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1. Context

1.1. Planning Context

The most recent Development Plan was prepared in 2003 for the Big Grass Planning District. In 2015, the Rural Municipalities of Lakeview, Westbourne, and the Town of Gladstone amalgamated and formed the Municipality of WestLake-Gladstone. This amalgamation dissolved The Big Grass Planning District. Guided by the Planning Act, the Municipality of WestLake-Gladstone has an opportunity to reflect on the many changes that have occurred over the past 16 years by strategically reviewing the existing development plan and creating a more comprehensive and consistent amalgamated development plan. It is important that development patterns support the Municipality's land, infrastructure, and communities in a sustainable way. Following the amalgamation in 2015, an updated Development Plan is necessary to provide a foundation for cohesive future growth and development in a way that supports the interests of the residents, businesses, and landowners of the Municipality.



Land Use Designations for Rural Municipalities of Lakeview and Westbourne, and the Town of Gladstone, Big Grass Planning District Development Plan 2003

1.2 Community Vision

Built on pioneer work ethic and pride, our communities continue to pursue and develop opportunity for regional, social, and economic diversity and prosperity by taking a ground-up approach to all Municipal services in both rural and urban areas; making each small choice with a big picture lens.

Welcome to

As we move forward in this modern world, it has become inherently crucial to encourage communication between all departments, organizations, facilities, and businesses in order to recognize and facilitate the diverse needs of our expansive Municipality. It is only by working together that we can ensure perpetual success for our community as a whole.

Nestled in the core of Manitoba, WestLake-Gladstone has a geographical advantage to many other areas. The seemingly endless prairie landscape, Western shore of Lake Manitoba and close proximity to our capital city makes our area an ideal location for any person looking to explore a variety of opportunities and lifestyles.

1.3. Goals and Designations

Based on findings from multiple rounds of public engagement, residents are looking to live in complete communities. Complete communities are places where a variety of lifestyle choices are supported. They provide opportunities for people of all ages to live, work, play, and meet the majority of their daily needs.

Designations for Complete Communities can vary with the size, characteristics, and diversity of land uses for each town or settlement. Smaller settlements may be covered by a single designation, while larger and more complex centres may require several more detailed designations.

Settlement Centres can accommodate a variety of land uses on a smaller scale, and are best suited for smaller scale communities. Plumas, Langruth, and Westbourne are covered by this designation.

Larger and more complex centres may require several designations to accommodate a wider variety and scale of land uses, and build upon the Settlement Centres designation. Gladstone is covered by a combination of the following designations:

- - Neighbourhood



- General Commercial
- Recreational / Institutional



The remaining areas of the Municipality outside of these communities are covered by other rural based and municipal wide designations:



Agricultural

Rural Residential



Environment

Transportation

Culture & Heritage





1.4. Administration

1.4.1. PURPOSE OF THE DEVELOPMENT PLAN

This Development Plan provides statements and policies to help decision makers manage land use and guide development in the Municipality of WestLake-Gladstone. It is a strategic, big-picture, and long-range document, for use by the public, the development community, Municipal Council, administration, stakeholders, and other levels of government. It is a comprehensive, integrated, and coordinated plan that takes planning in the complete context into consideration including infrastructure, demographics, economy, planning principles, and the community's vision. The Development Plan promotes the sustainable development of WestLake-Gladstone, by protecting the environment while promoting a diverse, prosperous local economy. The foundation of the plan is the community's common vision for the Municipality.

1.4.2. DOCUMENT HIERARCHY

In Manitoba, there are a number of documents that provide direction to varying levels of detail. The Development Plan works in conjunction with the planning documents outlined below to assist the Municipality in achieving their long term goals. Each of the documents should remain consistent with one another at all times. The following figure represents the Land Use Planning document hierarchy within Manitoba.



The Planning Act provides separate and distinct authorities to establish regulations for provincial land use policies, development plans and livestock operations.

Provincial Land Use Policies (PLUPs)

PLUPs express the provincial interest in the sustainable development of land, resources and infrastructure in the form of broad land use policy direction.

Development Plan

Municipal development plans provide specific direction to planning authorities for the preparation, amendment, and review development plan by-laws. The development plan is a strategic, high level, long range document that considers the community's vision in its complete context.

Zoning By-law

Zoning By-laws are the tools used to put the development plan into effect. They contain specific requirements that are legally enforceable. They regulate the use of land and outline standards such as lot sizes, height, setbacks, and general provisions such as parking requirements, ancillary uses, and non conforming buildings.

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1.4.3. HOW TO USE THE DEVELOPMENT PLAN

The policies in this plan are not intended to be used as a detailed action plan. Policies provide clarity for decision makers and guide future initiatives as the need arises. The policies translate the community's vision into a more meaningful plan.

There are two companion documents that were used to develop the Plan. These reports may be used for reference, as they describe the information and processes used to formulate the goals, objectives, and policies contained in this plan. The Municipality of WestLake-Gladstone Development Plan Background Brief identifies development related issues, background information, and policy options. The Municipality of WestLake-Gladstone Development Plan Consultation Summary describes the public consultation program used and how Council, the Administration, and the public were engaged to develop this plan. The vision and policy development process is also reviewed and documented in this report. Most policies in this plan have been written in the active voice to simplify language, clarify direction, and keep the tone of the Development Plan as a "moving forward", "action-oriented" document. In most cases, the implied subject is the Municipality of WestLake-Gladstone.

The Municipality of WestLake-Gladstone Development Plan should be referenced and consulted by developers, landowners, government departments, non-profit organizations, and all those involved in building and reinvesting in the community.





1.4.4. STRUCTURE OF THE PLAN

The Municipality of WestLake-Gladstone Development Plan is organized into three major sections.

The first section (1. Context, 2. Interpretation & Background) has two sub-sections. It outlines the planning context and community's vision, and includes Interpretation & Background. It lays out the goals and objectives of the plan, as well as how to use it. Finally, it gives a high level overview of the local context, in terms of natural features, demographics, economy and infrastructure.

The second section (3. General Policies, 4. Urban Policies, 5. Rural Policies, 6. Municipal Wide Policies), central to the Development Plan, outlines the land use policies to guide growth and development in WestLake-Gladstone. The policies are divided into four distinct sub-sections:

- General Policies, which apply to all development;
- Urban Policies, including a Settlement Centre and Urban Area Policies that apply to Gladstone, Plumas, Langruth, and Westbourne;
- Rural Policies, which apply to all areas outside of the Settlement Centre and Urban Areas; and
- Municipality Wide Policies, that apply to all areas.

Policies within these four subsections touch on a variety of areas, including growth, transportation, housing, environment, recreation, infrastructure, economy, agriculture, and water and wastewater.

The third section (7. Implementation) sets out the procedures for implementing the Development Plan.



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2. Interpretation & Background

2.1. Policy Structure

This Development Plan includes three types of policies: those that are **required**, those that are **encouraged** and those that should be **considered** where possible.

Policies **requiring** action are compulsory and must be met for Municipal approval. Policies that are **encouraged** should also be met. In cases where proposals meet the **required** policies but not the **encouraged** policies, justification as to why the **encouraged** policies cannot be met is necessary. The inclusion of policies that should be **considered** will be evaluated on a case-by-case basis to determine how the proposal aligns with the goals and objectives of this plan.

POLICY LANGUAGE

INTENTION ----- ACTION

ENSURE - - - -(To make sure of a result <u>through a requirement</u>)

PROMOTE ---(Shows active Municipal encouragement)

SUPPORT ------(Shows passive support through conditional consideration) ---→ REQUIRE (Is a compulsory obligation)

+ ENCOURAGE
 (Provides direction for what is expected)

--> CONSIDER
 (Provides criteria for when actions may be suitable)

2.2. Historical & Physical Context

Gladstone was originally settled in 1871 by Ontario farmers seeking new lands. It was called Third Crossing because it was where the North Saskatchewan Trail crossed the Whitemud River for the third time. In 1871 it was renamed Palestine, and in 1879 it was again renamed, this time after the British Prime Minister, Gladstone. It was incorporated as a town in 1882 and remained so until January 1, 2015, when it merged with the Rural Municipalities of Lakeview and Westbourne. Gladstone is now an unincorporated urban centre. It is located on both the Whitemud River and the Yellowhead Highway at the intersection of Highway 34, 138 km northwest of Winnipeg, and 30 km west of Lake Manitoba. Today it serves the surrounding mixed farming district.

Plumas was first settled by the English in the 1870s because of its fertile yet affordable land. While the agricultural industry was prosperous, Plumas experienced slow and steady growth. Through the early 1900s English, Irish, and Scottish immigrants continued to settle in the area, and in the 1940s and 1950s Ukrainian and German settlers moved in. However when the agricultural industry began to slow in the 1960s, so did population growth in Plumas. Today just over 240 people live in Plumas. Plumas is a Local Urban District in the northwest corner of the Municipality at the intersection of Provincial Road 265 and Provincial Road 260.

Langruth was settled in the early 1900s by two men from Ontario looking for farm lands for both settlement and investment. Many of the early immigrants to this area were Icelandic. Located 10 km west of Lake Manitoba, the Village of Langruth lies at the junction of Provincial Road 265 and Highway 50. It was the municipal seat for the former Rural Municipality of Lakeview from 1920 until 2015.

Westbourne was established as White Mud River in 1871 and was renamed after Westbourne Street in London and lent its name to the former Rural Municipality of Westbourne established in 1873. Today, Westbourne is an unincorporated community located at the intersection of the Yellowhead Highway and Provincial Road 242. It lies 28 km southeast of Gladstone and 10 km south of Lake Manitoba, along the eastern edge of the Municipality of Westlake-Gladstone.



2.3. Natural Features & Climate

WestLake-Gladstone is located in the Lake Manitoba Plain Ecoregion, which stretches from Vita in the southeast to Ethelbert in the northwest. The Ecoregion is underlain by limestone bedrock. It is covered by extremely calcareous, broadly ridged glacial till in its northern half, which transitions to smooth, level, lacustrine sands, silts, and clays further south. WestLake-Gladstone is located in the transition zone and contains examples of both geologies.

WestLake-Gladstone has fairly flat topography. Surface water drains from west to east, with a number of streams originating along the east escarpment of Riding Mountain and emptying into Lake Manitoba. The most significant river is the Whitemud River, which flows through Gladstone and Westbourne before terminating in Lake Manitoba at Lynch's Point. There is a 5-10 km wide band of wetlands running north-south through the middle of WestLake-Gladstone called Big Grass Marsh. At the heart of the wetlands is Jackfish Lake. Wetland areas are also found along the west shore area of Lake Manitoba. This large area of wetlands is designated as an Important Bird Area for Manitoba, with a wide range of habitats represented - marsh, tall grass prairie, woodlands, lakes, and scrub. In the 1930s, Big Grass Marsh was Ducks Unlimited's first habitat restoration project in all of Canada.

Environment Canada records show that Gladstone has an average annual temperature of 2.7C. Annual variation ranges from an average low of -22.0C and an average high of -11.1C in January to an average low of 12.4C and an average high of 26.7C in July. Average annual precipitation is 476mm. Climate data for the rest of the Municipality is similar.

2.4. Demographics

According to 2016 census data there are 3,154 people living in the Municipality of Westlake-Gladstone. The graph below shows the Municipality has been growing slowly



Population Change in the Municipality of WestLake-Gladstone from 2001-2016

since 2011 when the population was 3,068. From 2006 to 2011 the area saw a much smaller percentage of growth (0.6%), and from 2001 to 2006 the population went down by -6.1%. Gladstone had a smaller population increase of 1.1% from 2011 (879 people) to 2016 (889).

The average age of the population in the municipality is 41.7 which is within 1% of the average age for the province. The population of the municipality is split evenly into

Breakdown of age groups in the Municipality, Gladstone, and Plumas, StatsCan 2016

	Westlake-Gladstone			Gladstone			Plumas		
0-4	205	6.5%		55	6.2%		15	6.3%	
5-9	220	7.0%	20.3%	55	6.2%	16.3%	15	6.3%	16.7%
10-14	215	6.8%		35	3.9%		10	4.2%	
15-19	240	7.6%	17.9%	45	5.1%	11.2%	5	2.1%	12.5%
20-24	170	5.4%		25	2.8%		15	6.3%	
25-29	155	4.9%		30	3.4%		10	4.2%	
30-34	140	4.4%		30	3.4%	14.0%	15	6.3%	14.6%
35-39	140	4.4%	14.4%	50	5.6%		5	2.1%	
40-44	175	5.5%		45	5.1%		15	6.3%	
45-49	195	6.2%		45	5.1%	16.9%	15	6.3%	20.8%
50-54	200	6.3%	19.5%	50	5.6%		15	6.3%	
55-59	221	7.0%		55	6.2%		20	8.3%	
60-64	220	7.0%	17.6%	65	7.3%	20.8%	15	6.3%	20.8%
65-69	180	5.7%		60	6.7%		15	6.3%	
70-74	155	4.9%		60	6.7%		20	8.3%	
75-79	110	3.5%	10.7%	45	5.1%	20.8%	15	6.3%	14.6%
80-84	98	3.1%		50	5.6%		10	4.2%	
85+	130	4.1%		90	10.1%		10	4.2%	

50% male and 50% female residents, a ratio that holds true for all age groups. The largest age groups are 0-14 and 45-59 at 20.3% and 19.5% respectively. The smallest age group is 75+ at 10.7%.

2.5. Economy

Out of the Municipality's population of working age, 70% are in the labour force and of that, 96% are employed. This is a higher employment rate than the province at 93%. Most employed individuals work in management (23%), trades, transport and equipment operations (15%), and sales and service (15%). Many residents live in the Municipality and travel to Neepawa, Portage la Prairie, and surrounding areas for work.



2.6. Municipal Services & Infrastructure

2.6.1. TRANSPORTATION

The Municipality of WestLake-Gladstone has a transportation system typical of many Rural Municipalities in Southern Manitoba. The provincial highway system forms the backbone of transportation links between communities and for longer-distance travel, supplemented by Municipal roads for local access. PTH 16 is the Yellowhead Route of the Trans-Canada Highway which runs East-West through the Municipality, traveling through Gladstone and Westbourne. PTH 50 runs North-South parallel to the shore of Lake Manitoba, beginning at Highway 16. The Municipality is also intersected by a number of provincial roads. Outside of the provincial highway network, the agricultural areas of WestLake-Gladstone have a grid of North-South and East-West mile roads. This grid is fairly complete in areas under cultivation, with fewer roads in pasture areas, and almost no roads in the wetlands south and east of Jackfish Lake.

Northwest Handi Transit is a local transportaion service offered to those with transportation barriers and operates with one bus and one van on an as needed basis. With volunteer support, seniors and those with limited mobility use the service for a variety of reasons, with priority going to those with medical appointments.



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WestLake-Gladstone has cargo rail service provided by Canadian Pacific (CP) parallel to Highway 16 and by Canadian National (CN) traveling southeast to northwest through Gladstone and Plumas. The railways serve grain elevators in the municipality such as Delmar Commodities and Parrish and Heimbecker. Gladstone and Plumas have passenger rail service provided by VIA Rail along the CN line. The route goes east to Portage la Prairie and Winnipeg and northwest to Dauphin, The Pas, and finally Churchill.

The Gladstone Municipal Airport (Galloway Field) is a registered airport open to public use under jurisdiction of the Municipality. It is located on PTH 34 5.5 km south of Gladstone. There are two runways, a grass runway 2,050 feet (625 m) long, and an asphalt runway 2,695 feet (821 m) long. Aircraft servicing, fuel, and oil are all available.

2.6.2. PUBLIC SERVICES

WestLake-Gladstone is covered by The Southern Health-Santé Sud Regional Health Authority. The Gladstone Health Centre is a health care facility with 14 beds, ambulance service, a 50 bed personal care home, labratory, and a medical clinic with doctors and nurse practitioners. The health centre provides basic health care services to meet the daily needs of residents throughout the Municipality.

Pine Creek School Division provides educational programming for the municipality, with elementary schools in Langruth, Plumas, and Gladstone. William Morton Collegiate in Gladstone is the high school for the entire Municipality. Additionally, there are colony schools on the four Hutterite colonies in WestLake-Gladstone: Bloomfield, Cascade, Riverdale, and Westroc.

The Municipality is served by both the Amaranth and Neepawa RCMP branches and has three fire departments: Gladstone/Westbourne, Lakeview, and Plumas.

2.6.3. INFRASTRUCTURE

Municipal water is supplied to Gladstone, Plumas, Westbourne, and rural residents by the Yellowhead Regional Water Co-op (YHRC). The YHRC receives its water supply from the City of Portage la Prairie Water Treatment Plant, which draws its water from the Assiniboine River. Water is piped from Portage la Prairie through the Yellowhead Distribution lines. The YHRC supplies and owns two reservoirs in the municipality: Plumas (400,000 litres), and Gladstone (1,500,000 litres).

Langruth is not yet part of the YHRC and has its own small water treatment facility and reservoir supplied by runoff water.



o3. General Policies

Development Plans apply to development proposals and help guide decision making. The policies in this section apply to all development. Development proposals should be evaluated based on their consistency with the overall intent of this Development Plan. They should consider the impact on quality of life for residents and be consistent with the vision and policies within this plan.

3.1. GENERAL (G)

- G.1. **Ensure** that development pays for its fair share of growth related infrastructure costs by **requiring** the use of capital improvement levies, development agreements, and portioning costs of anticipated infrastructure, and other such tools, where appropriate.
- G.2. **Ensure** strategic and sustainable infrastructure investments by **requiring** the infrastructure planning process to consider:
 - G.2.1. The full cost of infrastructure on a lifecycle basis;
 - G.2.2. The financial resources needed to maintain the infrastructure in a manner and to a level that meets needs, regulatory requirements and accepted industry standards;
 - G.2.3. The cost-benefits of different infrastructure options;
 - G.2.4. Public health and safety; and
 - G.2.5. The environmental impacts of different infrastructure options which may include greenhouse gas emissions.
- G.3. Ensure proper planning and long term viability of local schools by requiring consultation with local school divisions and the Public Schools Finance Board prior to approving any significant developments.
- G.4. **Promote** balanced growth between rural living and small town living by **encouraging**:
 - G.4.1. Subdivisions in existing towns, villages, and areas where the land does not readily accommodate agriculture or resource development;

- G.4.2. Growth that does not unduly limit or restrict existing agricultural operations; and
- G.4.3. A wide range of development including urban and rural serviced lots.
- G.5. **Promote** a strong, diversified, and sustainable economy by **encouraging**:
 - G.5.1. A balanced economy of tourism, recreation, agriculture, residential, commercial, and industrial uses as a means of providing diverse opportunities for employment;
 - G.5.2. Continued promotion of the Municipality as a place that is open for business and investment;
 - G.5.3. Promotion of the Municipality's rural/urban character; and
 - G.5.4. Opportunities for locally owned small businesses.
- G.6. **Support** provision of universal accessible housing by **considering** incorporation of universal access standards.







•4. Urban General

While smaller centres are best served with a single land use designation, larger settlement centres in the Municipality may require more direction on the location of land uses. For larger centres such as Gladstone, there are five land use designations: Neighbourhood, Mixed Use, General Commercial, Recreation & Institution, and Industrial. Each designation is explained in detail below. Separating out these different designations allows development to be located in the most appropriate area and ensures that different areas are easily able to attain their full potential to create complete communities.

Complete communities are places where a variety of lifestyle choices are supported. They provide opportunities for people of all ages to live, work, play, and meet the majority of their daily needs.



4.1. NEIGHBOURHOOD (N)

- N.1. **Ensure** the continued development of safe and complete neighbourhoods by **requiring** appropriate buffers between residential development and major highways, railways, lagoons, and other incompatible uses.
- N.2. **Promote** the diversity of housing stock that supports intergenerational and complete communities for all ages and abilities by **encouraging**:
 - N.2.1. A full range of housing options;
 - N.2.2. Maintenance and diversity of existing housing stock; and,
 - N.2.3. Secondary suites as a way of increasing residential density, affordable housing, and extended family living options.
- N.3. **Promote** the continued development of safe and complete neighbourhoods by **encouraging** a mix of land uses that are compatible with residential dwellings including recreation and greenspace.
- N.4. **Support** the intensification of Neighbourhood areas to promote new housing options by **considering**:
 - N.4.1. Attached and multi-unit housing adjacent to collector streets, parks, and community gathering spaces; and,
 - N.4.2. Use of design and buffering for appropriate transitions.



4.2. MIXED USE (MU)

- MU.1. Ensure new development or redevelopment is environmentally sustainable by requiring it to be evaluated on the basis of land and infrastructure impacts.
- MU.2. **Promote** the critical mass necessary to support and sustain centrally located, local businesses by **encouraging** commercial, retail, and institutional uses to cluster within the 'Main Street' areas.
- MU.3. Promote the effective use of existing infrastructure by encouraging :
 - MU.3.1. Infill and redevelopment for introducing new housing stock; and,
 - MU.3.2. Development of 'Main Street' areas and investment in well designed public spaces that act as community gathering spaces and stimulate revitalization.
- MU.4. **Promote** the development of the 'Main Street' areas to stimulate revitalization by **encouraging** infrastructure investments.
- MU.5. **Support** the diversification of the housing stock and a rich mix of uses at the centre of town by **considering** the development of higher density housing types along 'Main Street' areas that can be sustained by existing infrastructure.



4.3. GENERAL COMMERCIAL (GC)

- GC.1. Ensure efficient and appropriate use of land by requiring commercial uses oriented to highway commercial uses and other commercial uses requiring large parcel size and visibility on major transportation routes that may not be appropriate within the 'Main Street' areas.
- GC.2. **Promote** appropriate commercial development outside of the 'Main Street' areas in a context sensitive manner by **encouraging**:
 - GC.2.1. The use of site planning to mitigate potential impacts on surrounding properties; and,
 - GC.2.2. The use of Crime Prevention Through Environmental Design (CPTED) principles to mitigate potential noise and light trespass issues.





4.4. RECREATION & INSTITUTION (RI)

- RI.1. Promote activities and reinvestment in parks by encouraging parks of a scale and size containing activities that serve the needs of a complete community be co-located with elementary school sites.
- RI.2. **Promote** innovative and sustainable approaches to recreation facilities by **encouraging** a Municipality wide approach to recreational facilities, a regional rec centre concept, cluster or joint use facilities.
- RI.3. **Promote** connectivity in existing settlement areas by **encouraging** cycling and pedestrian connections.
- RI.4. **Promote** accessibility to and within recreational areas by **encouraging** the use of streets, sidewalks, pathways, and an interconnected pathway network to integrate these spaces into, and connect them with the surrounding community.
- RI.5. **Support** best use of resources by **considering** major recreational and institutional uses to be located near to and integrated into neighbourhood areas within the community.
- RI.6. **Support** recreational partnerships and long-term facility viability by **considering** flexible multi-plex recreational facilities alongside related health, wellness, education, and specialized housing facilities.

4.5. INDUSTRIAL (I)

- I.1. Ensure mitigation of negative impacts such as noise, light, dust, odours, or visual impacts of industrial uses that might affect neighbourhood or residential uses by **requiring** appropriate transitions such as buffers and/or site planning to minimize impacts of operations.
- 1.2. **Ensure** traffic impacts are minimized by **requiring** business or industrial parks to provide internal road networks and limit private access directly onto highways.
- I.3. Ensure appropriate and efficient use of land and minimize land use conflicts by requiring uses that utilize municipal services such as sewer and water be situated in industrial areas.

Settlement Centres can accommodate a variety of land uses at a smaller scale, and are best suited for smaller scale communities. Smaller communities such as Langruth, Westbourne, and Plumas are appropriate for this designation.





4.6. SETTLEMENT CENTRES (SC)

- SC.1. Ensure a variety of land uses can locate together within settlement areas by requiring:
 - SC.1.1. A clear set of development principles that are desired by the community and defining standards for new development; and,
 - SC.1.2. Private developers to design their properties such that there is appropriate transition to the public property and surrounding uses through design, space or buffers.
- SC.2. Ensure the most efficient location for commercial activities by requiring:
 - SC.2.1. That they are concentrated in towns except where they relate directly to agricultural services and production, resource extraction, or require highway exposure;
 - SC.2.2. A mix of compatible small scale commercial uses are located in centres; and,
 - SC.2.3. Large scale commercial uses and commercial uses requiring highway access are located along major transportation corridors.
- SC.3. **Promote** the unique character of each centre by **encouraging** a variety of measures such as public art, signage, murals, and activities.
- SC.4. **Promote** the cost effectiveness of existing infrastructure by **encouraging** redevelopment, and reinvestment into the existing urban settlement areas.
- SC.5. **Promote** efficient use of land by **encouraging** the repurposing of underutilized industrial lands.
- SC.6. **Support** a healthy local economy by **considering** home based businesses and secondary suites that do not generate significant impacts in neighbourhood areas.

o5. Rural General

Rural areas of the Municipality celebrate a rural way of being, protecting the ability for agricultural producers to adapt and grow their operations as necessary, and allowing newcomers the opportunity to engage in agricultural activities in a respectful and meaningful way. Rural areas support the agricultural economy, which is the backbone of WestLake-Gladstone. Rural policies recognize the need for large agricultural parcels while providing flexibility for accommodating changes in agricultural production trends, accommodating smaller scale agricultural production, diversification of agricultural businesses, and rural residential development while limiting the removal of land from production. Rural area policy designations cover all areas within the Municipality, outside of Settlement Centres and Open Space areas.



5.1. RURAL RESIDENTIAL (RR)

- RR.1. Ensure that rural residential and cottage development only occurs in areas designated Rural Residential appropriate locations by requiring:
 - RR.1.1. That any rural residential development does not excessively fragment farmland;
 - RR.1.2. That rural residential development be directed away from major livestock production operations;
 - RR.1.3. That within Rural Residential designated areas, parcels are generally two (2) acres in size;
 - RR.1.4. That any new rural residential development of three or more lots be considered for designation as Rual Residential, and be directed away from prime agricultural land (see Agricultural Capability Map);
 - RR.1.5. That any new rural residential development be located adjacent to existing developed residential areas, and / or where there is an adequate supply of potable water and existing public roads suitable to accommodate the anticipated traffic. However, areas designated for rural residential development must not interfere with the expansion of urban settlement centres;
 - RR.1.6. That all access roads and infrastructure be built to Municipal standards, as determined by the Municipality; and,

RR.1.7. Rural Residential designations may be zoned Cottage or Rural Residential in the Zoning By-law.



- A.1. Ensure the long-term viability of agricultural lands and operations by requiring:
 - A.1.1. Restriction of non-agricultural uses so as not to impact existing livestock production operations or cropping practices or unduly inflate surrounding land values;
 - A.1.2. Preservation of agricultural land in larger land holdings of at least 80 acres wherever possible; and,
 - A.1.3. Appropriate buffers between agricultural operations and settlement centres and watercourses (See Section E.6).
- A.2. Ensure the long-term viability of agricutural lands and compatibility with existing settlement areas by **requiring** the following in all **Agricultural Restricted** areas:
 - A.2.1. Animal keeping of less than 10 animal units (AU) shall be permitted;
 - A.2.1. New or expanding livestock operations of 10 AU to 299 AU shall be considered as a conditional use; and,
 - A.2.2. Livestock operations of 300 AU or more shall be prohibited.
- A.3. Ensure that the contributions of livestock operations continue by requiring:
 - A.3.1. All livestock operations to meet Provincial regulations regarding the storage, disposal and application of manure, and siting of confined livestock operations, including distances to watercourses as considered under the Livestock Manure and Mortalities Management Regulation (LMMMR);
 - A.3.2. Minimum mutual separation distances for siting of livestock operations will be equal to Provincial minimums as described in the Provincial Planning Regulation and will be listed in the Municipal Zoning By-law;
 - A.3.3. Livestock operations of 300 AU or more shall be a conditional use;
 - A.3.4. New or expanding livestock operations greater than 50 AU will be considered a conditional use within 800m of the Big Grass River, the Whitemud River and its tributary streams (Bear Creek, Pine Creek, and Squirrel Creek), and areas of Big Grass Marsh that which have been historically been dry 7 years in 10; and,
 - A.3.5. New or expanding livestock operations to be prohibited on Class 6 and Class 7 soils (see Agricultural Capacity Map). These lands may be used for grazing and / or haying and agricultural use consistent with the carrying capacity of the land.

- A.4. **Promote** the development of agro-industrial and agro-commercial businesses to diversify the local economy and support the agricultural base in the Municipality by **encouraging**:
 - A.4.1. Agro-industrial uses to locate within Settlement Centres where services are provided and they are compatible with existing development;
 - A.4.2. Agro-industrial uses to locate in areas where they will not have an adverse impact on the existing ground water supply or wells; and,
 - A.4.3. Agro-industrial uses to locate outside of settlement centres where they directly serve agricultural production or processing and service these industries best from a rural location, or are unsightly or odorous such as anhydrous ammonia.
- A.5. **Support** financially viable small scale commercial or specialized agricultural operations by **considering** the subdivision of smaller land holdings, provided that such proposals are compatible with other existing agricultural operations, and that the size of the proposed parcel is appropriate for the intended use. Specialized agricultural operations include livestock and poultry operations, market gardening, tree nurseries, apiaries and similar uses.
- A.6. **Promote** agricultural viability by encouraging land consolidation of existing smaller holdings with larger sized land holdings.
- A.7. **Support** the accommodation of agricultural practices by **considering t**he subdivision of land for the readjustment of farm boundaries affected by rivers, streams, highways, large drains and other such features that may be permitted in both the Agricultural and Agricultural Restricted Areas.
- A.8. **Support** the retention of farmsteads by **considering** subdivision of agricultural lands for residential purposes in accordance with the following criteria:
 - A.8.1. A retiring farmer who wishes to retain the farm residence;
 - A.8.2. Where a farm has been incorporated and it is necessary to establish a residential site separate from the site owned by the farm corporation;
 - A.8.3. Where a residence is required for any individual who is actively involved in the farming operation;
 - A.8.4. The following evaluation criteria shall apply to A.8.1. A.8.3.

A.8.4.1. Where land division for the retention of the farmstead and / or creation of a newfarm residence occurs along an existing all-weather improved public right-of-way, as determined by the Municipality's road classification;

A.8.4.2. Where the residential site will be within an existing shelterbelt; and,

A.8.4.3. Where the residential site will not include cultivated land except where necessary to have clear and concise boundaries, will not be wasteful of agricultural land, and will generally only be permitted as one subdivision per 80 acre title.

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- A.9. **Support** the subdivision of agriculturally designated lands for non-agricultural purposes by **considering** approval in accordance with the following criteria:
 - A.9.1. The lands consist of an abandoned farmstead site as of the date of adoption of the development plan, and as defined by the Zoning By-law provided they will not have a negative impact on adjacent land uses, and meet mutual separation distances from livestock operations;
 - A.9.2. An occupied or abandoned farmstead site may be subdivided into no more than two non-farm titles;
 - A.9.3. A small area of land of approximately 10 acres in size or smaller that is isolated by natural or man-made barriers including waterways, roads, railways, or similar barriers, and are difficult to farm because of size or shape, may be subdivided for residential purposes; and,
 - A.9.4. The following evaluation criteria shall apply to A.9.1 A.9.3. Any proposal for a subdivision may require the applicant to undertake further study and analysis by qualified professionals to determine any specific land use, engineering, or environmental implications.
 - A.9.4.1. Development occurring on the subdivided parcel will not have a negative impact on adjacent agricultural land uses and shall not restrict agricultural activities as defined in Provincial Land Use Policies;
 - A.9.4.2. Mutual separation distances from livestock operations will be respected;
 - A.9.4.3. The proposed subdivided lot should not include cultivated land beyond that defined by a shelterbelt or other landscape feature which defines the site;
 - A.9.4.4. The proposed subdivided lot shall be of such dimensions so as to maintain the rural character of the land without being wasteful of agricultural land;
 - A.9.4.5. The proposed subdivided lot shall, wherever possible, be directed away from prime agricultural land, viable lower class land, livestock operations, and other resource-related uses to avoid incompatibilities and so that land is not prematurely taken out of production or its use prematurely inhibited;
 - A.9.4.6. The proposed subdivision shall not result in more than two non-farm residential titles per 80 acre parcel. Further resubdivision of a parcel subdivided under these provisions shall be prohibited; and,
 - A.9.4.7. The proposed subdivision shall accommodate the proper function of a septic field or other acceptable method of domestic effluent disposal, and a potable water supply, pursuant to The Environment Act.

o6. Municipal Wide Policies

Municipal Wide Policies are applicable to all or multiple policy areas of the Municipality. They are intended to give direction to items that are consistent regardless of land use.

Environment & Open Space

WestLake-Gladstone includes significant natural areas that form the backbone of a healthy and productive natural ecosystem. Along with protecting watercourses and riparian areas in the Municipality, major natural areas are considered to be open space. Open Space is a new designation that includes the area around Jackfish Lake, Big Grass Marsh, the Langruth Wildlife Management Area, the shoreline of Lake Manitoba, and in other areas not suited for agricultural uses or other development. Open Space lands include wetlands and intermittently flooded lands. This area serves important functions as wildlife habitat, natural biofiltration, eco-tourism, traditional gathering, and low-intensity agricultural operations such as grazing and haying. These areas also experience a variety of potential hazards such as flooding and wildfires. The Open Space - Overlay (OS-O) designation covers the outer regions of the wetland complex, where agricultural operations can occur with restrictions to protect sensitive lands.



6.1. OPEN SPACE (OS) & OPEN SPACE OVERLAY (OS-O)

- OS.1. Ensure protection of environmentally sensitive lands and significant riparian areas within an **Open Space** designation by requiring:
 - OS.1.1. The prohibition of agricultural activities except for haying, and low-intensity agricultural practices such as livestock grazing, where compatible with suitable areas;
 - OS.1.2. The prohibition of development in these areas except for low-intensity improvements related to eco-tourism, such as gravel parking lots, washroom, trails and pathways, and picnic facilities; and,
 - OS.1.3. Appropriate setbacks from these areas to provide protection from variations in water levels and natural fire hazards.

- OS.1.4. Setbacks from these areas of intensive livestock operations or other uses that may negatively affect the ability of the wetlands to be a natural water filter. Follow the Minimum Separation Distances for Siting Livestock Operations listed in the Planning Act and in the Zoning By-law.
- OS.2. Ensure balanced and comprehensive management practices by requiring consultation with Manitoba Conservation and Climate on Open Space management.
- OS.3. Ensure the compatibility and balance of agricultural activities and protection of environmentally sensitive lands and riparian areas within an **Open Space Overlay** designation by **requiring**:
 - OS.3.1. Agricultural and related activities permitted under an Agricultural designation to occur, provided they do not impact mature wooded areas, environmentally sensitive lands, or riparian areas within or adjacent to the property;
 - OS.3.2. Mature wooded areas, natural lands, and riparian areas are not to be significantly altered or removed. Where minor impacts may occur or wetlands may be impacted or compromised, another wooded area, natural lands, or wetland area within the same property shall be restored to ensure no net loss.
 - OS.3.3. New or expanding livestock operations of 50 AU or shall be a conditional use (see Livestock Map).
- OS.4. **Promote** compatible activities that allow residents and visitors to enjoy and preserve Open Spaces by **encouraging**:
 - OS.4.1. Low-intensity recreational uses such as hiking, cycling, canoeing, and cross-country skiing.
 - OS.4.2. Traditional harvesting activities such as hunting and fishing as per regulations.
 - OS.4.3. Environmental educational and eco-tourism activities such as birding and guided walks.





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6.2. ENVIRONMENT (E)

- E.1. Ensure that water quality is protected by identifying and requiring:
 - E.1.1. Buffer zones and preservation of natural vegetation of generally 30 metres adjacent to major waterbodies and Order 3 or higher waterways (as shown in Appendix B);
 - E.1.2. Buffer zones and preservation of natural vegetation of generally 15 metres adjacent to riparian areas, artificial retention ponds, and Order 1 & 2 waterways; and,
 - E.1.3. Wetlands to be protected from development. Where wetlands may be impacted or compromised, another wetland area within the same sub-watershed shall be restored to ensure no net loss.
- E.2. **Ensure** that all development in flood prone areas is designed in a resilient manner by **requiring** it to be built a minimum of two feet (0.67 m) above the 200-year "design event" or flood of record level, whichever is greater, designated by the Province of Manitoba, plus the applicable separation distance from waterways and drains indicated in E.1.
- E.3. Ensure the banks of 4th, 5th, and 6th order waterways are protected by requiring a setback for permanant structures of at least 10 times the height of the bank above the normal summer water level or 30m, whichever is greater, unless a geotechnical study shows the setback may be altered without creating any additional risks.
- E.4. **Ensure** that development along Lake Manitoba is located in suitable areas by **requiring** development only in areas designated in collaboration with the Province of Manitoba and, where applicable, the Whitemud Watershed District.
- E.5. Ensure groundwater and drinking water sources are protected by requiring:
 - E.5.1. An emergency response plan is in effect for each public drinking water system to address spills, accidents, and other emergencies that may affect public drinking water sources;
 - E.5.2. All new development to include mitigation plans for any potential groundwater contamination issues before being approved; and,
 - E.5.3. All new developments to identify and seal all known abandoned wells, as well as identifying proposed new wells.

- E.6. Ensure compatible land uses by requiring:
 - E.6.1. Minimum setbacks of generally 300m between residential development and sewage lagoons;
 - E.6.2. Minimum setbacks of generally 400m between residential development and waste disposal sites;
 - E.6.3. Minimum setbacks of generally 300m between residential developments and open municipal water sources; and,
 - E.6.4. Intensive and high pollution risk developments (a high risk of causing pollution, such as chemical and fertilizer storage facilities, septic fields and tanks, fuel tanks, waste storage sites, and sewage treatment facilities) to be restricted in source water protection areas as per Provincial designation for all municipal drinking water sources (1.5 km). Where this restriction may not be possible, development shall be limited and may be subject to:
 - E.6.4.1. Demonstration that no significant negative effect on water is likely to occur;
 - E.6.4.2. Implementation of mitigation measures and alternative approaches that protect, improve, or restore these areas; and,
 - E.6.4.3. The preparation of a strategy for mitigation in the event that negative impacts do occur.





- E.7. **Ensure** an appropriate buffer between annual cropping activities and waterways to maintain water quality and reduce risk of erosion by **requiring** a minimum setback distance of generally:
 - E.7.1. 3m along Order 1 & 2 waterways;
 - E.7.2. 6m along Order 3 waterways;
 - E.7.3. 10m along Order 4 waterways;
 - E.7.4. 20m along Order 5 waterways; and,
 - E.7.5. 30m along Order 6 waterways;
- E.8. **Promote** an appropriate balance between water storage and drainage at a watershed level by **encouraging**:
 - E.8.1. The repurposing of existing drainage infrastructure to provide an appropriate balance, such as the use of wider drains that allow for both water storage and effective land drainage; and,
 - E.8.2. Naturalized water storage by farmers by preserving and re-establishing natural wetlands, where feasible.



Municipality of WestLake-Gladstone Development Plan

Transportation

Provincial and Municipal roads are the links that connect the communities together. They provide access to farm fields, agricultural operations, schools, services, and recreation. In rural areas of the Municipality, residents are dependent upon driving in order to access goods and services. The roads need to be well-built and maintained in a way that is affordable. Major highways need to provide a balance between local access and long-distance traffic to ensure the safety of all users.



6.3. TRANSPORTATION (T)

- T.1. Ensure that development shall not create a financial or operational burden to the municipality by requiring development proposals to include roads, drainage, and other infrastructure services built to municipal standards.
- T.2. **Ensure** protection of the integrity of the exisiting and future provincial highway system by **requiring** new developments to:
 - T.2.1. Develop internal road systems to ensure there are no strips of lots requiring direct access onto a provincial highway.
 - T.2.2. Make provisions to accommodate future widening or expansion of the highway system
 - T.2.3. Ensure there will not be any detrimental impact on the operation, safety, function or expansion of provincial highways, unless appropriate mitigative measures can be incorporated into the development.
 - T.2.4. Incorporate appropriate road improvements into any development that will generate truck traffic requiring heavier loading than is allowed on a provincial highway or local road.
 - T.2.5. Acquire a permit and approval from the applicable Provincial authority for any new, modified or relocated access or to intensify the use of an existing access to the provincial highway system.



- T.3. **Promote** safe and efficient access on and off the Provincial highway system by **encouraging** the development of access management plans in collaboration with the applicable provincial authority, for areas adjacent to Gladstone and Westbourne.
- T.4. **Ensure** user safety and efficiency is not jeopardized by **requiring** that expansion of existing development that is bordered on one side of a transportation corridor, such as a provincial highway, major road or rail line, to be kept to the developed side of the corridor.
- T.5. Ensure public safety adjacent to railways and protect the function of rail corridors by **requiring** appropriate setbacks and/or buffers for new development in proximity to railway operations as per the guidelines issued by the Federation of Canadian Municipalities and the Railway Association of Canada.
- T.6. **Promote** Active Transportation systems by **encouraging** active transportation pathways that are physically separated from the provincial highway and pedestrian paths in urban areas.

Heritage & Tourism

WestLake-Gladstone has significant assets in the form of open space, natural lands, and heritage sites. These areas comprise the physical soul of the communities by connecting residents and visitors to the natural beauty and strong historical ties that bind people to the land and each other. Preserving these areas will ensure their continued benefit for future generations and allow new tourism opportunities.



6.4. HERITAGE & TOURISM (HT)

- HT.1. Ensure cemeteries are recognized and protected from inappropriate development by requiring them to be zoned open space or institutional, or identified as a heritage asset.
- HT.2. **Promote** sustainable eco-tourism opportunities, particularly near Langruth, Lake Manitoba, and Big Grass Marsh, by **encouraging**:
 - HT.2.1. Enhanced trail networks for walking, cycling, cross-country skiing, and snowmobiling, and their promotion;
 - HT.2.2. The development of a recreational trail map for the municipality;
 - HT.2.3. Cooperation with other related organizations; and,
 - HT.2.4. The sustainable development of recreational and tourist facilities, such as campgrounds and related activities, particularly along Lake Manitoba.
- HT.3. Support local heritage and cultural assets by considering:
 - HT.3.1. Recognition and celebration of centennial farms; and,
 - HT.3.2. Identification and preservation of local landmarks and sites of historical or cultural significance.
- HT.4. **Support** the preservation of sites of local significance by **considering** the conservation, recognition, and adaptive reuse of historical sites within the Municipality, notably:
 - HT.4.1. Galloway Brothers Department Store, Gladstone (Provincial historic site);
 - HT.4.2. Grace Lutheran Church, Langruth (Municipal historic site);
 - HT.4.3. Moffat Barn (Municipal historic site);
 - HT.4.4. Smith/Arthur Family Grain Elevator (Municipal historic site); and,
 - HT.4.5. Additional historic sites such as those recognized by the Manitoba Historical Society.

△7. Implementation

Development Plans guide development, Municipal decision making, and investment in a community. This section sets out the procedures for implementing the Development Plan policies, so that future development proceeds in an orderly manner and is integrated with social, economic, or other related community initiatives. Once adopted, any Development or Land Use change must be generally consistent with this Development Plan.

Tool	Description	0-3 yrs	3-5 yrs	5-10 yrs
DEVELOPMENT PLAN DESIGNATION & MAPS	The policies contained in the Development Plan need to be read and applied in conjunction with the area designations found on the attached maps in Appendix A . The land use designations on these maps relate to the policies contained in this plan.		0	0
AMENDMENTS TO THE DEVELOPMENT PLAN	The policies, location of roads, and boundaries between the areas shown on the attached maps are intended to provide policy direction. Adjustments may be made without amendment to this plan provided the plan's intent is maintained and the adjustment or interpretation is approved by resolution of the Municipal Council. Major changes to this Development Plan can only be made in accordance with The Planning Act. The Development Plan may be amended at any time the Municipality considers it appropriate or necessary.		0	0

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Tool	Description	0-3 yrs	3-5 yrs	5-10 yrs
ZONING BY- LAW	The Zoning By-law of the Municipality of WestLake-Gladstone is a critical tool to implement this plan. The Zoning By-law and its amendments regulate and control land uses that align with the directions and policies in this Development Plan. This plan directs some uses be Conditional Uses in the Zoning By-law and require Council approval. Property owners may also apply to Council for a variance to the Zoning By-law if they feel the land use controls are too restrictive.		0	0
DEVELOPMENT PERMITS	New development that requires a permit issued by the Municipality will be reviewed to ensure conformance with this plan and the Zoning By-law.		0	0
DEVELOPMENT STANDARDS & DESIGN GUIDELINES	The Municipality can also implement Development Standards and Design Guidelines, to help shape development in ways that are consistent with its vision. These standards can be incorporated in a Zoning By-law or guidelines can be developed by Council to guide developers on future development projects.	0	\bigcirc	0
SECONDARY & CONCEPT PLANS	 Consistent with the Development Plan, Secondary Plans and concept plans provide more guidance on development issues. The Council may adopt the plan in the form of a Secondary Plan By-law to give it stronger force and effect. Secondary or concept plans can deal with objectives and issues in a part of the municipality, including any matter: a. Dealt with in this plan; b. Dealing with subdivision, design, road patterns, building standards, or other land use and development matters; and, c. Respecting economic development or the enhancement or special protection of heritage resources or sensitive lands 		0	0

Tool	Description	0-3 yrs	3-5 yrs	5-10 yrs
SUBDIVISION APPROVALS	Proposals to subdivide land will be subject to review and approval by Municipal Council, and other relevant agencies. This process provides an opportunity for development proposals to be evaluated with policies of this plan to ensure conformity. Conditions may be attached to a subdivision approval to implement policies in this plan.		0	0
PUBLIC PARTICIPATION	Public engagement is an important component of implementing the Development Plan. It is crucial for the community to play a role in shaping growth and development.		0	0
OTHER BY- LAWS	A municipality has the capability to adopt and administer other By-laws concerning the use, development, and maintenance of land. This includes building By-laws, property maintenance By-laws, access approval By-laws, drainage By-laws, and other types of by-laws that affect the use of land. This plan encourages these By- laws to align as much as possible to streamline the development process in the Municipality and ensure there are comparable standards wherever development occurs.	0		0
DEVELOPMENT AGREEMENTS	When development is proposed, council may approve the development conditional on a development agreement. A development agreement may cover issues related to phasing of services, the use of land, the siting of buildings, installation of services, provision of open space, etc.		0	0
ACQUISITION & DISPOSAL OF LAND	The Municipality or a community development organization may acquire, purchase, sell, or lease land for the purposes of implementing this Development Plan. Examples include land dedication from a developer or purchasing land adjacent to a river to support the development of recreational pathways.	0		0
Tool	Description	0-3 yrs	3-5 yrs	5-10 yrs
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PUBLIC WORKS AND INFRASTRUCTURE	The capital works program and public improvements of the municipality should conform to the policies in this Development Plan. This is an important implementation tool since the Municipality may influence the rate and direction of growth through the provision of municipal services to land.	0	0	
CAPITAL PLANNING & EXPENDITURES	The Municipality of WestLake-Gladstone, higher levels of government and their departments, school boards, health authorities, and other agencies with a stake in the development and growth of the Municipality should consult the Development Plan when revising capital plans. Expenditures to service land, build roads, upgrade facilities, or otherwise provide for growth and development should be identified in the approved five year Capital Plan and should be coordinated as much as possible across agencies and governments.	0	0	
CAPITAL LEVIES	Municipalities, under the Planning Act, can charge levies to cover certain capital costs related to the subdivision of land. These would be put into a reserve fund that can be used to fund infrastructure upgrades and maintenance, in order to achieve adherence to the policies listed in the Development Plan.	\bigcirc	0	0
SPECIAL STUDIES	Policies in this plan call for the completion of special studies (e.g., emergency preparedness, drainage master plan), both for the Municipality and for development proponents. Proponents may be required to undertake and submit special studies as part of the approval process. For instance, engineering or other professional studies may be required for development of lands that are affected by flooding hazards, have potential for groundwater/surface water pollution, and have major traffic impacts, or risk community or environmental health.			
MONITORING & REVIEW	The Municipality should continually monitor the plan to ensure it is effective in guiding the orderly and economical development of the region. Every ten years, a major review of the Development Plan should be completed.			

Appendix A

Land Use Designation Maps













Appendix B

Identified Waterbodies and Waterways



Municipality of Westlake-Gladstone: Watershed & Drainage

Watershed and Drain Order

Fifth Order

Sixth Order

Designated Drains	Watershed - Sub Basin (Lake Manitoba Basin)		
First Order	Lake Manitoba West		
Second Order	Shoal Lakes/Delta Marsh		
Third Order	Whitemud Rriver		
Fourth Order			

Other Features

- Provincial Road
 Provincial Trunk Highway
 Railway
- Municipal Boundary





MAP 1



Municipality of WestLake-Gladstone

Development Plan By-law No. 2019-04

General Land Use Map 1





Municipality of WestLake-Gladstone

Development Plan By-law No. 2019-04

General Land Use Map 2 - Gladstone





Municipality of WestLake-Gladstone

Development Plan By-law No. 2019-04

General Land Use Map 3 - Plumas







Municipality of WestLake-Gladstone

Development Plan By-law No. 2019-04

General Land Use Map 4 - Westbourne





MAP 5



Municipality of WestLake-Gladstone

Development Plan By-law No. 2019-04

Designations

Agricultural Restricted



Settlement Centre

Other features

Assessment parcel

Provincial highway/road

General Land Use Map 5 - Langruth

