Minutes – Council – March 26, 2026

Minute No. 235
Report – Standing Policy Committee on Property and Development – March 5, 2026

Item No. 6 Secondary Plan – Point Douglas Neighbourhood
File SP 1/2026

COUNCIL DECISION:

Council concurred in the recommendation of the Standing Policy Committee on Property and Development and adopted the following:

1. That first reading be given to By-law No. 11/2026, a draft of which is attached as Appendix "A", being a by-law to adopt the Point Douglas Neighbourhood Plan as a secondary plan in accordance with this report, with the following amendments:

    A. Amend Section 7 of Schedule A as follows:

        i. Amend the second paragraph as follows:

            a. Delete "Additionally, the" and replace with "The"

            b. Add "local" immediately before "municipal servicing"

            c. Delete "capacity" and replace with "infrastructure"

            d. Delete "are" and replace with "is"

            e. Delete "of the combined sewer system" and replace with "portions of the Plan Area"

            f. Delete "from the" and replace with "through the addition of"

        ii. Add "Additionally, in some areas the water system's fire protection performance may restrict certain types of development, depending on use and building construction details or completion of water main upgrades." after the words "City's Combined Sewer Overflow Master Plan"

    B. In Section 7.1 Objectives, amend Condition D as follows:

        i. Add the words "that the sum of wastewater and" after the word "Ensure"

        ii. Delete the word "do" and replace with "does"

Report – Standing Policy Committee on Property and Development – March 5, 2026

COUNCIL DECISION (continued):

2. That, upon instruction from the Director of Planning, Property and Development, the Director of Legal Services and City Solicitor be directed to return the By-law directly to Council 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.

Report – Standing Policy Committee on Property and Development – March 5, 2026

DECISION MAKING HISTORY:

Moved by Councillor Duncan,

That the recommendation of the Standing Policy Committee on Property and Development be adopted.

Carried

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On March 17, 2026, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development and submitted the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

On March 5, 2026, the Standing Policy Committee on Property and Development concurred in the recommendation of the Lord Selkirk-West Kildonan Community Committee and submitted the matter to the Executive Policy Committee and Council.

COMMUNITY COMMITTEE RECOMMENDATION:

On February 24, 2026, the Lord Selkirk-West Kildonan Community Committee concurred in the recommendation of the Winnipeg Public Service, with the following amendments:

- In Recommendation 1, delete the period after the words "in accordance with this report", and replace with the following:

  "with the following amendments:

  A. Amend Section 7 of Schedule A as follows:

     i. Amend the second paragraph as follows:

        a. Delete "Additionally, the" and replace with "The"

        b. Add "local" immediately before "municipal servicing"

Report – Standing Policy Committee on Property and Development – March 5, 2026

DECISION MAKING HISTORY (continued):

COMMUNITY COMMITTEE RECOMMENDATION (continued):

c. Delete “capacity” and replace with “infrastructure”

d. Delete “are” and replace with “is”

e. Delete “of the combined sewer system” and replace with “portions of the Plan Area”

f. Delete “from the” and replace with “through the addition of”

ii. Add “Additionally, in some areas the water system’s fire protection performance may restrict certain types of development, depending on use and building construction details or completion of water main upgrades.” after the words “City’s Combined Sewer Overflow Master Plan”

B. In Section 7.1 Objectives, amend Condition D as follows:

i. Add the words “that the sum of wastewater and” after the word “Ensure”

ii. Delete the word “do” and replace with “does”

and forwarded the matter to the Standing Policy Committee on Property and Development.

PUBLIC HEARING SUMMARY

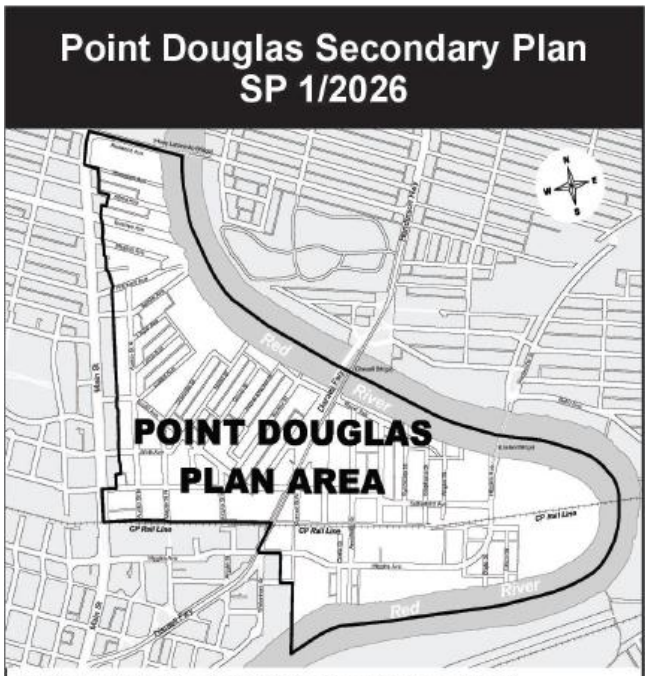
File: **SP 1/2026**

Before: Lord Selkirk-West Kildonan Community Committee
Councillor Eadie, Chairperson
Councillor Santos
Councillor Sharma

Public Hearing: February 24, 2026
Council Building, 510 Main Street

Applicant: The City of Winnipeg
(Director of Planning, Property and Development)

Subject:



APPLICANT: The City of Winnipeg (James Platt)
FILE: SP 1/2026
PROPOSAL: The City of Winnipeg has a proposal to adopt the Point Douglas Neighbourhood Plan (Secondary Plan By-Law No. 11/2026). Once adopted, the proposed plan will provide direction for development in Point Douglas, including the redevelopment of industrial lands.

A public hearing (pursuant to Section 236.1(2) of the City of Winnipeg Charter) will be held before the Lord Selkirk-West Kildonan Community Committee.

For more information, contact Anya Ingram, Planner, at 204-986-7686.

Premises Affected: The Plan Area is bounded by Redwood Avenue to the north, the Red River to the east, the railway and the Red River to the south, Main Street to the west. Properties fronting onto Main Street, or those included in the Downtown Planning Area, are excluded from the Plan Area.

For submission to: The Standing Policy Committee on Property and Development

Prepared by: P. Prinsloo, Senior Committee Clerk
Lord Selkirk – West Kildonan Community Committee

Report date: February 25, 2026

Community Committee Recommendation:

On February 24, 2026, the Lord Selkirk-West Kildonan Community Committee concurred in the recommendation of the Winnipeg Public Service and recommended to the Standing Policy Committee on Property and Development:

1. That Council give first reading to By-law No. 11/2026, a draft of which is attached as Appendix "A", being a by-law to adopt the Point Douglas Neighbourhood Plan as a secondary plan in accordance with this report~~.~~ ***with the following amendments:***

    A. Amend Section 7 of Schedule A as follows:

        i. Amend the second paragraph as follows:

            a. Delete "Additionally, the" and replace with "The"

            b. Add "local" immediately before "municipal servicing"

            c. Delete "capacity" and replace with "infrastructure"

            d. Delete "are" and replace with "is"

            e. Delete "of the combined sewer system" and replace with "portions of the Plan Area"

            f. Delete "from the" and replace with "through the addition of"

        ii. Add "Additionally, in some areas the water system's fire protection performance may restrict certain types of development, depending on use and building construction details or completion of water main upgrades." after the words "City's Combined Sewer Overflow Master Plan"

B. In Section 7.1 Objectives, amend Condition D as follows:

i. Add the words "that the sum of wastewater and" after the word "Ensure"

ii. Delete the word "do" and replace with "does"

2. That, upon instruction from the Director of Planning, Property and Development, the Director of Legal Services and City Solicitor be directed to return the By-law directly to Council 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

Note: The wording in bold and italics denotes amendments made by the Community Committee.

The Lord Selkirk-West Kildonan Community Committee provided the following supporting reasons for its recommendation:

1. This has been a very long process and I want to thank first of all my counterpart in North Point Douglas, Councillor Eadie, for supporting me in spending some Federal dollars to do the secondary plan revisions to south and north Point Douglas and calling it Point Douglas, if anything this is a joint effort for Councillor Eadie and I to move forward on some underutilized lands especially industrial land, heavy industrial lands to revitalize and bring a lot of TLC and love back to North Point Douglas; I also want to thank the Public Service, specifically James Platt and WSP Meagan Boles for their love and care and time and effort in really meet with the community.

2. I remember speaking with James right off the bat saying, unfortunately this is a very underserved community, don't use technology, they're not on the computer, they're struggling, they're just trying to put meals on the table and if you really really want to connect you have to be with them in the community, meet with them in person, handing out flyers and doing online feedback is not going to really reach them and I want to commend him for doing that with WSP so thank you, James.

3. From what I've heard back from the community, they really felt heard and you know, we knew this was going to take much longer process and we were all ok with that because we wanted to get it right and I think with this plan you got it right, so thank you James, thank you Meagan for your efforts, the kind and care, as you can see, there was no opposition and to me that means people were heard and I want to thank them for that, and I can't thank them enough for that.

4. Some really good work moving forward with the gentle density, pedestrian friendly community and I'm dealing with some of the complexities in that industrial area. You know, I find it challenging because, we want to see more residential units, affordable residential units, we don't want to gentrify the community but we also want to see some beautiful landscaping and beautiful high rises but being cognizant of the current employers that are there and the employees that want to work and walk and live there so I think that this does strike a balance in the industrial area in South Point Douglas with the three different sub-areas so good work on that, I'm very supportive and seeing that better connection with the parks and open spaces we are seeing some really good riverbank access to the river, some new parks, and pedestrians around the Point, I think that is before residences who want to be able to go out of their door or go out of their apartment complex and be able to go down and walk along the Point, I think that's fantastic and to be also mindful of some reconciliation and understand that this is one of the oldest communities in Winnipeg, could be one of the original communities, so there is a lot of heritage, there is a lot of first nations, indigenous communities that are here and to ensure that we are cognizant of the land and cognizant on what has occurred here and that is fantastic.

Objections under the Charter:

Total number of **v**alid objections as per section 125(2) – 0

In accordance with section 236.1(1), the threshold for sufficient objection has not been met.

Exhibits Filed:

1. Application dated January 27, 2026
2. Notification of Public Hearing
3. Point Douglas Neighborhood Plan Survey
4. Background Study dated, June 18, 2024
5. Conceptual Servicing Report dated, January 23, 2026
6. Engagement Reports
7. Report from the Urban Planning Division dated February 10, 2026
8. Inspection Report
9. Presentation dated February 24, 2026, in support of the application submitted by the Applicant
10. Recording of Representations

REPRESENTATIONS:

In Support:

James Platt
Meagan Boles
Henry Klassen

In Opposition:

Nil

For Information:

Adel Zahra
Mark Cohoe

For the City:

S. Jerez, Planner, Planning, Property and Development Department
A. Ingram, Planner 2, Planning, Property and Development Department
R. Kostiuk, Principal Planner, Planning, Property and Development Department

Exhibit "7" referred to in File SP 1/2026

ADMINISTRATIVE REPORT

Title: SP 1/2026 - Point Douglas Neighbourhood Plan, proposed By-Law 11/2026 – Public Hearing

Issue: An application for consideration at the Public Hearing for a Secondary Plan By-law for Point Douglas.

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

AUTHORIZATION

Author	Division Head	Department Head	CFO	CAO
A. Ingram	n/a	n/a	n/a	

RECOMMENDATIONS

1. That Council give first reading to By-law No. 11/2026, a draft of which is attached as Appendix "A", being a by-law to adopt the Point Douglas Neighbourhood Plan as a secondary plan in accordance with this report.

2. That, upon instruction from the Director of Planning, Property and Development, the Director of Legal Services and City Solicitor be directed to return the By-law directly to Council 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

South Point Douglas is designated as "Major Redevelopment Site 'C'" under *OurWinnipeg* and the *Complete Communities Direction Strategy 2.0* (CCDS 2.0). As per Section C5 (Major Redevelopment Sites) of CCDS 2.0, development in a Major Redevelopment Site must be guided by a secondary plan.

In April 2021, Council approved the Eastern Rapid Transit Corridor route along Sutherland Avenue through Point Douglas, across a new Louise Bridge, and along Nairn and Regent Avenues. This future transit corridor through Point Douglas could help overcome the physical fragmentation of neighbourhood that has resulted from industrial development and disinvestment as well as railway and freeway development in the past.

On May 25, 2022, Councillors Santos (Point Douglas Ward) and Eadie (Minarski Ward) identified the development of a secondary plan for the Point Douglas neighbourhoods as a ward priority to be funded under the Canada Community Building Fund/Economic Recovery Plan.

On October 27, 2023, a competitive bid process concluded with the Public Service selecting a private consulting firm, WSP Canada Inc., as a planning consultant to assist in the preparation of a secondary plan for Point Douglas.

Preparation of the Plan included two phases of engagement. Phase 1 took place between April and June, 2024, and informed the first draft plan. Phase 2, to present the draft plan, occurred in June 2025. The Plan is also supported by a Traffic Impact Study, and a Conceptual Servicing Report, both developed throughout the project.

Only Council can enact a by-law. A secondary plan by-law requires a public hearing prior to first reading in accordance with The City of Winnipeg Charter (section 236.1(2)) and The Development Procedures By-law No. 104/2020.

IMPLICATIONS OF THE RECOMMENDATIONS

If the recommendations of the Public Service are concurred with, the report will proceed to Council for first reading to the Point Douglas Neighbourhood Plan By-law No. 11/2026.

If there are no significant changes or objections, the by-law can proceed for second and third

If Council adopts the proposed by-law, all future development applications within the Plan Area will need to conform to the secondary plan, in accordance with the City of Winnipeg Charter.

CONSULTATION

In preparing this report there was consultation with:

Legal Services (as to legal issues)

SUBMITTED BY

Department	Planning, Property and Development
Division	Urban Planning and Design
Prepared By:	Anya Ingram, Planner
Date:	February 10, 2026
File No.	SP 1/2026

LIST OF SCHEDULES AND APPENDICES

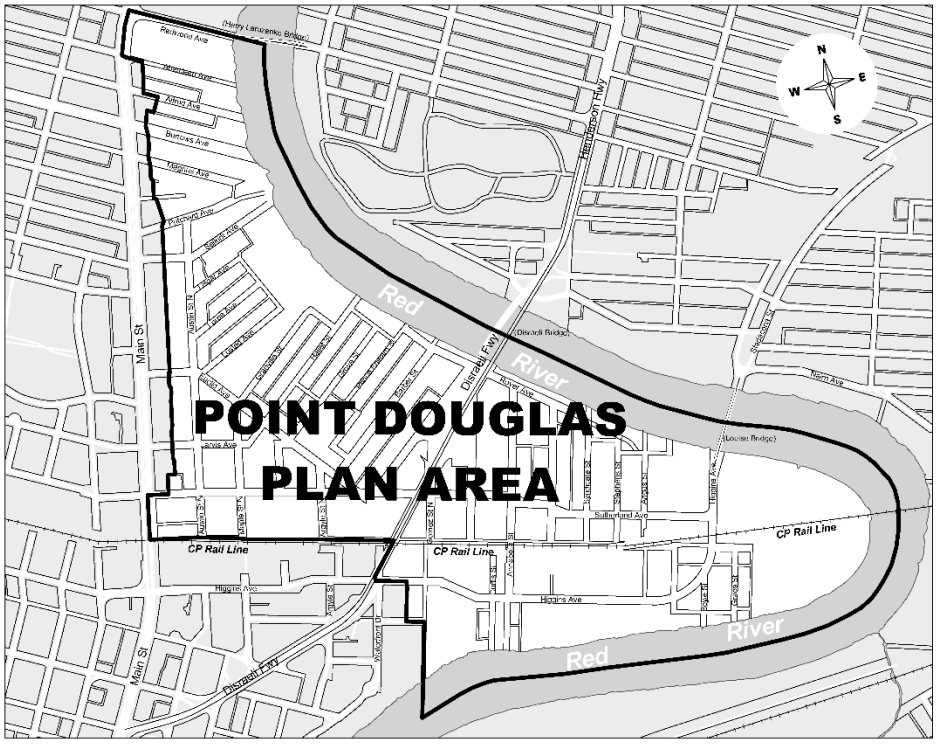
Schedule A: Planning Discussion

Schedule B: Engagement Summary Reports

Appendix A: Draft By-law No. 11/2026 (Point Douglas Neighbourhood Plan)

SCHEDULE 'A'- PLANNING DISCUSSION

DATE:	February 10, 2026
FILE:	**SP 1/2026 (Proposed By-law No. 11/2026)**
RELATED FILES:	N/A
COMMUNITY:	Lord Selkirk – West Kildonan
NEIGHBOURHOOD #:	3.311 (North Point Douglas) & 3.123 (South Point Douglas)
SUBJECT	Proposed Point Douglas Neighbourhood Plan (Secondary Plan By-law)
LOCATION:	Plan Area as identified by the Point Douglas Neighbourhood Plan (Secondary Plan BL 11/2026). The Plan Area includes the area south of the rail line east of the Disraeli Freeway. North of the rail line, the Plan Area includes all properties south of Redwood Avenue and east of Main Street (excluding lots fronting onto Main Street) towards the Red River (see map below).



LEGAL DESCRIPTION:	N/A (Refer to map)
APPLICANT:	City of Winnipeg
OWNER:	N/A
RECOMMENDATION:	**Approval**

PLAN AREA

The proposed Point Douglas Neighbourhood Plan (the Plan) applies to most of North Point Douglas and South Point Douglas, two neighbourhoods in central Winnipeg separated by the Canadian Pacific Railway (see Figure 1).

The Plan Area is bound by:

North: Redwood Avenue, an arterial street, leading to Harry Lazarenko Bridge across the Red River (see Figure 2).

South: Red River

East: Red River

West: Back lane of lots fronting onto Main Street.

- The portion of South Point Douglas, just outside of the Plan Area, is in the Downtown policy area under CCDS 2.0 and zoned “M” Multiple Use Sector District (as regulated by the Downtown Zoning By-law) which permits a diversity of uses.

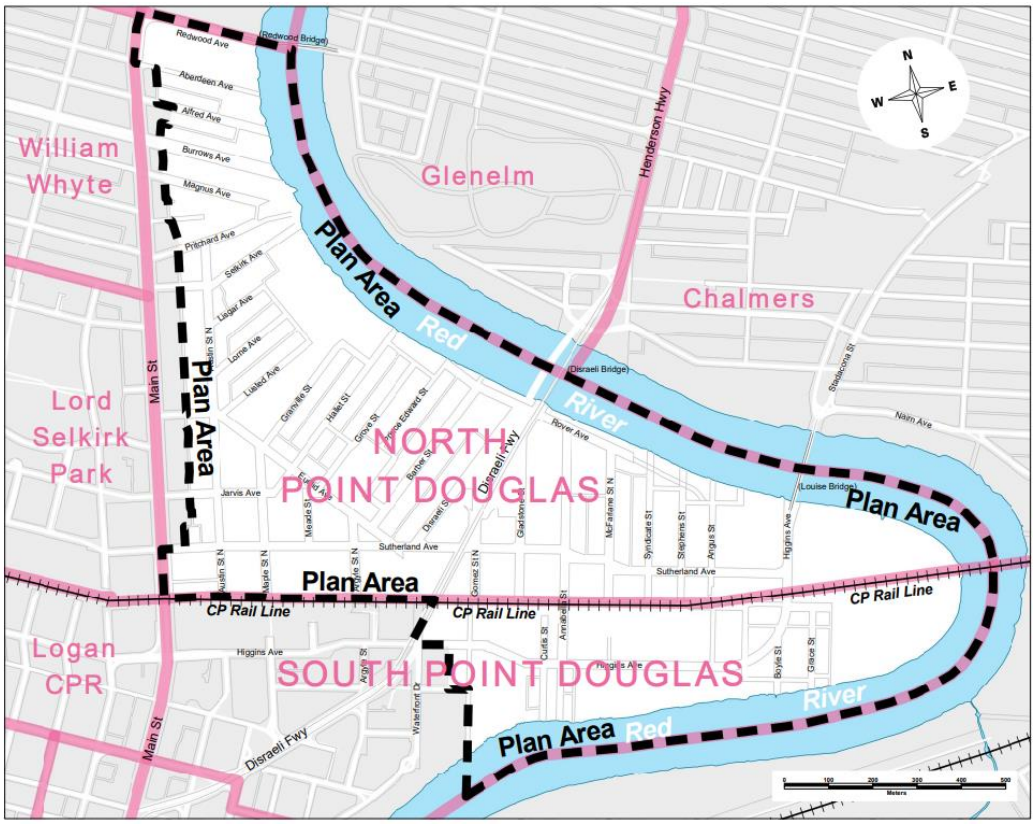


Figure 1: Plan Area

EXISTING LAND USE & ZONING

The Plan Area north of Sutherland Avenue is mostly zoned Residential Two-Family (R2) (see Figure 2). A smaller number of properties are designated Commercial Neighbourhood (C1), Commercial Community (C2), Residential Multi-Family Large (RMF-L), or Manufacturing

Light (M1). Many areas are zoned for Neighbourhood or Community Parks and Recreation (PR1 and PR2).

The Plan Area south of Sutherland is mostly zoned M1 or M2, with a small portion zoned C2.

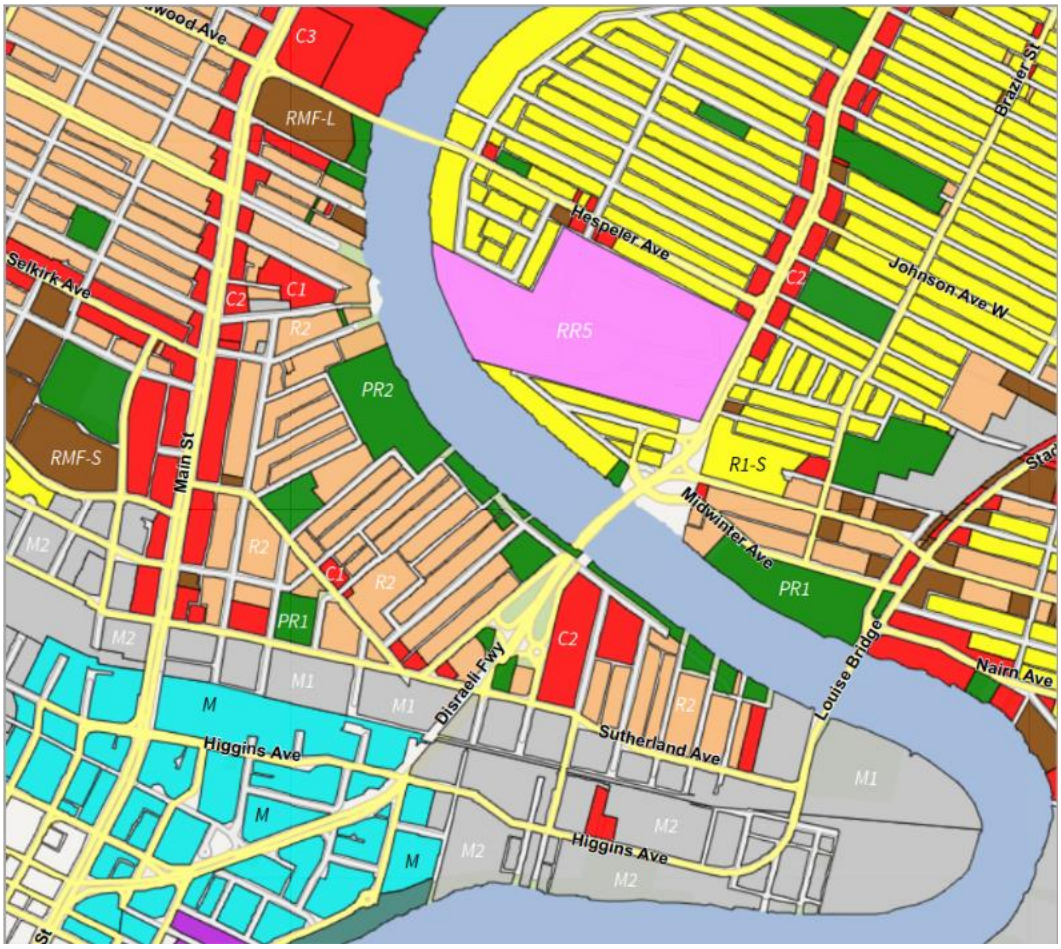


Figure 2: Zoning of the Plan Area and Surrounding Areas

OURWINNIPEG 2045 & COMPLETE COMMUNITIES DIRECTION STRATEGY 2.0 DESIGNATION

Under *OurWinnipeg 2045* (OW2045) and the *Complete Communities Direction Strategy 2.0* (CCDS 2.0), the Plan Area is designated as follows:

- North Point Douglas is within the Established Neighbourhoods – Mature Communities policy area (see Figure 3); and
- South Point Douglas is designated as Major Redevelopment Area 'C'.

Mature Communities policies in CCDS 2.0 encourage context sensitive intensification.

Per section C5.1.1-3 of CCDS 2.0, Major Redevelopment Sites require a secondary plan.

- To avoid creating land use conflicts in the South Point Douglas Major Redevelopment Site, the City of Winnipeg has not supported zoning changes or other entitlements for developments pending adoption of a secondary plan to guide future growth. While existing industrial uses may continue to operate under

existing zoning rights, these uses will likely face increasing pressures to relocate due to encroaching mixed-use development and increasing land values.

North Point Douglas is also what CCDS 2.0 refers to as a 'Reinvestment Area', which are areas of the city that normally have a desirable character but would benefit from reinvestment through infill and redevelopment, and/or major projects in small areas.

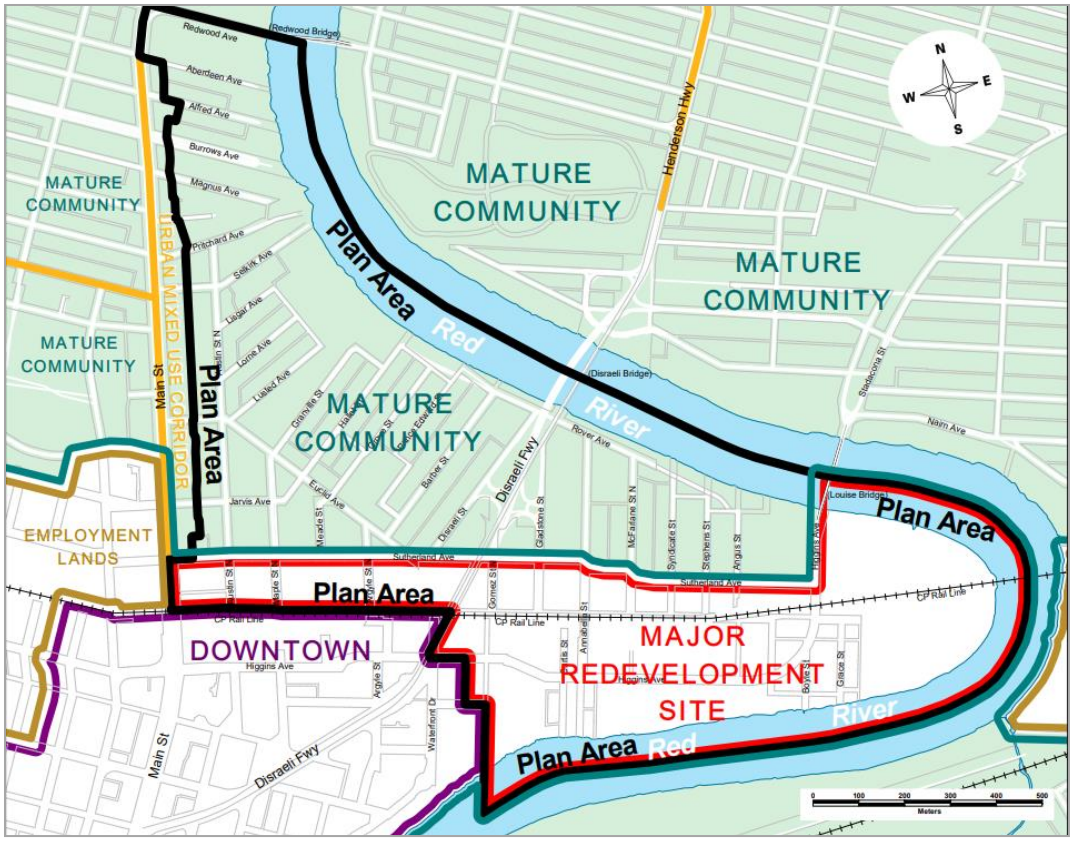


Figure 3: CCDS 2.0 Policy Area Designations

PLANNED RAPID TRANSIT CORRIDOR

In 2021, Council approved the Eastern Rapid Transit Corridor (ERTC) route along Sutherland Avenue through Point Douglas, and across a new Louise Bridge (see Figure 4).

Transit stations along Sutherland Avenue are proposed at both Disraeli Street and Higgins Avenue.

A proposed pedestrian underpass, running under the railway from the intersection of Higgins Avenue and Waterfront Drive to intersection of Sutherland Avenue and Disraeli Street, will connect development south of the CPR Rail Line to the ERTC.

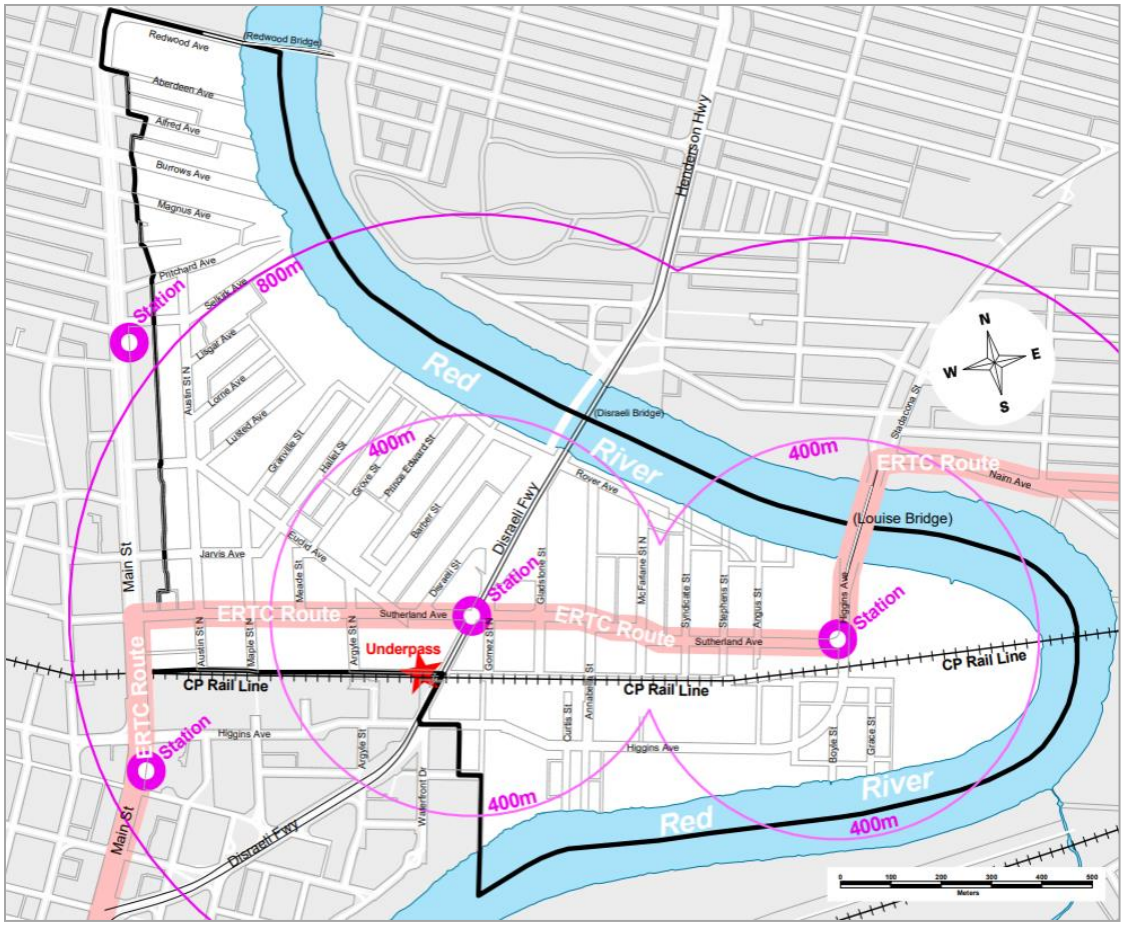


Figure 4: Eastern Rapid Transit Corridor Map

DESCRIPTION OF THE PROPOSED PLAN

The proposed secondary plan by-law will guide future development in the Point Douglas Neighbourhood.

In addition to the Major Redevelopment Site designation, the following factors drive the need for a secondary plan in Point Douglas:

- transition away from industrial uses initiated by decreasing demand for industrial land adjacent to downtown;
- increasing demand for residential infill in the city's central neighbourhoods; and
- the introduction of the Eastern Rapid Transit Corridor.

The intent of the Plan is to build upon the strengths and assets already in Point Douglas. The Plan provides for development which is appropriate to the context of the existing residential neighbourhood. At the same time, it aims to encourage redevelopment and attract investment to appropriate areas, including some industrial areas.

The Plan represents the culmination of a comprehensive 2-year planning process involving residents, business owners, and community organizations in Point Douglas.

Land Use Policy Areas

The proposed plan will designate the Plan Area in accordance with the application (see Figure 5). The Plan includes three proposed land use policy areas.

- The **Infill Area**, which encompasses much of the existing residential areas in North Point Douglas. It extends east to include lots fronting both sides of Angus Street. It does not include any lots fronting onto Sutherland Avenue, and it does not extend west past Euclid Avenue or Austin Street North.
- The **Higher-Rise Mixed-Use Area** applies to all land in the Plan Area south of Sutherland Avenue, and east of Higgins Avenue. It also includes the old Brown and Rutherford site to enable possible development of the site at a high density suitable to the planned rapid transit station near the Louise Bridge.
- The **Mid-Rise Mixed-Use Area** applies to the remainder of the Plan Area and serves as a transitional policy area between the Infill and Higher-Rise Mixed-Use Areas, and between the Infill Area and Main Street. Notably, it includes all the lots fronting onto Euclid Avenue and the north side of Sutherland Avenue. It also applies to the area north of Alfred Ave which is mostly occupied by Holy Family Home.

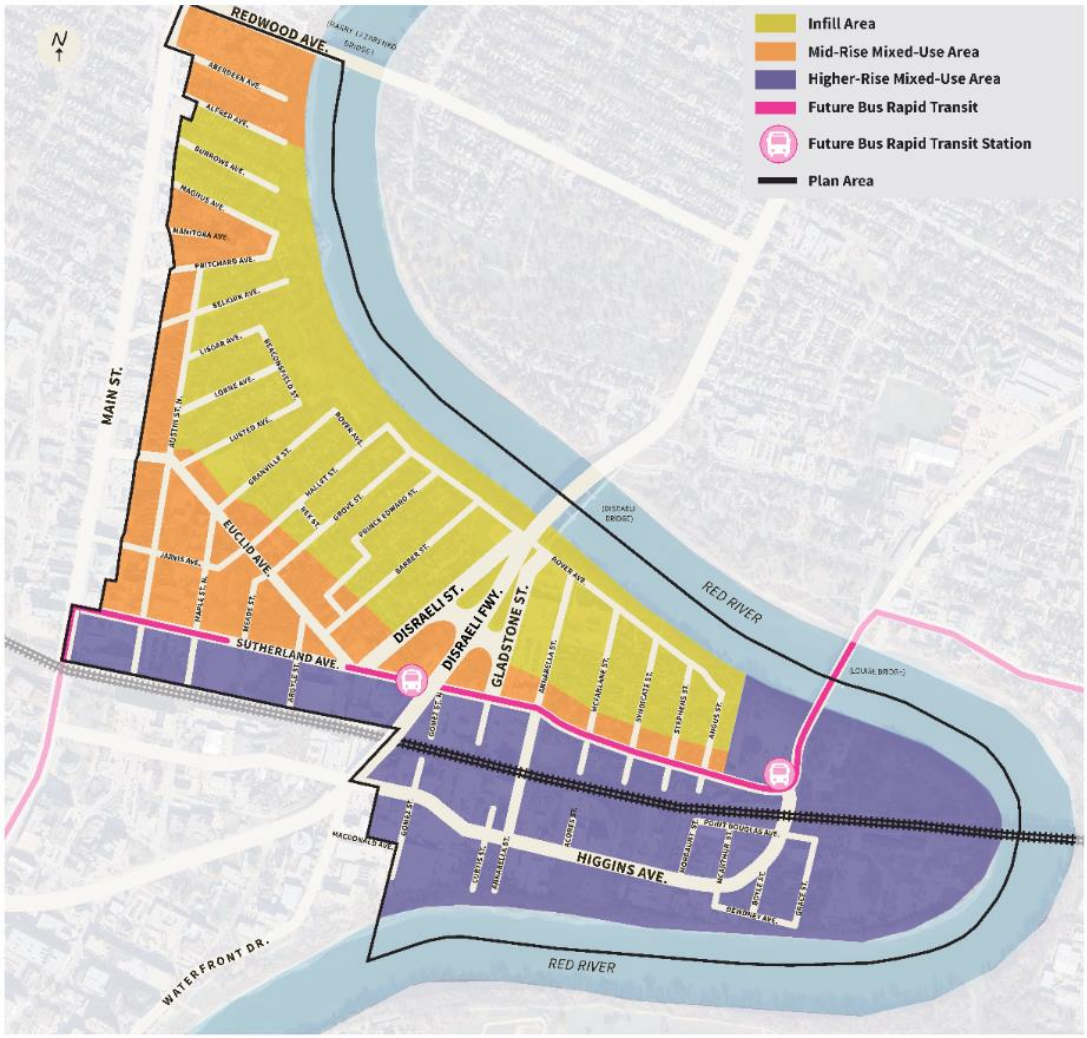


Figure 5: Proposed Land Use Policy Areas Map

Infill Area

The objectives of the Infill Area are to maintain the area as primarily residential, while allowing for incremental intensification that responds appropriately to the surrounding context.

The Plan allows for primarily residential uses in the Infill Area, including single-unit, two-unit, and multi-unit housing up to four units. Public and institutional uses (public spaces, schools, parks, etc.) are allowed where compatible. This aligns with feedback obtained from the public engagement process.

Policy 3.2.2.4(c) states that new development should, other than row dwellings, be limited to four dwelling units per building. This corresponds with recent changes to the *Winnipeg Zoning By-law 200/2006* to allow four-unit infill development as of right on certain lots within 800 metres walking distance of a frequent transit route, which includes the Plan Area.

Policy 3.2.2.5 requires multi-family developments to mitigate negative impacts on adjacent lower density residential uses. The policy includes suggestions of mitigative solutions that may be employed to address land use conflicts with lower density residential uses. The inclusion of this policy is a result of the public engagement process.

Specific policies to guide development design and siting are provided in section 3.1.2 (Architecture and Site Design Policies), which applies to the entire Plan Area unless otherwise specified.

Mid-Rise Mixed-Use Area

The Plan allows for medium density residential development, and certain types of commercial development in the Mid-Rise Mixed-Use Area. This is consistent with the Eastern Corridor Study and reflects aspirations from public engagement.

The Plan does not allow for the expansion or establishment of industrial uses. Currently, there are a few lots zoned for industrial uses in what is identified as the Mid-Rise Mixed-Use Area.

The Plan requires multi-family developments to have a ground level entrance facing the street unless street entry is provided from the ground floor units facing the street. The purpose of this policy is to help provide a safer pedestrian environment along public streets.

Commercial Uses in the Mid-Rise Mixed-Use Area

- The Plan encourages mixed-use buildings combining residential with compatible commercial uses on the ground floor; and stand-alone neighbourhood-oriented commercial uses, except on lots north of Euclid Avenue that front onto Austin Street North. The Plan also encourages the development of flexible commercial spaces that can act as business incubators.
- Policy 3.3.2.7 stand-alone commercial uses that would support the broader community, by providing amenities and complementary services, may be allowed on Euclid Avenue and Sutherland Avenue. The Plan specifies that no automobile-oriented commercial uses, such as drive-in or drive-through facilities, are permitted in the Mid-Rise Mixed-Use Area.
- The Plan does not provide specific definitions for these different types of commercial uses. Instead, the Plan makes a distinction between neighbourhood-oriented and commercial uses that benefit the broader community. These are intended to be consistent with the 'Neighbourhood Commercial' (C1) and 'Community Commercial' (C2) zoning districts of *Winnipeg Zoning By-law 200/2006.*

- The locations and size of commercial uses supported by the Plan is consistent with the feedback obtained during the public engagement process which indicated a preference for smaller, neighbourhood-scale commercial uses (e.g. corner stores) close to the existing residential area north of Sutherland Avenue.

Minimum and Maximum Building Height in the Mid-Rise Mixed-Use Area

- Policy 3.3.2.10 sets the minimum building height at two storeys, and the maximum building height at six storeys. This reflects the following objectives of the Mid-Rise Mixed-Use Area:
  - *D. Encourage intensification of development in proximity to planned rapid transit stations; and*
  - *E. Create a transition between taller buildings in the Higher-Rise Mixed-Use Area and lower buildings in the Infill Area.*
- Earlier versions of the Plan restricted building height to four storeys, except on Sutherland Avenue, Aberdeen Avenue, or Austin Street North where it allowed up to six storeys if the lot was a minimum of 836.1 sq m (9,000 sq ft) in area.
- It should be noted that some residents expressed concern with building height transition from Sutherland Avenue into the Infill Area.

Policy 3.1.2.3(e) of section 3.1.2 (Architecture and Site Design Policies) requires any portion of a building above 45 ft to not project into the 45-degree angular plane, measured from 12 ft above grade of an adjacent lot line of an abutting or adjacent lot in the Infill Area. This policy also applies to the Higher-Rise Mixed-Use Area. The inclusion of this policy is a result of the public engagement process, where residents expressed concern with building height transition between the Mid-Rise Mixed-Use Area and the Infill Area.

Earlier versions of the Plan restricted building height on any site adjacent or abutting lot next to the Infill Area based on projection of 45-degree angular plane. This was modified to apply the 45-degree angular place only to portions of a building exceeding a height of 45 ft, to ensure development in the Mid-Rise Mixed-Use Area was not restricted below four-storeys, which is the maximum building height in the Infill Area.

- Specifics of development design and siting are provided in section 3.1.2 (Architecture and Site Design Policies), which contains policies that apply to the entire Plan Area unless otherwise specified.

<u>Higher-Rise Mixed-Use Area</u>

The Plan allows for medium to high density residential development, and certain types of commercial development in the High-Rise Mixed-Use Area. This is consistent with the Eastern Corridor Study and reflects aspirations from public engagement.

Specific policies to guide development design and siting are provided in section 3.1.2 (Architecture and Site Design Policies), which applies to the entire Plan Area unless otherwise specified.

Light industrial uses are permitted in certain locations subject to specific criteria.

Policy 3.4.2.15 sets a zero parking minimum requirement for the Higher-Rise Mixed-Use Area. This reflects feedback from public engagement and intends to encourage sustainable modes of transportation while leveraging proximity to future rapid transit stations.

Minimum and Maximum Building Height in the Higher-Rise Mixed-Use Area

- Policy 3.4.2.12(a) sets the building height minimum at two storeys, or three storeys where the building has more than two dwelling units. The purpose of these policies is to prevent low-density development, which is not aligned with the following Higher-Rise Mixed-Use Area objectives:
    - *A. Leverage planned rapid transit infrastructure along Sutherland Avenue to enable transit-oriented growth; and*
    - *B. Provide areas to accommodate high density residential, mixed-use, and local commercial uses such as the continuation of development along Waterfront Drive.*
- Policy 3.4.2.12(b) sets the building height maximum at six storeys, subject to the same 45-degree angle policy as the Mid-Rise Mixed-Use Area. This maximum height notwithstanding, Policy 3.4.2.13 allows for building heights between seven and sixteen storeys provided the following criteria are met to the satisfaction of the City:
    - *a. the lot is a minimum of 1,858.1 sq m (20,000 sq ft) in area; and*
    - *b. a sun and shadow study is submitted which demonstrates that the building 's siting and design will maintain sufficient sunlight exposure on any surrounding residential properties and public spaces.*

Exclusion of Single Family Dwellings in Higher-Rise Mixed-Use Area

- Policy 3.4.2.4 does not allow for new single family dwellings in the Higher-Rise Mixed-Use Area except where the lot fronts onto Curtis Street, Boyle Street, or Grace Street south of Higgins Avenue. The inclusion of this policy is a result of the public engagement process which highlighted the significance of these small pockets of single-unit dwellings to the community.
- A previous version of the Plan allowed single-unit dwellings as infill where this use previously existed. This policy was modified to ensure that single-unit residential development cannot expand further, and that new single-unit dwellings are not built on lots that front onto Higgins Avenue.

Commercial Uses in the Higher-Rise Mixed-Use Area

- The Plan allows for both neighbourhood-oriented commercial uses and commercial uses that support the broader community, in the Higher-Rise Mixed-Use Area.
- The Plan does not allow any automobile-oriented uses on Sutherland Avenue. While the Plan discourages automobile-oriented uses elsewhere in the Higher-Rise Mixed-Use Area, it does specify that auto-accessed drive-through facilities are not permitted anywhere. The purpose of these policies is to help provide a pedestrian-oriented environment along streets, both in terms of commercial services provided and the design of the streetscape itself.

Industrial Uses in the Higher-Rise Mixed-Use Area

- Earlier versions of the Plan stipulated that the expansion or establishment of industrial uses may be considered in certain instances within sub-area C of the Higher-Rise Mixed-Use Area. As a result of the public engagement process, the sub-area policies of the Higher-Rise Mixed-Use Area were modified to expand

where light or general industrial uses are permitted. This is based on the argument that light industrial or general uses can provide valuable employment opportunities, while posing limited nuisance concerns.

- Section 3.4.3 (Industrial Use Specific Policies) outlines which type of industrial uses are permitted where in the Higher-Rise Mixed-Use Area. Specifically, heavy industrial uses are not permitted anywhere; light or general industrial uses are permitted in sub-area C; and light or general industrial uses may be considered in sub-area B provided they meet the criteria identified in Policy 3.4.3.2.

Parks

The Plan identifies locations where parks and open space could potentially be added in the future, as presented on the Parks and Open Space Concept Plan (Appendix B – Reference Maps of the proposed Plan).

Specifically, this reference map illustrates gaps in public green space along the riverbank which should be addressed as per the following objective from Chapter 4 Public Realm:

- *G. Establish a continuous linear parkway system along the river.*

The Plan does not identify parks and open space as a policy area. Policy 1.5.1 (Mapping and Figures) of the 'interpretation' section of the Plan, states that the reference maps are conceptual and for illustrative purposes only, meant to assist in the interpretation of the objectives and policies of the Plan. This approach allows some flexibility in the process of park dedication, and the implementation of the Parks and Open Space Concept Plan.

Transportation Network Concept

The Plan Area is heavily influenced by multiple arterial and collector streets, has a substantial existing network of local streets, and existing active transportation paths through park spaces. A well-connected city-wide cycling path is established through the community that travels north-south, as well as northeast over an active transportation bridge crossing the Red River. Additionally, Sutherland Avenue is the planned route for the future Eastern Transit Corridor.

The existing network of roads, existing and potential active transportation paths, and the future Eastern Transit Corridor, are presented on the Transportation Network Concept Plan (Appendix B – Reference Maps of the proposed Plan).

- The location of potential active transportation paths are based on those identified in the Eastern Transit Corridor study, and the City of Winnipeg's *Pedestrian and Cycling Strategies*.

The Plan establishes policy and direction around vehicular transportation and parking. Section 3.1.2 (Architecture and Site Design Policies), which applies to the entire Plan Area (unless otherwise specified), includes policy direction for on-site parking and Chapter 5 – Mobility guides the design and redesign of transportation infrastructure within the Plan Area.

The Plan is supported by a Transportation Impact Study which includes, but is not limited to, a comparison of baseline traffic conditions with future post-development conditions (including parking), with potential issues identified.

Walking and cycling constitute a significant mode of travel for residents and employees in and around the Plan Area, due to its central location in the city on the edge of downtown. The Plan establishes policy around active transportation that:

- ensures strong and safe pedestrian connections between homes, shopping, workplaces, the parkway and other destinations within the Plan Area (policy 5.2.2);
- supports a riverside multi-use active transportation path along the entire riverbank of the Plan Area; and
- considers opportunities for integrating active transportation with upcoming infrastructure and/or redevelopment projects (policies 5.2.4 and 5.2.5).

Water and Waste

A Conceptual Servicing Report was prepared to evaluate the capacity, condition, and performance of existing municipal water, wastewater, and land drainage infrastructure in the Plan Area.

The consultant undertook a high level servicing assessment using a review of as built records and City datasets, watermain flow modelling data, mapping of existing water and sewer infrastructure, and analysis of sewer system types using the City's LBIS system. This approach supported an initial evaluation of infrastructure condition and identification of potential upgrade needs.

The assessment found the Plan Area is characterized by aging municipal infrastructure, including extensive combined sewer systems that are sensitive to wet weather events. Approximately 20 percent of land in South Point Douglas remains undeveloped or vacant, currently contributing relatively low runoff, but representing potential future servicing pressure as redevelopment occurs.

Key constraints identified include wastewater and land drainage capacity limitations, particularly in combined sewer areas, and variable conditions of existing water distribution infrastructure. The report emphasizes the need to carefully manage future development to avoid exacerbating sewer surcharging and runoff related impacts.

The report also identifies opportunities for targeted infrastructure upgrades to support redevelopment while improving system resilience. These include potential sewer separation initiatives, land drainage strategies, and water distribution enhancements aligned with long term planning objectives. Overall, the report concludes that while existing infrastructure can support current conditions, future redevelopment will require coordinated servicing strategies and phased infrastructure investments to support planned growth in the Plan Area.

COLLABORATIVE PLANNING AND CONSULTATION

With the Public Service

The Plan was circulated to a technical advisory committee, and revised based on feedback received, that included:

Public Works;

Water & Waste;

Transit; and

Parks.

With the Public

Preparation of the Plan has included two phases of engagement.

Before formal public engagement began, the project team focused on building relationships and understanding local context. This included participation in community activities and informal outreach, such as attending a community cleanup event in Spring 2024, walking with the Mama Bear Clan patrol over the summer, engaging with residents at the Austin Street Festival in August 2024, as well as holding a series of conversations with community leaders and stakeholders.

On April 25, 2024, a project webpage was added to the City of Winnipeg engagement website to provide project materials and updates. The project webpage received 2,350 unique visits throughout Phase 1, and 1,444 unique visits throughout Phase 2.

A project advisory committee was formed, which included representatives from various community organizations. The committee met several times throughout the project, including meetings prior to each phase to determine how best to reach community members. This feedback was used to finalize the engagement strategy of each phase.

At the start of both phases, public engagement opportunities were advertised using both online and printed materials such as the project webpage, social media, flyers, letters, direct emails, public engagement newsletters, and in-person at community events.

Phase 1 engagement began in August 2024, and focused on understanding community values, priorities, and concerns. During Phase 1, the project team met with over 44 stakeholders and worked with community organizations to host two community chats with youth, residents, and people who spend time in the area. Public input was also collected from 90 participants at a community gathering held on September 11, 2024; and online tools, including a survey that received 268 responses, a mapping tool, and stories board. Input from Phase 1 engagement was used to develop a draft Plan.

Phase 2 engagement occurred in June 2025, and focused on presenting the draft plan to the public and stakeholders, gathering feedback, and addressing any concerns. In Phase 2, the project team met with 40 stakeholders and community organizations and collected feedback from 90 participants at another public community gathering held on June 4, 2025. Public input was also collected from an online survey which received 249 responses, and a community workshop hosted in partnership with the North Point Douglas Women's Centre.

Summaries of input from stakeholders and the public, and how it helped shape the Plan, can be found in Schedule 'B' – Engagement Summary Reports.

ALIGNMENT WITH OURWINNIPEG 2045 & THE COMPLETE COMMUNITIES DIRECTION STRATEGY 2.0

OurWinnipeg 2045 (OW2045)

The proposed Plan aligns with many of the goals, objectives, and associated policies within *OurWinnipeg 2045* – the City of Winnipeg's development plan – and specifically aligns with the following City Building policies:

6.9 Require the criteria for the preparation of secondary plans for sectors, precincts, Major Redevelopment Sites, Major Open Space redevelopment, greenfield Employment Lands, rapid transit station areas, and other locations, identified in detail

in Complete Communities, where the City requires a comprehensive land use, servicing, and design solution for a particular area of the city.

6.16 Designate Established Neighbourhoods within the Urban Structure, representing lands that will accommodate additional growth in a context-sensitive manner, while promoting the efficient use of land, cost-effective municipal servicing, enhanced housing choice and affordability, and conservation of green infrastructure and heritage resources and districts, as defined in Complete Communities

6.26 Designate Major Redevelopment Sites within the Urban Structure for land uses that provide a transformative, sustainable, well-designed and pedestrian-oriented urban environment, through a comprehensive and collaborative secondary planning process.

6.30 Identify Reinvestment Areas as a subset of Mature Communities that would benefit from expanded partnerships to support community-based revitalization efforts and reinvestment through infill, redevelopment, and affordable housing to help reach full potential as vibrant, healthy, and complete communities.

6.38 Direct the highest residential and employment densities to areas that can provide the best transit service.

6.39 Facilitate affordable and supportive housing in all neighbourhoods, through a continuum of private and non-profit housing development that includes a mix of sizes, forms and tenures; resilient, low-carbon, and energy-efficient construction; adaptable, universal design accessibility; and proximity to integrated and, sustainable transportation options.

6.41 Practice and enforce a high standard of urban design, that supports a sustainable quality of life and sense of place through the development of a safe, resilient, high quality, high-functioning and active transportation and transit-oriented urban environment.

<u>Complete Communities Direction Strategy 2.0 (CCDS 2.0)</u>

The Plan Area falls within the Major Redevelopment Sites and Mature Communities policy areas of CCDS 2.0. The Plan is also influenced by CCDS 2.0 policy direction for Reinvestment Areas. Key policies include:

C5 - Major Redevelopment Sites

1.1 Require that the development in Major Redevelopment Sites be guided by a front end inclusive planning process

2.1 Promote development in accordance with Transit Oriented Development principles, where proximate to rapid transit stations and Primary Transit Network stations.

3.1 Provide a mix of employment, high-density housing, retail and service uses within Major Redevelopment Sites in a way that complements the needs of adjacent communities.

3.4 Encourage the transition of development towards the outer edges of Major Redevelopment Sites so that it is sensitive to the scale, massing, height, form and character of the surrounding area.

3.8 Promote complete streets, enabling safe and convenient spaces for pedestrians, cyclists, public transit ridership and motorists to promote physical activity, health, and active transportation.

D1 – Established Neighbourhoods – Mature Communities

2.6 Encourage building design to include a range of architectural features that create visual interest and positively contribute to the visual aesthetics of the street and neighbourhood.

2.21 Site design should take cues from the character of the neighbourhood or street and should mitigate the potential for land use conflict with adjacent properties that have different scales, densities and uses. Parking location (motor vehicle and bicycle), vehicular access, servicing elements, building placement and landscaping treatment will be important design elements to ensure context-sensitive design.

3.1 Encourage a variety of housing types and tenures within Established Neighbourhoods to meet life-cycle housing needs and affordability ranges.

3.4 Encourage development that incorporates affordable housing to locate close to the Primary Transit Network, rapid transit stations, and Urban Mixed Use Corridors.

4.1 Support commercial development where residential neighbourhoods are not well served by local and community commercial amenities.

4.6 Vertical commercial/residential mixed-use development is generally supported where local commercial development currently exists, where there is the presence of a public lane, or where the site is large enough to accommodate the proposed development where a public lane is not present.

7.2 Consider the creation of secondary plans in Established Neighbourhoods when the City determines an area is a strategic location for growth and that more detailed direction is needed for matters beyond the general framework provided by the policies contained within this By-law.

D2. Reinvestment Areas

North Point Douglas is also what CCDS 2.0 refers to as a ‘Reinvestment Area’, which are areas of the city that normally have a desirable character but would benefit from reinvestment through infill and redevelopment, and/or major projects in small areas.

CCDS 2.0 does not specifically identify Reinvestment Areas, as they do not necessarily follow neighbourhood boundaries and may change from time to time. In these areas, CCDS 2.0 promotes land use and design elements that will encourage revitalization including a mix of compatible land uses, building restoration and re-use, and improvements to the public realm.

RECOMMENDATIONS

That Council give first reading to By-law No. 11/2026, a draft of which is attached as Appendix “A”, being a by-law to adopt the Point Douglas Neighbourhood Plan as a secondary plan in accordance with this report.

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

That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

REASONS FOR RECOMMENDATIONS:

The Plan provides appropriate policies for managing the development of land within Point Douglas, that are consistent with OurWinnipeg 2045 and the CCDS 2.0.

South Point Douglas is designated as “Major Redevelopment Site ‘C’” under *OurWinnipeg* and the *Complete Communities Direction Strategy 2.0* (CCDS 2.0). As per Section C5 (Major Redevelopment Sites) of CCDS 2.0, development in a Major Redevelopment Site must be guided by a secondary plan.

In April 2021, Council approved the Eastern Rapid Transit Corridor route along Sutherland Avenue through Point Douglas, across a new Louise Bridge, and along Nairn and Regent avenues. The Plan leverages strategic opportunities for infill development and redevelopment, in proximity to the rapid transit stations proposed as part of the future Eastern Transit Corridor.

The medium-high density residential, commercial, and mixed uses in proximity to the planned Eastern Rapid Transit Corridor, are in accordance with OurWinnipeg 2045 and the CCDS 2.0.

Through the 2-year Plan development and public consultation process, the public generally supported the intent and direction of the proposed Plan.

This Report Submitted by:
Planning, Property and Development Department
Urban Planning and Design Division

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PPD File SP 1/2026