



PARTNERING FOR SUSTAINABLE GROWTH IN RURAL MANITOBA



**MINISTER
OF AGRICULTURE**

Room 165
Legislative Building
Winnipeg, Manitoba R3C 0V8
CANADA

**MINISTER
OF MUNICIPAL RELATIONS**

Room 317
Legislative Building
Winnipeg, Manitoba R3C 0V8
CANADA

Rick Prejet
Chair, Manitoba Pork Council

Kam Blight
President, Association of Manitoba Municipalities

Dear Rick Prejet and Kam Blight,

As Ministers of Agriculture and Municipal Relations, we are pleased to support Partnering for Sustainable Growth in Rural Manitoba guidebook. This toolkit is a collaborative effort initiated by the Association of Manitoba Municipalities (AMM) and Manitoba Pork Council (MPC) to facilitate partnerships between local governments and livestock producers.

There is significant Provincial interest in ensuring the livestock sector expands sustainably. The Manitoba Protein Advantage endeavours to increase animal protein production in Manitoba by 35 per cent and sustainable and innovative livestock development and accurate information are key to reaching this goal.

This toolkit provides essential information to Municipal Councils and producers regarding the process for local livestock development, including necessary steps in the approval processes and additional regulatory requirements. We are confident that the toolkit will offer value and assists in the clarity and accessibility of Provincial processes so that sustainable livestock production brings prosperity to rural communities.

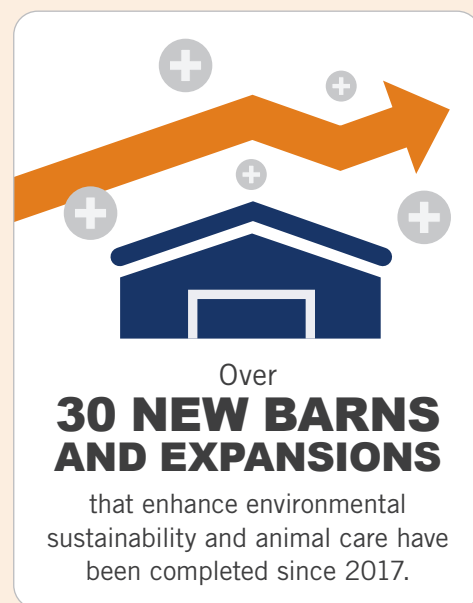
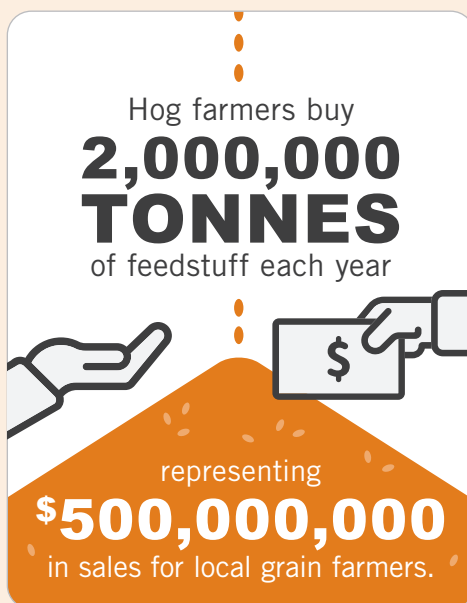
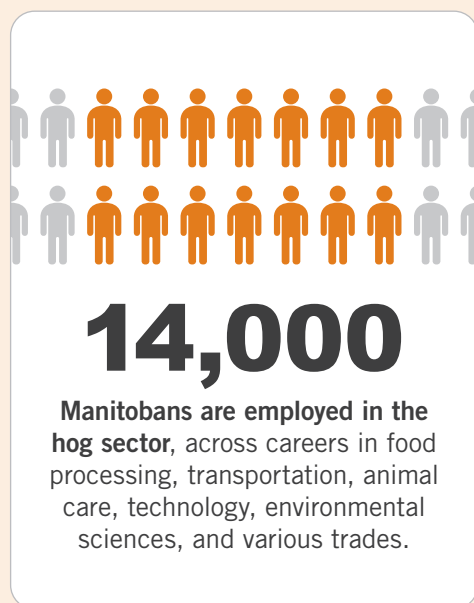
Sincerely,

Honourable Derek Johnson
Minister of Agriculture

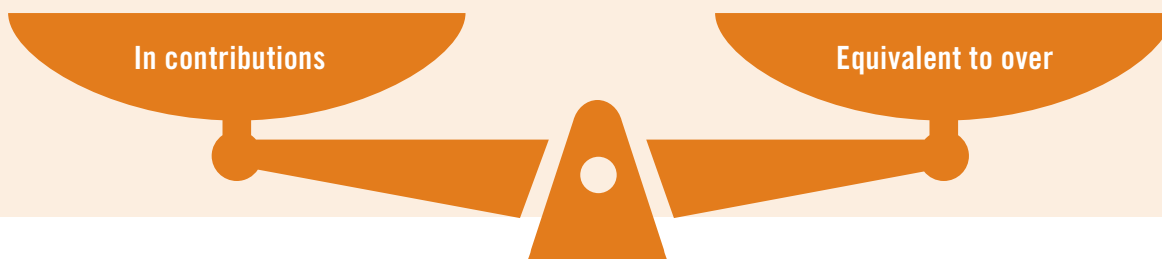
Honourable Eileen Clarke
Minister of Municipal Relations

FUELING MANITOBA'S ECONOMY

Manitoba's hog sector is a key contributor to the provincial economy, enhancing the lives of all Manitobans.



EACH YEAR, MANITOBA'S HOG SECTOR CONTRIBUTES \$1.7 BILLION TO MANITOBA'S ECONOMY.



INTRODUCTION

The hog production and processing sector is a significant economic driver in Manitoba. In total, the sector employs upwards of 14,000 people and contributes about \$1.7 billion dollars to the provincial economy each year, helping fund investments in schools, highways, and health care.

New barn builds and expansion projects stimulate economic growth and help rural communities grow and prosper. Since 2017, there have been over 30 new barns or barn expansions approved across Manitoba, amounting to over \$150 million in new private investment.

Many Manitoba municipalities have experienced the benefits of development in hog production, including new investment, new employment, and spin-off benefits to local trades and retail sectors. Hog barns provide employment opportunities that enable communities to retain their younger population and help communities grow. It is estimated that every job in hog production helps create or sustain up to five jobs, and every \$1.00 created by hog production generates upwards of \$2.75 of economic activity.

MANY MANITOBA MUNICIPALITIES HAVE EXPERIENCED THE BENEFITS OF DEVELOPMENT IN HOG PRODUCTION INCLUDING NEW INVESTMENT, NEW EMPLOYMENT, AND SPIN-OFF BENEFITS TO LOCAL TRADES AND RETAIL SECTORS.

Although the economic benefits of hog barn development are significant, it is recognized that new barn proposals can sometimes be contentious local issues. Accordingly, to help clarify the barn application and approval process, and to provide advice for both hog barn proponents and municipal officials on how to ensure the application process runs as smoothly as possible, Manitoba Pork and the Association of Manitoba Municipalities have collaborated to develop this ‘best practices’ guide.



TIPS FOR PRODUCERS:

- 1 **Early communication with the municipality and neighbouring residents is key.** While you are still in the early planning stages, you should approach the municipality to informally discuss your plans with them.
- 2 Reach out to the municipality's chief administrative officer (CAO) or development officer for advice on local by-laws that would apply to your proposal. Municipal administrations may also have suggestions on how to make the process run more smoothly when it comes to formally applying for approval.
- 3 Arrange one-on-one conversations with as many of your municipal councillors as you can. If the municipality has a ward system, it is extremely important to discuss your plans with the area ward councillor to get their input.
- 4 In addition to meeting with the municipality, it is also strongly recommended that you meet with nearby residents to discuss your plans. The views of immediately adjacent residents and property owners often factor heavily into a municipality's decision on a barn application.
- 5 Discuss the potential for establishing manure sharing agreements with neighbouring farmers. Grain farmers understand the value of manure as a natural fertilizer for their crops and are likely to speak in support of your proposal if manure sharing agreements have been established.
- 6 If you are proposing to develop in a municipality where you do not have existing barns, you may want to consider a broader engagement with the community by hosting a public open house to introduce the proposal and relay background about yourself or your company, as applicable.
- 7 If you are proposing to build a new barn, be sure to choose a site that meets all provincial and municipal setback requirements from nearby rural residences and communities.
- 8 If you are proposing a new site, select a location with existing tree cover to help disperse odours, if possible. If there are no existing tree stands on the land, including a planted shelterbelt in your site plans is strongly recommended.
- 9 If you are proposing an expansion, expand the barn and lagoon away from any nearby neighbours if at all practical for your operation. Be sure to meet with all nearby residents to let them know about your expansion plans and factor the feedback into your plans, if possible.
- 10 When planning your truck haul routes, consider using the route that would pass by the fewest number of rural residential properties if multiple options are available.



PDF DOWNLOAD:
STARTING OR
EXPANDING A HOG
FARM IN MANITOBA

Manitoba Pork has developed this guidebook for farmers on how best to navigate the steps involved in seeking approval to build or expand a hog barn.

TIPS FOR MUNICIPAL OFFICIALS:

- 1 Openness and transparency are key. Proponents of new barn sites or barn expansions are encouraged to reach out to municipal officials and councillors before submitting a formal application. If contacted by a proponent, pass along information on relevant by-laws or any other local matters they should be aware of when considering filing an application for a new barn or barn expansion.
- 2 When having informal discussions with barn proponents, ask if they have discussed their plans with neighbouring property owners and any nearby rural residents. If they have, ask how the discussions went. If they have not, be sure to encourage them to meet with nearby residents to discuss their plans.
- 3 The key documents to consider when assessing a proposed barn or barn expansion are a municipality's (or planning district's) development plan, as well as zoning by-laws. If a proposal complies with the policy direction of the local development plan and the siting and setback requirements of the local zoning by-law, this is a strong sign that the proposal aligns with the planning by-laws that were adopted after a local public consultation and hearing process.
- 4 Conditional use hearings can sometimes get very emotional and contentious for all types of development applications, not just hog barns. To help hearings run as smoothly as possible, it is important that the chair is very clear in stating and enforcing the rules of the hearing. Emotions run higher when people speak beyond prescribed time limits, try to engage in debate, or get personal when opposing a proposal.
- 5 When considering an application for a new barn or barn expansion, keep the primary focus on issues that are within municipal jurisdiction such as proximity to nearby residents, proposed truck haul routes, changes to property assessment, and impacts on municipal roads. If you have questions related to property classification or anticipated property taxes a new barn would generate, you may want to ask your CAO to prepare an estimate for council.
- 6 If you intend on approving a barn subject to conditions, it is highly recommended that the conditions be outlined in a development agreement with the proponent rather than outlined in the conditional use order. If the conditions are noted in the order itself, the only way they can be changed is by going through a new conditional use hearing – even if both the municipality and farmer are agreeable to changing them in the future!
- 7 Most rural municipalities in Manitoba do not have technical experts on staff. Matters such as manure management or ground or surface water concerns – while extremely valid – are regulated provincially. Water related matters are assessed during the provincial technical review and permitting processes and the ongoing monitoring processes. The full scope of the provincial environmental review is outlined in the following section.

KEY QUESTIONS FOR MUNICIPALITIES TO ASK BARN PROPONENTS

Have you discussed your plans with neighbouring landowners? What was the feedback?

Do you intend to plant a shelterbelt around the barn and manure storage?

How often would you be applying manure?

Will you be injecting it?

How much truck traffic would the barn generate? Is your proposed truck route the one that would pass the fewest number of residences?

TESTIMONIALS



"Starting with a partnership that began in 2008, Neepawa's continued growth can be characterized by the increasing success of Hylife. With a 10% population increase from 2006-2011 and a further 27% increase from 2011-2016 bringing us to a population of 4,609, the growth trend at Hylife has produced municipal challenges that targeted the necessity to expand our water and sewer infrastructure to provide for the processing plant requirements and to attract housing projects. Now in 2022, we believe that we are a community nearing a population of 6,000 and although we cannot say that we are comfortably on top of the housing issues, we continue to strategically plan ahead with the knowledge that Hylife's interest in our community has, and will, precipitate further discussions on how we can work together to resolve the challenges of growth. Foreign workers are a strong economic development driver for Neepawa. Immigration in our community has produced business growth through increased demand for local goods and services. Our community has benefitted from the arrival of new entrepreneurs, many of whom provide diverse skills for our labour market and connections to global markets. Hylife is a successful international corporation in our community's economic landscape. Together, we continually strive to prepare ourselves for what the future will bring."

— MAYOR BLAKE MCCUTCHEON, TOWN OF NEEPAWA



"The RM of Morris has approved 35 applications related to the expansion and development of the hog industry. While conditional use permit hearings have occasionally been a challenge, we have always been impressed with the professionalism of industry proponents and their willingness to communicate and adapt their plans in response to concerns. Hundreds of jobs have been created as a result of the RM of Morris approving hog barn applications and we are pleased to have been able to work with Manitoba Pork and the hog industry to help build and strengthen Manitoba's economy."

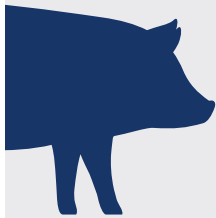
— REEVE RALPH GROENING, RM OF MORRIS



ABOUT THE PROVINCIAL TECHNICAL REVIEW COMMITTEE

There is a provincial interest in ensuring the livestock sector expands sustainably. Provincial legislation requires that a provincial Technical Review Committee (TRC) must conduct a technical and environmental review of any conditional use application proposing a livestock operation 300 animal units in size or greater.

Provincial departments involved in reviewing livestock operation proposals each have specific responsibilities in determining the applicable provincial rules and regulations that apply to the proposed livestock operations. Provincial departments also provide comments to the proposed operation as it relates to those rules and regulations and local planning by-laws. Some of the responsibilities for each department include:



Agriculture

Reviews each proposal to ensure that the land is suitable and there is sufficient land for the total number of animals proposed. Agriculture also comments on odour and should other issues arise, have expertise in engineering, animal welfare and antibiotic use.



Environment, Climate and Parks

Reviews proposals in the context of Water Rights Licencing, groundwater protection, the Nutrient Management Regulation, the Livestock Manure and Moralities Regulation including manure management plans, moralities disposal, composting of manure, manure storage facility permitting and spreading restrictions.



Transportation and Infrastructure

Provincial Trunk Highways and Provincial Roads, concerns related to flooding, outstanding aggregate concerns on subject land.



Municipal Relations

Reviews siting and land use planning considerations, separation distances to residences and non-agricultural designated areas.



Natural Resources and Northern Development

Reviews proposals in the context of species protected under the Endangered Species and Ecosystems Act and/or Species at Risk Act, or designated as rare or uncommon by the Manitoba Conservation Data Centre (MBCDC).

OVERVIEW OF THE PROVINCIAL TECHNICAL REVIEW PROCESS

Before a municipality can consider a conditional use application for a new or expanding livestock operation at a public hearing, the application must be forwarded to the Community Planning Branch of Manitoba Municipal Relations who coordinate the provincial livestock technical review. The producer (or their consultant) is responsible for completing a provincial site assessment form and submitting it to Community Planning with the conditional use application.

The TRC is an inter-departmental committee composed of representatives from the Departments of Agriculture, Environment, Climate and Parks, Natural Resources and Northern Development, Municipal Relations, and Transportation and Infrastructure.

The purpose of the TRC

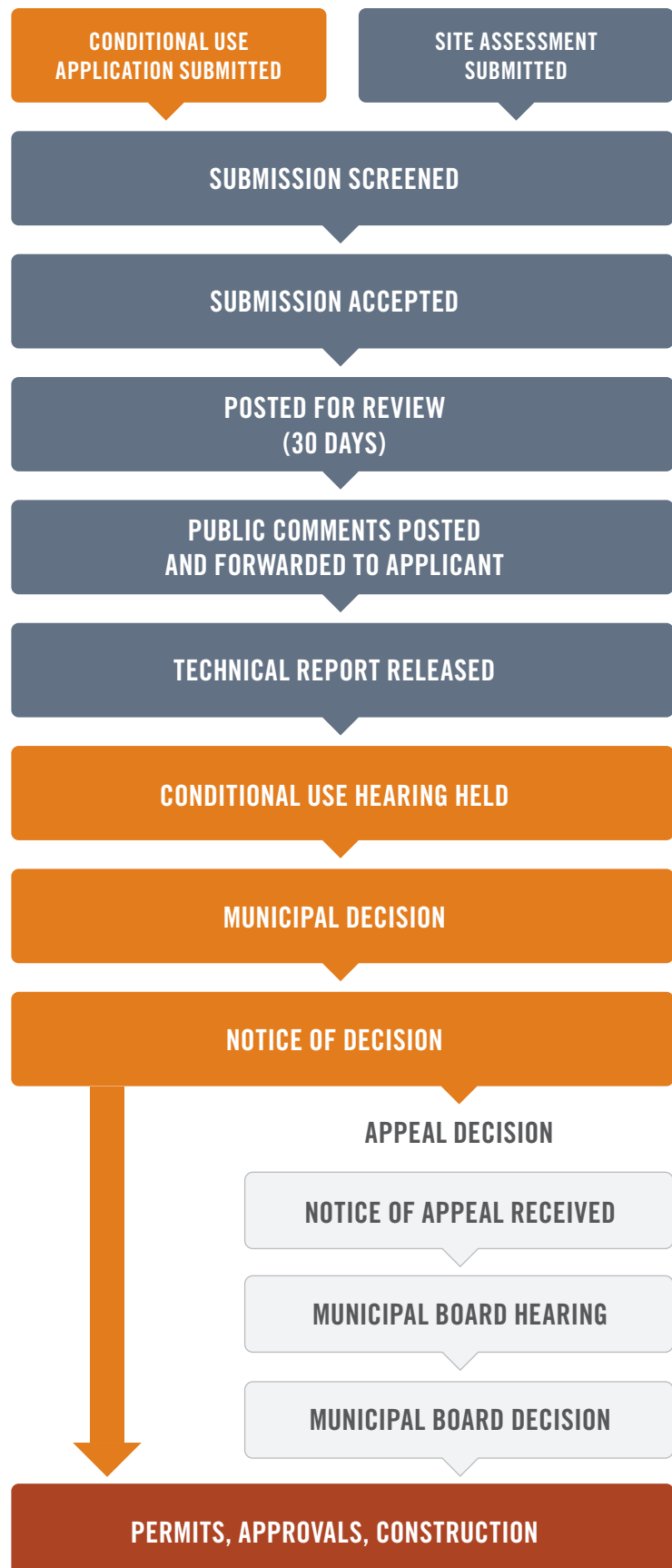
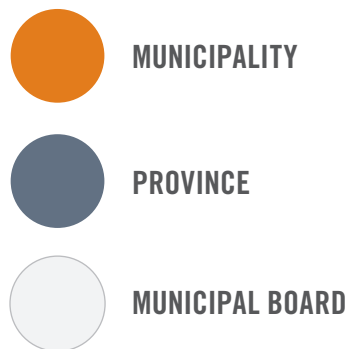
- To provide the local planning authority with a review of the technical aspects of the proposal, identify regulatory requirements and provide recommendations based on the site-specific characteristics of the proposal.
- To assist with the exchange of information between the proponent, the local planning authority, the Province of Manitoba, and the public.

Another important part of the technical review process is sharing information about the proposal and the application publicly and facilitating public engagement through a public registry before the public hearing for the conditional use application.



PDF DOWNLOAD:
[TECHNICAL REVIEW](#)
[SITE ASSESSMENT](#)
[FORM](#)

REVIEWING A CONDITIONAL USE APPLICATION INVOLVING AN INTENSIVE LIVESTOCK OPERATION:



Municipalities and planning districts may be asked to support the TRC by providing historical information and/or previous approvals for the operation when an application is reviewed. They are also requested to undertake a courtesy mail-out to notify adjacent landowners (within 3 km) of the 30-day public commenting period. This is an important part of the process as it ensures those who may be affected by the development are informed of all opportunities for public engagement in the process.

The TRC will draft a report (technically based assessment) and share it on the Public Registry. The TRC report is intended to:

- Enable municipal councils or planning districts to make informed decisions with respect to the sustainability of conditional use applications;
- Create a common understanding of a livestock proposal, potential impacts and related regulatory requirements and safeguards;
- Document public concerns and proponent responses;
- Offer recommendations to municipal councils, planning districts boards and proponents; and
- Determine, based on available information, whether the proposed operation may create a risk to health, safety, or the environment, and whether/how any risks can be minimized using appropriate practices, measures, and safeguards.

The TRC Report is made available to the public for review and copying at the municipal or planning district office and on the Public Registry.

A public hearing can be scheduled 14 days after the final TRC report is sent to the municipality or planning district. Members of the TRC will attend public hearings on request and can respond to questions regarding technical aspects of the proposal, as well as Provincial restrictions, requirements, and safeguards. After the hearing is closed, the municipality or planning district may approve, with or without conditions, or reject the Conditional Use application.

From a municipal planning and council perspective, the proposed livestock operation should be compatible with the general use of the area, not be detrimental to the health or general welfare of people living or working in the surrounding area, or negatively affect other properties or potential development in the surrounding area. It has to be generally consistent with the applicable provisions of the development plan and any secondary plan by-laws as well as the requirements of the local zoning by-laws.

The municipality or planning district may approve the Conditional Use only if the TRC has determined, based on the available information, that the proposed operation will not create a risk to health, safety, or the environment, or that any risk can be minimized through the use of appropriate practices, measures and safeguards.

Under The Planning Act, council or the planning district can only place the following conditions on a Conditional Use application related to intensive livestock operation:

- Measures to ensure conformity with the applicable provisions of the development plan and any secondary plan by-laws as well as the requirements of the zoning by-law;
- Measures to implement recommendations made by the TRC;
- Requiring covers on manure storage facilities*;
- Requiring shelter belts to be established; and
- Requiring the owner of the affected property to enter into a development agreement dealing with the affected property and any contiguous land owned or leased by the owner, on one or more of the following matters:
 - » the timing of construction of any proposed building,
 - » the control of traffic,
 - » the construction or maintenance — at the owner's expense or partly at the owner's expense — of roads, traffic control devices, fencing, landscaping, shelter belts or site drainage works required to service the livestock operation, the payment of a sum of money to the planning district or municipality to be used to construct anything mentioned.

If the Council or Planning District approve the conditional use application, the producer is then required to obtain any required permits and licenses from the province as well as any development and building permits. It is important to note that no development or expansion of a livestock operation that has undergone a provincial technical review may take place until:

- The application is approved, and the applicant complies with any condition imposed; and
- The applicant obtains approval, including any permit or licence, required under a Provincial Act, regulation, or municipal by-law in respect of the proposed operation or expansion.

MANURE STORAGE COVERING

When requiring a manure storage cover as a condition of approval, it is recommended that local planning authorities do not specify the type of cover. This gives producers flexibility in selecting covers that are best suited to the specific design and management of their operation, as well as allows them to modify their covers in the future in order to take advantage of new and sustainable technologies without triggering the conditional use and TRC process again.

Further Information about TRC

For more information about the TRC and the Provincial livestock technical review process, visit the [Municipal Relations Livestock Technical Review](#) web page.

