Minutes – Executive Policy Committee – June 16, 2026

PUBLIC HEARINGS

Item No. 2 Secondary Plan – 1390 and 1470 Dugald Road (Transcona Ward) File SP 2/2026 [c/r SPA 5/2026 and DASZ 4/2026]

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

The Executive Policy Committee concurred in the recommendation of the Winnipeg Public Service, as amended, and recommended to Council:

1. That Council give first reading to By-law No. 37/2026, a draft of which is attached as Appendix "B", being a by-law to adopt The Waters Urban Village Neighbourhood Plan as a secondary plan by-law, with the following amendments:

    A. Amend proposed Policy 2.1.2 of Appendix "B" as follows:

        i. Replace "The plan area is anticipated to accommodate 2,835 dwelling units and a population of 7,087 people at full build-out, as well as 1,095 jobs" with "The plan area is anticipated to accommodate 2,946 dwelling units and a population of 6,777 people at full build-out, as well as 1,165 jobs".

    B. Amend proposed Policy 4.3.7 of Appendix "B" as follows:

        i. Replace "Auto-oriented uses, including but not limited to automotive repair/sales/rental and fuel sales, should be located on properties fronting onto Dugald Road and Suffield Street" with "Auto-oriented uses, including but not limited to automotive repair/sales/rental and fuel sales, should be located on properties fronting onto Dugald Road and the property immediately west of the Suffield Street/De Baets Street intersection".

    C. Add the following as Policy 5.4.5 of Appendix "B" as follows:

        i. "Existing trees should be protected and new trees should be planted through the plan area to achieve City tree canopy and diversity targets as outlined in the Comprehensive Winnipeg Urban Forest Strategy:

            a. Where possible, existing trees should be protected and incorporated into neighbourhood planning and design, including within parks;

EXECUTIVE POLICY COMMITTEE RECOMMENDATION (continued):

b. Planting shade trees is encouraged to mitigate urban heat island effects and provide shelter from extreme heat;

c. Street design and development should accommodate planting zones (either new or preservation of existing) that dedicate spaces and necessary soil volume for trees in order to achieve tree planting targets and in accordance with installation and/or tree protection specifications."

D. Amend proposed Policy 6.3.2.2 of Appendix "B" as follows:

i. Replace "Endeavour to fund, design, and build improvements to Dugald Road, Plessis Road, and the Lagimodiere & Dugald and Lagimodiere & Marion intersections in accordance with forecasted traffic volumes and City investment planning" with "Endeavour to fund, design, and build its share of improvements to Dugald Road and Plessis Road in accordance with forecasted traffic volumes, the Development Agreement Parameters, and City investment planning".

E. Remove the map in Appendix "C" Mobility Map and replace with the updated map in Appendix "C" attached to this report.

F. Remove Appendix "D" Growth-Enabling and Growth-Supportive Infrastructure of Appendix "B" and replace with Appendix "D" attached to 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.

DECISION MAKING HISTORY:

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

Moved by Councillor Duncan,
That the report of the Winnipeg Public Service be taken as read.

Carried

Moved by Councillor Duncan,
That the receipt of public representations be concluded.

Carried

Moved by Councillor Duncan,
That the recommendation of the Winnipeg Public Service be concurred in, with the following amendments:

- Delete Recommendations 1.D., E., and F., in their entirety, and renumber the remaining recommendations accordingly

and forwarded to Council.

Supporting Reasons:

1. The proposal institutes multi-use to currently vacant land.

2. It does not reduce industrial use.

3. It introduces new residential use.

4. Appropriate buffering from industrial properties and future residential use and aligns with CCDS, Complete Communities 2.0 Policies.

Carried

DECISION MAKING HISTORY (continued):

Moved by Councillor Duncan,
That the public hearing with respect to this application be concluded.

Carried

PUBLIC HEARING SUMMARY

File: SP 2/2026

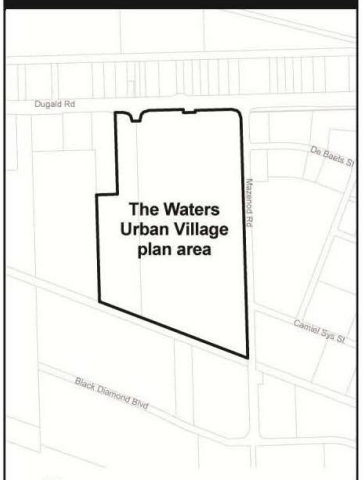
Before: Executive Policy Committee
His Worship Mayor Gillingham, Chairperson
Councillor Browaty
Councillor Duncan
Councillor Eadie
Councillor Lukes
Councillor Santos

Public Hearing: June 16, 2026
Council Building, 510 Main Street

Applicant: Landmark Planning and Design Inc. (Brennan Johnson)

Subject:

THE WATERS URBAN VILLAGE SP 2/2026



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EAST KILDONAN TRANSCONA COMMUNITY

APPLICANT : Landmark Planning & Design Inc. (Brennan Johnson)
FILE : SP 2/2026
PROPOSAL : The City of Winnipeg has received a proposal to adopt The Waters Urban Village Neighbourhood Plan as a secondary plan by-law (By-law No. 37/2026). Once adopted, the secondary plan will provide direction for the development of the subject property into a new mixed-use neighbourhood. A combined public hearing pursuant to Sections 234.7(3) and 236.1(2) of the City of Winnipeg Charter will be held before the Executive Policy Committee.

For information, contact Michael Pyl, Growth Management Coordinator, at 204-986-5595.

Premises Affected: 1390 and 1470 Dugald Road

For submission to: Council

Prepared by: Kate McMillan, Manager of the Decision Making Process
Executive Policy Committee

Report date: June 17, 2026

Executive Policy Committee Recommendation:

On June 16, 2026, the Executive Policy Committee concurred in the recommendation of the Winnipeg Public Service, as amended, and recommended to Council:

1. That Council give first reading to By-law No. 37/2026, a draft of which is attached as Appendix "B", being a by-law to adopt The Waters Urban Village Neighbourhood Plan as a secondary plan by-law, with the following amendments:

    A. Amend proposed Policy 2.1.2 of Appendix "B" as follows:

        i. Replace "The plan area is anticipated to accommodate 2,835 dwelling units and a population of 7,087 people at full build-out, as well as 1,095 jobs" with "The plan area is anticipated to accommodate 2,946 dwelling units and a population of 6,777 people at full build-out, as well as 1,165 jobs".

    B. Amend proposed Policy 4.3.7 of Appendix "B" as follows:

        i. Replace "Auto-oriented uses, including but not limited to automotive repair/sales/rental and fuel sales, should be located on properties fronting onto Dugald Road and Suffield Street" with "Auto-oriented uses, including but not limited to automotive repair/sales/rental and fuel sales, should be located on properties fronting onto Dugald Road and the property immediately west of the Suffield Street/De Baets Street intersection".

    C. Add the following as Policy 5.4.5 of Appendix "B" as follows:

        i. "Existing trees should be protected and new trees should be planted through the plan area to achieve City tree canopy and diversity targets as outlined in the Comprehensive Winnipeg Urban Forest Strategy:

            a. Where possible, existing trees should be protected and incorporated into neighbourhood planning and design, including within parks;

b. Planting shade trees is encouraged to mitigate urban heat island effects and provide shelter from extreme heat;

c. Street design and development should accommodate planting zones (either new or preservation of existing) that dedicate spaces and necessary soil volume for trees in order to achieve tree planting targets and in accordance with installation and/or tree protection specifications."

~~***D. Amend proposed Policy 5.5.1.1 of Appendix "B" as follows:***~~

~~***i. Replace "A 100m setback to the south property boundary of the plan area measured from the building wall of any habitable room or space within a dwelling" with "A 150m setback to the south property boundary of the plan area measured from the building wall of any habitable room or space within a dwelling".***~~

~~***E. Amend proposed Policy 5.5.1.2 of Appendix "B" as follows:***~~

~~***i. Replace "A 115m setback to the west property boundary of the plan area from the southwest corner of the site to a point approximately 400m to the north measured from the building wall of any habitable room or space within a dwelling" with "A 150m setback to the west property boundary of the plan area from the southwest corner of the site to a point approximately 400m to the north measured from the building wall of any habitable room or space within a dwelling".***~~

~~***F. Amend proposed Policy 5.5.4.1 of Appendix "B" as follows:***~~

~~***i. Replace "A wood fence a minimum of 2.4m in height shall be required to be erected along the south as well as the west property boundary from the southwest corner of the site to a point approximately 400m to the north to protect the enduring viability and desirability of the employment area at the earlier stage of:***~~

~~***a. One (1) year of an occupancy permit being issued for any residential development within the plan area; or***~~

~~***b. Prior to the development of any new structure located on the vacant lands immediately west of Phases D and E of the plan area."***~~

~~***With "A fence a minimum of 2.4m in height shall be required to be erected along the south as well as the west property boundary from the southwest corner of the site to a point approximately 400m to the north to protect the enduring viability and desirability of the employment area prior to any residential development in the plan area".***~~

G. Amend proposed Policy 6.3.2.2 of Appendix "B" as follows:

i. Replace "Endeavour to fund, design, and build improvements to Dugald Road, Plessis Road, and the Lagimodiere & Dugald and Lagimodiere & Marion intersections in accordance with forecasted traffic volumes and City investment planning" with "Endeavour to fund, design, and build its share of improvements to Dugald Road and Plessis Road in accordance with forecasted traffic volumes, the Development Agreement Parameters, and City investment planning".

H. Remove the map in Appendix "C" Mobility Map and replace with the updated map in Appendix "C" attached to this report.

I. Remove Appendix "D" Growth-Enabling and Growth-Supportive Infrastructure of Appendix "B" and replace with Appendix "D" attached to 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.

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

The Executive Policy Committee provided the following supporting reasons for its recommendation:

1. The proposal institutes multi-use to currently vacant land.

2. It does not reduce industrial use.

3. It introduces new residential use.

4. Appropriate buffering from industrial properties and future residential use and aligns with CCDS, Complete Communities 2.0 Policies.

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 March 9, 2026
2. Notification of Public Hearing
3. Manitoba Status of Titles 2475642/1 and 2753293/1
4. Letter of authorization dated December 21, 2025 from The Waters Business Park Inc. to Landmark Planning and Design Inc.
5. Letter of authorization dated December 21, 2025 from Terracon Development Ltd. to Landmark Planning and Design Inc.
6. Caveat 4250991/1
7. Noise Study off Dugald Road dated March 19, 2025
8. The Waters Urban Village Neighbourhood Plan
9. Waters Urban Village Planned Development Overlay 1
10. Title Plot dated July 24, 2025
11. Zoning Sketch dated February 11, 2026
12. Plan
13. Report from the Urban Planning Division dated June 5, 2026
14. Inspection Report
15. Presentation in support of the application, submitted by Brennan Johnson, Landmark Planning and Design Inc at the public hearing
16. Recording of Representations

REPRESENTATIONS:

In Support:

Matt Glavin
Brennan Johnson
Kerra Mruss
Donovan Toews

In Opposition:

Nil

For Information:

Councillor Wyatt

For the City:

J. Dunford, Chief Administrative Officer
H. Borys, Director of Planning, Property and Development
J. Veitch, Manager of Urban Planning and Design, Planning, Property and Development Department
M. Robinson, Principal Planner, Planning, Property and Development Department
M. Pyl, Growth Management Coordinator, Planning, Property and Development Department
C. Hoi, Planner, Planning, Property and Development Department
K. Kowalyk, Land Development Engineer, Planning, Property and Development Department
G. Chappell, Manager, Real Estate and Land Development, Planning, Property and Development Department

Exhibit “13” referred to in File SP 2/2026

ADMINISTRATIVE REPORT

Title: SP 2/2026 (By-law No. 37/2026) The Waters Urban Village Neighbourhood Plan

Issue: An application to adopt The Waters Urban Village Neighbourhood Plan as a secondary plan by-law (By-law No. 37/2026) to provide direction for the development of the subject property into a new mixed-use neighbourhood

Critical Path: Executive Policy Committee - Council

AUTHORIZATION

Author	Department Head	CFO	CAO
M. Pyl		n/a	

RECOMMENDATIONS

1. That Council give first reading to By-law No. 37/2026, a draft of which is attached as Appendix “B”, being a by-law to adopt The Waters Urban Village Neighbourhood Plan as a secondary plan by-law, with the following amendments:

   A. Amend proposed Policy 2.1.2 of Appendix “B” as follows:

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i. Replace "A 100m setback to the south property boundary of the plan area measured from the building wall of any habitable room or space within a dwelling" with "A 150m setback to the south property boundary of the plan area measured from the building wall of any habitable room or space within a dwelling".

E. Amend proposed Policy 5.5.1.2 of Appendix "B" as follows:

i. Replace "A 115m setback to the west property boundary of the plan area from the southwest corner of the site to a point approximately 400m to the north measured from the building wall of any habitable room or space within a dwelling" with "A 150m setback to the west property boundary of the plan area from the southwest corner of the site to a point approximately 400m to the north measured from the building wall of any habitable room or space within a dwelling".

F. Amend proposed Policy 5.5.4.1 of Appendix "B" as follows:

i. Replace "A wood fence a minimum of 2.4m in height shall be required to be erected along the south as well as the west property boundary from the southwest corner of the site to a point approximately 400m to the north to protect the enduring viability and desirability of the employment area at the earlier stage of:

a. One (1) year of an occupancy permit being issued for any residential development within the plan area; or
b. Prior to the development of any new structure located on the vacant lands immediately west of Phases D and E of the plan area."

With "A fence a minimum of 2.4m in height shall be required to be erected along the south as well as the west property boundary from the southwest corner of the site to a point approximately 400m to the north to protect the enduring viability and desirability of the employment area prior to any residential development in the plan area".

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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 adopt The Waters Urban Village Neighbourhood Plan as a secondary plan by-law (By-law No. 37/2026) to provide direction for the development of the subject property into a new mixed-use neighbourhood.

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. 104/2020.

IMPLICATIONS OF THE RECOMMENDATIONS

If the recommendations of the Public Service are concurred in, the report will proceed to Council for first reading of The Waters Urban Village Neighbourhood Plan By-law No. 37/2026.

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

If Council adopts the proposed secondary plan, all future development applications within the plan area will need to conform to the amendment.

CONSULTATION

This Report has been prepared in consultation with:

- Legal Services, as to legal issues

SUBMITTED BY

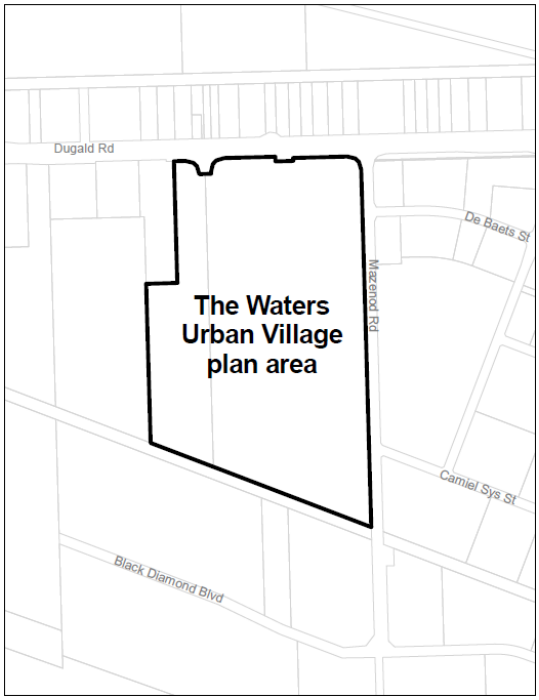
Department: Planning, Property, and Development
Division: Urban Planning and Design
Prepared by: Michael Pyl, RPP, MCIP
Date: June 5, 2026
File No: SP 2/2026

LIST OF SCHEDULES AND APPENDICES

Appendix “A”: Planning Discussion
Appendix “B”: Proposed By-law No. 37/2026
Appendix “C”: Recommended update to the Mobility Map in Appendix “C” of the proposed Waters Urban Village Neighbourhood Plan
Appendix “D”: Recommended update to Appendix “D” of the proposed Waters Urban Village Neighbourhood Plan related to growth-enabling and growth-supportive infrastructure

APPENDIX "A"- PLANNING DISCUSSION

DATE:	June 5, 2026
FILE:	SP 2/2026
RELATED FILES:	SPA 5/2026, DASZ 4/2026
COMMUNITY:	East Kildonan-Transcona
NEIGHBOURHOOD #:	4.537 (St Boniface Industrial Park)
SUBJECT:	Adoption of The Waters Urban Village Neighbourhood Plan as a secondary plan by-law
LOCATION:	1390 & 1470 Dugald Rd



LEGAL DESCRIPTION:	ALL THOSE PORTIONS OF LOTS 231 AND 232 WHICH LIE NORTH OF RLY PLAN 2474 WLTO AND ALL LOT 233 PLAN 433 WLTO EXC OUT OF SAID LOT 233, ROAD PLAN 13925 WLTO IN ROMAN CATHOLIC MISSION PROPERTY AND LOT 2 PLAN 5661 WLTO IN LOTS 234 AND 235 ROMAN CATHOLIC MISSION PROPERTY
APPLICANT:	Landmark Planning & Design Inc. (c/o Brennan Johnson)
OWNER:	The Waters Business Park Inc. 1 Terracon Pl Winnipeg, MB R2J 4B3

RECOMMENDATION: Approval with amendments

SITE DESCRIPTION

- The subject property is located at the southwest corner of the intersection of Dugald Rd and Mazenod Rd in the St Boniface Industrial Park neighbourhood of the Transcona ward.
- The subject property is 110 acres in area, with approximately 1,640 ft. (500 m) of frontage along Dugald Rd and 3,120 ft. (950 m) along Mazenod Rd. It is largely vacant, with a two-storey multi-tenant business park building at the southwest corner of Mazenod Rd and De Baets St and a Co-op Cardlock gas station in the northeast corner of the site fronting Dugald.
- The majority of the site is designated "Employment Lands – Business Park" in Complete Communities Direction Strategy 2.0, while a small portion of the northwest corner is designated "Employment Lands – General Industrial", and a small portion of the southwest corner is designated "Employment Lands – Core Industrial". The majority of the site is zoned "M2" Manufacturing – General, while the Dugald Rd frontage is zoned "M1" Manufacturing – Light.

SURROUNDING LAND USE & ZONING

- **North:** A row of industrial businesses designated "Employment Lands – General Industrial" in the Complete Communities Direction Strategy 2.0 and zoned "M1" Manufacturing Light district.
- **South**: The Greater Winnipeg Water District Railway, and beyond, industrial uses including a FedEx ground terminal and Parmalat dairy processing plant, both designated "Employment Lands – Core Industrial" and zoned "M3" Manufacturing Heavy district. The wider area includes other "M3" industrial uses as well as vacant industrial land currently owned and being marketed by the City.
    - The GWWD railway accommodates low levels of traffic, with trains running three times a week in winter months, increasing up to once per day in the summer.
- **East**: Industrial uses designated "Employment Lands – General Industrial" and zoned "M2" Manufacturing General district as well as a stormwater retention pond and off-leash dog park zoned "PR1" Parks and Recreation and "M2" districts.
- **West**: Industrial uses along Dugald Rd designated "Employment Lands – General Industrial" and zoned "M1" and, behind, primarily vacant land and outdoor storage uses designated "Employment Lands – Core Industrial" and zoned "M2".
    - On March 25, 2021, Council approved a large industrial subdivision and rezoning application (DASZ 13/2020) immediately west of the subject property; however, its approval has since expired and the file will not be proceeding.



Figure 1: Aerial map of subject property and surrounding area

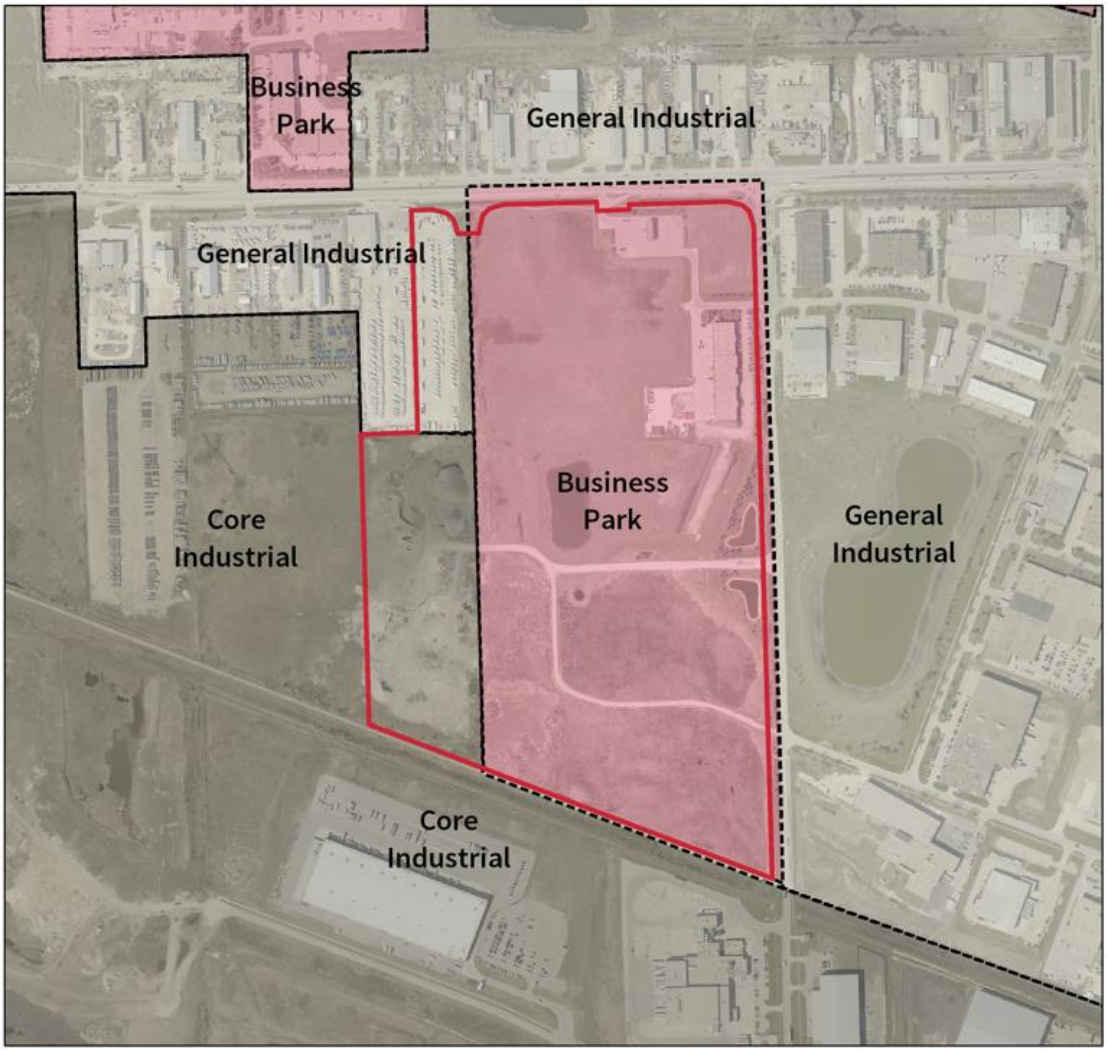


Figure 2: Map of CCDS 2.0 Employment Lands sub-designations

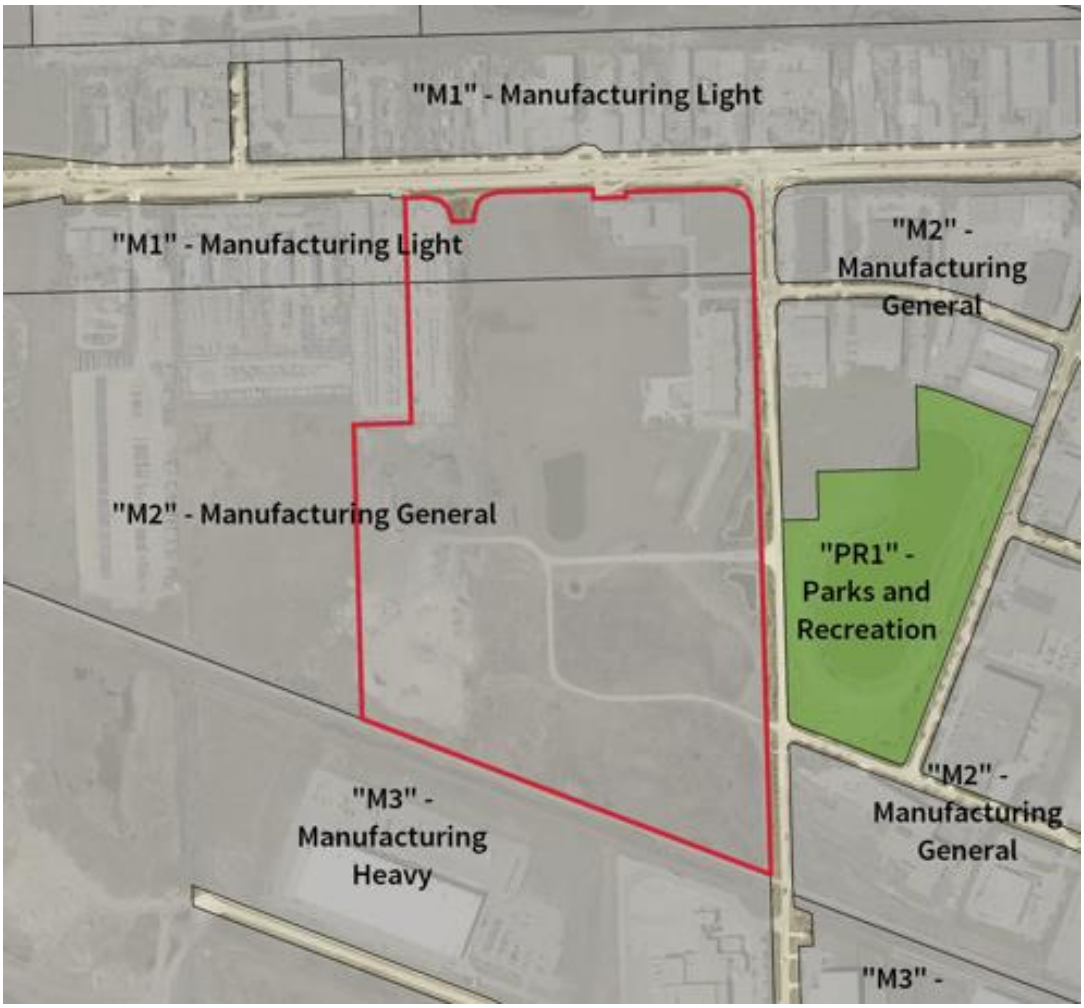


Figure 3: Zoning map of subject property and surrounding area

DESCRIPTION OF THE PROPOSED DEVELOPMENT

- The applicant is proposing the adoption of The Waters Urban Village Neighbourhood Plan as a secondary plan by-law. This plan will allow for the development of the subject property into a mixed use neighbourhood.
- The mixed use neighbourhood will include:
    - Approximately 2,946 residential units in various multifamily typologies, including small scale, low rise, mid rise, and high rise residential buildings, as well as mixed use buildings with ground-floor commercial units. The highest densities are proposed to be located closest to the Primary Transit Network along Dugald Rd in a Town Centre, tapering down to low rise multifamily dwellings south of Waters Dr.
    - A commercial town centre along Dugald Rd with a pedestrian-oriented design.
    - Six additional business park employment buildings, which combined with the existing building will total 345,000 sq. ft. of floor area at full build-out. These buildings will line the south and west (from the southwest corner to a point approximately 400m to the north) property lines to buffer the proposed residential uses from adjacent existing and future employment uses.
    - A central park space centered on an existing stormwater retention pond.

    - A potential school site south of Waters Dr.
- In order to adopt this plan and allow for residential uses, the applicant is also proposing to re-designate the subject property from “Employment Lands – Business Park”, “Employment Lands – General Industrial”, and “Employment Lands – Core Industrial” to “Major Redevelopment Sites” in Complete Communities 2.0 in a concurrent secondary plan application (SPA 5/2026). The applicant is also proposing a subdivision and rezoning application (DASZ 4/2026) to create blocks, public reserve, and public rights-of-way and to rezone the site to zoning districts enabling this development using a Planned Development Overlay (PDO).

DESCRIPTION OF THE PROPOSED SECONDARY PLAN

- The intent of the plan is to facilitate the creation of a new mixed use neighbourhood while promoting the enduring viability and desirability of adjacent employment areas for industrial uses.
- The secondary plan area is divided into four land use designations: Lower Density Residential, Medium Density Residential, Town Centre, and Productive Lands. Policies prescribe predominant land uses and densities. The Productive Lands designation aligns with the planned future business park buildings.
- The plan includes a Buffering section intended to mediate the interface between proposed residential uses and existing and future industrial uses around the site. Proposed measures include:
    - A 100m setback between the south property boundary and a 115m setback between the west property boundary (measured from the southwest corner of the site to a point approximately 400m to the north) to the building wall of any habitable room or space within a dwelling. The location of these setbacks aligns with adjacent “Employment Lands – Core Industrial” designations, whose policies place the strongest emphasis on land use conflict mitigation.
    - The construction of a wood fence a minimum of 2.4m in height along the same portions of the south and west property lines proposed to be constructed within one year of occupancy of any residential development within the plan area, or alternatively, prior to the development of any new structure on vacant lands immediately to the west.
    - A 65m setback between the north side of Dugald Rd outside of the plan area to the building wall of any habitable room or space within a dwelling.
    - A restriction on the construction of principal buildings other than employment uses within 15m of the south property boundary. This is intended to achieve compliance with the Federation of Canadian Municipalities’ Guidelines for New Development in Proximity to Railway Operations standards for residential setbacks to rail corridors with the least amount of traffic.
    - The plan also recommends noise attenuating residential construction during the development application stage. This can include requirements for climate controlled units and/or higher acoustic window and door standards.
- The plan provides robust urban design policies, primarily with an aim towards achieving a pedestrian-oriented environment in the Town Centre and adjacent streets. It does this by defining a Priority Pedestrian Street along an extended De Baets St (Prairie Way) and Secondary Pedestrian Streets along two north-south streets internal to the site and prescribing prioritized urban design guidelines accordingly.

- Phasing policies describe servicing requirements and their impacts on the sequencing of different phases. These interdependencies are best communicated using the map in Appendix B of the plan.
- The plan also includes School Site, Parks and Open Space, Transportation, and Implementation sections.

COLLABORATION WITH THE PUBLIC SERVICE

- Public Service review of the proposed development began in Spring 2022 when the applicant submitted a Pre-Application. Since initial feedback was provided, the applicant made several changes to their design concept, including:
    - Relocated the highest densities to the north end of the site to better align with CCDS 2.0 policy directing the highest densities to transit;
    - Reconfigured the positioning of proposed buildings to better frame the public right-of-way to create more pedestrian-friendly streetscapes;
    - Introduced a public plaza in the commercial town centre;
    - Re-designed land drainage retention ponds to accommodate additional opportunities for active and passive recreation; and
    - Re-designed pathways to provide more direct connections to community focal points.
- More recently, the proponent worked closely with the Public Service leading up to application submission to refine the draft secondary plan.
- The financial impact analysis, provided as an appendix to the concurrent SPA 5/2026 application and described in the administrative report therein, was prepared in close collaboration with the landowner, with discussions having begun in Spring 2024.
- The Transportation Impact Study and Servicing Brief were prepared in consultation with the Public Service.

POLICY CONTEXT

OurWinnipeg 2045

- OurWinnipeg 2045 is the City's development plan. It sets out the City's long terms plans and policies respecting its physical, social, environmental, and economic objects, and along with Complete Communities 2.0, it guides land use and development in Winnipeg.
- Applicable policies include:
    - 6.9 Secondary Plans. 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.
    - 6.10 Secondary Plans. Secondary plans may be initiated and led by either the City of Winnipeg or external parties in collaboration with the City. Complete Communities will provide direction, where appropriate.
    - 6.11 Secondary Plans. The contents of a secondary plan, including its vision, goals, objectives, and policies must be consistent with and promote this Plan's goals. Complete Communities will provide more specific direction with regards to secondary plan content.

- 6.15 Transformative Areas. Designate Downtown, Corridors, Mixed Use Centres, Major Redevelopment Sites, and New Communities as Transformative Areas within the Urban Structure, representing lands that provide the best opportunities to accommodate significant growth and change.
- 6.26 Major Redevelopment Sites. 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.

Complete Communities 2.0

- Complete Communities Direction Strategy 2.0 (CCDS 2.0) is a citywide secondary plan that builds upon OurWinnipeg 2045 by providing detailed guidance on land use and development.
- Goal 3 of the General Growth section of Complete Communities 2.0 directs the highest residential and employment densities to areas that can provide the best transit service:
    - 3.1 Where compatible with surrounding land uses and subject to other applicable policies of this By-law, direct the highest multifamily residential densities to the areas that provide the best transit service.
        - 3.1.1 High multifamily residential densities may be encouraged Downtown and in proximity to existing rapid transit stations and Corridors. Support the highest densities in this range in closest proximity to transit stations.
        - 3.1.2 Medium multifamily residential densities may be encouraged in proximity to the existing and planned Primary Transit Network. Support the highest densities in this range in closest proximity to transit stations.
- CCDS 2.0 Major Redevelopment Site policies (Section C5) enable the redevelopment of vacant or underutilized sites while promoting a well-designed, walkable environment. Development of Major Redevelopment Sites must be guided by a secondary plan. Applicable policies include:
    - 1.2 Require that a secondary plan in respect of a Major Redevelopment Site provides for the following information, without limitation:
        - A vision for the area;
        - Anticipated population at full build-out;
        - Alignment of the Primary Transit Network and location of its stations where applicable, as well as alignment of the feeder network;
        - Land use policies, including the location of specific designations and alignment of parks and open space with natural features and riverbanks, where appropriate;
        - Urban design principles;
        - Building density, height, setback, and size ranges and the areas where they apply;
        - External and internal mobility connections (e.g. streets, rear lanes, sidewalks, and cycle paths);
        - Key gateways and streets with active edges;
        - Transition to adjacent areas and uses;
        - Public realm improvements;
        - Servicing requirements, including green infrastructure qualities such as landscaping features and storm water management;
        - Identification of City-funded growth-enabling and growth-supportive infrastructure and their approximate costs;
        - Phasing of development and anticipated subdivisions, where appropriate;

        - Implementation strategy, including roles and responsibilities for implementation; and
        - Other policies or context specific guidelines as deemed appropriate.
    - 2.2 Transit frequency. Support rapid transit and high-frequency transit service by encouraging medium-to-high density residential, commercial, and mixed uses at rapid transit stations and Primary Transit Network stations, in accordance with Policy section 3.1 of the General Growth section.
    - 3.1 Mixed use. Provide a mix of employment, high-density housing, retail, and service uses within Major Redevelopment Sites in a way that compliments the needs of adjacent communities.
    - 3.5 Compatibility. Implement mitigation measures to minimize any negative impacts new development may have on neighbouring streets, parks, and properties.
    - 3.7 Housing. Support a range of different types, tenures, and unit sizes in housing opportunities.
- CCDS 2.0 Employment Lands policies (Section E1) emphasize the importance of maintaining a stable operating environment for businesses by preventing the intrusion of incompatible uses and by maintaining the attractiveness of Employment Lands for proposed uses. Applicable policies include:
    - 5.1 Buffer and protect Employment Lands from encroachment by other incompatible land uses.
        - 5.1.1 Endeavour to provide a minimum separation distance of 300 metres between Core Industrial areas and residential uses.
        - 5.1.2 Provide appropriate separation distances and/or buffering between General Industrial areas and residential uses.
    - 5.2 Encourage light industrial uses, quasi-industrial uses, and subordinate commercial uses to act as buffers in Employment Lands that are close to existing and planned residential areas, as long as the scale and type of these uses is consistent with the planned function of the area.

Winnipeg Transit Master Plan

- On April 29, 2021, Council approved the Winnipeg Transit Master Plan as the long-range strategic plan for public transit in the City of Winnipeg. It presents a 25-year vision for transit service and infrastructure, resulting in a simpler and more efficient, effective, and accessible system. It is based on two main service classes. The first is a Primary Network of rapid, frequent, and direct routes whose permanence is intended to inform people's decisions on where to live or locate a business, if access to high frequency transit is important to them. The second is the Feeder Network that connects neighbourhoods to the Primary Network and local services at less frequent intervals.
- Since the new network has been implemented, Direct service is being provided along Dugald Rd via route D14. This classification is considered part of the Primary Network, with wait times of 10-15 minutes at peak, and 10-20 minutes at off-peak.

ANALYSIS AND ISSUES

A summary of the proposed secondary plan can be organized into four main themes: 1) Permitted land uses, 2) Buffering; 3) Urban design; and 4) Phasing and servicing. How the plan addresses each theme is described above in the Description of the Proposed Secondary Plan section. The Public Service worked with the proponent to refine the draft plan prior to application

submission. At this point there are only a few recommended edits; they are noted below, organized by theme.

Urban Design

- Proposed Policy 4.3.7 directs auto-oriented uses to properties fronting onto Dugald Rd and Suffield St to protect the pedestrian orientation of the rest of the site.
- The proponent has communicated that the intent of including Suffield-fronting properties is to accommodate the potential for auto-oriented design on the property immediately west of the Suffield St/De Baets St (Prairie Way) intersection. A minor amendment is recommended to ensure auto-oriented uses are not permitted along Suffield beyond this property.
- Policies related to tree planting are recommended to be added to the High-Quality Urban Design section as noted in the Recommendations.

Buffering

- CCDS 2.0 policy directs the City to endeavour to provide a 300 metre separation distance between Core Industrial areas and residential uses. If this were applied, the proposed development could not be accommodated, so additional measures have been proposed to supplement a reduced setback of 100m along the south property line and 115m along the west where adjacent to the Core Industrial designation.
- The Public Markets Major Redevelopment Site “D” Secondary Plan mediates a similar residential-Core Industrial interface and allows for a reduced setback of no less than 150 metres. In addition to the proposed fencing described below and a potential requirement for noise-attenuating construction (application to be confirmed in the DASZ report), it is recommended that the same standard be applied. Core Industrial lands are intended to provide a higher-than-average degree of separation from residential uses that can compromise industrial operations. Increasing this setback to 150 metres may necessitate some minor adjustments to the proponent’s building and site plans.
- Proposed Policy 5.5.4.1 requires the landowner to install a 2.4m (7.9 ft.) wood fence within one year of occupancy for any residential development within the plan area, or prior to the development of any new structure located on adjacent vacant lands immediately west of the plan area. It is recommended that this requirement be advanced slightly so that a fence is in place prior to on-site residential development. Fencing is important to physically deter trespassing and maintain a psychological sense of separation to assure surrounding industrial land owners. It is also recommended that this policy not reference construction material, as there are acceptable alternatives that should not trigger potential future amendment applications. Future development agreements will clarify this requirement.
- These proposed buffering measures are meant to provide stable operating conditions for future industrial uses on adjacent vacant land more so than protecting against existing conditions:
    - The proponent commissioned a noise study to understand existing and future noise impact on the proposed residential population. It found that the largest sources of nearby noise are the surrounding streets, notably Dugald Rd to the north and Mazenod Rd to the east, rather than surrounding businesses.
- CCDS 2.0 policy directs the City to require that new residential development in proximity to rail lines and operations incorporate appropriate safety and compatibility measures. The Federation of Canadian Municipalities’ Guidelines for New Development in Proximity to

Railway Operations recommend a 15 metre setback from rail lines, and do not recommend noise barriers, for this low level of traffic.

Phasing and Servicing

- CCDS 2.0 Policy C5.1.2 (Major Redevelopment Sites) requires that secondary plans identify City-funded growth-enabling and growth-supportive infrastructure and their approximate costs. Finalizing this has been an iterative process between City departments, the applicant, the applicant's engineering consultant, and the landowner. Since the secondary plan application was received, figures have changed slightly. Edits are recommended to bring this section of the plan in alignment with the financial impact analysis provided as Appendix "C" of the administrative report for the concurrent CCDS 2.0 amendment (SPA 5/2026).

RECOMMENDATION

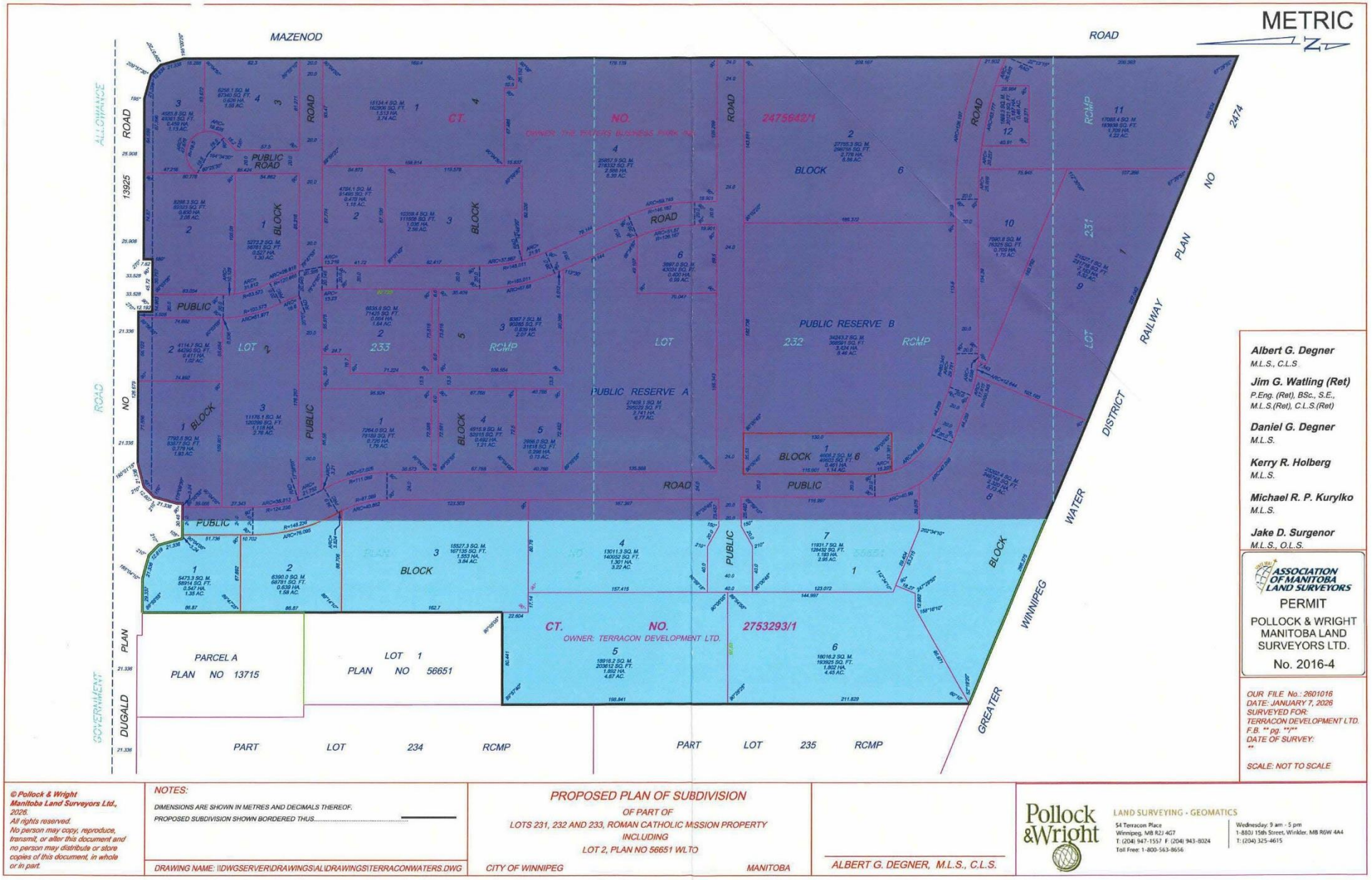
The Urban Planning & Design Division recommends approval with amendments for the following reasons:

- The plan satisfies the requirements for a Major Redevelopment Site secondary plan prescribed by Policy C5.1.2;
- The proposed secondary plan prescribes a vision that aligns with CCDS 2.0 policies by locating the highest densities in closest proximity to transit, and providing sufficient policies to create a walkable Town Centre with a mix of uses.
- CCDS 2.0 policy establishes a high buffering standard by recommending a 300 metre separation distance between Core Industrial areas and residential uses. While this cannot be achieved on this site while still allowing for residential development, additional measures have been proposed, including setbacks of between 100 and 115 metres, the construction of a buffering fence within one year of the introduction of residential uses, and the potential requirement for noise-attenuating construction. Amendments to increase the setback to 150 metres and to ensure that the construction of the buffering fence occurs prior to the introduction of residential dwellings will help ensure this policy intent is provided.

Additional amendments are recommended to:

- Align the housing, population, and job forecasts with the financial impact analysis.
- Clarify plan entitlements for auto-oriented uses;
- Encourage the protection of existing trees and the planting of new trees;
- More accurately reflect existing and planned active transportation facilities in the site and surrounding area; and
- Bring the plan's appendix on growth-enabling and growth-supportive infrastructure in alignment with the most recent version of the financial impact analysis provided as Appendix "C" of the administrative report for the concurrent CCDS 2.0 amendment (SPA 5/2026).

Exhibit “12” referred to in File SP 2/2026



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NOTES:
DIMENSIONS ARE SHOWN IN METRES AND DECIMALS THEREOF.
PROPOSED SUBDIVISION SHOWN BORDERED THUS.....

DRAWING NAME: \\DWGSERVER\DRAWINGS\ALL\DRAWINGS\TERRACONWATERS.DWG

PROPOSED PLAN OF SUBDIVISION
OF PART OF
LOTS 231, 232 AND 233, ROMAN CATHOLIC MISSION PROPERTY
INCLUDING
LOT 2, PLAN NO 56651 WLTO
CITY OF WINNIPEG MANITOBA

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