



# Brandon & Area Planning District Fringe Area Growth Strategy



Adopted by the  
Brandon & Area Planning District Board  
on November 21, 2013



With



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# Executive Summary

In order to ensure development growth within the Brandon & Area Planning District (the District) occurs in an environmentally and economically sustainable manner, and in accordance with the Development Plan, the District is undertaking an integrated growth strategy to examine urban growth opportunities within the City of Brandon and surrounding the corporate boundaries in the Rural Municipalities (RM's) of Elton and Cornwallis. The District Fringe Area Growth Strategy (Growth Strategy) intends to coordinate land use and infrastructure planning with development activities to promote orderly and efficient urban growth for the next 50 years. The Growth Strategy considers that future growth will occur in both existing and undeveloped (greenfield) areas. However, the focus of this Growth Strategy is on urban growth in the greenfield areas (the fringe area) resulting from the needs for infrastructure expansion.

At the current rate of growth, urban growth within the fringe area is expected to result in 27,000 new residents within the next 50 years. This population growth will require approximately 900 hectares of land to accommodate future residential, commercial, institutional and industrial uses. The process to determine where this growth is likely to occur involved consultations with representatives of the provincial, political, administrative parties as well as stakeholders from the development community and the general public. Multiple public workshops were held to determine the growth principles, and the criteria for evaluating potential growth areas (*Appendix A*).

Land evaluation criteria (*Table 8*) were established in the land evaluation model used to provide a consistent and transparent method of comparing the different elements that impact growth. The result of this consultation process identified that infrastructure criteria are the most important, followed by economic, land use and physical & environmental criteria (*Appendix B*). The land evaluation identified four Growth Nodes (*Map 4*); North, West, Southwest and Southeast; which are most appropriate for urban growth. Identifying Growth Nodes within targeted areas helps the District better coordinate infrastructure improvements with future development activity.

Policies regarding phasing, secondary plans, infrastructure, costing, design and urban expansion have been established in this Growth Strategy to provide direction on how urban growth should occur. The policies are supplementary to the policies in the Development Plan and are intended to provide guidance to decision makers on growth-related opportunities. The Growth Strategy also identifies the “tools” necessary to implement those policies, which include development levies, development standards, secondary plans and master plans (*Table 12*). Upon completion, these tools will provide a framework for the municipalities of the District to make timely, transparent, consistent and responsible decisions regarding urban growth.

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Appendix B	Land Evaluation Summary	<a href="http://www.brandon.ca/attachments/article/881/BAPD%20Growth%20Strategy%20-%20Appendix%20B%20(Reduced).pdf">http://www.brandon.ca/attachments/article/881/BAPD Growth Strategy - Appendix B (Reduced).pdf</a>
Appendix C	Guide for Developing Priority Areas	<a href="http://www.brandon.ca/attachments/article/881/BAPD%20Growth%20Strategy%20-%20Appendix%20C.pdf">http://www.brandon.ca/attachments/article/881/BAPD Growth Strategy - Appendix C.pdf</a>
Appendix D	Tool 7.2 (a) Draft North Gateway Secondary Plan	<a href="http://www.brandon.ca/departments/planning-department/planning-department/active-projects/863-north-brandon-gateway-secondary-plan">http://www.brandon.ca/departments/planning-department/planning-department/active-projects/863-north-brandon-gateway-secondary-plan</a>
Appendix E	Tool 7.2 (b) Draft Southwest Brandon Secondary Plan	<a href="http://www.brandon.ca/departments/planning-department/planning-department/active-projects/996-southwest-brandon-secondary-plan">http://www.brandon.ca/departments/planning-department/planning-department/active-projects/996-southwest-brandon-secondary-plan</a>
Appendix F	Tool 7.6 (a) Financing Growth White Paper	<a href="http://www.brandon.ca/images/pdf/planning/FinancingFutureGrowth.pdf">http://www.brandon.ca/images/pdf/planning/FinancingFutureGrowth.pdf</a>
Appendix G	Tool 7.6 (b) Lifecycle Analysis of Growth Nodes	<a href="http://www.brandon.ca/attachments/article/881/BAPD%20Growth%20Strategy%20-%20Appendix%20G.pdf">http://www.brandon.ca/attachments/article/881/BAPD Growth Strategy - Appendix G.pdf</a>

# 1 Introduction

The Brandon & Area Planning District (the District) is experiencing a period of growth and prosperity, it is anticipated that undeveloped (greenfield) areas within the City of Brandon and surrounding the corporate boundaries in the Rural Municipalities (RM's) of Elton and Cornwallis will accommodate 27,000 new residents within the next 50 years. The three municipalities within the District are anticipated to be impacted by the increasing population growth. New urban development will require the expansion of community services and infrastructure networks; these urban services and infrastructure will most likely be provided by an urban municipality, in this case, the City of Brandon. A long-term Growth Strategy is necessary in order to manage expansion so as to maximize the economic, social and environmental returns for the District and its citizens.

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## 1.1 Purpose of Strategy

The Brandon & Area Planning District Fringe Area Growth Strategy (Growth Strategy) identifies land requirements and targeted growth directions to accommodate urban growth opportunities over the next 50 years. The purpose of the Growth Strategy is to implement Policy 10.2.1 of the Development Plan to manage growth interest and corresponding infrastructure obligations, by examining the following:

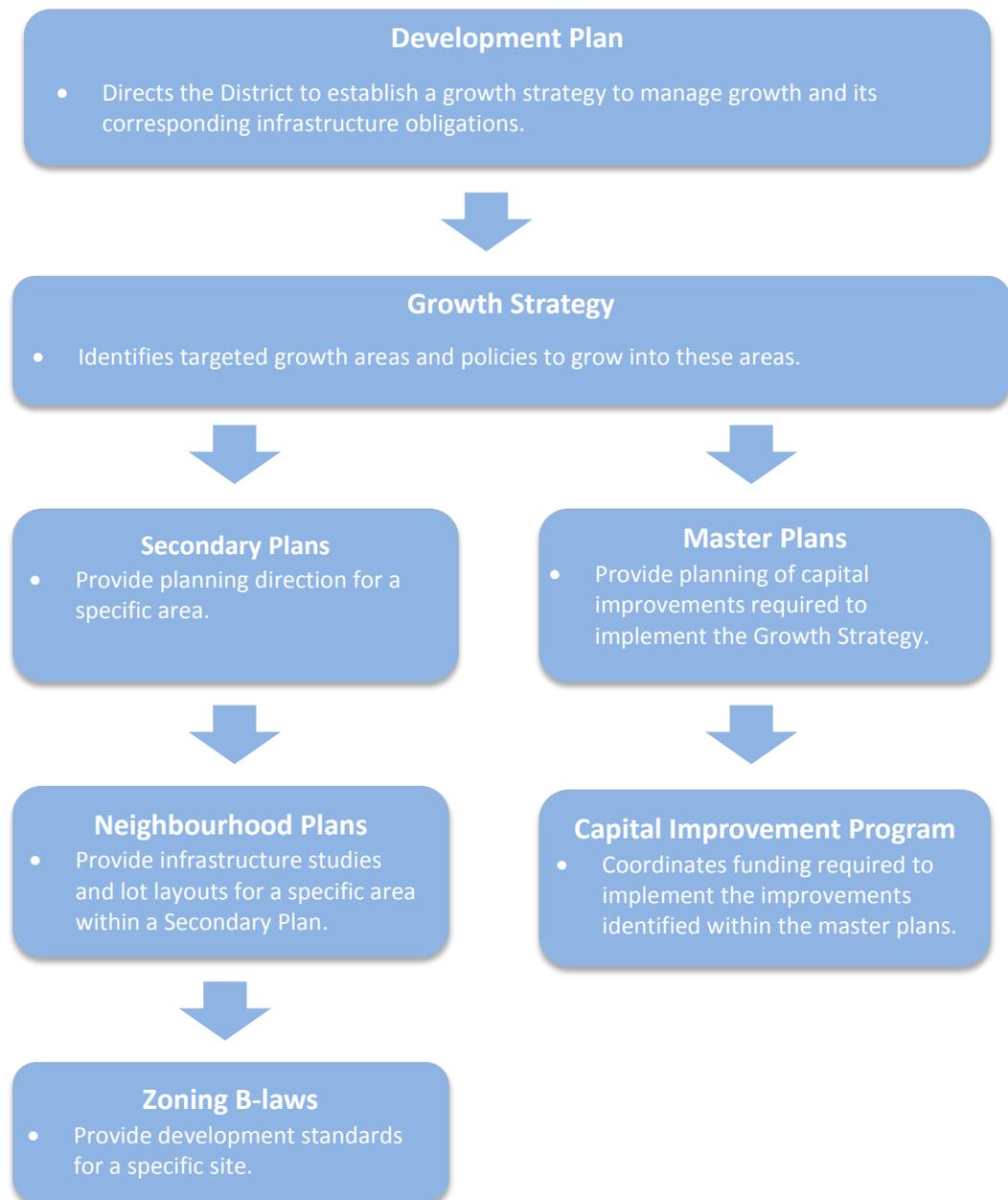
- Growth projections, and land supply summary for existing and future areas;
- Development potential of lands within the study area;
- Immediate, intermediate, and long term growth areas;
- Infrastructure and servicing costs for identified growth areas;

The Growth Strategy considers that future growth will occur in both existing (infill) and greenfield areas. However, the focus of the Growth Strategy is on urban growth in greenfield areas due to the needs for infrastructure expansion, therefore, the land evaluation and recommendations contained within this document only apply to these greenfield areas (the fringe area).

## 1.2 Regulatory Context

The Growth Strategy is intended to serve as a supplementary document to the Development Plan from which other planning initiatives, by-laws, and agreements will be directed. *Figure 1* identifies the role of the Growth Strategy within the planning framework for growth.

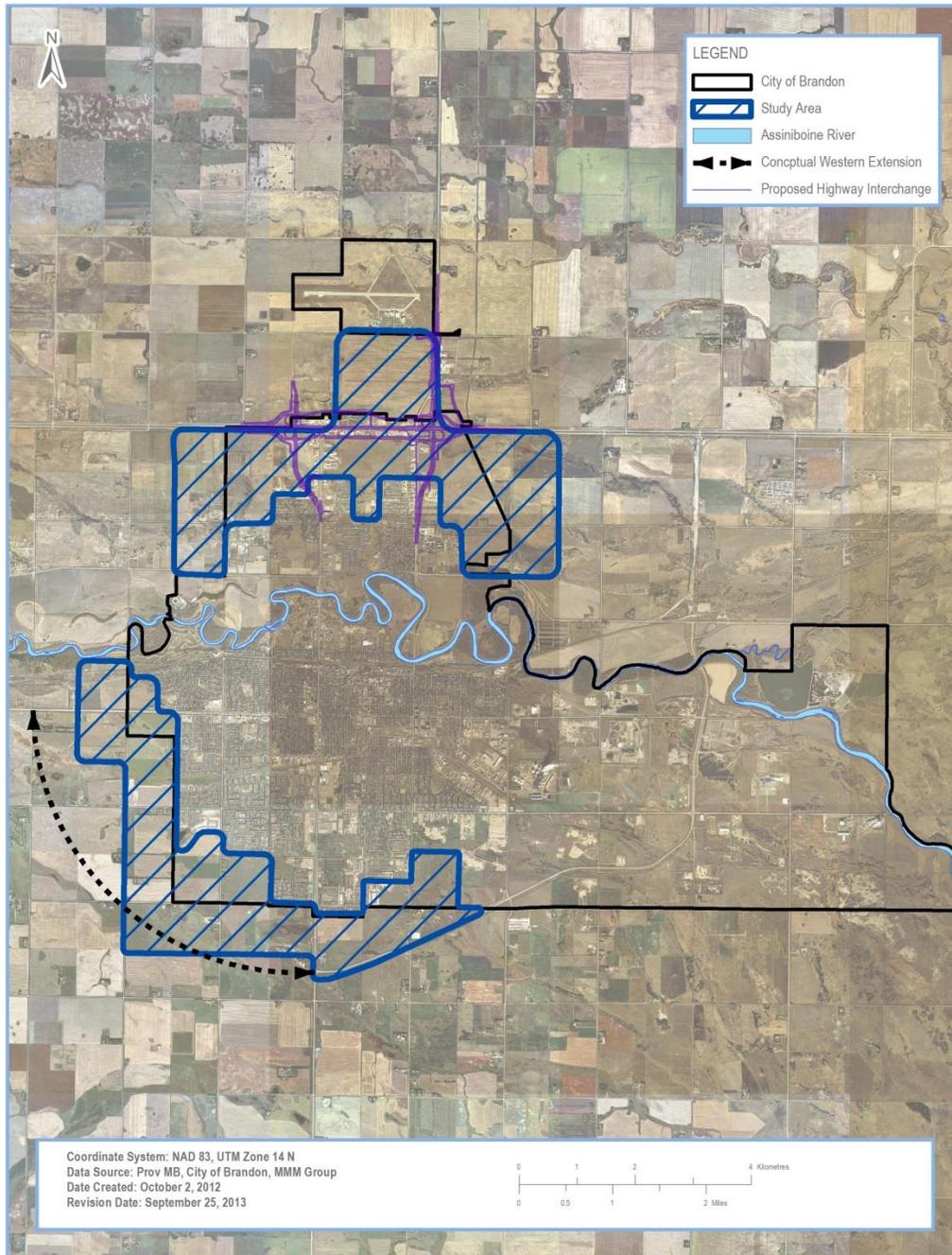
**Figure 1 – Planning Framework for Growth**



### 1.3 Fringe Area

The fringe area is shown in *Map 1* below. The fringe area includes undeveloped greenfield lands within the City of Brandon and the Rural Municipalities of Elton and Cornwallis.

**Map 1 - Fringe Area**



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## 1.4 Process

The Growth Strategy was prepared with cooperation between the three municipal Councils of the District, MMM Group Ltd., the general public, developers and administration. The development of the Growth Strategy was carried out in four phases as outlined below:

### **Phase 1 - Background Report & Data Collection**

- Planning framework summary
- Population and demographic trends
- Vacant land inventory
- Transportation system inventory
- Infrastructure Inventory
- Development charge inventory
- Community asset and service inventory
- Land supply and demand analysis

### **Phase 2 - Guiding Principles**

- Review approaches for managing growth
- Online survey
- Stakeholder consultations
- Public workshop
- Guiding principles

### **Phase 3 - Land Evaluation**

- Finalize and map development criteria
- Public land evaluation workshop
- Council land evaluation workshop
- Identify Growth Nodes

### **Phase 4 - Public Feedback & Final Revisions**

- Policy development
- Implementation actions
- Lifecycle analysis of Growth Nodes
- Public open house
- Adoption process by the BAPD Board

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## 1.5 Growth Principles

The following growth principles were established through public workshops to guide the decision-making process:

- **Balanced** – Growth shall be balanced between all land uses to ensure an appropriate tax base, respecting the role of industrial/commercial development as the economic engine while supporting residential growth to serve the housing need in the region.
- **Collaborative** – Growth shall be a collaborative process involving community stakeholders in the decision-making process.
- **Compact** – Growth shall be compact to ensure efficiency of land use and services.
- **Connected** – Growth shall be connected to ensure ease of movement throughout and between neighbourhoods.
- **Contiguous** – Growth shall be contiguous to ensure urban residential expansion is adjacent to existing developed areas.
- **Intensify** – Growth shall be prioritized to existing areas to ensure revitalization and efficient provision of infrastructure.
- **Livable** – Growth shall create livable communities with ample amenities, and neighbourhoods should be designed to enhance the quality of life and to create a strong sense of place for all residents.
- **Mixed Use** – Growth shall include a mixture of uses to include a variety of housing types and neighbourhood commercial uses to serve all demographics.
- **Multi-Modal** – Growth shall be designed with a multi-modal system to ensure all transportation choices are accommodated including pedestrians, cyclists, public transit and vehicles.
- **Responsible** – Growth shall be fiscally responsible to ensure that return on public investment is maximized.
- **Sustainable** – Growth shall be socially, environmentally, and economically sustainable.

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## 1.6 Interpretation

The Growth Strategy is a guiding policy document adopted through a resolution by the District Board. The Growth Strategy is supplementary to the Development Plan, and the policies contained within the Growth Strategy refine and compliment the policies in the Development Plan.

The Growth Strategy may be amended in the future; at a minimum, the Growth Strategy shall be updated in advance of the required update of the Development Plan. The policies within the Growth Strategy will subsequently be included within the growth management section of the Development Plan; at this time, the Growth Strategy will serve as a supplemental document to inform and direct future policies in the Development Plan.

The appendices do not form part of the adopted Growth Strategy. The intent of the appendices is to provide background information used in preparing the Growth Strategy, and identify ongoing and completed “tools for growth”.

## 2 Projections

### 2.1 Population

Urban expansion typically reflects the pattern of urban development extending into the rural municipality when the urban municipality lacks the available land to meet its growth demands. For this reason, this section on population projection focuses specifically on population growth within the City of Brandon and its impacts on the adjacent municipalities. When preparing this strategy three growth projections were charted (low, medium, and high); for the purposes of this strategy the medium projection was chosen (*Table 1*) as it most accurately reflected historical growth trends, and future growth predictions. The following is a summary of statistics used in the analysis:

- Over the past 50 years, on average, Brandon has grown 5% every five years
- The growth rate has varied from -0.04% from 1986 to 1991, to 11% from 2006 and 2011
- The 11% growth from 2006 to 2011 resulted in 4,450 new residents<sup>1</sup>
- Brandon received 4,594 immigrants from 2006 to 2011, with the number peaking at 1,433 in 2010, and decreasing to 702 in 2011<sup>2</sup>
- Brandon has averaged the creation of 340 dwelling units per year from 2008 to 2012<sup>3</sup>

The population projection recognizes the City of Brandon as the regional service centre and business hub for transporting goods within the westman area. Despite static birth and death rates, the population has seen significant increases recently due to the influx of new immigrants responding to employment opportunities from Maple Leaf Foods Inc. and other local industries. The economic spinoff from these opportunities is expected to decrease in the coming years and therefore population growth is projected at 7.5% from 2011 to 2016 and 2016 to 2021. Long-term growth (2021 to 2061) is projected at the historical norm of 5% every five years.

**Table 1: Brandon Population Projection**

Year	Population	Growth Rate
2011	46,061	
2016	49,516	7.5%
2021	53,229	7.5%
2026	55,891	5%
2031	58,685	5%
2036	61,620	5%
2041	64,700	5%
2046	67,936	5%
2051	71,332	5%
2056	74,889	5%
2061	78,644	5%

<sup>1</sup> Statistics Canada. 2012. Brandon, Manitoba.

<sup>2</sup> Citizenship & Immigration Canada

<sup>3</sup> City of Brandon. 2013, Building Permit Statistics.

## 2.2 Population Thresholds

The City of Brandon’s growth is generalized into three growth thresholds, generally corresponding to 10, 30, and 50 year growth projections. The intent is that these thresholds will remain applicable during fluctuations of growth and require fewer adjustments in the future.

Population	Years of Growth
55,000	2011-2021
65,000	2022-2041
80,000	2042-2061

## 2.3 Land Inventory

When considering growth surrounding the City of Brandon, it is important to first evaluate the supply of land within the City of Brandon. The inventory of gross developable land within the City of Brandon is divided into three categories, designated, planned, and serviced, shown in *Table 2*. The categories are intended to ensure the District is providing a sufficient amount of land for all stages of development. The descriptions for the three categories are as follows:

**Designated Land** includes all lands designated within the Development Plan (*Map 2*), whether it is for residential, commercial, industrial, or institutional; this category of lands excludes areas designated development reserve. The Development Reserve land use designation is to protect lands from fragmentation until there is a time they are needed for development.

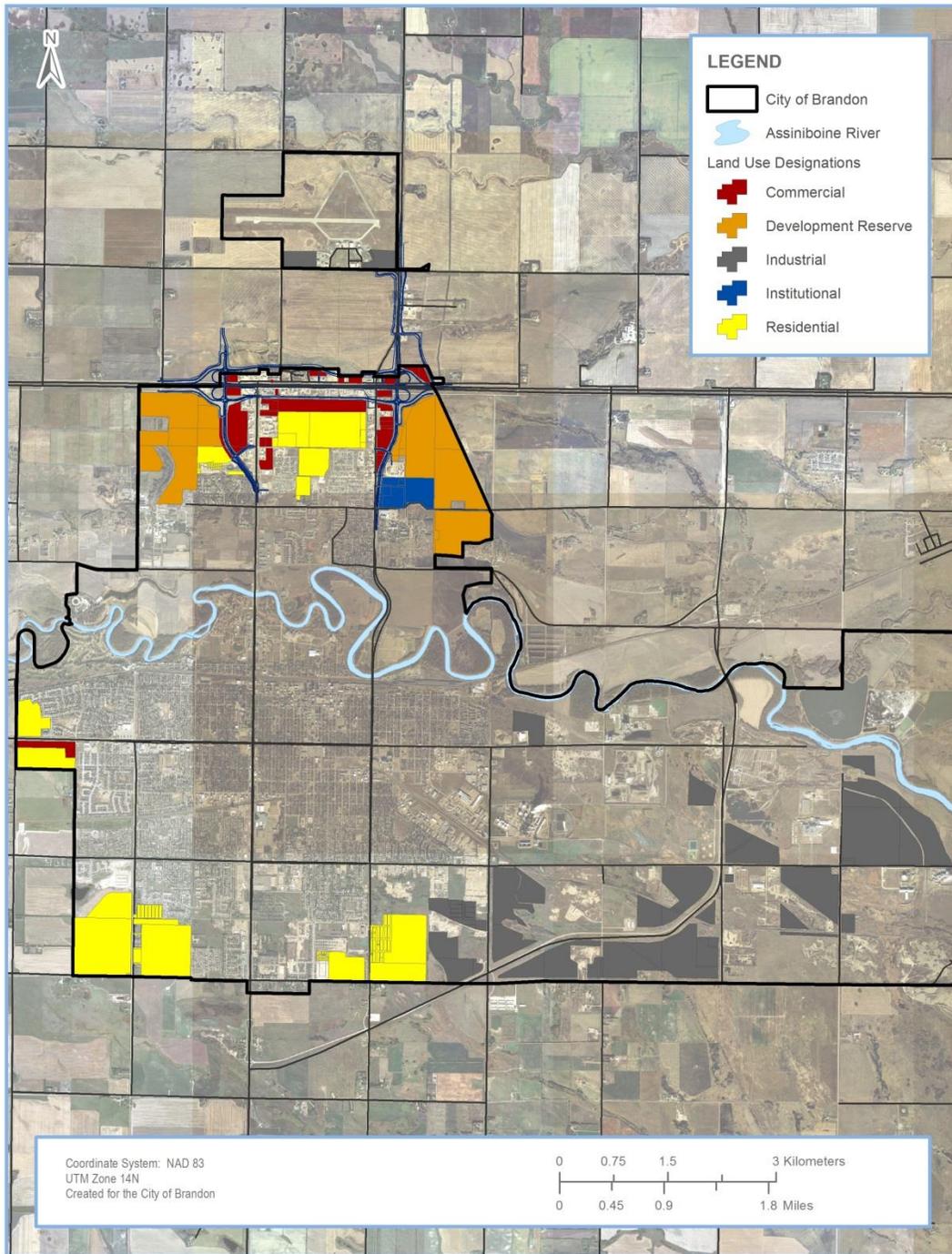
**Planned Land** includes areas within adopted Secondary Plans and/or Neighbourhood Plans which provide concepts for how an area will be developed.

**Serviced Land** includes all subdivided lands which have existing infrastructure available to serve the proposed development.

**Table 2: Summary of Land Inventory**

Land Use	Designated Lands (ha)	Planned Lands (ha)	Serviced Lands (ha)
Residential	371	252	66
Commercial	90	58	16
Industrial	580	46	15
Institutional	30	30	30
Development Reserve	261	N/A	N/A

Map 2: Land Inventory within City of Brandon



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## 2.4 Land Supply & Demand

The demand for land is based on the population projection in *section 2.1*. Land demand will be accommodated within both greenfield and infill areas as defined by the following:

- **Greenfield:** the Growth Strategy takes into consideration the fringe area in the City of Brandon and the RM's of Cornwallis and Elton.
- **Infill:** the Growth Strategy takes into consideration all lands which are currently developed within the City of Brandon. These areas include potential for redevelopment, development of underutilized lots, the conversion of existing buildings, or land between buildings in areas that are already serviced.

### 2.4.1 Residential

The majority of City of Brandon's land that has been designated for development is located south of the Assiniboine River. The City of Brandon recently annexed two quarter sections in the southwest corner, which accounts for more than half of City of Brandon's residential land supply. The demand for residential land shown in *Table 3* identifies that the current City of Brandon's designated land supply can accommodate between 20-25 years of residential development.

Secondary Plans for Southwest Brandon and the North Gateway are currently being completed; they will provide planned land for between 15-20 years of growth. However, the majority of these lands are not serviceable without significant improvements to the existing infrastructure network. The current supply of undeveloped serviced land is located in the Oakridge Estates, Brookwood Park, and Island Park areas, all of which are nearing completion within the next three to five years.

The method for calculating residential land demand is based on the following assumptions:

- **Density:** Greenfield areas are anticipated to be developed at a gross developable density of 15 dwelling units per hectare (du/ha). This density is consistent with recent developments in the City of Brandon which are between 9 du/ha and 17 du/ha. The projected density is intended to allow for inclusive neighbourhoods, with a mixture of single detached and multi-family dwelling units.

- **Average Household Size:** Average household size (AHS) for undeveloped areas is projected to be consistent with the 2011 AHS of 2.3.<sup>4</sup> This average takes into consideration the AHS of single detached dwellings is 2.9, and the AHS of multi-family dwellings is 1.9.<sup>5</sup>
- **Infill:** The land demand projection considers that 20% of all new dwelling units will be constructed within infill areas; this takes into account building permit trends over the past five years accommodating roughly 20% of new growth in existing areas.

**Table 3: Residential Land Demand**

Year	Population	Greenfield Land Demand (ha)
2011	46,061	-
2021	55,000	207
2041	65,000	439
2061	80,000	787

<sup>4</sup> Statistics Canada. 2012. Brandon, Manitoba.

<sup>5</sup> Brandon School Division Projections, 2013, Brandon, Manitoba.

## 2.4.2 Commercial

Designated commercial land supply is located almost exclusively on the North Hill, with a small portion of land available for development located along Victoria Avenue on the west side of the City of Brandon. The demand for designated commercial land shown in *Table 4* identifies that the City of Brandon has more than a sufficient supply of designated land to accommodate long-term growth. However, a significant portion the land supply is not developable as it is located along the proposed highway realignment (PTH No 1 West Functional Design Study) which is not currently constructed.

The method for calculating commercial land demand is based on the following assumptions:

- **Floor Area:** The amount of commercial floor area is calculated considering the assumption that 4m<sup>2</sup> of total commercial floor area is required for every additional resident. This ratio is consistent with projections used in other growth strategies.
- **Lot Coverage:** Commercial sites are projected to develop with 20% of the site covered by buildings.
- **Infill:** The land demand projection considers that 10% of new commercial growth is anticipated to occur in existing areas.

**Table 4: Commercial Land Demand**

Year	Population	Greenfield Land Demand (ha)
2011	46,061	-
2021	55,000	16
2041	65,000	34
2061	80,000	61

### 2.4.3 Industrial

Designated industrial land supply is primarily located in the eastern portion of the City of Brandon. The demand for designated industrial land shown in *Table 5* identifies that the City of Brandon has more than a sufficient supply of designated land to accommodate long term growth. However, only 15 ha of the 580 ha of designated lands are serviced; this limits the ability of the area to attract business and private investment.

- **Land Demand:** The total industrial land demand is calculated on the assumption that 5 ha of industrial land are required to serve every 1,000 residents. This ratio is consistent with projections used in other growth strategies.
- **Infill:** The land demand projection considers that 10% of new industrial growth is anticipated to occur in existing areas.

**Table 5: Industrial Land Demand**

Year	Population	Greenfield Land Demand (ha)
2011	46,061	-
2021	55,000	40
2041	65,000	85
2061	80,000	153

#### 2.4.4 Institutional

Designated institutional land supply is located on the North Hill, and is planned for the expansion of the Assiniboine Community College Campus. The demand for designated land shown in *Table 6* does not include institutional uses within other land use designations such as schools and religious institutions. The method for calculating institutional land demand is based on the following assumptions:

- **Floor Area:** The amount of institutional floor area is calculated on the assumption that 1.5m<sup>2</sup> of total institutional floor area is required for every additional resident. This ratio is consistent with projections used in other growth strategies.
- **Lot Coverage:** Institutional sites are projected to develop with 40% of the site covered by buildings.
- **Infill:** The land demand projection considers that 10% of institutional growth will occur within existing areas

**Table 6: Institutional Land Demand**

Year	Population	Greenfield Land Demand (ha)
2011	46,061	-
2021	55,000	3
2041	65,000	6
2061	80,000	11

#### 2.4.5 Summary of Land Supply & Demand

As shown in *Table 7*, residential is the only designation where a shortage of land is calculated. This does not or will not necessarily mean that the demand for other designations will not exist, as the demand for land is not exclusively based on supply, but also location, size of property and changing market forces.

**Table 7: Summary of Land Supply & Demand**

Year	Population	Residential (ha)	Commercial (ha)	Industrial (ha)	Institutional (ha)
2011	46,061	-	-	-	-
2021	55,000	+164	+74	+540	+27
2041	65,000	-68	+56	+495	+24
2061	80,000	-416	+29	+427	+19

### 3 Land Evaluation

The land evaluation examines the development potential of lands within the fringe area. The intent of the evaluation is to provide direction on which areas are more likely to develop in the future. The land evaluation is based on a model that ranks criteria which impact development. The results of the land evaluation will influence the identification of Growth Nodes in *Section 4.0*.

To complete this analysis, a land evaluation model was used by participants to rank certain criteria. This model provided a consistent, transparent, and objective method of comparing the development potential of areas based on a number of factors. The model is also a tool to engage stakeholders in the planning process to promote collaborative decision-making.

During the preparation of the Growth Strategy, in addition to the internal workshops between BAPD and the City's administrations, two land evaluation workshops were facilitated; with the community at large, and the Councils of the BAPD. The workshops provided opportunities for the participants to rank the criteria in the model. The input received at these workshops is reflected within the weighting given to each category and criteria.

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### 3.1 Assumptions

When determining the areas to be included within the model, the following assumptions are made:

- a) *Development within floodplain areas* – The floodplain areas have been avoided for future residential development. Recent high water events, provincial regulations, and a changing climate have made overland flooding a serious concern; as a result, these areas have been excluded from the evaluation. These areas will still need to be planned to accommodate development activities under existing zoning but mostly for passive uses, such as parks and recreation uses that will accommodate high water events.
- b) *Residential development north of PTH 1* – Lands to the north of PTH 1 are generally excluded from the land evaluation model for urban residential development. These lands are not contiguous to existing residential developed areas in the City of Brandon, and their vicinity to the highway makes them more appropriate for highway commercial development which could include airport related uses. The land evaluation model includes the First Nations Lands for residential development as the lands are under federal jurisdiction and would likely require infrastructure services from Brandon.
- c) *Development beyond existing and future provincial highway extensions* – The model identifies the existing and planned highway extensions to the east, south, and west as the City of Brandon’s ultimate boundary. Highways are commonly used as boundaries for urban areas as they often serve as barriers between urban and rural development. The use of PTH 110 as the City of Brandon’s boundary will ensure appropriate integration of areas, and an efficient transportation network within Brandon’s boundaries.
- d) *Residential development within industrial designated areas* – In order to maintain a separation and buffer between incompatible residential and industrial uses, all lands designated industrial have been excluded from the model.

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## 3.2 Evaluation Criteria

The fringe area was evaluated based on criteria that are grouped within four categories shown below.

**Infrastructure Category** includes the following criteria:

- *Water* considers all improvements to provide drinking water for a development;
- *Wastewater* considers all improvements to remove wastewater from a development;
- *Land Drainage* considers all improvements to drain water from a development;
- *Transportation* considers all improvements to provide vehicle access to a development;

**Economic Category** includes the following criteria:

- *Development interest* considers areas where owners have expressed an interest to develop;
- *Industrial Multiplier* considers commercial and residential areas that provide infrastructure connections which allow for industrial growth;
- *Regional Retail* considers areas that are more desirable for large scale commercial development;
- *Community Gateway* considers areas that create a gateway into the City of Brandon;

**Land Use Category** includes the following criteria:

- *Contiguous* considers the extent to which an area is connected to existing developed areas;
- *Location within City of Brandon* considers if a property is located within the City of Brandon;
- *Rural Land Ownership* considers that areas with fewer landowners are easier to develop;
- *Planned Neighbourhood* considers whether a plan is adopted for an area;

**Physical/Environmental Category** includes the following criteria:

- *Environmentally Sensitive Areas* considers lands where a plant or animal species of concern has been observed;
- *Livestock Operations* considers the existence of livestock facilities;
- *Aggregate Deposits* considers the quality of gravel for extracting;
- *Agricultural Capability* considers the quality of soil for agriculture;

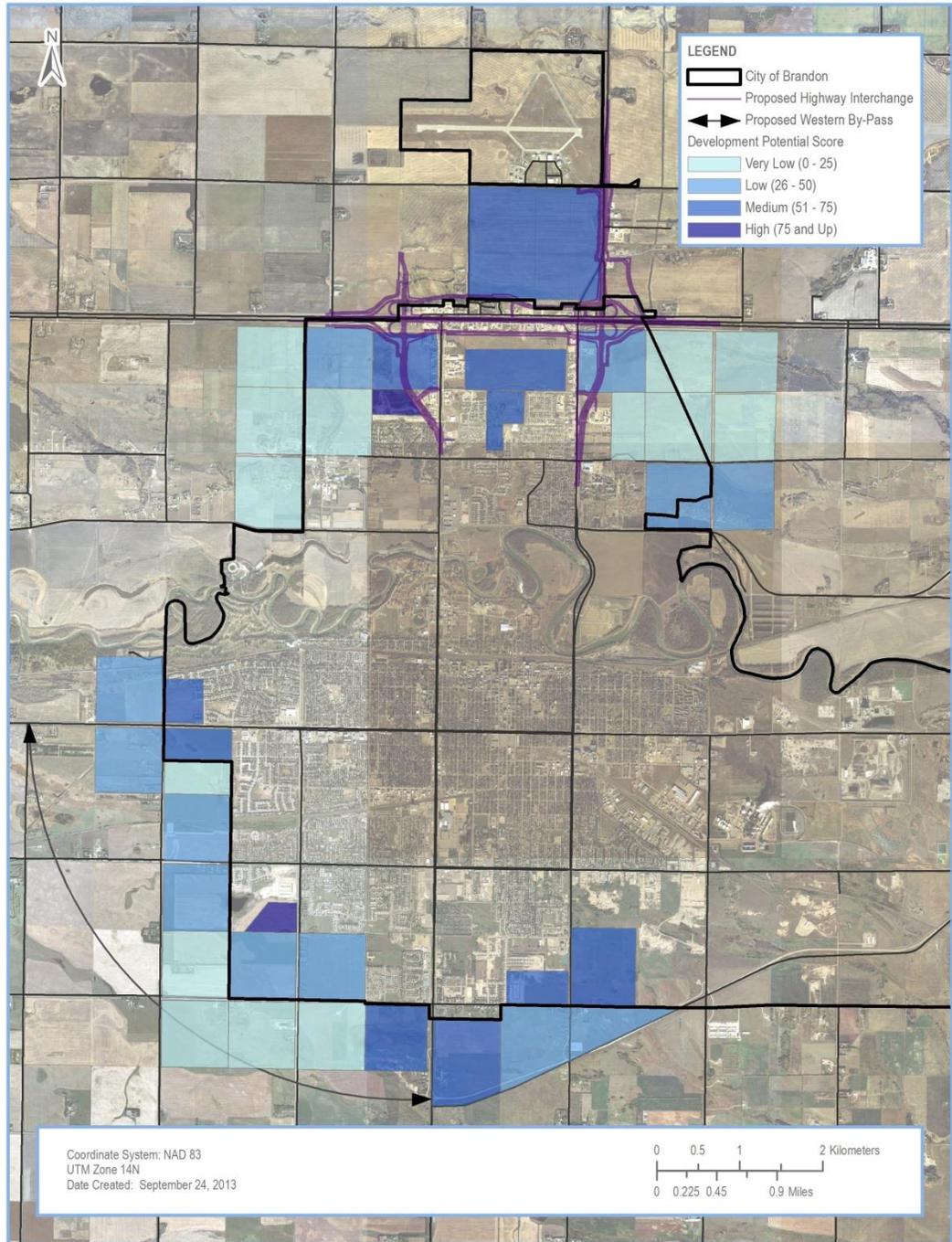
### 3.3 Evaluation Results

The categories are weighted on a percentage basis from least important (0%) to most important (100%); the total percentage of all four categories equals 100%. Within each category, the four criteria are weighted in comparison to each other from not important (zero) to most important (four). Infrastructure criteria are not weighted; the evaluation considers all infrastructure criteria to be equal as water, wastewater, land drainage and transportation are all essential for development to occur. The final weighting for all categories and criteria are summarized in *Table 8*, and the result of the weightings is shown on *Map 3*. For a detailed description of the methodology for the land evaluation refer to *Appendix B*.

**Table 8: Summary of Land Evaluation Weighting System**

Category	Category Weighting	Criteria	Criteria Weighting
Infrastructure	55%	Water	N/A
		Wastewater	N/A
		Land Drainage	N/A
		Transportation	N/A
Economic	30%	Industrial Multiplier	4
		Development Interest	3
		Regional Retail	3
		Community Gateway	1
Land Use	10%	Contiguous Development	4
		Location Within the City	3
		Rural Land Ownership	2
		Planned Neighbourhood	1
Physical & Environmental	5%	Environmentally Sensitive Areas	2
		Livestock Operations	2
		Aggregate Deposits	1
		Agricultural Capability	1

**Map 3: Development Potential of Fringe Area**



## 4 Growth Nodes

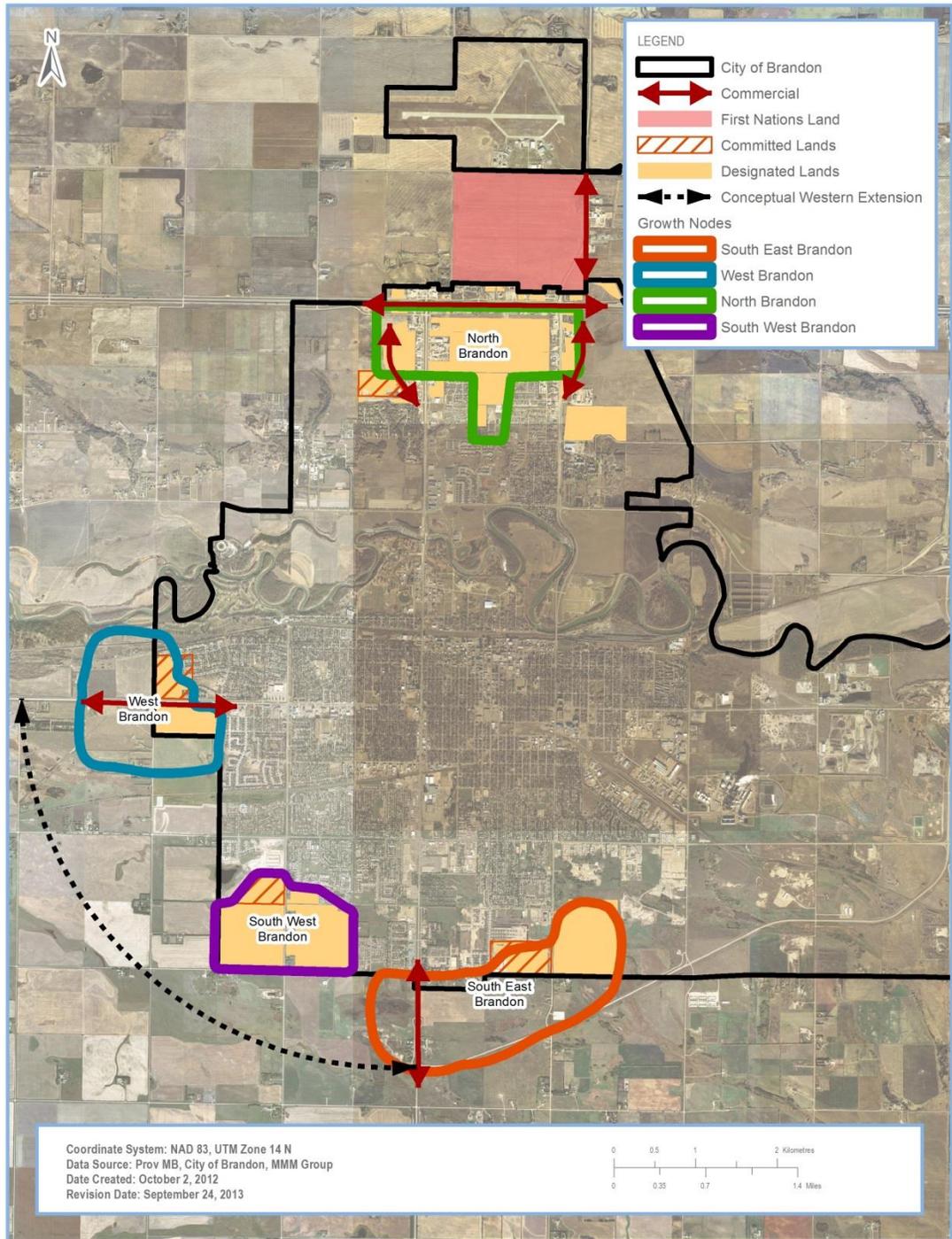
The Growth Strategy identifies four Growth Nodes on *Map 4; North, West, Southwest and Southeast*; which are most appropriate for a development focus as a result of the development potential analysis and land evaluation model. Identifying certain Growth Nodes that best accommodate future growth within the next 30-50 years helps the District coordinate infrastructure improvements with development activities. Effective co-ordination of land use planning and infrastructure planning helps minimize the costs associated with infrastructure improvements. Identifying Growth Nodes within targeted areas that are most appropriate for integrating land uses, transportation and greenspace connections will help prevent urban sprawl.

Identification of Growth Nodes is done by weighting the Districts' priorities determined in the land evaluation in *Section 3*. These priorities or categories are highlighted for each Growth Node in *Table 9* and consider the importance of infrastructure, economic, land use and physical & environmental criteria. The weighting of priorities was established through public workshops held with community and political stakeholders which helped to form the "vision" for growth within the Growth Strategy. The Growth Nodes are also intended to reflect the principles for growth as outlined in *Section 1.5* by providing growth opportunities which lead to a balanced, connected, contiguous, livable, multi-modal and sustainable community.

Each Growth Node provides opportunities and constraints relative to the context of the node. *Table 10* identifies opportunities and constraints as a means of comparing the development potential of the four Growth Nodes. It is important to note that for the District to grow in a balanced manner, growth opportunities should be considered in multiple directions. Flexibility is important to provide opportunities for commercial, industrial, institutional and residential growth.

The Growth Nodes should not be interpreted as "growth boundaries" which limit growth to specific geographic areas. Development beyond the Growth Nodes may be considered, but may be more costly and subject to specific policies within the Development Plan and Growth Strategy.

Map 4: Growth Nodes



**Table 9: Summary of Evaluation Priorities**

	West Growth Node	Southwest Growth Node	Southeast Growth Node	North Growth Node
Infrastructure	<ul style="list-style-type: none"> <li>Water and wastewater distribution networks located east of node;</li> <li>Located roughly 2,000m from the water treatment plant;</li> <li>Located roughly 8,000m from the waste water treatment plant;</li> <li>Located roughly 500m from the Assiniboine River;</li> <li>Located east of the future western access highway connecting PTH 1A and PTH 110.</li> </ul>	<ul style="list-style-type: none"> <li>Water and wastewater distribution networks located north of node;</li> <li>Located roughly 3,500m from the water treatment plant;</li> <li>Located roughly 6,500m from the waste water treatment plant;</li> <li>Located roughly 3,500m from the Assiniboine River;</li> <li>Located north of the future western access highway connecting PTH 1A and PTH 110.</li> </ul>	<ul style="list-style-type: none"> <li>Water and wastewater distribution networks located north of the node;</li> <li>Located roughly 4,500m from the water treatment plant;</li> <li>Located roughly 4,500m from the waste water treatment plant;</li> <li>Located roughly 4,000m from the Assiniboine River;</li> <li>Located north of the existing PTH 110 extension.</li> </ul>	<ul style="list-style-type: none"> <li>Water and wastewater distribution networks located in all directions of node;</li> <li>Located roughly 3,500m and across the river from the water treatment plant;</li> <li>Located roughly 5,500m and across the river from the waste water treatment plant;</li> <li>Located roughly 1,500m from the Assiniboine River;</li> <li>Located between the future highway realignment which will reclassify 1<sup>st</sup> Street and 18<sup>th</sup> Street as collectors.</li> </ul>
Economic	<ul style="list-style-type: none"> <li>Landowners have not expressed interest in development;</li> <li>Infrastructure connections to node would not provide opportunities for industrial growth;</li> <li>Regional retail not anticipated, service retail would likely occur to the south of PTH 1A.</li> </ul>	<ul style="list-style-type: none"> <li>Landowners expressed interest in developing residential;</li> <li>Immediate infrastructure connections to node will not likely provide opportunities for industrial growth due to potential alignments of future improvements;</li> <li>Regional retail not anticipated, neighbourhood commercial possible to south of node.</li> </ul>	<ul style="list-style-type: none"> <li>Landowners expressed interest in developing residential and commercial;</li> <li>Infrastructure connections to node will likely provide opportunities for industrial growth due to potential alignments of future improvements;</li> <li>Regional retail anticipated along 18<sup>th</sup> Street.</li> </ul>	<ul style="list-style-type: none"> <li>Landowners expressed interest in developing residential;</li> <li>Infrastructure connections to node will likely not provide opportunities for industrial growth due to potential alignments of future improvements;</li> <li>Regional retail identified within North Gateway Secondary Plan.</li> </ul>
Land Use	<ul style="list-style-type: none"> <li>Portion of node outside the City of Brandon is not designated for development;</li> <li>Concept Plan in place for portion of node;</li> <li>Large portion of node located outside the City of Brandon’s boundaries;</li> <li>Multiple landowners with large holdings of land;</li> <li>Existing developed area to the east of node.</li> </ul>	<ul style="list-style-type: none"> <li>Land is designated for residential development;</li> <li>Secondary Plan currently in preparation;</li> <li>Located within the City of Brandon’s boundaries;</li> <li>Majority of node is under ownership by two landowners;</li> <li>Existing developed areas to the north and east.</li> </ul>	<ul style="list-style-type: none"> <li>Portion of node outside Brandon is not designated for development;</li> <li>No plan in preparation or in place;</li> <li>Large portion of node located outside the City of Brandon’s boundaries;</li> <li>Multiple landowners with large holdings of land;</li> <li>Existing developed area to the north of node;</li> </ul>	<ul style="list-style-type: none"> <li>Land is designated for residential and commercial development;</li> <li>Secondary Plan currently in preparation;</li> <li>Located within City of Brandon’s boundaries;</li> <li>Multiple landowners with majority of node under ownership by three landowners;</li> <li>Surrounded by existing developed areas on all sides.</li> </ul>
Physical & Environmental	<ul style="list-style-type: none"> <li>Class 5 agricultural land;</li> <li>Low Quality Aggregate Deposit;</li> <li>Existing dairy operation impacts southern portion of node;</li> <li>No known environmentally sensitive areas.</li> </ul>	<ul style="list-style-type: none"> <li>Class 2 and class 5 agricultural lands;</li> <li>Medium Quality Aggregate Deposit;</li> <li>No existence of livestock operations requiring buffer;</li> <li>No known environmentally sensitive areas.</li> </ul>	<ul style="list-style-type: none"> <li>Class 2, 3 and 5 agricultural lands;</li> <li>Low quality aggregate deposit for portion of node;</li> <li>No existence of livestock operations requiring buffer;</li> <li>No known environmentally sensitive areas.</li> </ul>	<ul style="list-style-type: none"> <li>Class 3 agricultural land;</li> <li>No existence of aggregate deposits;</li> <li>No existence of livestock operations requiring buffer;</li> <li>No known environmentally sensitive areas.</li> </ul>

**Table 10: Growth Node Opportunities & Constraints**

	Opportunities	Constraints
<p><b>West Growth Node</b></p> 	<ul style="list-style-type: none"> <li>• Drainage for node would be directed to the river directly north of the node;</li> <li>• Potential for development of service retail fronting onto PTH 1A;</li> <li>• Existing infrastructure network will likely support some additional growth without major improvements.</li> </ul>	<ul style="list-style-type: none"> <li>• No development interest;</li> <li>• Significant portion of node located outside Brandon;</li> <li>• Existing dairy operation to the south of the node would require separation buffer;</li> <li>• Plan of the Highway extension has not been completed.</li> </ul>
<p><b>Southwest Growth Node</b></p> 	<ul style="list-style-type: none"> <li>• Located within Brandon's boundary;</li> <li>• Secondary Plan currently in preparation for the node;</li> <li>• Development Interest for majority of the node.</li> </ul>	<ul style="list-style-type: none"> <li>• The amount of development that could be accommodated by existing wastewater network is unknown; significant challenges exist to servicing node resulting from nodes distance from wastewater treatment plant;</li> <li>• Drainage for the southern portion of Growth Node is naturally sloped into properties within Cornwallis;</li> <li>• Commercial growth within node is likely limited to small scale neighbourhood commercial under existing land use designation.</li> </ul>
<p><b>Southeast Growth Node</b></p> 	<ul style="list-style-type: none"> <li>• Wastewater pipeline to service node would likely follow PTH 110 and provide opportunities for industrial growth to the east;</li> <li>• The extension of PTH 110 to the south of node is complete which improves transportation connections and defines the node;</li> <li>• Development interest in developing regional retail to the east and west of 18<sup>th</sup> Street in Cornwallis.</li> </ul>	<ul style="list-style-type: none"> <li>• Majority of node is located outside Brandon, including lands desired for regional retail;</li> <li>• Providing wastewater servicing to node would require significant upfront investment, including the upgrading of the screening facility in the wastewater treatment plant;</li> <li>• Drainage challenges exist within area;</li> <li>• Existing wetlands located to the west of 18<sup>th</sup> street.</li> </ul>
<p><b>North Growth Node</b></p> 	<ul style="list-style-type: none"> <li>• Located within Brandon's boundaries and surrounded by existing developed areas on all sides;</li> <li>• Secondary Plan currently in preparation for the area;</li> <li>• Development of Node would enhance the northern entrance into Brandon and potentially grow commercial arterial uses along PTH 1;</li> <li>• Possible agreement with the Federal Government to provide infrastructure to the First Nations lands, which could reduce the capital investment required for extending services;</li> <li>• Development of node could encourage the development of airport related uses.</li> </ul>	<ul style="list-style-type: none"> <li>• The amount of development that could be accommodated by existing wastewater network is unknown; significant challenges exist to servicing node resulting from the nodes location (across river) and distance from wastewater treatment plant;</li> <li>• Drainage challenges exist within the node, full buildout of node will require significant improvements;</li> <li>• The anticipated reclassification of 1<sup>st</sup> and 18<sup>th</sup> Streets (HWY realignment) to collector routes will potentially discourage commercial development along these streets.</li> </ul>

# 5 Benefiting Areas

Infrastructure improvements to specific nodes may provide infrastructure connection opportunities to develop other areas. The Growth Strategy identifies the industrial lands and the First Nations lands as two such areas. These areas are referred to in the Growth Strategy as “Benefiting Areas” as they benefit from infrastructure connections provided to a certain Growth Node.

## 5.1 Industrial Area

Lands designated industrial within the study area are located almost exclusively to the east of Brandon as shown on *Map 5*. Only a small portion of these lands are serviced, which limits the industrial areas potential to attract investment. A wastewater pipeline to service the Southeast Growth Node will likely be located north of PTH 110 which will likely provide the opportunity to service up to 11 unserviced quarter sections.

**Map 5: Industrial Area**



## 5.2 First Nations Area

The First Nations area contains approximately 540 acres of land located to the north of PTH 1 and south of the airport as shown on *Map 6*. These lands are currently in the process of receiving reserve status from the federal government. This area may be developed as an urban area, including residential uses internal to the site and commercial uses along PTH 10. Infrastructure networks to service the North Growth Node could potentially be extended to service the First Nations Lands.

**Map 6: First Nations Area**



### 5.3 Airport Area

The airport area includes lands to the east of PTH 10 as shown on *Map 7*. The airport has seen increased activity recently due to the existence of daily air service. Infrastructure connections to serve the North Growth Node could potentially be extended to serve the airport lands along PTH 10. New infrastructure connections may provide increased opportunities for airport related uses such as transport businesses, storage and warehousing, light industrial operations and commercial businesses.

**Map 7: Airport Area**



## 6 Growth Management Policies

The Growth Strategy identifies four Growth Nodes on *Map 4* which have the highest potential to satisfy residential, commercial, and institutional growth within the next 50 years. In addition to the policies in Part Three of the Development Plan titled Growth Management, the policies set forth in this section intend to guide urban development specific to these Growth Nodes within the District.

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### 6.1 General Policies

- 6.1.1 The District should plan on the basis of a minimum gross developable density of 15 dwelling units per gross hectare.
- 6.1.2 The District should plan to accommodate 20% of new dwelling units within existing areas.
- 6.1.3 The District shall endeavor to provide a 5 year supply of serviced land in each land use category to accommodate short term growth.
- 6.1.4 The District shall endeavor to maintain a 20 to 30 year supply of designated land in each land use category to accommodate medium term growth.
- 6.1.5 The District shall endeavor to identify a 50 year supply of land for future urban growth to effectively plan for future infrastructure requirements to accommodate long term growth.
- 6.1.6 Opportunities for encouraging the appropriate intensification of infill areas should be evaluated such as Secondary Plans, Zoning By-law amendments and incentive programs.

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## 6.2 Location Policies

- 6.2.1 The Growth Nodes as shown on *Map 4* will be used as a framework for determining future land uses, infrastructure improvements and directions for growth.
- 6.2.2 The existing and conceptual provincial highway extensions surrounding the City of Brandon to the east, south and west should be utilized as boundaries for urban development.
- 6.2.3 Lands identified within the floodplain should be avoided for future development. Diked areas within the flood-fringe may be considered for commercial development when allowed by existing zoning.
- 6.2.4 Generally, lands to the north of PTH 1 should not be considered for urban residential expansion, except for the Rolling River Reserve lands within the First Nations jurisdiction. These lands may be developed for commercial uses and light industrial uses, and in particular, uses supportive of the airport. Expansion of the existing Rural Residential designated lands may be considered as a special development site provided that the development occurs in a manner that does not negatively impact future urban development.
- 6.2.5 Alterations to Growth Nodes should be evaluated during the Development Plan review process.

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## 6.3 Phasing Policies

6.3.1 The Growth Strategy identifies three classifications of areas with different growth policies. These areas are classified based on infrastructure networks and planning considerations.

- a) Priority One Areas - indicates areas where existing infrastructure networks can accommodate additional development. This includes areas where development agreements have been entered into and rezoning and/or subdivision applications have been approved. These areas provide the potential for short term growth opportunities.
- b) Priority Two Areas – indicates areas which have been designated and planned for urban development but where existing infrastructure networks cannot accommodate additional development. These areas provide the potential for medium term growth opportunities.
- c) Priority Three Areas – indicates areas identified within a Growth Node which have not been designated for urban development and existing infrastructure networks cannot accommodate additional development. These areas provide the potential for long term growth opportunities.

6.3.2 The designation of new areas for urban development should be considered when the following criteria are met:

- a) The development is in compliance with all other policies in the Growth Strategy and the Development Plan;
- b) The development is located within a Growth Node; and
- c) The supply of designated land resulting from the redesignation is within the targeted range of 20 to 30 years

6.3.3 Notwithstanding policy 6.3.2, in a circumstance where a significant benefit to the District is demonstrated, a development in priority three areas or another area outside a growth node may be considered, provided the following conditions have been met.

- a) The development is in compliance with all other policies in the Growth Strategy and the Development Plan;
- b) The developer will provide up-front cost of all required municipal infrastructure, including all necessary off-site improvements to serve the new development; and
- c) The development will not deter the successful development of a priority one or two area currently being developed.

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## **6.4 Secondary Plan Policies**

- 6.4.1 Prior to initiating urban development in any specific Growth Node or outside a Growth Node, a Secondary Plan shall be prepared by the governing municipality(ies) which shall be consistent with the requirements outlined in the Development Plan Policy 10.2.5 IV.
- 6.4.2 In addition, a Secondary Plan should be prepared for the industrial designated lands within City of Brandon to the east of the Southeast Growth Node. The Secondary Plan should address, among other things, the optimum land use mix to maximize the financial return to the municipality over the lifecycle of the development.
- 6.4.3 When the location of a Growth Node crosses a municipal boundary, a Secondary Plan may include lands within both impacted municipalities. The Secondary Plan shall be prepared and adopted as a by-law by both municipalities.
- 6.4.4 The District shall endeavor to provide a 10 to 20 year supply of planned land (Secondary Plans) within residential, commercial, industrial and institutional designations.

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## **6.5 Infrastructure Policies**

- 6.5.1 Development will either pay in lieu or construct the necessary infrastructure improvements (including oversizing) that will allow for future expansion. The construction of improvements to serve a specific site in isolation shall not be permitted.
- 6.5.2 Prior to redesignating an area for development sufficient infrastructure capacity should be confirmed, or a plan prepared to the satisfaction of the affected municipality(ies) is in place to increase capacity to accommodate the new development.
- 6.5.3 The standard for all urban development, including public and private lands, within the fringe area should meet or exceed the typical City of Brandon standards.
- 6.5.4 Infrastructure and development master plans should be adopted and updated to coordinate infrastructure improvements and planning for the Growth Nodes.
- 6.5.5 Capital improvement plans should be adopted to fund off-site infrastructure improvements identified within the infrastructure and development master plans.
- 6.5.6 Civil infrastructure standards should be adopted that provide a minimum level of service while allowing for flexibility to support innovative and sustainable design standards or alternative development approaches that offer greater benefits to the community.
- 6.5.7 An adequate public facilities by-law should be adopted to ensure adequate public facilities such as wastewater, water, land drainage, and transportation networks are available concurrently with completion for new development.

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## **6.6 Costing Policies**

- 6.6.1 Development should be financed in keeping with the principle that new development should pay its own way. Based on this principle, all infrastructures required to support development should be funded by the developer. This includes both on and off-site improvements.
- 6.6.2 Development levies and other funding should be prepared in accordance with Section 143(1) of The Planning Act to raise funds to address the off-site costs of new development.
- 6.6.3 Municipalities within the District should work towards providing off-site infrastructure improvements to serve priority one and two areas.
- 6.6.4 The focus of off-site public infrastructure improvements should be on areas with approved neighbourhood plans to ensure provision of the expected services and amenities set forth in the neighbourhood plans such as parks, schools and transit.
- 6.6.5 A developer may front-end construction of off-site infrastructure improvements for priority two or three areas upon municipal approval, with an execution of an agreement between the developer and the municipality.
- 6.6.6 Utility rates should be structured to reflect the true cost of maintenance and replacement of infrastructure networks.
- 6.6.7 When determining where and when public infrastructure investment should occur, the economic, environmental and social criteria should be considered. A lifecycle analysis of the four Growth Nodes might offer a good indicator on the potential of each Growth Node.
- 6.6.8 Policy(ies) should be developed in compliance with The Municipal Act to provide opportunities to enter into public private partnerships for circumstances where infrastructure improvements to be fronted by such a partnership might demonstrate greater benefits to both public and private interests.
- 6.6.9 A fiscal impact analysis may deem necessary for certain development proposals that have the potential to generate a significant adverse impact on the municipal infrastructure.

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## **6.7 Design Policies**

- 6.7.1 Residential developments should be planned in a contiguous manner to ensure all new developments are connected to existing communities, and infrastructure is utilized in an efficient manner.
- 6.7.2 Development shall be designed to allow for logical and orderly extensions of infrastructure, transportation networks and greenspace connections to existing and future communities.
- 6.7.3 High density developments should be located directly along transit routes and in close proximity to neighbourhood amenities such as schools, parks and commercial uses.
- 6.7.4 Development shall be designed to address the impact of existing communities taking into consideration of privacy, noise, light, odor and traffic.
- 6.7.5 Development shall be designed to address the transition between urban and rural uses either through buffers, natural areas or increased setbacks.
- 6.7.6 Development shall implement the growth principles as outlined in Section 1.5.
- 6.7.7 Zoning By-law amendments should be considered to promote development in accordance with the growth principles outlined in Section 1.5. This could include revitalization, green building and property assemblage incentives.

## 6.8 Urban Expansion Policies

In order to facilitate the extension of services and maintain a diverse land supply it may be necessary for rural land within the fringe area to be redesignated and developed prior to developing existing designated lands. Urban expansion into areas located outside the City of Brandon’s boundaries can be accommodated through annexation, or intermunicipal agreements. *Table 11* identifies opportunities and constraints as a means of comparing the two methods.

**Table 11: Comparing Annexation & Intermunicipal Agreements**

	Opportunities	Constraints
Annexation	<ul style="list-style-type: none"> <li>• Potential to achieve economies of scale for service delivery;</li> <li>• Ensures consistent level of service and development standards;</li> <li>• Provides predictability and a consistent process to residents, businesses, and developers.</li> <li>• The process is governed by provincial legislation (predictable and consistent);</li> <li>• Easier to manage the provision of services within a political boundary;</li> <li>• Ensures that all properties are contributing their fair share to the services they use;</li> <li>• Property owners gain access to the full range of municipal services provided by the urban municipality;</li> <li>• Property owners can directly participate in the local government process that most directly impact their lives;</li> <li>• Rate payers may avoid premium rates charged that may be part of service sharing agreements.</li> </ul>	<ul style="list-style-type: none"> <li>• Provincial approval is required;</li> <li>• Damage to inter-municipal relationships;</li> <li>• Opposition from residents, businesses, and; property owners within the annexation area;</li> <li>• May be complex lengthy process;</li> <li>• Lack of political support if not proceeded with consensus.</li> </ul>
Intermunicipal Agreements	<ul style="list-style-type: none"> <li>• May be faster and easier to negotiate;</li> <li>• May be negotiated as precursor to annexation;</li> <li>• Local control of the process;</li> <li>• Maintain political autonomy;</li> <li>• Minimize duplication of infrastructure;</li> <li>• Generate revenue for the sharing municipality.</li> </ul>	<ul style="list-style-type: none"> <li>• May not fairly compensate the municipality providing the services for the true cost of services being provided;</li> <li>• Residents may not have as much input into decisions about service provision;</li> <li>• Lack of influence over development outside the municipal boundaries;</li> <li>• No formal process;</li> <li>• No resolution without agreement from all parties;</li> <li>• Growth is controlled by the municipality providing the service;</li> <li>• May result in reduced population growth in municipality providing the services;</li> <li>• May maintain property tax inequity between municipalities.</li> </ul>

## Intermunicipal Agreements

6.8.1 Intermunicipal agreements may be considered where both municipalities and their ratepayers benefit from the sharing of taxes and services in promoting regional growth. Some scenarios where intermunicipal agreements could be successfully applied include:

- a) Rural residential development occurring adjacent to the fringe area;
- b) The expansion of urban industrial activities into a rural municipality; and
- c) The expansion of an agricultural processing plant in a rural area.

6.8.2 Intermunicipal agreements may be considered as a precursor to an annexation to allow for a more timely approval process. The eventual annexation of the subject area could be triggered by a certain percentage of the lands covered by the agreement being developed for urban uses.

6.8.3 Intermunicipal agreements may address the following:

- a) Distribution of the municipal tax proceeds resulting from the assessment of growth in the subject area in relation to the cost of providing infrastructure and community services;
- b) Relation of mill rates relative to establishing a level playing field to avoid competition for development on the basis of taxation levels;
- c) Contributions towards the capital costs of infrastructure through the collection of off-site levies or capital contributions built into the utility rate base;
- d) Ability to demonstrate available capacity in municipal utility systems to the area subject to the agreement;
- e) Joint planning for the subject area, including the preparation of Secondary Plans and administration of development plan amendment, rezoning, subdivision and development permit applications;
- f) Standards for the design and construction of infrastructure that will apply to the area;
- g) Flexibility to adjust mill rates that apply to the joint development area from time to time based on changing costs to provide infrastructure and services;
- h) Setting out a dispute resolution mechanism to be used in the context of the joint development agreement.

### **Annexation Agreements**

- 6.8.4 Annexations should be generally based on the principle that the City of Brandon requires a supply of land which can be feasibly and efficiently developed (designated lands) over a period of 20 to 30 years for residential, commercial, industrial, and institutional uses.
- 6.8.5 Annexation requests are encouraged to include a minimum land supply of 10 years.
- 6.8.6 Annexation agreements should following an impact analysis, determine any provisions necessary to compensate the Municipality that will have lands removed from its jurisdiction for loss of potential future tax revenues.

## Communication

- 6.8.7 When considering an annexation or intermunicipal agreement, the impacted municipalities should seek legal counsel to provide guidance on the details of the agreement to ensure compliance with all legislations.
- 6.8.8 Before initiating either an annexation or intermunicipal agreement, early notification should be provided to the impacted municipality for preliminary discussions.
- 6.8.9 The process for entering into an annexation or intermunicipal agreement should be initiated by a resolution of the initiating Council and include a summary of how the proposed urban expansion is in compliance with the policies of the Development Plan and Growth Strategy.
- 6.8.10 In the instance where a private landowner(s) desires to request that a municipality initiate an urban expansion the process should be as follows:
- a) The private landowner(s) shall submit a report to the impacted urban municipality outlining how the urban expansion is in compliance with the policies of the Development Plan and the Growth Strategy.
  - b) The municipality in receipt of the report shall submit the report to the affected municipality for review.
  - c) Upon completing a review of the report, meeting(s) shall be held between both municipalities to determine whether the request is in compliance with the policies of the Development Plan and Growth Strategy.
  - d) If the request is deemed compliant, both impacted municipalities should work towards a common understanding on whether the request is more appropriately accommodated by an application for annexation or an intermunicipal agreement.
- 6.8.11 An Intermunicipal Agreement Policy should be adopted which sets parameters outlining when intermunicipal agreements should be considered.

## 7 Tools for Growth

The Growth Strategy identifies a variety of “tools” which can assist municipalities in promoting orderly and efficient growth. The tools identified in *Table 12* are intended to provide a framework from which municipalities within the District will establish detailed work plans and timelines to manage growth. Not all the tools are applicable to each municipality; it is the responsibility of each municipality to determine which tools are needed for their municipality, and implement the tool accordingly.

The rapid rate of growth compounded with the development interest(s) expressed in and around some of the Growth Nodes emphasizes the need for municipalities to move forward with certain tools to address issues related to growth. For this reason, multiple tools have been initiated concurrently with the Growth Strategy such as a lifecycle analysis of the Growth Nodes, Development Levies, Secondary Plans for certain areas and municipal cost sharing mechanisms.

**Table 12: Tools for Growth**

	<b>Tool</b>	<b>Description</b>
<b>7.1</b>	Development Plan	The Development Plan is a By-law of the District to manage growth. The Development Plan should be updated to include the policies within the Growth Strategy.
<b>7.2</b>	Secondary Plans	Secondary Plans are By-laws of municipality’s within the District to provide planning direction for a specific area. The Growth Strategy identifies the following Secondary Plans to be completed: <ul style="list-style-type: none"> <li>a) North Gateway (in progress)</li> <li>b) Southwest Brandon (in progress)</li> <li>c) Industrial Area</li> <li>d) Southeast Brandon</li> <li>e) West Brandon</li> </ul>
<b>7.3</b>	Neighbourhood Plans	Neighbourhood Plans are concept plans prepared by developers for a specific area within a Secondary Plan.
<b>7.4</b>	Development Standards	Development Standards provide consistency and transparency for municipal standards. The Growth Strategy identifies three types of standards which may be used: <ul style="list-style-type: none"> <li>a) Civil Infrastructure</li> <li>b) Parks &amp; Recreation</li> <li>c) Zoning By-law</li> </ul>

**Table 12: Tools for Growth Continued**

	<b>Tool</b>	<b>Description</b>
<b>7.5</b>	Master Plans	<p>Master Plans identify capital improvements required to manage growth. The Growth Strategy identifies the following Master Plans which may be used:</p> <ul style="list-style-type: none"> <li>a) Wastewater</li> <li>b) Water</li> <li>c) Land Drainage</li> <li>d) Transportation</li> <li>e) Greenspace</li> <li>f) Airport</li> </ul>
<b>7.6</b>	Financing Growth	<p>Financing growth initiatives address different methods to coordinate and fund infrastructure improvements needed for growth. The Growth Strategy identifies the following initiatives:</p> <ul style="list-style-type: none"> <li>a) Financing Growth White Paper (complete)</li> <li>b) Lifecycle Analysis of Growth Nodes (complete)</li> <li>c) Development Levy</li> <li>d) Update Utility Rates</li> <li>e) Adequate Public Facilities By-law</li> <li>f) Capital Improvement Plans</li> <li>g) Public Private Partnership Policy(ies)</li> </ul>
<b>7.7</b>	Urban Expansion	<p>Urban expansion requires either intermunicipal (service/tax sharing) or annexation agreements. The Growth Strategy identifies the following initiatives:</p> <ul style="list-style-type: none"> <li>a) Intermunicipal Agreement Policy</li> <li>b) Intermunicipal Agreement(s) (if applicable)</li> <li>c) Annexation Agreement (if applicable)</li> </ul>
<b>7.8</b>	Infill Growth	<p>The Growth Strategy projects that 20% of all new dwelling units will be constructed within infill areas. To encourage appropriate intensification of existing areas the Growth Strategy identifies the following initiatives:</p> <ul style="list-style-type: none"> <li>a) Infill Secondary Plans</li> <li>b) Zoning By-law Amendments</li> <li>c) Incentive Programs</li> </ul>

## 8 Glossary

**Capital costs** are the one-time costs that are 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 as part of a subdivision or rezoning process.

**Designated Land** includes all lands designated within the Development Plan, whether it is for residential, commercial, industrial, or institutional; this category of lands excludes areas designated development reserve. The Development Reserve land use designation is to protect lands from fragmentation until there is a time they are needed for development.

**Fiscal Impact Analysis** is evaluating the impacts of a development or a land use change on the cost and revenues of a municipality serving the development.

**Front Ending** is used to describe a financing arrangement where the developer pays the cost of infrastructure capacity increases at an early date and recovers the investment over time, as development occurs.

**Gross Developable Land** is the total land area less the following conditions:

- a) Lands identified as not suitable for building or development in accordance with Section 135-6 (d-e) of The Planning Act;
- b) Existing provincial highways and service roads;
- c) Existing municipal roads;
- d) Existing railways; and
- e) Existing developed lands.

**Infill Areas** are lands which are currently developed within City of Brandon. These areas include potential for redevelopment, development of underutilized lots, the conversion of existing buildings, or land between buildings in areas that are already serviced.

**Infrastructure** is defined as the physical assets associated with development that require ongoing maintenance, repair and eventual replacement, and in these policies refers mainly to water and wastewater infrastructure, transportation infrastructure, solid waste facilities, and storm drainage systems.

**Greenfield Areas** are lands which are undeveloped areas within City of Brandon, and in the fringe areas; in the Rural Municipalities of Cornwallis and Elton.

**Lifecycle Costing** is the process to determine the sum of all the costs associated with an infrastructure asset or part thereof, including acquisition, installation, operation, maintenance, refurbishment and eventual disposal.

**Neighbourhood Plan** is a concept plan adopted through a resolution of City Council to provide more detail for a specific area within a Secondary Plan prior to the land being subdivided for development.

**Planned Land** includes areas within adopted Secondary Plans and/or Neighbourhood Plans which provide concepts for how an area will be developed.

**Operating and maintenance costs** are the costs associated with the ongoing day-to-day servicing and up-keeping of the infrastructure, facilities or buildings. This is typically the role of the municipality once the developer has implemented or constructed the infrastructure.

**Secondary Plans** are concept plans adopted by By-law in accordance with the provisions of The Planning Act which provide direction on how part of City of Brandon will accommodate future development.

**Serviced Land** includes all subdivided lands which have existing infrastructure available to serve the proposed development.

**Off-site costs** are infrastructure or facility costs associated with a particular development but located outside of the development area. For example, the costs associated with upgrading regional streets, wastewater treatment facilities, water treatment facilities, or parks and recreational facilities to serve the new development.

**On-site costs** are infrastructure or facility costs associated with a particular development such as paving streets and rear lanes, parks, storm sewer system, sanitary sewer lines, water-main and lateral lines, hydrants, sidewalks, boulevards, curbs, gutters, street lights, connections to existing services, area grading and leveling, street name plates, and landscaping of parks and boulevards.

**Site Coverage** is a percentage determined by dividing the area of a site by the total footprint of all buildings on the site.

**Urban Sprawl** is the unplanned, uncontrolled spreading of urban development into areas adjoining the edge of a city.