Agenda – Lord Selkirk-West Kildonan Community Committee – January 6, 2026

PUBLIC HEARINGS

Item No. 1 **Secondary Plan Amendment – Lands bounded by Jefferson Avenue to the South, King Edward Street to the West, and Canadian Pacific Rail Lines to the East and Southeast**
(Old Kildonan Ward)
File SPA 6/2025

WINNIPEG PUBLIC SERVICE RECOMMENDATION:

1. That Council give first reading to By-law No. 120/2025, a draft of which is attached as Appendix "A", being a by-law to amend the Precinct C - Waterford Green Secondary Plan By-law No.58/2025 in accordance with this report.

2. That following first reading and upon instruction from the Director of Planning, Property and Development, the City Solicitor and Director of Legal Services be directed to return the By-law directly to Council by way of communication for second reading and third reading.

3. That the proper officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

File: SPA 6/2025

Applicant: Landmark Planning & Design Inc. (Jeff Pratte)

Subject:



Premises Affected: Lands bounded by Jefferson Avenue to the South, King Edward Street to the West, and Canadian Pacific Rail Lines to the East and Southeast

Exhibits Filed:

1. Application dated October 29, 2025
2. Notification of Public Hearing
3. Manitoba Status of Title 3136887/1
4. Letter of authorization dated July 9, 2025 from Jefferson Heights Development Inc. (Jasmail Singh Sran) to Landmark Planning & Design
5. Report from the Urban Planning Division dated December 24, 2025
6. Inspection Report
7. Communication dated January 6, 2026, from Jeff Pratte in support of the application

The Winnipeg Public Service to advise that all statutory requirements with respect to this application have been complied with.

Agenda – Lord Selkirk-West Kildonan Community Committee – January 6, 2026

Moved by Councillor

That the report of the Winnipeg Public Service be taken as read.

Moved by Councillor

That the receipt of public representations be concluded.

Moved by Councillor

That the recommendation of the Winnipeg Public Service be / not be concurred in and forwarded to the Standing Policy Committee on Property and Development.

Supporting Reasons:

Moved by Councillor

That the public hearing with respect to this application be concluded.

Exhibit “5” referred to in File SPA 6/2025

ADMINISTRATIVE REPORT

Title: SPA 6/2025 (By-law No. 120/2025) Proposed Amendments to the *Precinct ‘C’ - Waterford Green Secondary Plan By-law No.58/2025* – Public Hearing

Issue: An application for consideration at the Public Hearing to amend the *Precinct C - Waterford Green Secondary Plan* by expanding the plan area to include the subject lands as low density residential, medium density residential, and parks land use policy areas.

Critical Path: Lord Selkirk-West Kildonan Community Committee – Standing Policy Committee on Property and Development, Heritage and Downtown Development – Executive Policy Committee – Council

AUTHORIZATION

Author	Department Head	CFO	CAO
J. Veitch			

EXECUTIVE SUMMARY

On October 24, 2025, the Urban Planning and Design Division received an application to amend the *Precinct C - Waterford Green Secondary Plan By-law No.58/2025*. The application seeks to amend the Waterford Green Secondary Plan by adding approximately 48.3 acres of land (the ‘Subject Lands’) to the plan area as shown on the Land Use and Transportation Map.

Conceptual plans indicate that the expanded area will accommodate approximately 200 single-unit dwellings, two multifamily sites, and land for a local park.

If adopted by Council, the proposed amendment will change the boundary of the Precinct C - Waterford Green Secondary Plan By-law No.58/2025 and redesignate the expanded lands in accordance with the application.

The Public Service is supportive of the application with recommended amendments.

RECOMMENDATIONS

1. That Council give first reading to By-law No. 120/2025, a draft of which is attached as Appendix “A”, being a by-law to amend the *Precinct C - Waterford Green Secondary Plan By-law No.58/2025* in accordance with this report.

2. That following first reading and upon instruction from the Director of Planning, Property and Development, the City Solicitor and Director of Legal Services be directed to return the By-law directly to Council by way of communication for second reading and third reading.

3. That the proper officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

REASON FOR THE REPORT

An application has been received to amend the *Precinct C - Waterford Green Secondary Plan By-law No.58/2025.* If Council adopts the proposed by-law amendment, all future development applications within the plan area will need to conform to the amendment.

A secondary plan by-law, including amendments, requires a public hearing prior to first reading in accordance with *The City of Winnipeg Charter* and *The Development Procedures By-law No. 160/2011*.

IMPLICATIONS OF THE RECOMMENDATIONS

If the recommendations of the Public Service are concurred in, the *Precinct C - Waterford Green Secondary Plan By-law No.58/2025* will be amended in accordance with this report.

HISTORY

- On March 6, 2023, following the adoption of the City of Winnipeg's development plan, *OurWinnipeg 2045* (OurWinnipeg), and CCDS 2.0 in 2022, the applicant met with the Urban Planning & Design Division to discuss a renewal of Pre-Application (PA 20-289643).

- On December 11, 2023, a Terms of Reference (TOR) was signed by the applicant and the City. The TOR guides the process necessary to add the Subject Lands to Precinct 'C' and facilitate development. As part of this process, four steps were required:

- The first two steps of the process to add the Subject Lands to Precinct 'C' have been completed:

    - On September 17, 2024, Council adopted By-law 86/2024 to amend CCDS 2.0 by redesignating the Subject Lands from "New Community" to "Recent Community", and removing them from Precinct 'B' as part of the Greenfield Phasing Plan.

    - In order to advance the future amendment of the Waterford Green Precinct Plan, it needed to be converted into a statutory secondary plan by-law. On June 26, 2025, the non-statutory Waterford Green Precinct Plan was adopted by Council as bylaw (By-law 58/2025, SPA 3/2024).

- On October 24, 2025, the Urban Planning and Design Division accepted SPA 6/2025 as a complete application to amend the Precinct C - Waterford Green Secondary Plan By-law 58/2025 (the By-law) by adding approximately 48.3 acres of land (the 'Subject Lands') to the Plan Area.

CONSULTATION

This Report has been prepared in consultation with:

- Legal Services, as to legal issues

SUBMITTED BY

Department: Planning, Property and Development
Division: Urban Planning and Design
Prepared by: Anya Ingram, MA
Date: December 24, 2025
File No: SPA 6/2025 (By-law No.120/2025)

List of Schedules and Attachments:

Appendix "A" – Planning Discussion
Appendix "B" – Draft By-law No. 120/2025
Appendix "C" – Supporting Materials (Submitted by the Applicant)

APPENDIX 'A' – PLANNING DISCUSSION

DATE: December 17, 2025

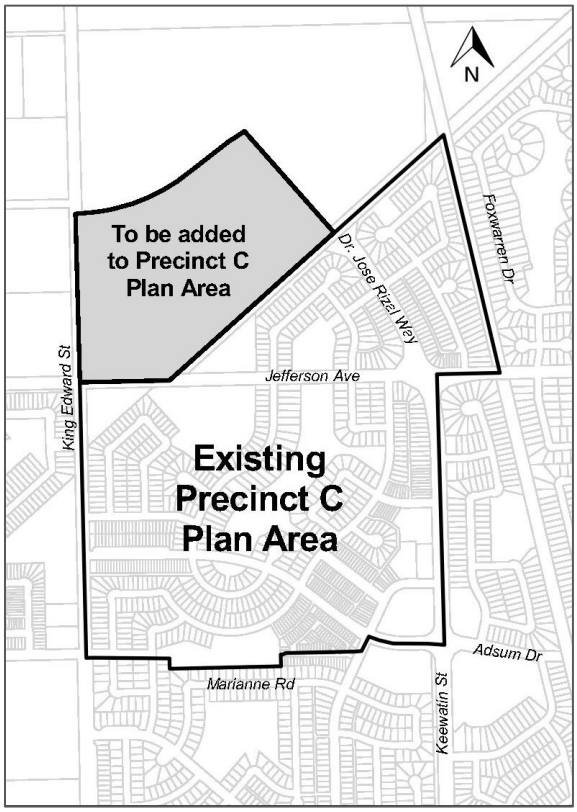
FILE: SPA 6/2025 (By-law No.120/2025)

COMMUNITY: Lord Selkirk – West Kildonan

NEIGHBOURHOOD #: 3.335 Rosser – Old Kildonan

SUBJECT: Amendment to the *Precinct 'C' - Waterford Green Secondary Plan By-law No.58/2025* to allow for the development of a new community.

LOCATION: See map below:



APPLICANT: Landmark Planning & Design Inc. (Jeff Pratte)
298 Waterfront Dr.
Winnipeg, MB, R3B 0G5

OWNER(S): Jefferson Heights Development Inc.
6866 Helston Crescent
Surrey, BC, V3W 6H4

RECOMMENDATION: Approval, as per recommended amendments

SITE DESCRIPTION

The Subject Lands include one parcel located at the northeast corner of Jefferson Avenue and King Edward Street (see Figure 1), in the Rosser – Old Kildonan neighbourhood which part of the Old Kildonan ward.

The Subject Lands are approximately 48.3 acres (19.5 hectare) in area, with approximately 376 meters of frontage along King Edward Street.

The Subject Lands are currently vacant and under limited cultivation.

Under the *Complete Communities Direction Strategy 2.0* (CCDS 2.0), the Subject Lands are within the Established Neighbourhoods – Recent Communities policy area. The property is currently zoned "A" Agricultural.



Figure 1: Aerial photo of the Subject Lands and surrounding area

SURROUNDING LAND USE AND ZONING

North: Future east-west collector street (the proposed future extension of Leila Avenue), established during the functional design of the western extension of Chief Peguis Trail, then land zoned "A" Agricultural which is identified as part of Precinct 'B' in CCDS 2.0 (see Figure 2).

South: Existing residential neighbourhood in the Waterford Green Secondary Plan area. The former CPR Bergen ROW forms the southern edge of the site area.

East: Land zoned "A" Agricultural which is identified as part of Precinct 'B' in CCDS 2.0.

West: Land zoned "A" Agricultural which is identified as part of Precinct "A" and is intended to be industrial development.



Figure 2: Zoning of the Subject Lands and surrounding area

DESCRIPTION OF THE PROPOSED AMENDMENT

- This application seeks to amend the Waterford Green Secondary Plan by expanding the boundaries of the Plan Area to include the subject lands. The proposed amendment will add the subject lands to the Land Use and Transportation Policy Map and designate them in accordance with the application (see Figure 3). The majority of the new area will be designated Low Density Residential, with a Medium Density Residential area along the east boundary and a Parks designation along the south boundary.
- The applicant's proposed map amendment did not otherwise include any modifications to the existing Land Use and Transportation Policy Map, which includes an outdated alignment of the future Chief Peguis Trail extension. The recommended bylaw reflects a number of additional mapping updates to reflect current transportation network standards and future plans; these are identified in Appendix B. These mapping updates do not impact the intent of the application.
- This application does not yet contemplate a subdivision design for this area. However, a conceptual subdivision plan was provided as part of the application indicating the general intent of the future neighbourhood. The subdivision concept includes 203 lots for single-unit dwellings, two parcels for multi-unit residential dwellings, and Public Reserve land dedication for active and passive recreation.

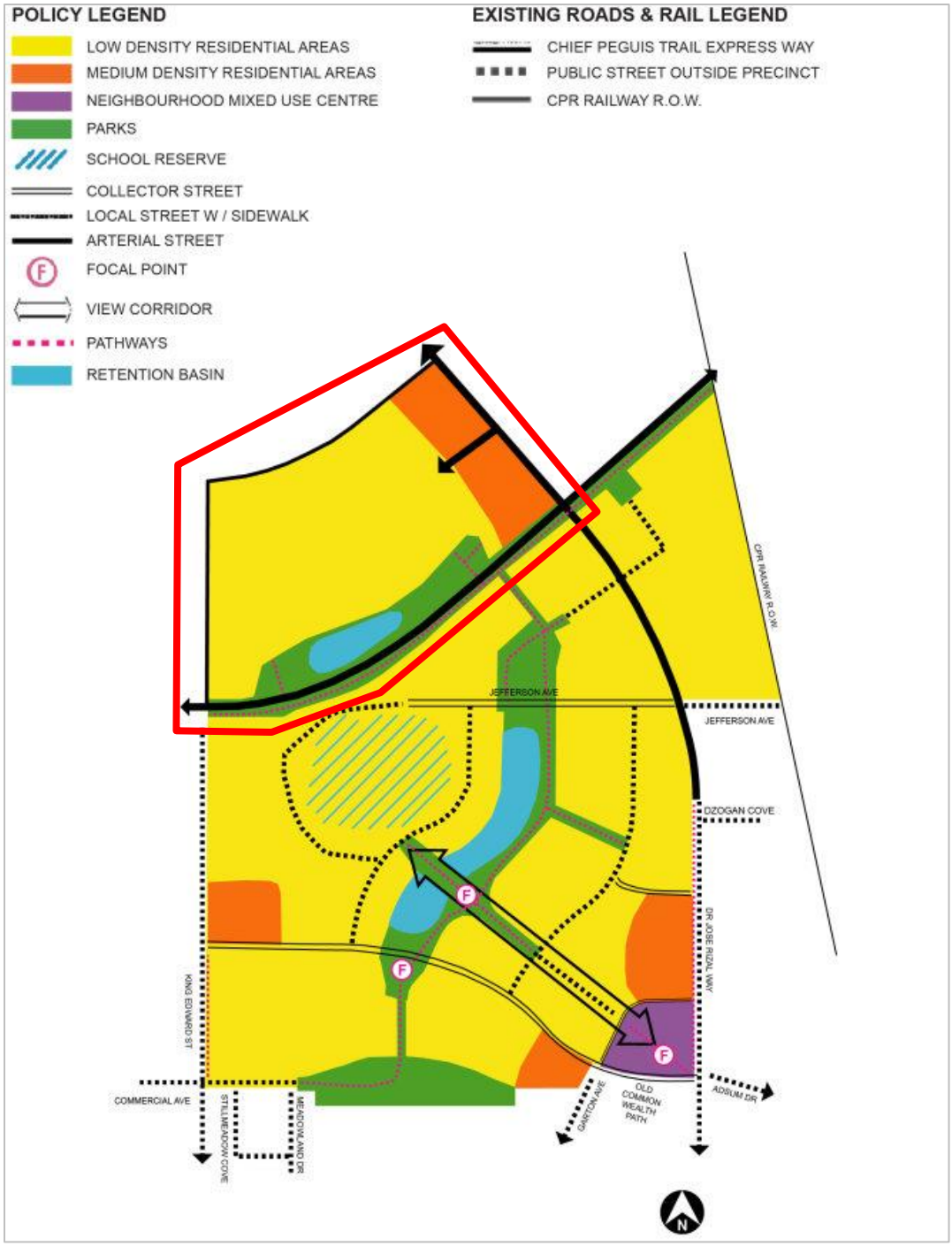


Figure 3 – Proposed Amendment to Land Use and Transportation Map
(Subject Lands outlined in red)

COLLABORATIVE PLANNING AND CONSULTATION

With the Public Service

The applicant and the City signed a Terms of Reference (TOR) on December 11, 2023, to guide the process necessary to add the Subject Lands to Precinct 'C' and facilitate development. The proposed secondary plan amendment (SPA 6/2025) is step three of the four step process identified in the TOR.

Steps one and two have been accomplished. On January 30th, 2025,Council approved an amendment to Complete Communities Direction Strategy 2.0 to redesignate the subject lands from "New Community" to "Recent Community" and remove them from Precinct 'B' in the Map of Greenfield Phasing (SPA 3/2024). Then on June 26th, 2025 Council approved the conversion of the *Waterford Green Precinct Plan* from a non-statutory Council policy of Council to a statutory secondary plan (SPA 4/2025).

The fourth step, the completion of a subdivision and rezoning application (DASZ) for the Subject Lands, is forthcoming.

With the Public

The letter of intent indicates the applicant undertook a first round of community engagement in February 2024 and a second round of engagement in November 2024 in the form of stakeholder meetings and an open house at a local community centre to present and receive feedback on the proposed secondary plan amendment and future DASZ application.

Notifications for the open house were sent by mail to residents in the immediate vicinity of the Subject Lands and published in the local Winnipeg Free Press community review newspaper.

Key concerns raised by participants relate to lot size and housing type, traffic impacts in relation to the adjacent school property, and inclusion of green areas and landscaping.

The applicant is using this community feedback to inform the development of their subdivision design (to be included in an upcoming subdivision and rezoning application).

RELEVANT POLICY

OURWINNIPEG 2045

OurWinnipeg 2045 is the City's long-range development plan. OurWinnipeg 2045 promotes the following City Building objectives:

Objective 1: Responsibly plan, prioritize and accommodate growth in areas that best support Complete Communities principles, to achieve this Plan's sustainable development goals.

Facilitate growth and change strategically within Winnipeg's unique Transformative Areas and Established Neighbourhoods.

Objective 2: Integrate resilient land use, transportation and infrastructure planning, and investments:

Ensure that land use, transportation, and infrastructure planning are aligned to provide the conditions for compact, complete and connected communities, supported by sustainable transportation options and municipal infrastructure capacity.

Objective 3: Facilitate development opportunities that complete established communities, and plan new communities as complete and connected from the outset:

New and existing communities are complete when they demonstrate: universally designed environments; mixed-income neighbourhoods; a continuum of housing types; multi-modal connections within and to elsewhere in the city; heritage conservation; opportunities for physical activity, social interaction, and access to healthy food, daily needs, employment, education, recreation, and green infrastructure.

COMPLETE COMMUNITIES DIRECTION STRATEGY 2.0 (CCDS 2.0)

CCDS 2.0 has statutory authority as a secondary plan and guides land use and development in the city.

The subject lands are in the Established Neighbourhoods – Recent Communities policy area as outlined in CCDS 2.0.

Recent Communities are characterized by dispersed, low-to-medium-density residential areas with supportive commercial uses. The street network is a mix of modified grid and curvilinear streets, often without sidewalks. These neighbourhoods present opportunities to expand housing choice and improve pedestrian connections across arterial roads and between neighbourhoods.

Goals and policies from CCDS 2.0 that apply to the subject lands include:

D1 – Established Neighbourhoods

Goal 1: Encourage compatible residential development within Established Neighbourhoods to build more Complete Communities and align with the City's residential intensification target.

Policy 1.1: Encourage residential development that positively contributes to neighbourhood character while expanding housing options for residents in a manner that is sensitive and complementary to existing development.

Policy 1.14: Mid-rise residential uses will generally be accommodated on arterial roads where compatible with adjacent land uses and where they can be conveniently served with transit and local commercial amenities, and in consideration of the factors listed in Policy section 1.6.

Goal 3: Ensure all communities provide a diversity of housing options and meet resident life-cycle housing needs.

Goal 5: Ensure Established Neighbourhoods accommodate a variety of public and institutional uses to meet a broad range of community needs.

Policy 5.2: The expansion or creation of larger scale or regional public and institutional uses will generally be directed towards arterial roads or at locations where they can be community focal points. Larger scale institutional uses should generally be located adjacent to complementary uses in order to mitigate the potential for land use conflicts.

Goal 7: Strategically encourage and guide growth within Established Neighbourhoods through the use of secondary plans.

Policy 7.1: Support amendments to existing secondary plans that further the vision, goals and policies of this By-law.

Goal 8: Facilitate the redevelopment of Established Neighbourhoods that contributes to the further development of walkable, bikeable and transit-oriented communities in accordance with city pedestrian and cycling strategies.

<u>Policy 8.1</u> Protect, maintain and expand the pedestrian network within Established Neighbourhoods to create a more comfortable and accessible pedestrian environment.

WATERFORD GREEN SECONDARY PLAN

The Waterford Green Secondary Plan (the Plan) is organized into land use policy areas to achieve the vision and overarching objectives. See Figure 4 – Current Land Use and Transportation Map.

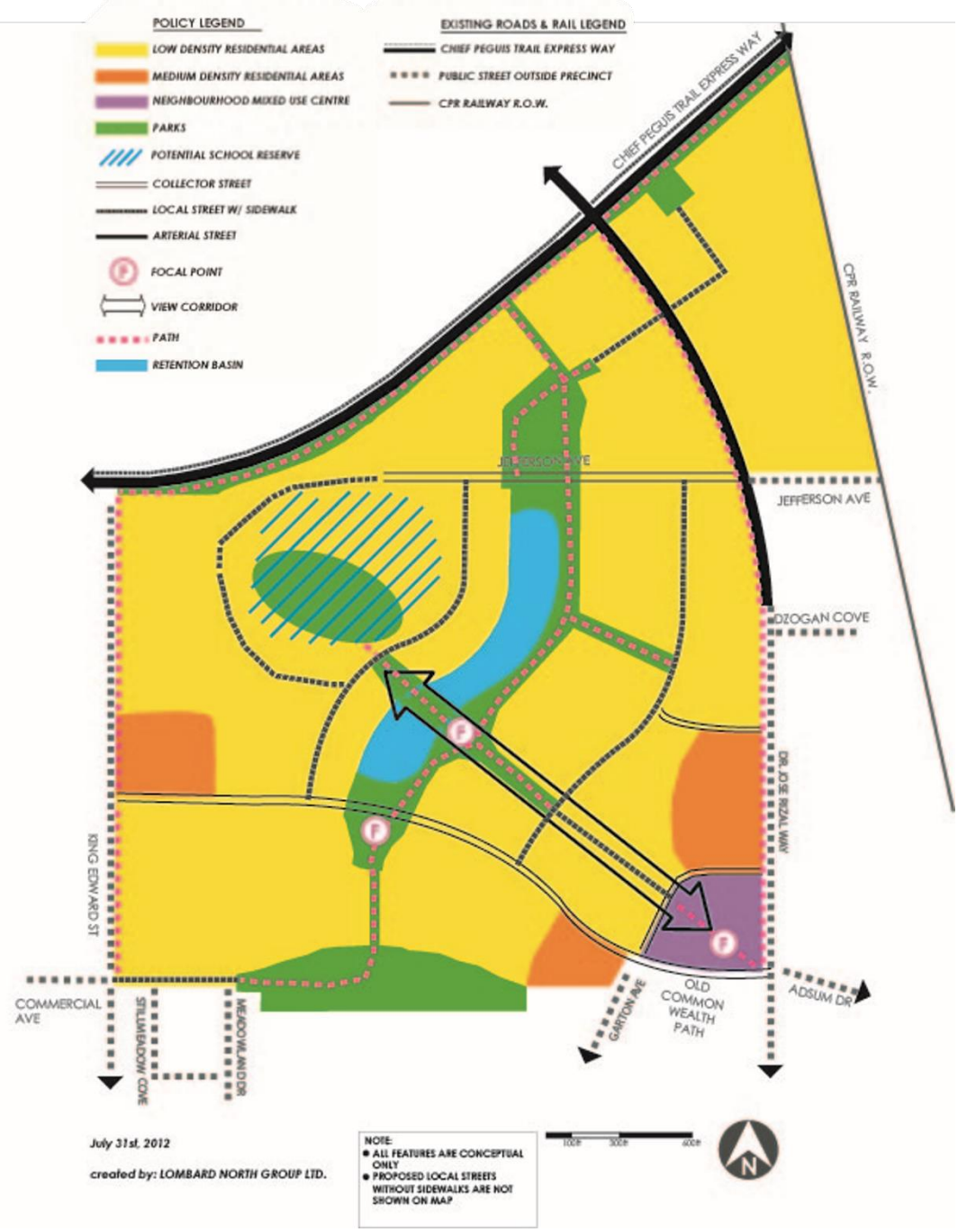


Figure 4 – Current Land Use and Transportation Map

The proposed amendment to add the subject lands to the Plan Area seeks to apply two of the land use designations:

- Low Density Residential Area: covers most of the Plan Area and accommodates secondary suites, single-unit dwellings, two-unit dwellings, townhouses, and other compatible land uses such as parks and open space.
- Medium Density Residential Area: clustered along King Edward Street, Old Commonwealth Path, and Dr. Jose Rival Way. It accommodates townhouses, multi-unit dwellings, and other compatible land uses such as parks and open space.

The Plan includes the following requirements, relevant to the proposed amendment, for the location of multi-unit residential buildings in the Medium Density Residential Area:

C-2.3.1 Medium density multi-family housing will contribute to a sustainable, diverse and pedestrian focused environment by locating and massing the building(s) in:

a. locations with convenient access to collector and arterial streets, such as Dr. Jose Rizal Way and the extension of Old Commonwealth Path, to provide ease of access and decrease traffic infiltration into predominantly lower density areas;

b. areas in proximity to commercial uses to capitalize on the potential to create nodes of activity;

c. a manner that provides a transition between areas of different development densities and scale, including but not be limited to, setbacks and a stepping down of heights toward single-family residential areas; and

d. a manner that minimizes shadow impacts on adjacent lower scale areas.

The Plan includes the following limitations and requirements related to the location of parks, including active transportation (AT) connections and visibility:

C-2.1.1. Public Realm that Places People First: Designing for people means that communities and neighbourhoods should be designed with consideration as to how people experience space. This will include, but not be limited to the following:

a. having sidewalks on arterial streets, collector roads and certain local roads to strengthen connectivity as shown on the Transportation and Land Use Policy Map;

b. having green spaces within which are paths that connect people within the neighbourhood to school(s), green space amenities, bus stops and commercial amenities; and

c. having public realm elements (e.g. lighting, street furniture, public art, and plantings) that are pedestrian in scale, contribute to an inviting environment and add visual interest at the street edge.

C-2.1.5. Foster Places for People to Gather: Successful public spaces are places that encourage social interaction. This can include, but not be limited to the following design considerations:

a. determining nodes of activity;

b. movement patterns and connectivity;

c. visibility;"

C-6.1.1 The parks of Waterford Green shall provide residents of Waterford Green and of adjacent and nearby neighbourhoods with:

c. land in which an AT path may be located.

C-6.1.3 Parks should be located such that most dwellings in Waterford Green are within approximately 400 metres of a park or open space.

C-6.1.6 Parks should be planned to maximize passive surveillance through site configuration, placement of access points, amount of frontage and sight lines.

C-6.1.11 The parks located along storm water retention basins shall include space in which a path, with appropriate land drainage, can be accommodated.

The provision of active transportation (AT) connections in the Plan Area is also subject to the following requirements:

C-7.5.2.1. The AT network may consist of:

a. paths for cyclists and similar modes only;

b. paths and sidewalks for pedestrians and similar modes only;

c. paths and sidewalks for pedestrians and cyclists and similar modes;

d. roads for cyclists and motor-vehicles only that may include cycling facilities such as sharrows, bike lanes or cycle tracks; and

e. local roads designed to accommodate all modes of transport, located in Public Streets that can also accommodate sidewalks or paths, should either be deemed necessary by the Director of Public Works.

C-7.5.2.4. The AT network will provide access to parks, sports fields, the Neighbourhood Mixed Use Centre, a school (if constructed), transit facilities and residential areas to facilitate connectivity and access for human-powered and public transportation.

C-7.5.2.8 Sidewalks or paths may be provided on local streets that are not identified on the Land Use and Transportation Policy Map where deemed necessary by the Director of Public Works.

C-7.5.2.9 The design of the AT Network along Dr. Jose Rizal Way will consider providing a path for pedestrians and cyclists and similar modes of transport that is separate from the roadway in order to improve safety for all users of the public street.

ADDITIONAL CONSIDERATIONS

The application was circulated to other relevant City departments for review and comment. The following feedback was received:

Water and Waste

No servicing concerns were expressed.

Public Works

A future local road network for the subject lands is not identified in the proposed amendment, as only local streets with sidewalks are explicitly identified in the Land Use and Transportation Map. The exact location of sidewalks and other active transportation paths will be determined as part of the subdivision and rezoning application (DASZ) process.

Public Works recommends several changes to the Land Use and Transportation Map and one additional text amendment to those proposed by the applicant. The recommended amendments, identified in Appendix B, are as follows:

- Remove identification of Chief Peguis Trail Express Way extension, to reflect changes to the future extension alignment;
- Identify the street shown in the Subject Lands connecting to Dr Jose Rizal Way as a collector, not an arterial;
- Identify a pathway along eastern boundary of Subject Lands along Dr Jose Rizal Way, to reflect extension of existing multi-use path;
- Identify a pathway along northern boundary of Subject Lands which is parallel to planned future collector street;
- Reword policy C-7.5.2.7 to replace “sidewalks or paths shall be provided on all streets that function as collectors or arterials” with “two sidewalks, or one sidewalk and one pathway, shall be provided on all streets that function as collectors or arterials”.

Parks

The Parks Department identified that future parks must have adequate street frontage on local roads to address safety and visibility issues in accordance with the Parks Strategy. This requirement can be addressed more adequately as part of the future subdivision and rezoning application.

Office of Sustainability

The Office of Sustainability identified concerns with lack of convenient access to public transit and active transportation.

DISCUSSION AND ISSUES

The proposed land use designations outlined in this application align with the Recent Communities policies found in the *Complete Communities Direction Strategy,* and those found in the existing Precinct C – Waterford Green Secondary Plan. The siting of medium density residential uses along Dr. Jose Rizal Way will facilitate sustainable modes of transportation and park dedication shows connections to existing and future active transportation paths.

The initial application proposed by the applicant did not identify local streets with sidewalks or active transportation paths in the Land Use and Transportation Map, however, the Plan currently recommends that the final configuration of the local road network should be determined at the development application stage.

The Public Service is proposing a number of amendments to the map in the proposed bylaw above to reflect current transportation network standards and development future plans in the plan area (See Figure 5 below).These mapping amendments do not impact the intent of the application.

The 2022 Community Energy Investment Roadmap (CEIR) offers recommendations on how the City can better support dense and accessible neighbourhoods that enable the use of transit and active transportation. To promote a comfortable pedestrian environment, it is recommended that sidewalks be provided throughout the development. Particular attention should be paid to ensuring future development in the Medium Density Residential Area has convenient walking routes to nearby transit routes.

Furthermore, existing policies related to complete streets and standards for active transportation requirements for collector roads are no longer applicable and should be updated to reflect current City of Winnipeg standards.

The Public Services notes that the configuration of the proposed park dedication identified as part of the conceptual subdivision design does not allocate adequate local street frontage in accordance with the Winnipeg Parks Strategy. In accordance with said Strategy, a neighbourhood-scale park at this location should be highly visible and accessible from local roadways to encourage safety, visibility and access. This is in keeping with other neighbourhood-scale parks seen throughout the secondary plan area. While this does not affect the proposed secondary plan amendment, future development applications should reflect these requirements.

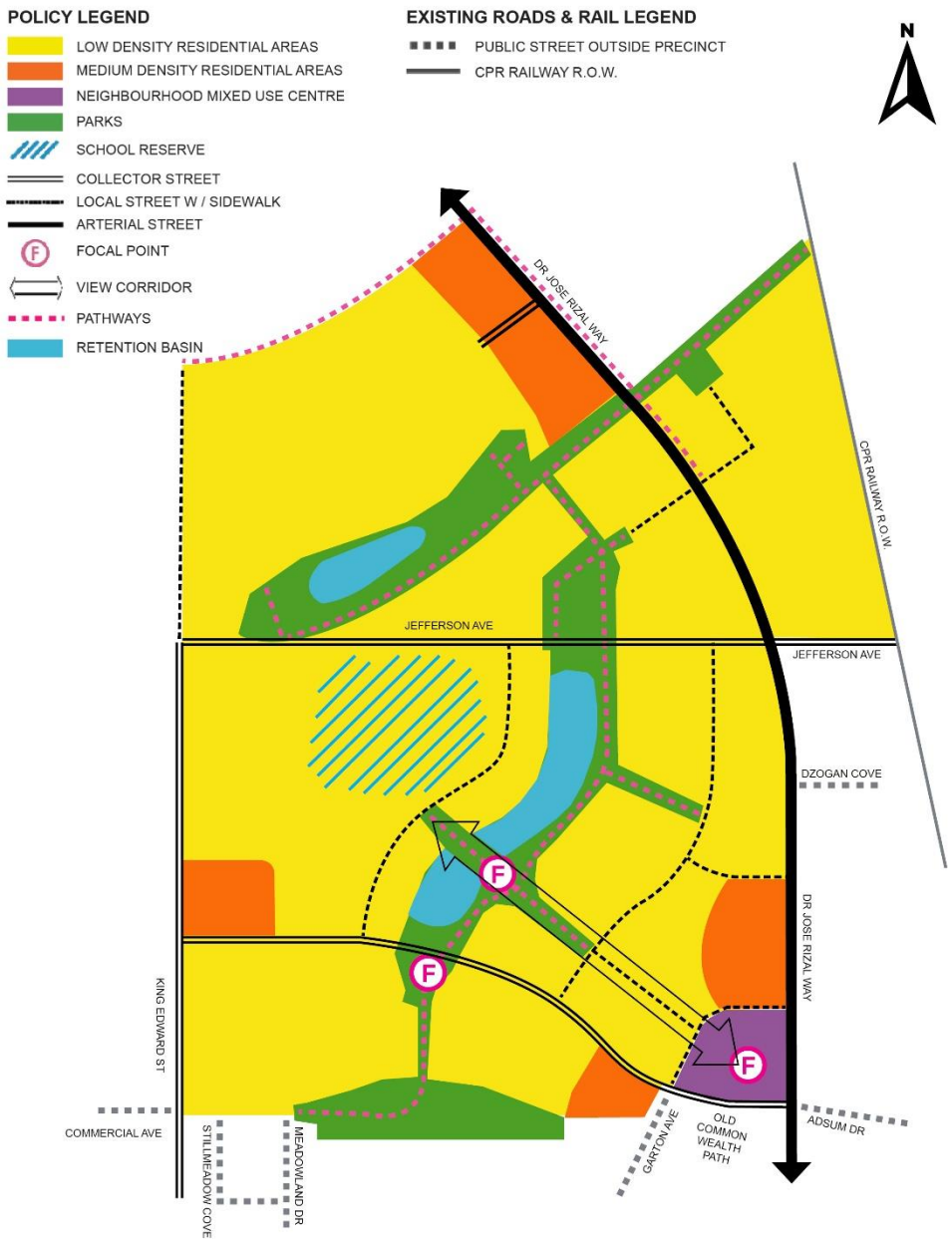


Figure 5 – Land Use and Transportation Map with Recommended Amendments

RECOMMENDATIONS

While this amendment does not need to stipulate a final configuration of park dedication, future development applications will need to adhere to the Winnipeg Parks Strategy.

Provided that additional changes recommended by the Public Service are approved for the proposed amendment, and in accordance with this report, the Urban Planning and Design Division recommends **approval.**

The Public Service formally recommends the following:

1. That Council give first reading to By-law No. 120/2025, a draft of which is attached as Appendix “B”, being a by-law to amend the *Precinct C – Waterford Green Secondary Plan By-law No. 58/2025* in accordance with this report.
2. That following first reading and upon instruction from the Director of Planning, Property and Development, the City Solicitor and Director of Legal Services be directed to return the By-law directly to Council by way of communication for second reading and third reading.
3. That the proper officers of the City be authorized to do all things necessary to implement the intent of the foregoing.