

Southeast Brandon Secondary Plan

SCHEDULE A OF BY-LAW NO. XXXX

*Prepared by the
City of Brandon*



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1.0 INTRODUCTION

1.1 Purpose of the Secondary Plan

The Southeast Brandon Secondary Plan (“Secondary Plan”) establishes the policy framework for the future planning and development of the Secondary Plan area in the City of Brandon (“City”). The intent of the Secondary Plan is to provide policies for guiding the long-term development and growth of the subject lands, support and promote new public and private investment.

1.2 How to Read This Document

The Secondary Plan should be read in its entirety, as many aspects of the Secondary Plan are closely interrelated. Policies included in one section may apply in other areas. The *Brandon & Area Planning District Development Plan, 2013* (“Development Plan”), along with the *City of Brandon Zoning By-law* (“Zoning By-law”), provide important policy context and implementation tools for the Secondary Plan.

This Secondary Plan is organized into Parts and Maps:

- Part 1 provides context and principles, and establishes the overall framework of the Secondary Plan
- Part 2 includes policies for specific land uses within the Secondary Plan area
 - This part should be interpreted and applied in conjunction with the Development Plan and Zoning By-law
- Parts 3 through 5 address municipal servicing, transportation, and urban design in support of development within the Secondary Plan Area
- Part 6 provides plan implementation that includes recommendations on costing, phasing, and future studies
- Part 7 provides definitions for terms used in the Secondary Plan
- Maps A through E illustrate the special application of policies, and generally guide planning and development decisions in the Secondary Plan area
 - Map F is a composite of Maps A through C to provide clarity
- Reference Maps and Appendices provide background and supplemental information that inform the policy direction set out in this Secondary Plan

Parts 1 through 7, including figures, and the Maps are statutory elements of the Secondary Plan and cannot be adjusted, except where indicated elsewhere, without an amendment. The reference maps and appendices are not part of the Secondary Plan, and any changes to the reference maps and appendices will not require a secondary plan amendment.

1.3 The Secondary Plan Area

The Secondary Plan area is located at the southeast part of the city, including lands north of Patricia Avenue East, south of Richmond Avenue East and between Douglas Street and 1st Street (see Figure 1).

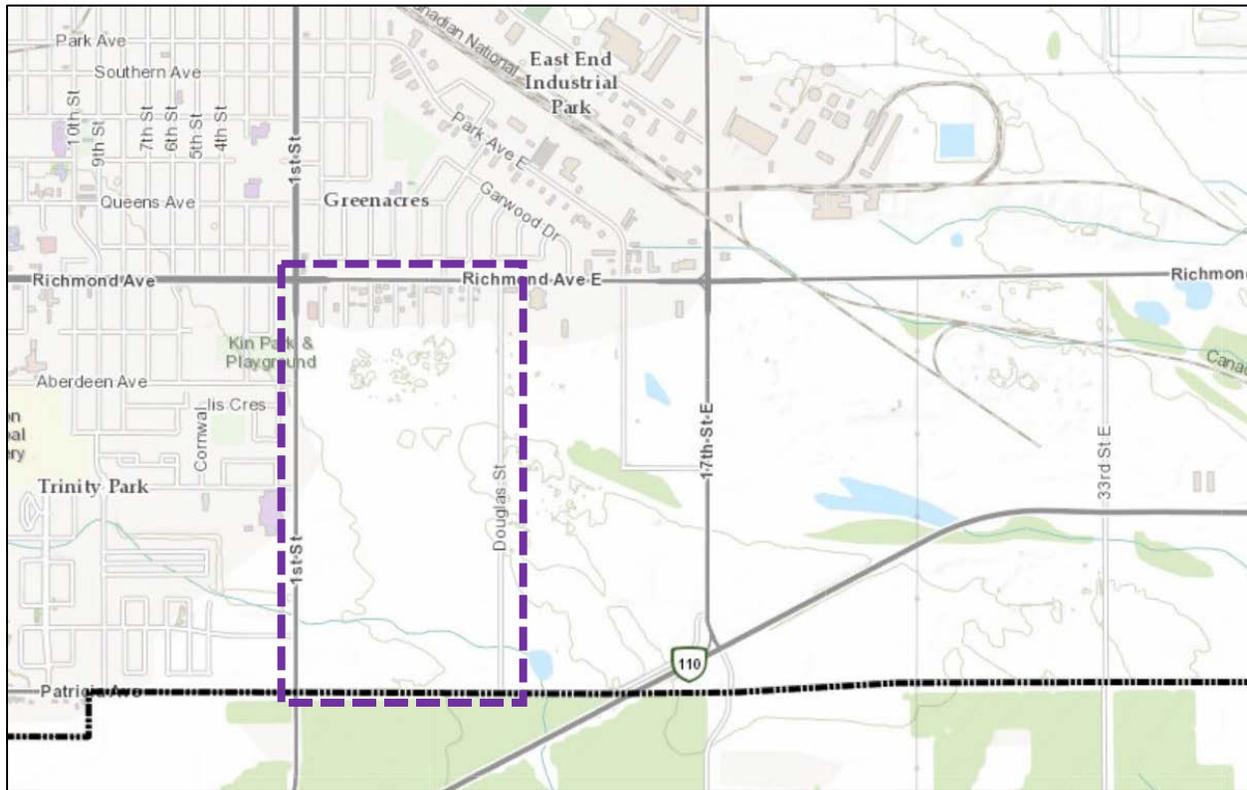


Figure 1: The Southeast Brandon Secondary Plan area

1.4 Objectives

The objectives of the Secondary Plan are as follows:

- (a) To prepare a Secondary Plan that is consistent with The Planning Act and conforming to the Development Plan
- (b) To ensure that future planned land uses within the Secondary Plan area reflect long-term land use needs for both the immediate neighborhoods as well as the city at large
- (c) To ensure compatibility and appropriate buffering between residential uses and adjacent commercial and industrial developments
- (d) To promote connectivity for all movement types, including vehicles, transit, bicycles, and pedestrians
- (e) To promote an inclusive neighbourhood for all residents through a variety of housing types, forms and tenures
- (f) To enable the development of community facilities and commercial developments that serve the surrounding area

- (g) To enable a well connected greenspace system that promotes community recreation and health
- (h) To ensure the provision of adequate, connected and cost effective municipal infrastructure to support the growth in the Secondary Plan area

1.5 Governing Provisions

1.5.1 The Planning Act

The Planning Act (“the Act”) sets the legislative framework for planning in the Province of Manitoba. The Act addresses all levels of planning, with specific provisions on municipal planning, including requirements for the development plans, secondary plans, and plans of subdivision. The Secondary Plan is subject to Part 4 of the Act.

1.5.2 Brandon & Area Planning District Development Plan, 2013

The Development Plan provides a long-term vision for the City, as well as specific direction on issues such as growth management, land use, housing, recreation and culture, municipal infrastructure and transportation. The Development Plan also identifies specific areas within the City that would require the development of a secondary plan.

1.5.3 Secondary Plans

Section 63 of the Act grants the City the authority to establish secondary plans to deal with objectives and issues within its scope of authority in a part of the city. This may include matters such as subdivision design, road patterns, land use, economic development, or the enhancement or special protection of heritage resources or sensitive lands.

1.5.4 City of Brandon Zoning By-law

The Zoning By-law implements the Development Plan by providing regulatory standards for developments. The Zoning By-law classifies property in appropriate zoning districts according to land use type and intensity. The Development Plan and secondary plans guide the preparation of or amendments to the Zoning By-law.

1.5.5 Species at Risk Legislation

The Manitoba Endangered Species and Ecosystems Act and The Species at Risk Act (Canada) legislates the protection of endangered species of flora and fauna. This legislation applies to the Small White Lady’s Slipper Orchid that exists within the southern portion of the Secondary Plan area.

1.5.6 Other Plans and Policies

Other plans and policies referenced throughout the Secondary Plan provide both direction and support for implementation. These plans and policies include but are not limited to the

- (a) City of Brandon Greenspace Master Plan
- (b) City of Brandon Recreation and Community Facilities Master Plan
- (c) Brandon Area Road Network Development Plan
- (d) City of Brandon Water Conservation Plan

1.5.7 Adequate Public Facilities By-law

The Adequate Public Facilities By-law ensures that adequate public facilities, water infrastructure, domestic sewer infrastructure, drainage infrastructure, and transportation infrastructure are available concurrently with the completion of new development.

1.6 Interpretation

1.6.1 Policy Application

The Secondary Plan refines and complements the provisions of the Development Plan. The detailed policies in the Secondary Plan shall supersede the policies in the Development Plan. Where the Secondary Plan is silent on matters contained in the Development Plan, the relevant provisions of the Development Plan shall govern.

In cases where the word “**may**” is included in a policy, the policy is a guideline or suggestion toward implementing the intent of the policy.

In cases where the word “**should**” is included in a policy, the policy will apply to a majority of situations. However, deviation from the policy may occur in a specific situation where it is necessary to address unique circumstances that would otherwise render compliance impractical or generate substantial hardship, and to allow an acceptable alternate means for achieving the general intent of the policy.

In cases where the word “**shall**” or “**will**” is included in a policy, the policy is mandatory. However, where actual quantities or numerical standards are contained within a mandatory policy, deviation from the quantities or standards may occur if the deviation is necessary to address unique circumstances that would otherwise render compliance impractical or generate substantial hardship, and still achieves the intent of the policy.

1.6.2 Schedules

The Secondary Plan forms part of the Development Plan. The area outlined on the Schedules, attached to and forming part of the Secondary Plan, constitutes the Secondary Plan area. The Secondary Plan area shall be developed generally in accordance with these Schedules. For the purposes of the Secondary Plan, references made to “areas designated” shall mean the areas designated on the Schedules. Except where otherwise indicated, elements in the Schedules cannot be adjusted without an amendment to the Secondary Plan.

1.6.3 Amendments to the Secondary Plan

The Secondary Plan is a by-law of the City. Amendments are required to follow the procedure established in Part 5: Zoning By-laws under the Act through application to the Planning & Buildings Department. Supporting information required to evaluate and justify the amendment will be required. Revisions may be made to the Secondary Plan without the need for a secondary plan amendment in the following cases:

- (a) Correction of numbering, cross-referencing, grammar, punctuation, or typographical errors, or revisions to format, in a manner that does not change the intent of a provision
- (b) Adding or revising technical information on maps or schedules that does not affect the designation of lands including, but not limited to, matters such as updating and correcting infrastructure information, keys, legends or title blocks
- (c) Changes to headings, tables of contents, figures, page numbering, footers and headers, which do not form a part of this by-law and are editorially inserted for convenience of reference only

1.6.4 Monitoring, Review, and Evaluation

The Secondary Plan is intended to be a dynamic document that will change as circumstances change within and adjacent to the Secondary Plan area. The City shall undertake periodic reviews of the Secondary Plan to ensure the Secondary Plan remains consistent with the objectives and policies of the Development Plan.

1.7 Existing Land Uses and Characteristics

1.7.1 Summary of Existing Land Uses

The lands within the Secondary Plan area are mostly underdeveloped. The zoning is predominately Development Reserve (DR), with some Commercial Arterial (CAR) at the Richmond Avenue East/1st Street intersection, and Industrial Restricted (IR) along Richmond Avenue East. There is also a strip of Open Space (OS) along Richmond Avenue East to accommodate a greenway along the arterial street. See Reference Map 1 for a map of existing zoning within the Secondary Plan area.

Other uses surrounding the Secondary Plan area include

- Industrial lands within the East Brandon Industrial Area Secondary Plan to the east
- Residential detached dwellings to the north
- A mix of uses along the west, including low- and moderate-density residential, greenspaces, and a secondary school
- Rural land, including residential acreages, part of the RM of Cornwallis to the south

1.7.2 Fixed Elements of the Plan

The Secondary Plan area includes fixed elements and existing features as outlined below:

Utilities

- Manitoba Hydro easements along 1st Street

Environmentally Sensitive Areas (see Reference Map 2)

- Endangered Small White Lady's Slipper flowers located in the southern portion of the Secondary Plan area
- Manitoba Conservation and Climate identifies one impacted site in the western part of the Employment Lands area within the Secondary Plan area

Servicing

- The City operates a domestic sewer lift station on 1st Street north of Portola Drive
- Limited water and domestic sewer infrastructure along 1st Street to the west
- Limited water infrastructure along Richmond Avenue East to the north serving existing industrial sites within the Secondary Plan area

Topography and Drainage

- Generally flat
- Ditches along 1st Street and Patricia Avenue East
- Low-lying wet area northeast of the 1st Street/Maryland Avenue intersection, with smaller clusters in the southern part of the Secondary Plan area
- Existing storm water pond west of 1st Street and north of Portola Drive, and an incomplete pond to the east of the Secondary Plan Area off Granite Road

Landscaping

Clusters of existing trees and landscaping are scattered throughout the property, with a row of trees located to the east of 1st Street.

Transportation

The Secondary Plan area's transportation services include

- Arterial streets
 - North-south: 1st Street
 - East-west: Richmond Avenue East
- Collector east-west street: Patricia Avenue East
- Transit: one bus route entering 1st Street North bound from Maryland Avenue, along Richmond Avenue East, and turning to Garwood Drive
- Multi-use (active transportation) trails:
 - Along 1st Street from Richmond Avenue East to Maryland Avenue, with a connection to Patricia Avenue to be constructed in 2021
 - North side of Richmond Avenue East, east of 1st Street
 - Maryland Avenue

2.0 LAND USE

This part of the Secondary Plan outlines the policies for specific land use designations and use types within the Secondary Plan area. The City will assess development applications and future implementation actions against the policies for the area that the land is located as identified in Schedule A. The land use policy vision reflects the existence of industrial uses along Richmond East and east of the Secondary Plan area, the presence of endangered flora within the southern portion of the Secondary Plan area, and the proximity of schools to the west of the Secondary Plan area.

2.1 Residential

Residential areas within the Secondary Plan provide for a range of housing options, from single detached dwellings to buildings with multiple dwellings. The policies in this section intend to provide flexibility to accommodate a range of housing types, promote affordable housing, and respond to changing market conditions. The design and density of residential areas should support active transportation options, and access to transit, streets, sidewalks, and multi-use trails.

- 2.1.1 Residential Low Density and Moderate Density developments shall be developed in the general locations as shown in Map A.
- 2.1.2 The City should encourage a variety of housing forms and types in the Secondary Plan area.
- 2.1.3 The Residential Single Detached Zone (RSD), Residential Mobile/Modular Home Zone (RMH), and Residential Low Density Zone (RLD) are permitted in the Residential Low Density areas in the general locations as shown on Schedule A.
- 2.1.4 Potential locations of Residential Moderate Density zoned (RMD) sites are shown on Schedule A. Other locations for RMD sites may be considered if the site is located on an arterial or collector street (intersections or corner sites preferred), there is adequate servicing, and the site is connected to transit and greenspace networks. RMD sites should develop with adequate density to support transit service and neighbourhood commercial uses.
- 2.1.5 Notwithstanding Policy 2.1.4, any Residential Moderate Density site along 1st Street may develop as a Mixed Use area in accordance with Section 2.2.
- 2.1.6 All areas should include a mixture of zones that accommodate a mixture of housing types. This includes such forms as single detached, semi-detached, and duplex dwellings, and street-oriented townhouses within Residential Low Density areas, and apartment buildings and townhouses within Residential Moderate Density areas.

- 2.1.7 Development of Residential Low Density areas adjacent to features such as greenspaces, major intersections, collector streets, and transit routes should be of a higher density than development in other Residential Low Density areas.
- 2.1.8 Single detached dwellings and mobile or modular homes shall not be permitted in Residential Moderate Density areas.
- 2.1.9 In accordance with the City of Brandon Urban and Landscape Design Standards Manual, Residential Moderate density sites should incorporate, amongst other requirements, common amenity areas, pedestrian connections, and buffers from lower-density residential uses.

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2.2 Commercial and Mixed Use

The Commercial and area within the Secondary Plan area provides for commercial development serving the Secondary Plan area as well as the community at large. The Mixed Use area within the Secondary Plan area also provides a neighbourhood commercial component to serve adjacent neighbourhoods and provide an opportunity for a mix of residential and non-residential uses at higher densities.

- 2.2.1 The Commercial Arterial Zone (CAR) is permitted in the Commercial area in the general location as shown on Map A.
- 2.2.2 Mixed Use developments shall be developed in the general locations as shown in Map A.
- 2.2.3 The Mixed Use area can include two forms of mixed-use developments:
 - (a) Vertical mixed, where buildings include commercial or retail uses on the first storey with residential or office uses above
 - (b) Horizontal mixed use, where the site is developed with a mix of uses in different single-use buildings on the same property, “single-use” referring to buildings containing only residential, commercial retail, office, institutional, or community uses, excluding accessory uses
- 2.2.4 Within Mixed Use areas, Residential Moderate Density policies found in Section 2.1 shall also apply.
- 2.2.5 Standalone residential developments shall not be permitted in Commercial areas.
- 2.2.6 Single detached dwellings and mobile/modular homes shall not be permitted within Mixed Use areas.
- 2.2.7 New development should be located on sites large enough to accommodate adequate parking, loading, internal circulation, drainage, and landscaping requirements.
- 2.2.8 Mixed use and commercial developments should consider internal pedestrian connections to adjoining residential developments.
- 2.2.9 The commercial areas fronting 1st Street should be buffered from adjacent residential uses using a combination of private land in accordance with the Zoning By-law, such as land immediately north of a future street extending eastward from the intersection of 1st Street and Aberdeen Avenue, and public land, such as the portion of the Dennis Street right-of-way not developed as a street.
- 2.2.10 The Mixed Use area should be developed with adequate density to support transit service and neighbourhood commercial uses.

2.3 Employment Lands

The Employment Lands area within the Secondary Plan area existed before the preparation of the Secondary Plan, and public infrastructure is less developed than in other near-urban industrial areas in the city such as along Park Avenue East. Located within an old grid street network and adjacent to an arterial street and residential areas, the intent is to incrementally improve development standards (e.g. hardsurfacing, landscaping, building design) and transition to commercial uses that are more compatible with future adjacent residential development.

- 2.3.1 Additions to or change of uses from existing businesses that are not compatible with residential uses shall be developed with a higher level of visual and aesthetic quality to improve compatibility with future adjacent residential development.
- 2.3.2 The Industrial Restricted Zone (IR) is permitted in the Employment Lands area as shown on Map A to allow existing industrial uses to continue operations. However, only when there are adequate services for the area will the City support the rezoning of sites in the Employment Lands area to the Commercial Arterial Zone (CAR) to enable commercial development.
- 2.3.3 For commercial developments in the Employment Lands area, Commercial policies found in Section 2.2 shall apply.
- 2.3.4 New development should be located on sites large enough to accommodate adequate parking, loading, internal circulation, drainage, and landscaping requirements.
- 2.3.5 Outdoor storage areas, where approved in accordance with the Zoning By-law, should be located away from the following in order of higher-to-lower importance:
 - (a) Residential areas, unless landscaped buffers are provided on the site and between the Residential and Employment Lands areas
 - (b) Arterial and collector streets
 - (c) Local streets
 - (d) Greenspaces, excluding buffer greenspaces
- 2.3.6 The City may improve the streets and servicing for the area to an urban standard for a commercial area, depending on City priorities and resources, to encourage increased private investment. Following street improvements, existing development sites should be incrementally improved (e.g. hardsurfacing, landscaping, building design), when increasing the intensity of use, constructing new buildings, or completing additions to existing buildings.
- 2.3.7 New developments and redevelopments on sites adjacent to Richmond Avenue East shall not have direct vehicular access off Richmond Avenue East.

2.4 Greenspace

Greenspace within the Secondary Plan area should be well designed, well maintained, and safe. Greenspaces will accommodate both active and passive recreational experiences. As a key structural element of the Secondary Plan, the Greenspace network provides pedestrian and cyclist access to all areas of the community and to the broader city.

2.4.1 General Policies

- 2.4.1.1 Greenspace areas should be developed with a mix of Open Space Zone (OS) and Parks and Recreation Zone (PR) uses in accordance with the appropriate zoning standards.
- 2.4.1.2 Greenspaces comprise of all greenspaces and the network connecting the greenspaces, and they shall be developed in the general locations as shown in Map A, which is consistent with the City of Brandon Greenspace Master Plan. Additional linear or leisure greenspaces may be required to ensure each major landowner is developing and dedicating 10% of lands for greenspaces.
- 2.4.1.3 Greenspaces, such as those identified in Subsections 2.4.3 and 2.4.4, should be within a five-minute walk or 400 metres to most residents in the Secondary Plan area.
- 2.4.1.4 Lands required for infrastructure services and lands not suitable for development shall not be included within the dedication of public reserve as defined in the Act. This includes, but is not limited to, lands required for overland drainage purposes, lands required for servicing both shallow and deep utilities, retention ponds, lands susceptible to flooding, wetlands, ravines, gullies, and endangered species habitats.
- 2.4.1.5 Existing trees, wetlands, and drainage courses should be preserved and integrated into the open space design, especially where required under federal or provincial legislation and regulations.
- 2.4.1.6 Greenspaces shall be located and designed to ensure pedestrian and cyclist safety and comfort, with consideration to Crime Prevention through Environmental Design (CPTED) principles, lighting and maintenance, and passive surveillance.
- 2.4.1.7 To provide public amenities, and promote public health and wellbeing throughout the Secondary Plan area, the City shall prioritize land dedications for greenspace development from landowners in the Secondary Plan area in accordance with Map A. Monetary contributions in lieu of land dedications may be considered if the City determines such dedications are not suitable for greenspace development.

2.4.2 Leisure Greenspace Policies

- 2.4.2.1 Leisure greenspaces shall be located to ensure a high degree of pedestrian and cyclist accessibility and connections from adjacent residential areas. Leisure greenspaces may be located adjacent to storm water retention ponds, incorporated as part of the greenspace design.
- 2.4.2.2 In accordance with the City of Brandon Greenspace Master Plan, a leisure greenspace serves a local neighbourhood, may include both active and passive recreation areas, and should have a minimum site area of 1.0 hectare. Smaller “pocket” greenspaces may be developed where the 1.0 hectare standard cannot be met through the 10% maximum public reserve dedication.

2.4.3 Environmental Greenspace Policies

- 2.4.3.1 The Secondary Plan area has natural features that are unique to the area, including the endangered Small White Lady’s Slipper Orchid. These areas shall be protected from development and retained in a natural state in accordance with federal or provincial legislation and regulations.
- 2.4.3.2 The environmental greenspace shall coincide with the area established to protect the Small White Lady’s Slipper Orchid generally located in the southern portion of the Secondary Plan area as shown on Map A. The Province of Manitoba shall determine the final boundaries of the preserve area, and any subdivision/rezoning of land for development in the Secondary Plan area shall comply with provincial requirements for the protection of the Small White Lady’s Slipper Orchid.
- 2.4.3.3 The City and owners of lands impacted by the Small White Lady’s Slipper Orchid shall explore partnerships with non-profit environmental groups (e.g. Nature Conservancy of Canada) to own or operate the environmental greenspace to ensure the successful preservation of the White Lady’s Slipper Orchid.
- 2.4.3.4 The City shall coordinate with the Province of Manitoba and impacted landowners to explore options for managing drainage into the environmental greenspace to promote the preservation and success of the Small White Lady’s Slipper Orchid.
- 2.4.3.5 The environmental greenspace may incorporate education and awareness opportunities, as well as trail connections. Any trails with open public access may be considered as greenway connections and part of a developer’s public reserve contribution.
- 2.4.3.6 A conservation easement may be registered on the titles of the environmental greenspace and other lands protected under the provincially approved stewardship protection plan to further define the protected area.

2.4.3.7 To minimize the impact of construction and salt, sand, and other debris, a street shall not be developed directly adjacent to the environmental greenspace.

2.4.4 Buffer Area/Connector Greenspace Policies

2.4.4.1 Arterial streets are not compatible with lower-density residential developments, as arterial streets are designed to carry higher levels of traffic and are often associated with elevated levels of noise and air pollution. Green buffer areas along arterial streets are necessary to provide some separation between the arterial streets and the residential uses to mitigate the issues associated with arterial streets.

2.4.4.2 Green buffer areas are also necessary along the Douglas Street and Dennis Street rights-of-way south of Congress Avenue to provide some separation between Commercial, Employment Lands, or industrial areas and Residential areas to mitigate such impacts as higher levels of commercial or truck traffic, or elevated nuisance levels.

2.4.4.3 Landscaped buffers should be developed as connector greenspaces and meet the following minimum standard widths:

- (a) 9.0m when adjacent to an arterial street
- (b) 15.0m as a separate greenway between development areas over 40.0m in length (e.g. between residential and industrial to the east)
- (c) 7.6m when providing a “cut through” connection between a street and a separate greenway less than 40m in length

2.4.4.4 The City should consider locating connector greenspaces along the Secondary Plan area’s primary drainage corridors as shown on Map C. Such connector greenspaces shall be wider as determined by the City to accommodate at least a drainage channel and a multi-use trail.

2.4.4.5 The City should enable wider connector greenspaces along 1st Street between Maryland Avenue and Portola Drive to maintain the existing shelterbelt while accommodating a multi-use trail.

3.0 TRANSPORTATION AND TRANSIT

Transportation and transit policies for the Secondary Plan area focus on creating a balanced transportation system that provide a range of viable travel choices—active transportation, transit, and driving—that are seamlessly connected, safe, convenient, and affordable. A balanced transportation system will allow people to travel between important destinations in the Secondary Plan area and better connect the area with the surroundings in the city.

3.1 General Policies

- 3.1.1 Future development within the Secondary Plan area shall generally adhere to the street network and block pattern set out in Map B to protect for future transit and multi-modal connectivity.
- 3.1.2 All modes of transportation, including but not limited to vehicular, pedestrian and multi-modal traffic within the Secondary Plan area shall be developed in accordance with Appendix D—Southeast Brandon Secondary Plan Area: Traffic Impact Study, including the recommendations for the internal street network, intersections treatment and improvements, multi-use trail locations and pedestrian crossing control.
- 3.1.3 The transportation network within the Secondary Plan area shall be developed in accordance with the strategies outlined in Appendix E of the Brandon Area Road Network Development Plan, including traffic calming, access management, smart growth, and alternative mode strategies.
- 3.1.4 Integrate the multi-modal transportation network internal to the Secondary Plan area with the City’s broader transportation network to provide safe and direct access within and from the Secondary Plan area.
- 3.1.5 Development should promote an efficient, well-connected and fully integrated transportation network.

3.2 Active Transportation Policies

- 3.2.1 Multi-use trails within the Secondary Plan area shall connect to existing or future multi-use trails along 1st Street, Richmond Avenue East, Maryland Avenue, Patricia Avenue, and Aberdeen Avenue, and the Douglas Street right-of-way, allowing for cross-city active transportation use. Multi-use trails should also provide connections through the Secondary Plan area, allowing for local active transportation use, such as connections to greenspaces.
- 3.2.2 Multi-use trails should be developed within buffer areas, connector greenspaces, and collector street rights-of-way, but may also be developed along local streets where appropriate.

- 3.2.3 Where possible, multi-use trail alignments within buffer areas and connector greenspaces should include existing mature trees or woodlots.
- 3.2.4 If an Activity Greenspace is developed along 17th Street East in accordance with the City of Brandon Greenspace Master Plan, the City should explore establishing multi-use trail connections from the Secondary Plan area to the Activity Greenspace.
- 3.2.5 The intersections of trails, pathways, and sidewalks with arterial and collector streets should be designed to promote safety, and may include but are not limited to controlled intersections such as stop signs, roundabouts, or pedestrian signals.
- 3.2.6 Trails may be developed within an environmental greenspace in accordance with an approved stewardship protection plan. Unless specified otherwise in the provincially approved stewardship protection plan, such trails should not be hard-surfaced to minimize human impacts on the natural area within an environmental greenspace.
- 3.2.7 All uses within the Secondary Plan area should provide convenient pedestrian access from developments to adjacent sidewalks and transit stops.
- 3.2.8 Pedestrian and cycling networks should be accessible for persons of all abilities.
- 3.2.9 To reduce vehicular conflicts with pedestrian movement, properties fronting a multi-use trail along a street should, when possible, have driveway approaches from a side or, in some cases, rear street.

3.3 Transit Policies

- 3.3.1 Transit routes should be located along arterial or collector streets, and considered when reviewing and approving new developments.
- 3.3.2 Transit stops should be located within walking distance, generally 400 metres, of all uses, with particular emphasis on Residential Moderate Density, Mixed Use, and Commercial areas, and greenspaces.
- 3.3.3 Design transit stops so they directly connect with nearby pedestrian connections and the adjacent street.

3.4 Street Network Policies

- 3.4.1 The street network should be designed to maintain convenient vehicle circulation without creating shortcutting opportunities nor compromising the safety and attractiveness of the pedestrian environment.
- 3.4.2 Street crossings should be clearly marked and well designed so they are convenient and safe for pedestrians, and visible to motorists.
- 3.4.3 Consider traffic calming strategies or control measures in the design of all roadways.
- 3.4.4 The street network should be designed to maximize focal point opportunities.
- 3.4.5 Landscape boulevards in accordance with the City of Brandon Urban & Landscape Design Standards Manual and further directed by the City Engineer.
- 3.4.6 To ensure effective winter maintenance, the City may determine sidewalk locations relative to roadways.
- 3.4.7 In accordance with the traffic impact study commissioned for the Secondary Plan, a roundabout shall be located at the intersection of 1st Street and Maryland Avenue with associated additional lands required by dedication through the subdivision of land in this area. The City may consider additional roundabouts along arterial and collector streets at the developers' discretion.
- 3.4.8 The street network should be designed to use existing rights-of-way identified on Map D in which domestic sewer mains will be located to serve the Secondary Plan area.
- 3.4.9 Prior to upgrading Patricia Avenue to a full urban standard, the City may explore options with the RM of Cornwallis, the operators of the environmental greenspace, and the owners of lands south of Patricia Avenue to re-route the street further to the south of known occurrences of the Small White Lady's Slipper flowers.

3.5 Street Hierarchy Policies

- 3.5.1 Street types within the Secondary Plan area shall generally conform to the hierarchy identified in Policy 13.2.4 of the Development Plan, which includes expressways, arterial streets, collector streets, local streets, and public lanes.
- 3.5.2 Streets shall be designed in accordance with the City of Brandon Municipal Design Standards, or, if this is not available, the Transportation Association of Canada's Geometric Design Guide for Canadian Roads.

4.0 INFRASTRUCTURE

The Secondary Plan area shall be developed on the basis of the provision of a full range of infrastructure services, including but not limited to potable water supply and distribution, booster pumping stations, domestic sewers, domestic sewer pumping facilities, storm water management facilities, and storm drainage facilities.

4.1 General Policies

- 4.1.1 All major infrastructure shall be developed in the general locations as shown in Maps C and D.
- 4.1.2 Infrastructure shall generally be located within the street rights-of-way, but, if necessary, through consultation with the City and the City's approval may also be located within buffer areas and greenspaces. Private infrastructure for multiple-building sites such as apartment complexes and bare land condominiums shall connect to public infrastructure within an adjacent street right-of way.
- 4.1.3 As of the initial adoption of this Secondary Plan, the City is undertaking water, wastewater, and land drainage reports. These reports shall identify infrastructure upgrades required to support full build out of the Secondary Plan area. Upon completion of these reports, the City shall amend this Secondary Plan to reflect the findings of these reports. Until this Secondary Plan identifies all required infrastructure upgrades to support full build out of the Secondary Plan area, the City shall not approve any land use applications involving development dependent on large-scale infrastructure upgrades.
- 4.1.4 Development within the Secondary Plan area shall be supported by sufficient capacity from existing network and treatment infrastructure. A developer, in consultation with the City and prior to any development approval, shall identify if improvements to existing off-site domestic sewer, water, and land drainage infrastructure are required. Costs associated with upgrades to the existing off-site infrastructure that are not within the Development Charges Capital Plan shall be the developer's sole responsibility.
- 4.1.5 Development shall incorporate best management practices whenever possible, such as water conservation and reuse, and green storm water infrastructure.
- 4.1.6 Developers may be required, in accordance with the City's Oversized Services and Developer Reimbursement Development Agreement Parameter, to oversize infrastructure required to support the full buildout of the Secondary Plan area.
- 4.1.7 The projecting timing of off-site infrastructure investment is outlined in the City's ten-year capital plan, with the annual financial commitment determined by

development proceeding as outlined in the Development Charges Reserve Fund Management Policy.

4.1.8 Development shall adhere to the City of Brandon Water Conservation By-law.

4.2 Water Supply System Policies

4.2.1 Subject to Policy 4.1.3, all on- and off-site water supply system improvements shall be developed in accordance with Map D.

4.2.2 Should development within the Secondary Plan area proceed prior to the City completing an assessment and verification of the water supply system, a developer through their consulting engineer shall design their site water servicing in accordance with existing water pressures and flows observed by way of testing the existing public water system. The developer shall solely bear any costs associated with testing.

4.3 Domestic Sewer System Policies

4.3.1 Subject to Policy 4.1.3, all on- and off-site sewer system improvements shall be developed in accordance with Map D.

4.3.2 In accordance with the City of Brandon Water and Wastewater By-law, the domestic sewer system shall be separate from the land drainage system. Combined systems are not acceptable.

4.4 Land Drainage System Policies

4.4.1 Subject to Policy 4.1.3, all off-site land drainage system improvements shall be developed in accordance with Map C. The Secondary Plan is divided into three main catchment areas as shown on Map C. Each of these catchment areas shall provide on-site storage (e.g. retention ponds) to ensure post development flows are equal to or less than pre-development flows.

4.4.2 Smaller landholdings where pond construction is not possible shall manage their storm water privately on site, or at their discretion enter into a private oversizing agreement with an adjacent larger property owner who may choose to develop a central retention pond system.

4.4.3 Storm water retention facilities shall be designed in accordance with the City of Brandon Municipal Servicing Standards, or, if this is not available, to accommodate a minimum 1:100-year storm event with post-development flows from developments within the Secondary Plan area being equal to or less than 1:5-year pre-development flows.

- 4.4.4 Where possible, retention ponds shall be naturalized and integrated within existing wetlands and greenspaces in accordance with the City of Brandon Naturalized Stormwater Pond Guidelines. Consultation with conservation organizations is encouraged.
- 4.4.5 The City and developers shall endeavor to restore or maintain natural hydrologic flows to the environmental greenspace through storm water management design with consultation with the Government of Manitoba.
- 4.4.6 Despite the current location of the northwest branch of the land drainage channel or sewer as shown on Map C, the City may also consider this drainage branch lining up with the collector street extending from the intersection of 1st Street and Aberdeen Avenue.

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5.0 URBAN DESIGN

The Secondary Plan area will accommodate and is surrounded by different land uses, especially residential, commercial, and industrial, that may not be compatible with each other. High quality urban design is therefore important to make these uses more harmonious with each other and with the public realm, be it through landscaping, building or site design, or connectivity of public spaces and areas. The policies in this section are supplemental to the City of Brandon Urban and Landscape Design Standards Manual.

5.1 General Policies

- 5.1.1 Development should support a highly walkable, pedestrian-oriented, transit-supportive, accessible community.
- 5.1.2 Public and semi-public spaces in public and private developments should be designed as accessible spaces in accordance with The Accessibility for Manitobans Act and its associated regulations.
- 5.1.3 Public and semi-public spaces in public and private developments should be designed to promote year-round and day-long usage.
- 5.1.4 Roundabouts should include landscaping or public art features.
- 5.1.5 Despite the existing rights-of-way under a historic grid layout, streets should be reconfigured to be more consistent with the layout shown on Map A, including the reduction of connections from the Secondary Plan area to arterial streets. Where necessary, existing rights-of-way may be used as drainage corridors in accordance with Map C.

5.2 Gateway Policies

- 5.2.1 Certain intersections in the Secondary Plan area will serve as gateways due to their significant locations. These gateways shall be visually and functionally unique through combinations of building placement or use, architectural detail, landscaping, and public art. Gateways are good locations for landmark buildings due to their prominent locations within the Secondary Plan area.
- 5.2.2 Regional gateways include the following:
 - (a) The intersection of 1st Street and Richmond Avenue
 - (b) The intersection of 1st Street and Patricia Avenue

5.2.3

Local gateways include the following:

- (a) The intersection of Elderwood Drive/Franklin Street and Richmond Avenue East
- (b) The intersection of 1st Street and Aberdeen Avenue
- (c) The intersection of 1st Street and Maryland Avenue
- (d) The intersection of 1st Street and the southernmost collector street
- (e) The intersections of all collector streets within the Secondary Plan area adjacent to greenspaces or Residential Moderate Density areas

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6.0 IMPLEMENTATION

6.1 Phasing of New Development Policies

- 6.1.1 To ensure that development of the Secondary Plan area proceeds in an efficient and economical manner, development will generally follow the provision of servicing infrastructure.
- 6.1.2 Phasing of development within the Secondary Plan area should generally move in accordance with Map E. Phasing does not apply to Commercial and Employment Lands areas.
- 6.1.3 Subsequent phasing of development shall follow the provision of the domestic sewer network outlined in Section 4.3 and the land drainage network outlined in Section 4.4.
- 6.1.4 The general phasing of development identified in Policies 6.1.2 and 6.1.3 does not preclude out-of-sequence development within the Secondary Plan area. Phasing of development may be adjusted without amendment to this Secondary Plan subject to the following:
- (a) The availability and capacity of servicing infrastructure enables a neighbourhood to be developed outside of the general phasing scheme, directed by an analysis of the existing infrastructure network to determine the number of dwelling units that can be developed and how the existing infrastructure network can accommodate the proposed development
 - (b) A neighbourhood plan for the development has been prepared to the satisfaction of the City
- 6.1.5 Development of leisure greenspaces should be in the beginning phase(s) of development to ensure residents in the Secondary Plan area have access to public parks.
- 6.1.6 Further to Policy 2.4.3.2, lands for the environmental greenspace should be subdivided prior to development of adjacent lands, and may be subdivided prior to adoption of a neighbourhood plan, to provide clarity on limits to development and the neighbourhood plan.
- 6.1.7 Where greenspaces coincide with the Secondary Plan area's drainage system, those greenspaces should be developed at the same time as the drainage system.
- 6.1.8 Development of on-site storm water storage or mitigation is required prior to any hard-surfacing upstream of the storm water outlet.

6.2 Cost of Development Policies

- 6.2.1 In accordance with the City's Local Service Policy (Appendix C to the Development Charges Background Report), developers shall be responsible for developing on-site improvements, including but not limited to roadways, sidewalks, multi-use trails, greenspaces, storm water conveyance and retention ponds, water and sewer lines, and lighting.
- 6.2.2 Where there are boundary improvements within the Secondary Plan area, such as the Frederick Street right-of-way with the domestic sewer main as shown on Map D, the developer developing first shall develop such improvements. Adjacent developers, upon development of their lands, shall pay to the first developer a proportional share of such improvements. Such payments may be set out in development agreements in accordance with the City of Brandon Development Agreement Parameters.
- 6.2.3 Developers shall be responsible for funding a proportionate share of off-site improvements in accordance with the City of Brandon Development Charges By-law, including but not limited to transportation, wastewater, water, and drainage. Development charges capital improvements are identified within the City's Development Charges Capital Plan.
- 6.2.4 At the time of subdivision, a developer shall dedicate, without compensation, the following lands:
- (a) Collector and local street rights-of-way, including lands for intersections
 - (b) Storm water management facilities and other lands not suitable for development
 - (c) Greenspaces as public reserve
- Where the lands being developed are too small to dedicate public reserve lands, the City will require a cash-in-lieu payment pursuant to The Planning Act. The payment shall be in accordance with the City of Brandon fee schedule or the appraised land value as outlined in the City of Brandon Development Agreement Parameters, and may include a proportional fee for improving the greenspace.
- Developers shall construct playgrounds in each leisure greenspace, in accordance with City standards and specifications.
- 6.2.6 At the time of subdivision by a developer, the City shall coordinate with the developer to reconfigure the historical street and lane rights-of-way in a new subdivision layout. The value of land charged to the purchaser, or land swaps, shall be in accordance with the City Land Transaction Policy and Procedure.

6.2.7 Where developers construct oversized infrastructure pursuant to Policy 4.1.6 of this Secondary Plan, they shall be reimbursed for the additional costs incurred in accordance with the Council-approved Development Agreement Parameter for oversized services and developer reimbursement.

6.3 Neighbourhood Plan Policies

6.3.1 The Secondary Plan area comprises a number of individual landowners. Comprehensive development of land across individual ownerships will be encouraged through the development of neighbourhood plans and the development approvals process to achieve integrated and coordinated development.

6.3.2 Neighbourhood plans will demonstrate compliance under final buildout conditions. Each phase of the development undertaken by the proponent should allow for future phases in accordance with the neighbourhood plan.

6.3.3 Neighbourhood plans will be adopted through a resolution of City Council before or in conjunction with a rezoning and/or subdivision application prior to development of lands within the neighbourhood plan area.

6.3.4 The neighbourhood plan may be amended from time to time through a resolution of City Council. However, all such amendments should continue to demonstrate, to the satisfaction of the City, the ability to ultimately achieve compliance with and maintain the intent of this Secondary Plan and the Zoning By-law.

6.3.5 Minor modification to the neighbourhood plan boundaries may not require an amendment to this Secondary Plan if the City determines that the modification will further the objectives set forth in the Secondary Plan, and will provide greater community benefit as a result of the proposed modification.

6.3.6 A neighbourhood plan shall be prepared by the proponent in consultation with a Registered Professional Planner (RPP) and Professional Engineer (P.Eng), and at a minimum should address the following:

- (a) Detailed site assessment of all features that affect development, including but not limited to topography, ground and surface water evaluation, preliminary geotechnical investigation, heritage resources, Phase 1 environmental site assessment, shallow utilities and street rights-of-way, and integration with existing development
 - (i) The City may defer these assessments to a specific phase or stage of development (e.g. geotechnical investigation)
- (b) Information detailing the consultative process utilized when preparing the neighbourhood plan
- (c) Information detailing how the neighbourhood plan implements the Development Plan and this Secondary Plan

- (d) Projections for population, net density, employment, and dwelling units (by type)
- (e) Layout of future roadways, pedestrian connections, and transit routes and stops
- (f) Land use concept, identifying proposed zones within the neighbourhood plan area, including the provision of public reserve lands
- (g) Design of infrastructure networks, including water supply, wastewater, and land drainage
- (h) Conceptual design of all public reserve areas
- (i) Conceptual layout of building lots, with lot sizes
- (j) Traffic impact assessment, if the density projections of the neighbourhood plan proposal is more intense than set out in the Secondary Plan
- (k) Building design considerations such as the variety of unit types and styles, building materials, and unit orientation
- (l) Impact and cost analysis of the proposed development on existing infrastructure and soft services, and how these impacts have been considered and addressed. This includes all off-site infrastructure upgrades resulting from the development
- (m) Phasing of development

6.4 Zoning By-law Amendment Policies

- 6.4.1 Lands shall have proper zoning districts before development of such lands may occur.
- 6.4.2 Rezoning of lands within the Secondary Plan area shall conform to the Secondary Plan and an approved neighbourhood plan.
- 6.4.3 Rezoning of lands should be processed in accordance with the phasing plan associated with an approved neighbourhood plan.
- 6.4.4 The City may consider amendments that provide flexibility in development standards that will further support the objectives and policies set forth in the Secondary Plan. These amendments may include, but be not limited to, the following:
 - (a) Property assemblage incentives
 - (b) Sensitive edge buffering
 - (c) Development flexibility and incentives (e.g. bonus zoning)
 - (d) Development standards updates
 - (e) Risk management design measures

6.5 Subdivision Policies

- 6.5.1 Subdivision of lands within the Secondary Plan area shall conform to the Secondary Plan, an approved neighbourhood plan, and the Zoning By-law.
- 6.5.2 Subdivision of lands should be done in phases in accordance with the phasing plan associated with an approved neighbourhood plan.
- 6.5.3 The City reserves the right to request new or updated information to support the neighbourhood plan to demonstrate compliance with Section 6.3.6 of this Secondary Plan at the time of subdivision application. Where the City requires such information, the City shall, in accordance with the Act, not consider the subdivision application complete until the City receives such information.

6.6 Site Design Analysis Policies

- 6.6.1 Prior to the development of any one of the Residential Moderate Density or Mixed Use areas, a site design analysis may be completed in accordance with Subsection 16.2.3 of the Development Plan for review and approval by the City. The proposed development shall conform to the Secondary Plan, an approved neighbourhood plan, and the Zoning By-law.

6.7 Greenspace Master Agreement Policies

- 6.7.1 The greenspace network envisioned in this Secondary Plan will benefit all landowners. However, the area of greenspace conveyances, capital costs and shared benefits of the greenspace network may not be evenly distributed across landowners. Where land conveyances and shared capital costs are involved, the City may require that there is a binding agreement in place between landowners, which may or may not include the City, on appropriate sharing of capital costs prior to the development of land within the Secondary Plan area, and as part of the neighbourhood plan or land use application process.

7.0 DEFINITIONS

Arterial street	The primary function of this roadway classification is to support traffic movement of all vehicle types, usually with limited access and at a high speed. Parking is usually restricted during peak hours or prohibited throughout the day.
Capital costs	One-time costs associated with a new development and would include such things as sewer and water pipes, drainage facilities, roads, street lights, sidewalks, etc. It is very common for a developer to pay for these types of one-time costs, when completing a subdivision for example.
Collector street	A street designed to intercept, collect and distribute traffic between local and arterial streets.
CPTED	Crime Prevention through Environmental Design, it is a set of design principles that reduce opportunities for crime and nuisance activity.
Density	The number of dwelling units within a given residential area, expressed as the number of dwelling units per net hectare.
Endangered species	A species that is declared an endangered species under subsection 8(1) of The Manitoba Endangered Species and Ecosystems Act
Gateway	Lands that are strategically located because of alignment or intersection of transportation, land use, access, or other defining feature with shared importance to the City of Brandon, and where development will be considered that is appropriate to and supports regional integration, including economic and transportation-related activities. Gateways should be clearly defined through site design, signage, and higher quality landscaping.
Mixed use	Any development, or a single building, that combines residential with various uses such as commercial retail, office, institutional, or community uses, where those functions are physically and functionally integrated while providing pedestrian connections and transit access.
Multi-modal	Transportation connections for all modes of movement, including pedestrian, cycling, and vehicular.
Off-site improvement	Above- or below-ground improvement associated with a particular development but located outside that area, such as upgrades of regional streets, wastewater treatment facilities, water treatment facilities, or celebration greenspaces and larger recreational facilities.

On-site improvement

Above- or below-ground improvement associated with a particular development, such as paving streets and rear lanes, leisure greenspaces, storm sewer systems, domestic sewer lines, water mains, hydrants, sidewalks, boulevards, curbs, ditches, street lights, connections to existing services, area grading and leveling, street name plates, and landscaping of greenspaces and boulevards.

Public realm

Places and spaces shared by the public. This includes all public places, open spaces, and streetscapes.

Semi-public space

Common areas within private developments with public access.

Traffic calming

Mitigation measures installed on streets to reduce traffic infiltration and/or speed to provide pedestrian safety in areas.

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MAPS

- A. Land Use and Greenspace
- B. Multi-modal Transportation
- C. Drainage
- D. Water and Domestic Sewer
- E. Phasing
- F. Composite Map

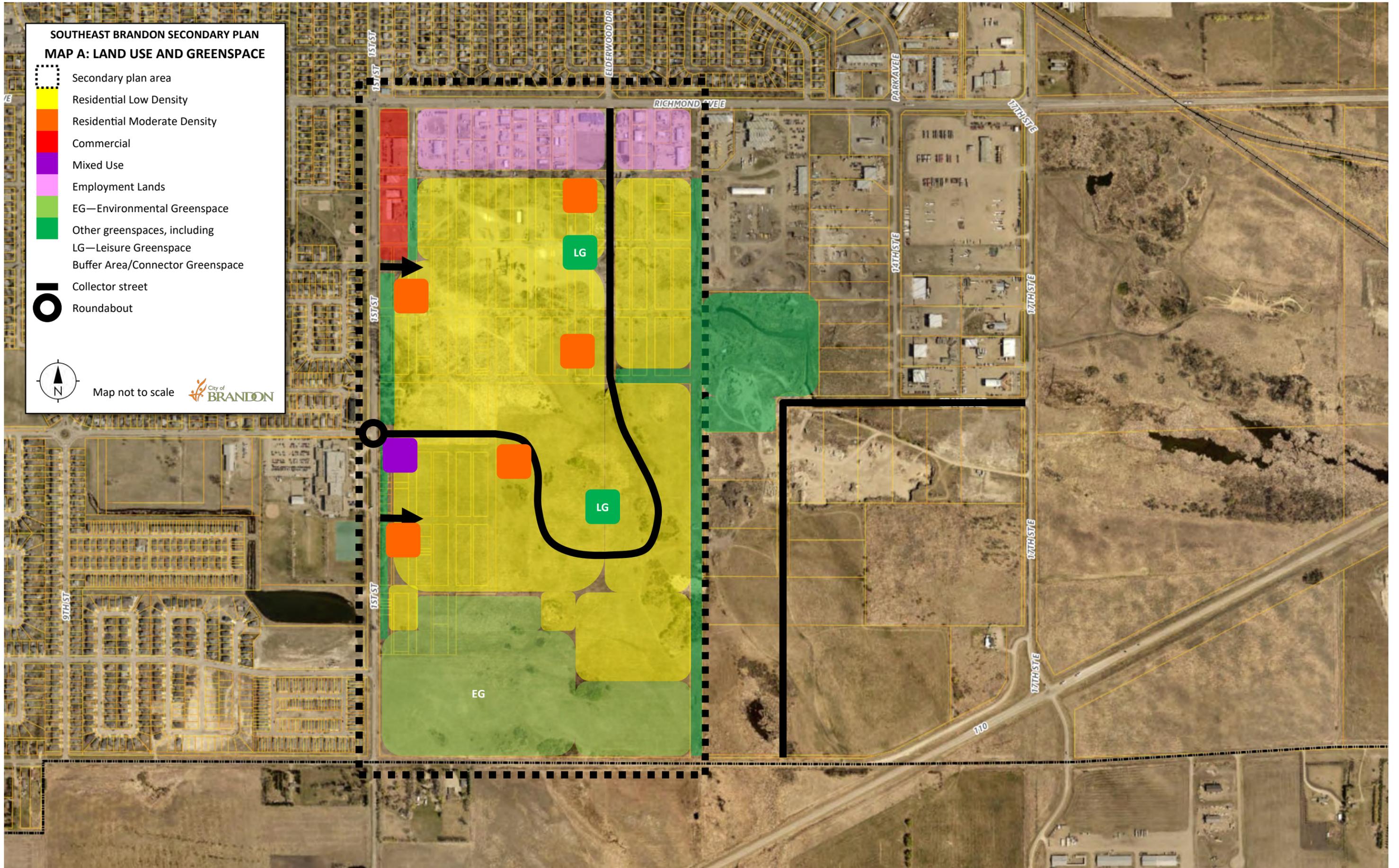
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**SOUTHEAST BRANDON SECONDARY PLAN
MAP A: LAND USE AND GREENSPACE**

-  Secondary plan area
-  Residential Low Density
-  Residential Moderate Density
-  Commercial
-  Mixed Use
-  Employment Lands
-  EG—Environmental Greenspace
-  Other greenspaces, including
LG—Leisure Greenspace
Buffer Area/Connector Greenspace
-  Collector street
-  Roundabout



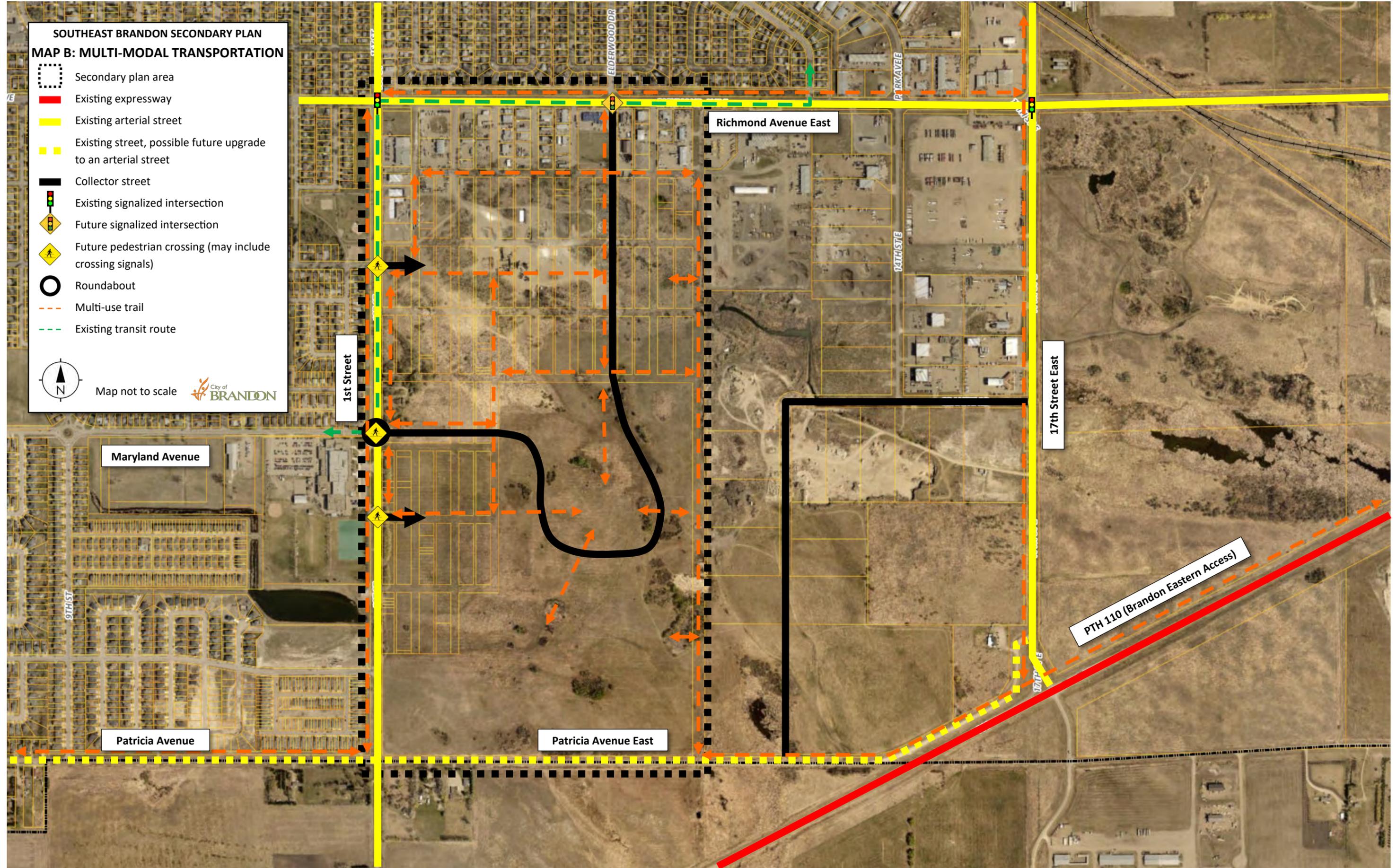
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SOUTHEAST BRANDON SECONDARY PLAN
MAP B: MULTI-MODAL TRANSPORTATION

- Secondary plan area
- Existing expressway
- Existing arterial street
- Existing street, possible future upgrade to an arterial street
- Collector street
- Existing signalized intersection
- Future signalized intersection
- Future pedestrian crossing (may include crossing signals)
- Roundabout
- Multi-use trail
- Existing transit route

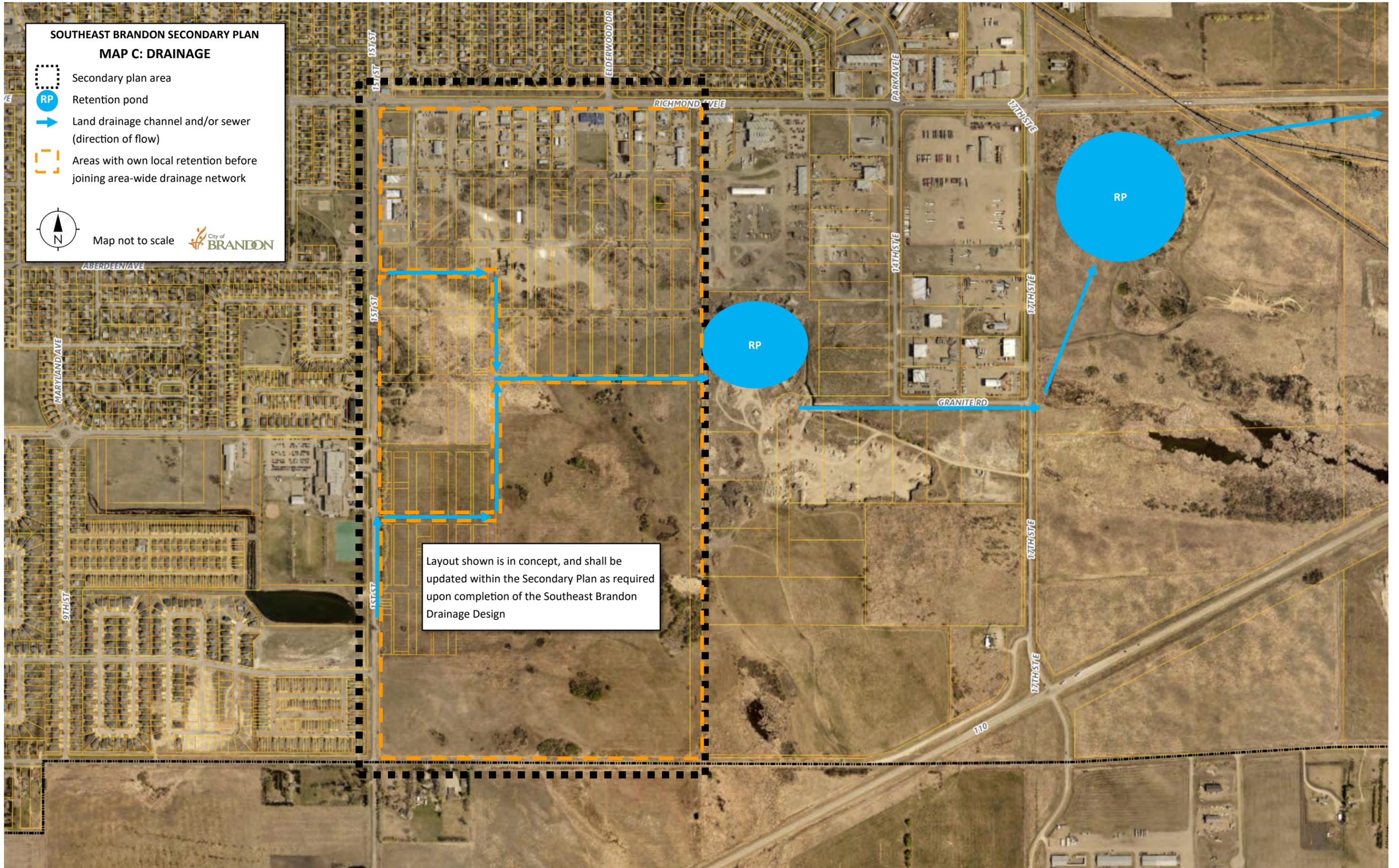
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**SOUTHEAST BRANDON SECONDARY PLAN
MAP C: DRAINAGE**

-  Secondary plan area
-  Retention pond
-  Land drainage channel and/or sewer (direction of flow)
-  Areas with own local retention before joining area-wide drainage network

 Map not to scale 



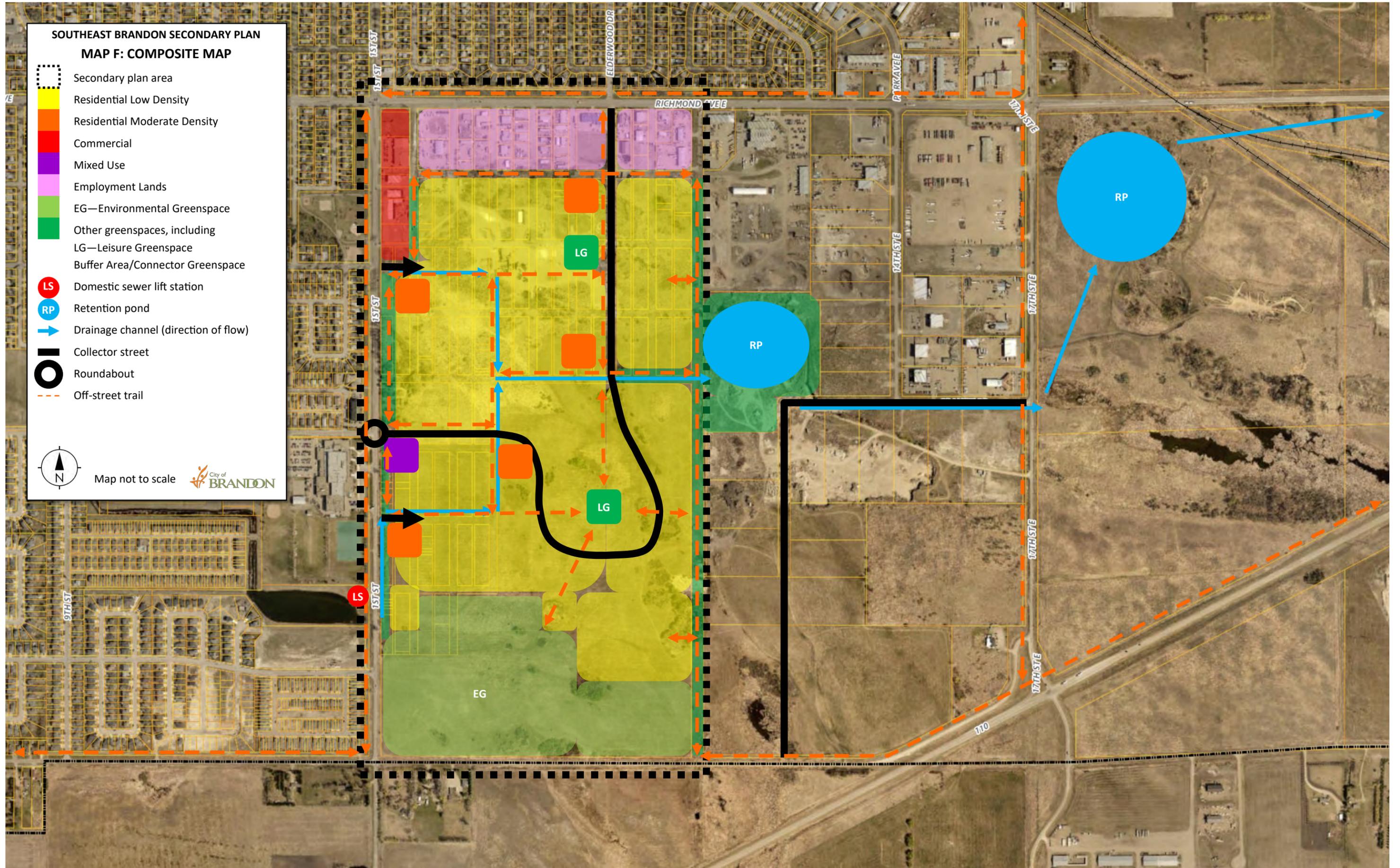
Layout shown is in concept, and shall be updated within the Secondary Plan as required upon completion of the Southeast Brandon Drainage Design

**SOUTHEAST BRANDON SECONDARY PLAN
MAP F: COMPOSITE MAP**

-  Secondary plan area
-  Residential Low Density
-  Residential Moderate Density
-  Commercial
-  Mixed Use
-  Employment Lands
-  EG—Environmental Greenspace
-  Other greenspaces, including
LG—Leisure Greenspace
-  Buffer Area/Connector Greenspace
-  Domestic sewer lift station
-  Retention pond
-  Drainage channel (direction of flow)
-  Collector street
-  Roundabout
-  Off-street trail



Map not to scale



REFERENCE MAPS

For information only, not part of the by-law

1. Existing Zoning
2. Environmental Considerations

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APPENDICES

For information only, not part of the by-law

Appendix A—Implementation—Actions

Appendix B—Implementation—Capital

Appendix C—Public Engagement Report

Appendix D—Southeast Brandon Secondary Plan Area: Traffic Impact Study

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