Land Use Planning Guide for School Sites
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1 Introduction
The goal of the Land Use Planning Guide for School Sites is to support improved integration of school site planning into the land use planning process and to provide key stakeholders with a shared understanding of the Provincial legislation and expectations when planning for school sites. This guide was created with direction from Manitoba Municipal Government (MMG) and the Public Schools Finance Board (PSFB).

The guide promotes collaboration among key stakeholders on the selection of safe, accessible, visible and interconnected locations for new school sites.

This guide contains an overview of the relevant legislation in Manitoba, identifies processes to ensure that the relevant legislation is implemented as intended, and provides guidelines for identifying new school sites. This guide will:

- ensure that the need for a school site is assessed at the proper stage in the planning process
- ensure that the key stakeholders are engaged in the planning process
- ensure that the roles and responsibilities of the key stakeholders are understood
- outline the process and requirements for siting schools within Manitoba municipalities
- promote safe and accessible school site locations through the implementation of school site guidelines

Steinbach Regional Secondary School: Outdoor Learning Environment
1.1 Applicability of the Guide

This guide focuses on community elementary, middle, elementary/middle combined, and high schools; however, the siting guidelines and criteria may be transferable to other educational institutions.

For the purpose of this guide elementary schools provide kindergarten through grade five, middle schools provide grade five through grade eight, and combined elementary/middle schools provide kindergarten through grade eight. They are generally smaller in size than high schools and serve smaller and younger student populations. An elementary, middle or combined school site will typically include the school building, staff/visitor parking, bus drop off area, parent drop off area bike racks, sports fields, playgrounds, an outdoor learning environment and an area for future school expansion. Dedicated drop-off, parking, and outdoor play areas are required for child care facilities located within new schools.

High schools, providing grades nine through 12, draw students from a larger catchment area than elementary schools and are more regional in nature. They are larger in size and may accommodate upwards of 1,000 students. High schools serve youth generally between the ages of 15 to 19 years old. A high school site typically includes the school building, parking (student, faculty and childcare), bus drop off area, parent drop off area, and a larger school grounds with structured sports fields, an outdoor learning environment and area for future school expansion.
1.2 Benefits of Schools in Communities
Schools have multiple benefits for the local community beyond their primary function as educational institutions.

1.2.1 Neighbourhood Landmark
Highlighting schools central role in the day to day function of a neighbourhood is an important consideration for neighbourhood design. Schools help define a neighbourhood’s character and promote a strong sense of community for residents. Schools located on central, prominent sites anchor them as a community focal point and landmark within a neighbourhood.

1.2.2 Strengthening Social Networks
When a school is centrally located within a walkable neighbourhood it can contribute to a strong sense of community. Schools are places where both students and parents meet and establish social networks through school and community events. Informal meetings can also occur between families while informally using school fields and playgrounds.

1.2.3 Community Recreation
Greenspace within neighbourhoods is often limited; however school sites may represent a large proportion of neighbourhood greenspace. The opportunity for informal programming and use of greenspace are a significant benefit that schools provide the community where they are located. Playgrounds are destinations used by parents and toddlers while sports fields and courts are used by children and adults. School buildings provide for evening programming and recreation. Indoor and outdoor school facilities are often in use during evenings and weekends along with the regular school day.
1.2.4 Healthy Living and Green House Gas Emission Reduction

School location and programming can be used to encourage the use of active modes of transportation (AT) for trips to school (walking, cycling, etc.). Choosing AT to get to school rather than being driven in a car or school bus can help to reduce transportation costs to families and the school division, reduce greenhouse gas emissions, and support healthy living for children.

The Heart and Stroke Foundation’s - Shaping Active, Healthy Communities guide highlights the importance of school location related to healthy living for students. The guide identifies the importance of locating schools within the neighbourhood they serve to enable students to walk and bike to school (Heart and Stroke Foundation, Shaping Active, Healthy Communities P. 10).

The guide further identifies the importance of supporting the central location with safe transportation routes that may include safe intersection crossings, crosswalks, and/or crossing guards, safe walkways, safe and highly visible bicycle parking, and traffic-calming measures in the vicinity of schools (Heart and Stroke Foundation, Shaping Active, Healthy Communities P. 12). Providing safe walking and biking routes encourages students and their parents to consider AT as a viable transportation option and supports the co-ordination of ‘walking school buses’.

Benefits of Schools

- they act as neighbourhood landmarks
- they strengthen social networks
- they provide community recreation
- they promote healthy living and reduce greenhouse gas emissions
- they are becoming places for all ages

Clearspring Middle School: Bicycle parking
1.2.5 Places for all Ages
Schools are ideal places to co-locate daycares. This adds another user group closely associated with school facilities, further increasing the value of schools to communities. Also, schools are increasingly supporting seniors’ programming. Pairing students with seniors is a valuable experience for both parties.

The key to maximizing the benefits of schools is placing a school in a central location, on a prominent and accessible site, within an interconnected, walkable neighbourhood. According to the Smart Growth Manual, schools should be located in places easily reached on foot or bicycle, should be located within walking distance of most dwellings, and should double as evening and weekend community recreational facilities (Smart Growth Manual p. 5.7).
2 Legislation

2.1 The Planning and Land Dedication for School Sites Act

This section of the guide outlines the minimum requirements for the siting of schools as set out by The Planning and Land Dedication for School Sites Act\(^1\). The Act includes direction for siting schools and revisions to the following acts: The City of Winnipeg Charter, The Planning Act, The Public Schools Act, and The Public Schools Finance Board Act. The amendments to these acts have made a number of changes that will affect the process of identifying, securing, and developing sites for schools. Key provisions of The Planning and Land Dedication for School Sites Act are as follows:

- All municipal planning authorities must consult with applicable school divisions on the need for school sites as part of the development and secondary planning process.
- A school division must hold a community meeting before disposing of land where individuals wishing to make submissions regarding the proposal will be heard.
- Advertising of a school site by a developer is prohibited unless the construction of a school on the land has been approved by the PSFB.

2.1.1 Consultation

Both The City of Winnipeg Charter and The Planning Act have been amended to require that council consult with school divisions whose boundaries include land within the planning area. Consultation should focus on the school divisions’ anticipated needs for new or expanding schools and the related land requirements.

The amendments to the acts identify a “school division” as those defined in The Public Schools Act (except the Division scolaire franco-manitobaine) and require that these consultations be recorded and summarized (ex: meeting notes, consultation summary etc.).

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\(^1\) The land dedication portion of the legislation has not yet been proclaimed. Policies are currently under review and this guide will be revised and amended upon proclamation of this portion of the legislation.
2.1.2 Disposal of Land

The Public Schools Act requires school divisions to provide notice of and hold an open meeting where it presents the proposed disposal and the reasons for the disposal of land. This meeting will also provide an opportunity for individuals to make a representation to the school division regarding the proposed disposal of the land.

2.1.3 Advertising

When planning for school sites a distinction must be made between planning activities related to school sites versus advertising of these school sites. Advertising is any promotion, written or verbal, which has the intent of selling land and/or dwellings. School sites may be discussed verbally or presented graphically if the intent is for land use planning, school site planning, urban design purposes, or other related planning or design activities. As part of all planning discussions including potential school sites, proposed alternative land uses for areas that have been identified for possible school development must be identified.

“Developers,” as defined in The City of Winnipeg Charter and The Planning Act are prohibited from advertising that a school is to be built or may be built on a parcel of land. “Developers” may identify and advertise sites for schools if the funding for the school has been approved by the PSFB and the school division has been authorized to call for tenders for the construction of the school building.
<table>
<thead>
<tr>
<th>Developers cannot advertise a school site by:</th>
<th>Developers can:</th>
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<tr>
<td>• Discussing approved or draft development plan, secondary plan, or subdivision application content that identifies a school site or possible school site for the purpose of selling land and/or dwellings.</td>
<td>• Identify a school site within a development plan, secondary plan, or subdivision application process.</td>
</tr>
<tr>
<td>• Creating materials used to provide information and/or promote the sale of land and/or dwellings that identifies a school site or potential school site that has been identified through a planning process.</td>
<td>• Identify a school site within an advertisement for public consultation or a public notice related to a land use planning process including a development plan, secondary plan, or subdivision application.</td>
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<tr>
<td>• Discussing school sites or potential school sites identified through a planning process to provide information and/or promote the sale of land and/or dwellings. All questions related to school sites shall be directed to the local School Board.</td>
<td>• Identify a school site on signage required by the planning authority.</td>
</tr>
<tr>
<td>• Providing excerpts of or direct access to draft or approved development plan, secondary plan, or subdivision application content from a website that may also be used to provide information and/or promote the sale of land and/or dwellings.</td>
<td>• During the marketing phase of a subdivision, developers:</td>
</tr>
<tr>
<td>• Providing excerpts of or direct access to draft or approved development plan, secondary plan, or subdivision application content from a website that may also be used to provide information and/or promote the sale of land and/or dwellings.</td>
<td>a) Can identify the specific zoning use for land that has been conveyed or sold to a local School Board (ex: institutional use, mixed-use).</td>
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<td></td>
<td>b) Must refer public inquiries on potential/future school sites to the local School Board.</td>
</tr>
<tr>
<td></td>
<td>c) Can refer the public to a municipal web site to access an approved or draft development plan, secondary plan, or subdivision application.</td>
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<tr>
<td></td>
<td>• Engage in activities included in the description of advertising a school site (column to the left) if the conditions set out in The City of Winnipeg Charter and The Planning Act have been met.</td>
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3 Key Stakeholders – Roles and Responsibilities
There are a number of key stakeholders involved in the siting and selection of school sites in Manitoba. Each stakeholder group, while they have different roles, shares the responsibility to work together, in good faith, towards the identification of appropriate sites for new schools throughout the land use planning and land development process. It is the responsibility of the stakeholder who is driving a particular planning process that includes planning for a school site, to co-ordinate and record the consultation process.

Critical Steps – Roles and Responsibilities:

- Effective and efficient planning for school sites requires stakeholders to collaborate and share information.
- MMG and PSFB ensure there is a framework for planning for and funding new schools.
- School divisions, planning authorities and developers must work together to implement this guide and share information.
Each of the key stakeholders and their roles and responsibilities are summarized as follows:

3.1 Manitoba Municipal Government
- Ensure that all stakeholders, in particular the school division and the PSFB, are consulted during the development plan process.
- Create, interpret and enforce provincial planning legislation that encourages the development of strong and healthy communities.
- Review and approve land use development plans on behalf of the provincial government.
- Ensure that the provincial interest in planning for new schools is considered during the development plan process and reflected in local development plans.

3.2 Manitoba - Public Schools Finance Board
- Work with school divisions to provide comments/input during informal and formal planning processes to ensure a co-ordinated response to planning authorities and/or developers.
- Review and approve/reject requests for land or new schools made by school divisions.
- Ensure schools are designed and constructed in a safe, accessible, and sustainable manner.
- Administer the design process of new schools and assist school divisions when considering the acquisition of new parcels of land for school sites.
- Manage the provincial funding for school site acquisition.
- Assist school divisions with the program design requirements, size, type, and other related components of future schools and school sites.

3.3 Planning Authorities
- Adopt or endorse development plans (and secondary plans or policies) that include planning policies for school sites, in accordance with the provincial legislation.
- When reviewing or developing a new development plan, secondary plan, or policy that includes planning policies for school sites, consult with (or ensure that the applicant consults with) all affected school divisions and the PSFB.
• Work with developers and school divisions to ensure that potential school sites identified through the subdivision process are sized and sited to meet the needs of the school division and the PSFB.

3.4 School Divisions

• Identify and assess possible school site locations within the school division.
• Submit a formal request to PSFB for approval in addition to ensuring planning, environmental, legal, and financial due diligence is exercised.
• Engage in enrollment forecasting and needs assessments to assist with determining the requirement for an additional school in the community.
• Respond to planning authority/developer requests for comment or input during a formal or informal development plan, secondary plan, zoning, or subdivision process.
• When disposing of school division land, host a community meeting to present the proposal to sell the land and hear representations from the public.
• Undertake proactive and ongoing planning to ensure that changing school needs and demands are up to date and available to be provided for input into land use planning processes.
• Respond to requests for information from developers and planning authorities regarding current enrollment, future enrollment expectations, school capacities, space requirements, timing, and other factors that may need to be considered as part of a land use planning process.
• Provide servicing and access plans and requirements as part of detailed planning process to ensure that the site can be accessed safely and connected to municipal services.
• When the construction of a new school or a significant expansion to an existing school has been approved, notify the traffic authority responsible for each road and highway that borders the new or significantly expanded school site to conduct a pedestrian safety analysis. Temporary safety measures must be in place before a new school or significantly expanded school can open.
3.5 Developers

- When a school site is required, work proactively and collaboratively with the school division and the planning authority in the design of the neighbourhood and school site location.
- Work with municipalities and school divisions to design neighbourhoods which reflect the school site location guidelines (appendix A).
- Consult with the applicable school division and PSFB early in the planning process.
- Make the public aware of potential alternative land uses for areas earmarked for potential school sites.
## 4 Local Land Use Planning

Local planning in Manitoba is generally regulated by a hierarchy of bylaws, which govern land use planning. They provide increasing levels of detail related to land use and development. At the top of the hierarchy are development plans. All municipalities in Manitoba are required to adopt a development plan, which is a policy plan that provides a high level vision and framework for the organization and regulation of land development in the municipality. They are adopted as bylaws by planning authorities (municipal councils or planning district boards) and require provincial approval prior to adoption.

### 4.1 Bylaws

Development plans provide a vision for the future growth within a municipality or planning district. They include policies to direct land use and development. Development plans must conform to *The City of Winnipeg Charter* and/or *The Planning Act* and must meet the provisions of *The Provincial Planning Regulation*. This regulation sets the provincial land use policies and articulates the provincial interest and expectations in all aspects of land development.

The next level of planning policy in the hierarchy is secondary plans. These plans are generally for smaller areas and provide a greater level of detail than development plans. They often identify local issues and provide specific policy that will guide the detailed development of the subject lands. Not all municipalities in Manitoba use secondary plans. Those that do not are able to provide the higher level of detail of a secondary plan within their development plan. Secondary plans may be adopted as bylaws and are sometimes endorsed as council policy; in either case they must be consistent with the adopted development plan of the municipality.

Zoning bylaws are the implementation tool for both development plans and secondary plans. They regulate land-use through the identification of zones and the uses that may be accommodated within each zone. They also provide dimensional and use specific standards that regulate the form and siting of buildings.
4.2 Development Application

Development application is a general term for an application made to a planning authority that may include:

- Development Plan Amendments
- Secondary Plan Amendments
- Zoning Amendments
- Subdivision Applications
- Conditional Use Applications
- Variance Applications

Each development application process is guided by The City of Winnipeg Charter or The Planning Act which set application, notice, hearing, and approval standards that must be followed. In addition to the standards set in provincial legislation many municipalities adopt procedural bylaws or include a provision in their land use bylaws that guide the local process for the submission, review, community hearing, and approval of development applications.

Planning authorities should use discretion in determining when and how the PSFB and school division(s) should be included in the development application process. The scope of engagement expected should reflect the relative impact the application may have on the PSFB and school division interests and operations. Any development application that may have an impact on student populations or school operations should ensure there is early engagement and collaboration between the applicant, planning authority, and the PSFB/school division(s). Early engagement, well in advance of the formal submission of a development application should be considered as a best practice to be followed.
5 When is a new school site required?

New schools are needed when a growing student population cannot be adequately served by existing schools. School divisions, who are responsible for enrollment forecasting, generally require a new school when the projected enrollment would result in 40-50 per cent occupancy. Also, prior to beginning the development of a new school space it must be demonstrated that future growth would support 100 per cent utilization in the future. Modular classrooms and other schools are used in the interim to ensure that there is a sufficient population to warrant the construction of a new facility.

5.1 Forecasting Enrollment

There are many different methods used for school enrollment forecasts and one particular method may not be sufficient to fully understand the future need for school sites. The level of detail of the forecast method should be tailored to the level of detail of the planning process.

For higher level processes such as development plans, a more general forecast method is appropriate. At this macro scale, comparing population projections to general school capacity within the planning area provides a broad understanding of potential school capacity issues.

More detailed planning processes, such as secondary plans or subdivision applications require a more detailed enrollment forecast. Using a forecast method that reflects the estimated number and type of households within the plan area and the average number of students per household will provide a site specific understanding of the potential growth in student population.

As part of the evaluation of the enrollment forecasts an accurate understanding of the existing and future capacity of the school facilities should be developed and maintained. School divisions should have a clear understanding of school capacities and how student populations advance through the various grades of the schools. This should provide an estimated capacity and positions the decision makers with a better understanding of the future needs of the school division when development applications come forward.
Using forecasts to accurately understand the future capacity of the schools, the expected growth from additional development and the progression of students through the education system are all important factors. These factors should be considered as part of the consultation process and help determine the need for additional schools and their appropriate locations.
6 Consultation Guidelines

School locations have a lasting impact for students, teachers, and the communities they are located in. Ensuring early and meaningful consultation between developers, school divisions, the PSFB, and the planning authority is critical to the successful siting of schools in mutually beneficial locations. Initial consultation, regardless of the development application, should occur early in the process so that the overall policy, land use designations, or site design may be fully developed with a clear understanding of the needs of the local school division.

Consultation should cover a number of general topic areas but be tailored to match the level of detail of the planning process or development application that is being discussed. The general questions for discussion should include:

- How many schools will be required?
- What types of schools are needed?
- Where should they be located?
- How much land will be required?
- When will the land be needed?

A record of the consultation process should be provided by the consultation lead to those involved, including the planning authority and the province. Consultation with the key stakeholders will provide the best opportunity to come to mutually beneficial locations for school sites.

Consultation Lead

Consultations shall be coordinated and documented by the stakeholder who initiates the school site planning process.

Meeting notes or other forms of documentation shall be distributed and reviewed by the parties involved in the consultation.
6.1 Development Plan

Development plan review processes require consultation with applicable school divisions and the PSFB (in addition to the land owners and the general public) and a written summary of these meetings must be submitted to the province by the consultation lead. In addition to being included in the circulation of draft and final development plans, the school divisions and PSFB should be engaged prior to and during the policy development stages of the planning process. The planning authority and school division/PSFB should prepare for the meetings as follows:

The planning authority should be prepared to share general policy directions including:

- Areas identified for future growth or intensification.
- General population expectations for the planning area over the planning horizon of the development plan.

The school division/PSFB should be prepared to share information such as:

- Enrollment and capacity numbers for school division facilities within the planning area.
- Determine the ability of existing facilities to accommodate expected population growth.
- Types and general locations of facilities that may be needed to accommodate growth projected over the planning horizon of the development plan.

For municipalities that do not commonly use secondary plans, the development plan consultation should also consider additional information as outlined in section 6.2 of this guide. The outcome of this consultation should be the inclusion of general policies and statements in the development plan that articulate the expected needs of the school divisions and how those needs will be met through the land development process.
6.2 Secondary Plan
The secondary planning process should deal with issues such as capacity in nearby schools, safe access and school siting. In municipalities where secondary plans are not commonly used, the development plan consultation should also consider incorporating the following components.

A planning authority or the development applicant should be prepared to share specific policy directions including:

- The specific land use designations proposed for the planning area.
- The number and type of dwelling units that could be anticipated based on the proposed land use designations.
- General phasing and build-out expectations.
- Major road connections.
- Potential for other public facilities within the development area.

The school division/PSFB should be prepared to share information such as:

- Enrollment and capacity numbers for schools that would be expected to accommodate students from the planned area.
- Student population growth expectations for the division or catchment area that the planned area would be included in.
- Method to estimate the number of new students expected to be generated by the planned area and the school capacity required to accommodate the expected students.
- If the school division may require land, what size parcel of land may be needed and what facilities may be located on the parcel.
- Desirable site characteristics and general location for a school site should one be needed.
- The outcome of this consultation should be the inclusion of policies and statements in the secondary plan that will guide future subdivision applications as they relate to school development within the planned area.
6.3 Subdivision Application

In addition to the formal subdivision application circulation, school divisions and the PSFB should be included in the development of the subdivision concept.

A subdivision applicant should be prepared to share conceptual details such as:

- Number and type of dwelling units proposed. The anticipated bedrooms per unit and tenure may be important for multi-family development.
- Phasing and build-out expectations.
- Proposed road network including active transportation infrastructure and pedestrian crossings.
- Proposed public facilities within the development area.

The school division/PSFB should be prepared to share information such as:

- Enrollment and capacity numbers for schools that would be expected to accommodate students from the proposed development.
- Student population growth expectations for the division or catchment area that the new development would be included in.
- Method to estimate the number of new students expected to be generated by the proposed development and the school capacity required to accommodate them.
- Whether the school division will be requesting land or cash in lieu of land as a condition of approval for the proposed development.
- If the school division is requesting land, what size parcel of land is being requested and what facilities are intended to be located on the parcel of land.
- Detailed servicing and access plans and requirements as part of detailed planning process to ensure the site can be accessed safely and connected to municipal services.

This consultation should result in a subdivision design that, where necessary, provides a school site that meets the needs of the school division and PSFB while contributing to the quality of the surrounding neighbourhood.
7 Partnerships

7.1 Municipal Joint Use Agreements

Municipal joint use agreements can be employed to reduce the area requirements of a school by partnering with a neighbouring greenspace or community centre to share the use of park facilities.

Where possible, opportunities for joint use agreements may be explored in cases where a new school site is required in proximity to an existing or proposed greenspace or community centre, in areas where consolidating greenspace is a preferred alternative due to various constraints. These include but are not limited to the presence of natural or human made barriers (water bodies, rail lines etc.), size of the new neighbourhood, and/or promoting the protection of important natural and heritage features. Giving consideration to the amenities planned or existing in a neighbourhood when identifying and planning a school site will ensure that the amenities planned meet the needs of the community.

Municipal joint use agreements are entered into by the school division and municipality on a case by case basis and must be satisfactory to both parties. Possible concerns for municipalities and school divisions entering into joint use agreements include but are not limited to the following:

- liability
- operation and maintenance costs
- design and construction costs
- local control of use of facilities
- reciprocal use
- locating geothermal fields owned by the school division under non-school division property
7.2 Community Partnerships
Partnerships between school divisions and community groups allow for wider use of school division owned facilities and may include larger libraries, physical education facilities, specific use community rooms, child care facilities, adult education programs, and links with business community to provide technology and alternative education programs.

These community uses may require separate or enlarged spaces established through formal agreements between the school division and the community group that address costs (construction, operation, and maintenance) and use of the facility. As set out in The Public Schools Act, subsection 173(7), and subject to any regulations, child care facilities are required in all new schools and schools undergoing a major renovation.
Appendix A – School Site Location Guidelines

This appendix presents the school site location guidelines. These are designed to ensure schools are considered in neighbourhood design process with the intention of siting schools in central locations, on prominent and accessible sites, within interconnected, walkable neighbourhoods.

Planning authorities that wish to increase their influence on the siting of schools can include some of these guidelines as development plan and/or secondary plan policy. In the guidelines, these are identified by a (D) for development plans and an (S) for secondary plans.

Good community design includes careful consideration of the location of schools in relation to other land uses, connectivity including streets and active transportation pathways, significant natural features, greenspace and grey infrastructure, such as parking and drop-off areas. It is clear that planning for school sites cannot take place in isolation but rather must consider neighbourhoods and surrounding areas where schools are located. Early communication with all of the stakeholders as part of a collaborative planning process will help to ensure that the site planning and location of schools will consider the surrounding context and neighbourhood.
Central Location
Schools sites should be in central locations within emerging neighbourhoods to provide a high degree of connectivity for the most students within a neighbourhood.
(D) (S)

Avoid Barriers
School sites should not be located in areas where barriers restrict access to the school. School sites adjacent to railroad tracks, high speed roadways or other barriers may limit connectivity for active modes of transportation to and from the school.
(D) (S)
3 Mitigate Barriers
If a school must be located in the vicinity a barrier it should be close to an existing crossing or new safe crossings should be established. Also, ensuring the majority of the catchment area of the school is on the same side of the barrier to promote connectivity and accessibility for emergency services. (D) (S)

4 Frontage on Two – Three Streets
Locating schools on a corner with frontage on at least two public streets, preferably three, one of which being a collector street, ensures safe and convenient access for bus loops, automobile parking, childcare drop off, good connectivity for active modes of transportation, and access to public transportation where available. A high degree of frontage provides visibility of the school and its sports fields increasing safety and respecting the facility as a predominant community feature. (D) (S)
5 Pedestrian Cut-throughs to Connect Site
Schools should be interconnected within the neighbourhood they serve. Where an intersection is not feasible on a street that bounds the block where a school is situated, pedestrian paths should be used mid-block to promote connectivity.
(D) (S)

6 Connect to Active Transportation Paths
Schools sites should be directly connected active transportation path networks that connect the school with other important neighbourhood features.
(D) (S)
7 **Incorporate Sidewalks**

Neighbourhood Streets which provide connections to schools should include sidewalks on both sides of the street to accommodate and promote safe walking routes to school. (D) (S)

8 **Traffic Calming**

Traffic calming along important pedestrian routes should also be considered. Curb extensions and bump outs, speed humps and reduced speed limits can all contribute to safer routes to school. (S)
9 **Strong Crosswalks**
Street crossings near schools and along important pedestrian routes should be enhanced to increase crossing safety. Raised crosswalks, signalized crosswalks, and curb extensions are encouraged. Crossings at traffic lights should have audible signals and countdown timers.

Applicable Resource: *2010 City of Winnipeg Accessibility Design Standards*

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10 **Take Advantage of Natural Features**
Where possible schools should be located near important natural and naturalized features such as forests or meadows to take advantage of outdoor learning and recreational opportunities. Consideration for child safety in the design of the school site is crucial. Buffering natural features and school buildings with sports fields or fences where appropriate.

(D) (S)
11 **Four Sided Site**
School sites should be generally regular, four sided rectangular or square shapes.

12 **East/West Orientation**
A school site which accommodates an east/west orientation of a school building provides the best opportunity for passive solar design, reduces cooling loads on the building, is optimum for playfields and best accommodates local prevailing winds.
Appendix B – School Site Design Guidelines

This appendix presents the school site design guidelines. These guidelines should be used along with the school location guidelines to promote the design of school sites which are mindful of the neighbourhoods in which they are located. These guidelines encourage school sites that reflect the needs of students, teachers and the community and are designed to be safe should and act as neighbourhood landmarks.

The two sample school sites help to illustrate how the individual guidelines can work together and additional detail for each guideline is provided on the following pages.
Legend

1. Minimal Setbacks
2. Separate Vehicular Traffic
3. Accessible From All Sides
4. Highly Visible Bike Parking
5. Appropriately Sized Sports Fields
6. Screen School Expansion Areas
7. Outdoor Learning Environments
Sample High School Site (12 Acres)

Legend

1. Minimal Setbacks
2. Separate Vehicular Traffic
3. Accessible From All Sides
4. Highly Visible Bike Parking
5. Appropriately Sized Sports Fields
6. Screen School Expansion Areas
1 **Minimal Setbacks**
Where possible, schools should be located with minimum setbacks, especially on a street corner creating a more comfortable pedestrian environment establishing the facility as a prominent community building.

2 **Separate Vehicular Traffic**
Parking, bus loops, student drop-offs and childcare drop-offs should be separated and not all located on the same side of the building. Large parking lots should be located at the side of the school facility rather than the front and can include student drop-offs.

The size and configuration of the parking and drop-off areas should be designed to reflect the anticipated travel modes to and from the school. This may be impacted by a number of factors including the type of school, the size of the catchment area, and the density of the surrounding neighbourhood.
3 **Accessible From All Sides**
While fronting at least two streets, preferably three, schools should also be accessible by active transportation from all sides of the block on which the school is located.

4 **Highly Visible Bike Parking**
Bike parking should be located in an area visible from the street and the main office at the front of the building to maximize security.
5 **Appropriately Sized Sports Fields**
Sports fields and other recreational infrastructure guidelines:

- Soccer pitch 6,000 square metres
- Mini soccer pitch 3,000 square metres
- Baseball diamond 5,625 square metres
- Running track 14,400 square metres
- Hard surface play area 278 square metres

Note: These areas do not include buffer space for spectators etc.

6 **School Expansion Areas**
School sites should include space for school building expansion areas. This area should consider the potential to locate modular classrooms in the event they are required.
Outdoor Learning Environments

Schools should consider Outdoor Learning Environments (OLE) in the development of school sites. These should consider the following:

- location and angle of sunlight and potential for shading
- wind patterns and direction
- access to and from the school
- security for students, staff and buildings
- drainage
- barrier free access

Recommended sizes of Outdoor Learning Environments are tied to educational curriculum.

For more information, OLE design Guidelines Parameters: Province of Manitoba Department of Education, Public Schools Finance Board.
Appendix C - Land Use Policy

This appendix includes sample policies for development plans and secondary plans.

Development Plans

Development plans provide a vision for the future growth within a municipality or planning district. They include policies to direct land use and development.

As part of the development plan preparation or amendment process, planning authorities should identify in the intermediate and long term planning horizons, the various public services such as schools that are planned or required and address how the expenses respecting the public services will be paid. The provincial land use policies also include a number of provisions that specifically relate to the role of a development plan in school planning and provide direction to the policies of the local plans:

- Identify where future schools may be needed and determine whether the existing nearby schools may be able to meet the projected needs.
- If possible schools should be co-located with other public services to promote cost-effectiveness and facilitate service integration.
- Where there is declining enrollment in schools, planning should direct development near schools to support the capital investments in existing schools.
- Public services should be efficient, environmentally sound and sustainable.

Development plans need to be customized for each community and the policies related to school site planning need to provide direction while remaining flexible to reflect the local context. The specific policies and level of detail of policies guiding the siting and development of school sites should be consistent with the level of detail of the rest of the development plan.

For municipalities that do not commonly use secondary plans and provide additional details in their development plans should consider the sample policies for secondary plans (S) when developing the development plan policies applicable to school sites.
Secondary Plans

Secondary plans are similar to development plans by directing land use and development through policy. However, secondary plans are generally used for smaller planning areas with a unique set of circumstances and needs that require more detail than a development plan may be able to provide.

Secondary plan school site policies should be based on consultation with the school division and the PSFB. The secondary plan should provide direction for the location of school sites and may provide general locations for planning purposes.

Communities and municipalities that do not use secondary plans and provide additional details in their development plans should consider the sample policies for secondary plans (S) when developing the development plan policies applicable to school sites.

Sample Policies

When reviewing or creating development plans and/or secondary plans the planning authority (municipality or planning district) should consider including the following policies:

- **Consultation and Information Sharing**
  - Consult with the Public Schools Finance Board and local school divisions to ensure their needs are met and long-term impacts that siting schools is considered. (D) (S)
  - Ongoing sharing of mutually beneficial information between the council, the school division and the PSFB - regarding the general timing, size, location and type of schools that should be included - is encouraged to inform future development applications. (D) (S)
  - Development applications should provide school divisions and the PSFB should with expected population and dwelling unit forecasts, build-out expectations and any other relevant community characteristic that could affect an increase in student populations. (D) (S)
  - If the School Division and PSFB have identified the need for a school in the plan area, clearly state this in the policy plan and identify the type of school and an approximate parcel size they would require. (S)
  - The local School Division shall have the opportunity to comment on future subdivision applications in the planning area. This will ensure that schools in the area have the capacity to accommodate additional students as a result of new housing developments. (D) (S)
Locating Schools

- Subdivisions which include a school site will be designed by adhering to the School Site Location Guidelines. This will ensure the needs of school users are met and the building is appropriately integrated and interconnected within the community. (D) (S)
- The use of existing schools should be encouraged in order to maximize the use of existing infrastructure and to support existing neighbourhoods. (D) (S)
- Schools serving kindergarten to grade 12 students shall be permitted within residential areas. (D) (S)
- Co-location of schools with other public facilities (ex: community centres) should be encouraged where appropriate and feasible. (D) (S)
- The co-location of schools and larger active parks or public reserve area is encouraged in order to provide for the shared use of facilities and space. (D) (S)
- If a new school site is warranted, the following guidelines should be taken into consideration regarding the development of new school sites:
  a) School sites must have frontage on at least two public streets, one of which should be a collector (or higher order) street, in order to provide for school bus access and transit service. (S) (G)
  b) School sites should be well connected to the surrounding neighbourhoods by a variety of modes of transportation suitable to the scale of the school and the typical transportation modes of the students. (D) (S) The site shall be large enough to provide adequate space for safe pick up and drop off zones, school bus loop, and staff and visitor parking. (D) (S)
  c) To ensure a high degree of connectivity for students, school sites should be centrally located within neighbourhoods, away from barriers such as railroad tracks. (D) (S) (G)
  d) The size and shape of the school site should reflect the needs of the school, the community, and the potential for the use of adjacent lands for school purposes. (D) (S)
  e) School sites should be directly interconnected with multipurpose recreational path networks. (D) (S) (G)
  f) Schools should be built with minimal setbacks from streets the building fronts. Staff parking and bus loops should be at the side or rear of the building, with childcare drop-offs at the side or in front of the school. (S) (G)
- Area guidelines for School Sites are as follows:
  o Elementary Schools (K-8) and Middle Schools (5-8): 400-500 Students, 8 Acres
  o Elementary Schools (K-8) and Middle Schools (5-8): 600-800 Students, 10 Acres
  o High Schools (9-12): 400-500 Students, 10 Acres
  o High Schools (9-12): 600-800 Students, 12 Acres
  o Note: School Site area requirements for schools less than 400 students and more than 800 students will require more detail consultation with the PSFB. (D) (S)
- Ensure schools located in areas with compatible land uses adjacent to the school site. Schools should not be located in areas where highways, airports, industrial areas and truck routes can pose a hazard or unreasonable level of noise. (D) (S)
- Where possible schools should be located near important natural and naturalized features such as forests or meadows to take advantage of outdoor learning and recreational opportunities. (D) (S) (G)
- Schools and other community facilities (ex: community centres, parks, etc.) should be located in close proximity to transit stops and near higher density and/or mixed-use areas. (D) (S)
• To ensure sports fields remain dry and useable, school site should not be the lowest point in a new neighbourhood / development. (D) (S)
• Wider sidewalks or multi-use pathways should be considered on routes to schools to allow children on bicycles to safely use the facility. Minimum widths should be increased from 1.5 - 1.8 metres for a sidewalk and to 2.4 - 3 metres for a multi-use path. Clear space around multi-use paths should be provided to allow space for cyclist escape routes. (S)

School Sites

• Crime Prevention through Environmental Design Principles (CPTED) should be considered in the design of schools and school sites. (D) (S)
• Buildings which receive provincial funding are required to attain Leadership in Energy Efficient Design (LEED) Silver rating or higher. One common element to this is ground-source heating. Vertical ground-source fields require much less land area than a horizontal field, and are more expensive and is dependent on soil conditions. Horizontal fields require approximately the same footprint as the school building they serve. Allocating space for a horizontal field should be considered during the site acquisition stage of the school siting process. (D) (S)

Land Use Policy

• Community institutional uses including schools in the residential designation may be established as per the zoning bylaw. (D) (S)
• Neighbourhood Streets which provide connections to schools should include sidewalks on both sides of the street to encourage active transportation by providing safe routes to school. (S) (G)
• School sites should be accessible by a variety of transportation modes including walking, cycling, transit and automobiles. (D) (S)

Infrastructure and Transportation

• A proactive approach to traffic safety must be taken when planning for new schools to ensure safety of school users per The Public Schools Act and in accordance with Manitoba’s School Area Traffic Safety Guidelines. (D) (S) School sites should be directly interconnected with multipurpose recreational path networks. (D) (S) (G)
• Neighbourhood Streets which provide connections to schools should include sidewalks on both sides of the street to accommodate and promote safe walking routes to school. (S) (G)
**Appendix D - Manitoba School Divisions**

**School Divisions in Manitoba**

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<tr>
<th>Within Winnipeg:</th>
<th>Outside Winnipeg:</th>
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<tbody>
<tr>
<td>1. Seven Oaks</td>
<td>7. Mystery Lake</td>
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<tr>
<td>2. River East Transcona</td>
<td>8. Flin Flon</td>
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<tr>
<td>4. Louis Riel</td>
<td>10. Frontier</td>
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<tr>
<td>5. Pembina Trails</td>
<td>11. Swan Valley</td>
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<td>13. Turtle River</td>
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<td>14. Park West</td>
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<td>15. Rolling River</td>
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<td>17. Fort La Bosse</td>
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<td>31. Sunrise</td>
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<td>32. Red River Valley</td>
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<td>33. Hanover</td>
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<td>34. Seine River</td>
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<td>35. Border Land</td>
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<td>36. Whiteshell</td>
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*As noted on Page 7 of the Guide, the Division scolaire franco-manitobaine is exempt from The Planning and Land Dedication for Schools Act provisions respecting The Planning Act and The City of Winnipeg Charter.*
Appendix E – Sample Consultation Record

Consultation Lead (ex: Planning Authority, Developer): ______________________________________________________

Project Name: _____________________________________________________________________________________

Consultation Period: ________________________________________________________________________________

Consultation Participants:

<table>
<thead>
<tr>
<th>Name</th>
<th>Organization</th>
<th>Email / Telephone</th>
<th>Date Contacted</th>
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<tbody>
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Point form summary of key issues and action items outlined in the consultation process:

➢
➢

List of Consultation Events and Records of Discussion attached (meeting notes, summaries, etc.)

<table>
<thead>
<tr>
<th>Consultation Event</th>
<th>Attendees</th>
<th>Record Attached</th>
<th>Record of Circulation to Attendees</th>
</tr>
</thead>
<tbody>
<tr>
<td>(What type of event, meeting, etc.)</td>
<td>(List which attendees from above list participated in the event)</td>
<td>(Indicate the type of document is attached to this form)</td>
<td>(Email records attached or signatures included here)</td>
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</tbody>
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