities have taken this factor into account. Any reduction in these extraneous flows

will allow the main pump-house and treatment facilities to serve a larger population.

A program of investigating and upgrading of the core area sewage collection system shall be continued. As in the case of the watermain pipes in the core, the system has been in service for more than 40 years. The replacement of these facilities should take place on a scheduled basis to avoid a sudden large scale replacement.

e) The current program of constructing separate land drainage sewers in existing areas and retention/detention ponds in the new development areas should be continued. In this way the capacity of the existing sewage collection system can be increased.

f) Since sanitary sewer services to Areas 1, 2, 3W, 4, 5, 6W and 7 can be readily provided without major capital expenditure, development shall be directed towards these areas. The provision of services to these areas should be undertaken with the capacity of the entire system in mind. Specific policies for each area are:

i) Servicing of Areas 2, 3W, 4, 5 and 6W shall be considered as on site servicing and will be the responsibility of the area developers. New industries in 3W should be evaluated with respect to anticipated wastewater to ensure that overloading does not occur;

ii) Servicing of Area 7 shall also be considered as on site servicing except for a portion of a trunk main on Whitmore Avenue which will be cost shared by the City and the developer;

iii) The existing trunk sewer on Davidson Avenue and along the east limit of the City, north of Davidson Avenue, is near capacity and provision for a relief trunk main must be made as collector facilities are expanded to service areas to the north and east.

The remaining development areas of the City will have problems associated with servicing them and should not be considered until presently serviced and readily serviced areas have been developed. The following facilities should be studied to determine their necessity and/or cost:

- h) The construction of a lift station and forcemains to service areas 3E and 6E which should be coordinated when servicing occurs;
  - ii) Expansion of the collector main on Buchanan Avenue, pumphouse No. 2, forcemains and the receiving trunk main east of Vermilion River to service Area 8.
  - iii) Construction of a trunk sewer main to pumphouse No.1 and corrective measures regarding surface drainage and flood protection prior to sanitary sewer service extension into area 9.

All wastewater sewer installations should be completed as far ahead of pavement construction or reconstruction as possible and planned in conjunction with roadway pavements or improvements to prevent unnecessary disturbance of paved surfaces.

#### **4.4 Land Drainage System**

Storm water collected by the existing land drainage sewer system of underground drains and surface ditches in the City of Dauphin is discharged either to the Vermilion River, Salt Creek, or to Edwards Creek. Prior to 1977 there was no defined drainage scheme to convey water away from the City. As a result of several studies (*The Town of Dauphin – Storm Water Runoff Study*, prepared by Underwood McLellan in 1977 in particular) the City has undertaken to construct various land drainage improvements such as an open channel from Dauphin to the Vermilion River, an open channel to Salt Creek and various large diameter underground relief storm drains. Annually storm relief sewers are proposed and included in the five-year budget of the City's Storm Sewer Improvement Program.

##### **4.4.1 Goal**

To expand the storm water drainage system to meet future surface runoff and to improve the existing system to reduce the probability of a recurrence of basement flooding and overloading of the sewage lift stations.

#### 4.4.2 Objectives

The following objectives have been identified to fulfill this goal:

- a) To implement a storm drainage scheme that will allow for a separation of the land drainage and the sanitary sewer system in new developments; and
- b) To incorporate a system of open channel drainage and retention/detention ponds/systems into the design of future development areas.

#### 4.4.3 Policies

Within the broad framework established by the goal and objectives of this section and those of the Basic Services section, the following policies and guidelines are being adopted:

The use of retention/detention ponds/systems and open channel drainage has been selected as an alternative to the closed conduit (piped) system. Under this concept, local stormwater is directed to strategically placed retention/detention ponds/systems where it is retained for ultimate release to the existing lower capacity land drainage channels and streams.

- i) Retention/detention ponds/systems are less costly to install than a conventional closed conduit system and can be incorporated into subdivision designs to become a part of the City's aesthetic amenity and open space/recreation network;
- ii) The City of Dauphin has established the policy that land drainage of *Areas 1, 2, 3W, 3E, 4* and *9* shall be such that the rate of runoff as a result of development shall not exceed that rate that presently exists in the original agricultural state;
- iii) Small development projects shall incorporate systems of roof and/or parking lot ponding, mild graded green spaces and similar features to reduce the runoff from the newly developed land; and

iv) Three detention/retention lakes have been proposed on the assumption that they will be part of major development in these areas:

- in Area 3E – 4 hectares (10 acres) in size;
- in Area 6E – 4 hectares (10 acres) in size;
- in Area 9 - 2 hectares (5 acres) in size.

The total separation of the land drainage and wastewater sewage in the developed portion of City will be accomplished by the introduction of the proposed storm relief sewers. The introduction of relief sewers and maintaining separation of the two drainage systems will improve conditions where storm water runoff has entered the sanitary sewer system and caused basement flooding and also lessen the load on the sanitary treatment facilities. While the level of improvements or expansion to the existing system necessary to provide storm sewer services to the development areas has not been studied to ascertain their probable costs, the following modifications will be required:

- i) Area 1 west of PTH No. 5A & 10A South will require drain improvements at the intersection of Riverside Road and PTH No's 5 & 10 and at Whitmore Avenue, and Main Street;
- ii) Areas 2, 3 and 4 will require drain improvements on both PTH 20A South and Whitmore Avenue plus the aforementioned retention/detention lake;
- iii) Area 6 will require a retention/detention lake as previously mentioned;
- iv) Areas 7 and 8 will use underground conduit and outfall constructed as a local improvement by the developer; and
- v) Area 9 will not require any modifications to the system but will require a retention/detention lake as mentioned previously.

All land drainage sewers should be completed as far ahead of and planned in conjunction with roadway pavements or improvements to prevent unnecessary disturbance of paved surfaces.

## **1.0 Transportation Services**

Various aspects of the transportation facilities of the City of Dauphin were examined by Underwood McLellan Limited in their October 1980 report. This examination included a review of the existing street traffic conditions, the designation of a network of collector and arterial streets, and an examination of existing parking in the City of Dauphin. Aspects of the transportation facilities which required more detailed review were also identified.

The policies and programs in this section are based on the findings and recommendations of the examination of transportation facilities in the report and updates by the City Engineering Department.

### **4.5.1 Goal**

To establish safe, efficient and convenient transportation facilities and services for all users of the transportation system.

### **4.5.2 Objectives**

In order to realize the above goal the following objectives are identified:

To relate the transportation system within the City to the provincial transportation system;

To establish a street classification system within a transportation network including both existing and proposed streets;

To develop parking standards; and

To provide and maintain an efficient and economical sidewalk system.

### **4.5.3 Policies**

The following policies are formulated to provide for the orderly development of transportation facilities in the City of Dauphin:

## **Sidewalks**

i) should be provided in areas exhibiting heavy pedestrian traffic such as adjacent to commercial zones, schools, playgrounds, institutions and along collector and arterial streets. Highway commercial and industrial areas for this reason, may not require sidewalks;

should be constructed in conformance with predetermined patterns or on the northern and eastern sides of right-of-ways, adjacent to lot lines and provide a maximum of feasible separation between pedestrians and vehicular traffic. In the cases of relatively short, lightly used streets, such as cul-de-sacs, however, the sidewalks, if provided, may be adjacent to the curb; and

shall be a minimum of 1.5 metres approximately 5 feet in width with paraplegic ramps being provided during construction or replacement.

## **Parking**

i) the City of Dauphin has adopted standard levels of provision of off-street parking spaces as part of its Zoning By-law; and

the City of Dauphin will continue to monitor on-street parking and will initiate a parking study and implement remedial measures if required.

## **c) Streets**

To encourage an orderly and efficient development of the street system and to provide for future development, the roadways will be classified according to function and in accordance with the following recommended traffic volume levels:

### Local Street

The local street system provides direct access to property and connection to the collector street system for short trips. Local

streets in residential areas should be limited to an Average Daily Traffic Volume of less than 1,000 vehicles per day, although it is recognized that many local roads in Dauphin average much higher than this and should be relieved of some of this load. In Dauphin many of the existing local streets are connected directly to an arterial street without an intervening collector. This has resulted in some local streets carrying higher than desirable volumes of traffic. Direct connection from local to arterial streets creates many conflicting traffic movements on the arterial, reducing speed, capacity and safety. Direct connection between local and arterial streets should be avoided, and where feasible direct connections between local and arterial streets should be eliminated.

### Collector Street

A collector street not only provides direct access to abutting properties but also is designed to carry through traffic from local streets to arterial streets.

The diversion of traffic from local streets to collector streets should be encouraged by upgrading the standards for the designated collectors and restricting access from the arterial to local streets. The Average Daily Traffic (ADT) on collector roads should range from 1,000 to 4,000 vehicles per day. Private access to collector streets and on-street parking should be kept to a minimum and public lanes provided as an alternative access.

### Arterial Street

An arterial street is intended to function as a major through route. Direct access to arterial streets should be limited to collector streets and other arterials where efficient traffic control devices can be used. Arterial streets normally carry traffic volumes in excess of 4,000 ADT.

The following policies are adopted to control development of and on streets:

- i) Adequate buffering shall be provided between the Provincial Trunk Highways and any adjacent residential developments.

To minimize traffic conflicts between local and through traffic on PTH No. 5A & 10A South, only two intersections are desirable within the control limits of No. 5A & 10A South between Whitmore and the south boundary of the City:

- a collector road north of the Hydro transmission line; and
- a collector road intersecting the existing municipal road at the south boundary of Sections 3 and 4, to the east of PTH 5A & 10A South.

All new subdivision development or redevelopment shall be encouraged to try and facilitate the provision of a public transit service. With the current situation respecting the future supply and costs of fossil fuel, transportation planning should incorporate the provision of some form of public transit.

The design standards and recommended right-of-way cross sections for streets should be adopted by the City of Dauphin.

The City of Dauphin shall continue its 5-year capital street construction and improvement program. The program shall be based upon the following:

- engineering studies in the Background Report to the Dauphin Development Plan by Underwood McLellan Ltd., October 1980;
- annual condition assessments of streets and roads conducted by the City Engineer;
- upgrading and/or reconstruction of existing underground utilities;
- subsequent traffic studies and recommendations for upgrading; and

- major development which requires construction and/or upgrading of streets and roads.

Functional planning studies may be required to investigate specific transportation problems or potential problems.

- vii) For development along any provincial highway, there are legislated controls, particularly regarding access and building setbacks. Anyone proposing to develop or subdivide along those highways should consult Manitoba Transportation and Government Services.

#### d) **Transportation Network**

A transportation network provides access to work, shopping, recreation, and residences with a minimum of delay and potential risk. It is therefore necessary to:

designate a system of collector and arterial roads within the existing road network to conform to or modify traffic patterns and establish construction standards;

plan for the future establishment of additions to the transportation system in advance of actual development;

undertake a program to eliminate hazardous intersections; and

protect crucial areas where inter- sections are required, by way of access Control Circles.

The network of local roads is not dealt with at this level. Local roads may, however, become affected by their relationships to collectors and arterials and proposed modifications or additions to the system. In developing areas local roads are best designed at the sector or subdivision level.

The proposed transportation network on **Development Plan Maps 1 and 4** present the best routes within the existing system as well as the logical positions for roadways to accommodate expansion.

#### Existing System

##### **Arterials numbered 1-3 on Development Plan Map 4.**

The system is made up of parts of Provincial Trunk Highways 5A & 10A and 20A in the form of an “X” from SW to NE and from SE to NW. Streets within the City forming a part of this system are Main Street, River Avenue, Buchanon Avenue, First Avenue Northeast and Front Avenue.

##### **Collectors numbered 4-8 on Development Plan Map 4.**

Link 4, Jackson Street and Fourth Avenue SW connects the commercial areas along Buchanon Avenue and the residential neighbourhoods North and South of it via the bridge to Main Street and the rest of the City.

Link 5, Second Street South and a portion of Jackson Street South – collects traffic from the residential area West of Main Street and the South Commercial area. Since it provides one of six crossings of the CNR tracks it also serves as a vital North-South connection.

Link 6, First Avenue South – an East-West Collector that distributes traffic from the commercial, residential and industrial areas to the south to the rest of the City.

Link 7, Whitmore Avenue East and West collects traffic from the residential areas directing it towards Main Street and the commercial areas to the south and north.

Link 8, Mountain Road – connects the existing and proposed residential areas to the North and East with the commercial and industrial areas to the south.

### Thoroughfares Proposed

The following changes and additions to the transportation system of the City of Dauphin shall be considered the conceptual plan for the location of roadways to provide for the development of the City. Development proposals will be evaluated to determine their conformance to the basic intent of the system.

Those collectors numbered **9-14** on **Development Plan Map 4** are to be added to the system in order to service new areas or to improve existing services.

Link 9, a continuation of Wakefield Avenue to the west and north complements Link 4, in connecting the proposed Residential areas south of Buchanan Avenue with the commercial development along PTH No. 5A and 10A West and with the Central Business District via Fourth Avenue.

Link 10, connects the residential areas in the north with the commercial areas in the south on the east side of PTH 5A and 10A South while relieving some of the traffic congestion on Main Street. This link is partially within the RM of Dauphin and will require inter-municipal cooperation for implementation.

Link 11, performs a similar function as Link 10 on the west side of PTH 5A & 10A South.

Link 12, runs through areas of proposed residential development connecting the Northeast at Highway 20A North with First Avenue NE. The original intent of the proposed transportation system was to connect link 12 with link 7 with an overpass across First Avenue NE and the CNR tracks and right-of-way but this route has been abandoned as not practical from a need and cost point of view.

Link 13, provides a connection from the residential areas served by Link 12 and 14 to the proposed industrial uses in Development Area 3 East (**Development Plan Map 3**), Highway 20A South and Link 7 and the southern commercial areas of City.

Link 14, runs through areas of proposed residential development connecting Kerr Avenue to Link 12.

#### Problem Intersections

**Development Plan Map 4** also designates 4 intersections as problems requiring physical improvement. Functional Planning Studies have been done by a professional engineer for intersections 1) and 2) below. Additional Functional Planning Studies are required for intersections 3) and 4). These intersections are:

Mountain Road, River Avenue and First Street NE;

Mountain Road and First Avenue NE;

3) Kerr Avenue, Mountain Road, Third Avenue NE and Fourth Street NE, and

4) Whitmore Avenue, CN Crossing and First Avenue NE.

Control Circles have been set in place to protect areas within which intersections are required in accordance with the Transportation Network. While the exact locations of the intersections cannot be determined at this time it is necessary that sector or subdivision plans undergo scrutiny to ensure that such intersections are provided for in the design for the development of an area. The circles do not preclude development but ensure that any development that does take place allows for the necessary access.

## **PART V – IMPLEMENTATION**

### **BASIC IMPLEMENTATION MEASURES**

#### **5.1.1 Adoption of this Development Plan**

Adoption of this Development Plan gives it full force and effect and its objectives and policies serve as a guide and basic foundation for all land use and development programs and projects within the City and policy direction for the adoption of the required zoning by-law.

According to **The Planning Act** the adoption of a development plan does not require council to undertake any proposal therein or outlined but no undertaking or development within the City shall be carried out that is inconsistent or at variance with the proposals or policies set out in the Development Plan.

The policies and maps attached to this Development Plan are based on a long range view of development within the City. While any particular parcel of land has an ultimate use as indicated on the maps, the zoning by-law will protect the existing use; therefore, lands need not be zoned immediately for the use that they are designated for in this Development Plan. In those instances they may be zoned according to their current use. Any subsequent change in land use, however, must be in conformity with the Development Plan.

#### **5.1.2 Adoption of City Zoning By-law**

The principal means of implementing this Development Plan is through the City Zoning By-law prepared in a format prescribed in **The Planning Act**.

The zoning by-law establishes the various land use zones, determines both permitted and conditional uses and prescribes relevant standards, regulations, provisions and requirements that are applicable to each use and zone.

The Development Plan acts as a guide in preparing and amending the zoning by-law in terms of objectives, policies and land use proposals contained therein.

### 5.1.3 Conditional Use Approvals

There is provision in the zoning by-law for the approval of various types of development as conditional uses in each zone. This provides Council with the flexibility to review specific development proposals, to receive public input from nearby landowners and to make decisions either approving or denying the proposals. In addition, this provides Council with the opportunity to establish conditions of approval appropriate for each proposal. In utilizing the conditional use process, council will have an opportunity to influence the location of some types of development as well as to implement measures to ensure that the development occurs in a manner that is acceptable to the community.

### 5.1.4 Variation Orders

**The Planning Act** enables Council to issue variation orders varying its zoning by-law as it applies to a specific site in accordance with types of variation orders outlined in **The Planning Act**. Council is able to receive public input from adjacent property owners and may either reject the application or vary the application of the zoning by-law subject to such conditions as Council considers necessary or desirable to maintain the intent and purpose of the Development Plan or the Zoning By-law.

**The Planning Act** gives the City Development Officer the authority to grant or refuse minor variation orders as set out in **The Planning Act**.

### 5.1.5 Development and Building Permits

Upon adoption of this Development Plan, a proposal for new development of a site will require a development permit to be obtained from the City's Development Officer. The development permit ensures that the proposed development conforms with the adopted development plan, zoning by-law and the provisions of **The Planning Act**.

A development permit may include a building permit where a building or structure is to be located on a site. The **Manitoba Building Code**, adopted by Council under **The Building and Mobile**

**Homes Act**, sets the minimum standards which all non-farm buildings (new or renovated) must meet in order to protect the safety and health of the public with regard to adequate fire provisions and health requirements. Permits as required will be obtained from the City Development Officer.

#### **5.1.6 Development Officer**

The Development Officer is appointed by City Council to issue development permits, zoning memoranda, non-conforming certificates and other similar documents and to allow minor variations to the requirements of the zoning by-law as authorized by **The Planning Act**.

#### **5.1.7 Subdivision Approvals**

A subdivision of land cannot be approved unless Council has given its approval. In making this decision Council shall ensure that the subdivision is consistent with the development plan and zoning by-law as well as the subdivision control provisions and regulations outlined in **The Planning Act** governing the subdivision approval process.

#### **5.1.8 Development Agreements**

Agreements between individual developers and the City can also be used as a means of achieving the objectives of the Development Plan. This agreement clearly defines developer and city responsibilities in the provision of services including level of services, standards and workmanship. As well decisions regarding dedication of land for public use, phasing of development, the developer's financial commitments to the public, posting of bonds, tree removal, landscaping and any other matter related to the proposed development which is deemed necessary by Council may also be included.

#### **5.1.9 Review and Amendment**

This Development Plan is not intended to be static but rather, a

document that is flexible to ensure that new trends and unforeseen development can be accommodated. The Plan may be reviewed and amended whenever any objectives, policies or proposals established by this document become unrealistic or new needs arise. Any amendment to this plan shall be adopted in accordance with the provisions of **The Planning Act** and should be consistent with the intent and spirit of the remainder of this Plan.

Pursuant to the requirements of **The Planning Act**, the Development Plan shall be reviewed at least once every five years or within five years if Council considers it necessary to do so.

## **ADDITIONAL MEASURES**

### **5.2.1 Acquisition and Disposal of Land**

For the purpose of implementing any feature of this Development Plan and in accordance with the provisions of **The Planning Act**, the City may acquire by gift or purchase or by expropriation subject to **The Expropriation Act**, any interest in land and may sell, lease or otherwise dispose of land or development right so acquired or held, if the land is no longer required.

### **5.2.2 Adoption of other By-laws**

Council may enact and administer other by-laws concerning the development use and maintenance of land within the City. This would include measures such as the adoption of a building code, property maintenance by-laws, access approval by-laws and other types of property by-laws.

### **5.2.3 Special Studies**

Where Council considers it appropriate, a developer may be required to submit special studies prior to the approval of certain types of development. This may be utilized where the development is in an area that may be subject to hazards such as flooding, bank instability,

potential for ground water and surface water pollution and general risk to health and environment, and where professional evaluation of the risk would be prudent. Other examples of such studies include professional evaluation of extension of municipal services and their efficiency or capacity to support additional development, or conceptual layout designs for new subdivisions.

#### **5.2.4 Public Works**

Through control of the rate and direction of the provisions of municipal services such as water and sanitary sewer services, Council can determine the staging of development so that it will conform to the objectives, policies and land use proposals set out in the Development Plan. By coordinating the capital works program to the provisions of the Development Plan, Council can influence the rate and direction of growth.

#### **5.2.5 Capital Expenditure Program**

The five year *Capital Expenditure Program* prepared in accordance with the provisions of **The Municipal Act** provides the opportunity to plan future capital expenditure projects associated with the policies and proposals of the Development Plan. The Development Plan should be consulted each year when revising the annual five year *Capital Expenditure Program*.

#### **5.2.6 Strategic Plans for Economic Development**

Pursuant to provisions of **The Municipal Act**, Council has joined with the Rural Municipality of Dauphin to encourage economic development in Dauphin and District by funding the Community Economic Development Office and through the Community Economic Development Board to develop a strategic plan for tourism and marketing, health and education, business development and agriculture as recommended by the action plan of the *1998 Round Table Group*. The *Strategic Plan* should be consistent with the provisions of the Development Plan to ensure consistent objectives, policies and programs.

### **5.2.7 Inter-Municipal Cooperation**

The City of Dauphin and the Rural Municipality of Dauphin, through the Dauphin Regional Airport Authority, own, manage and cost share the operation of the Dauphin Airport and are jointly promoting industrial development at this location. They have also purchased land for an industrial park northwest of the City. Pursuant to the provisions of **The Municipal Act**, they have entered into a tax, service and cost sharing agreement for municipal infrastructure and development of the park. The City provides water services to rural residential cooperatives by agreement with each cooperative.

### **5.2.8 Other Municipal Studies**

There are some additional areas that warrant more detailed planning and study beyond the scope of this Development Plan. These include:

Fringe area planning in conjunction with the RM of Dauphin;

Planning of transportation corridors in and out of the City and preparation of an access management plan in conjunction with Manitoba Transportation and Government Services;

Extension of utility services on Main Street South and the southeast and northwest quadrants of the City;

Industrial park development;

Parking and loading zones within the City; and

Further development of the Vermilion River Conservation Area.

## **5.3 INTERPRETATION**

Words and expressions used in the Development Plan shall have the meaning as indicated in **The Provincial Land Use Policies** unless otherwise indicated.

Area and distance requirements, where mentioned in the Development Plan, are intended to serve as guidelines only. Certain situations will necessitate a degree of flexibility in the application of these standards, providing it complies with the intent of the Development Plan.