Agenda – Council – June 25, 2026

Report – Executive Policy Committee – June 16, 2026

Item No. 1 Secondary Plan Amendment – 1390 and 1470 Dugald Road (Transcona Ward)
File SPA 5/2026 [c/r SP 2/2026 and DASZ 4/2026]

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

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

1. That Council give first reading to the proposed By-law No. 38/2026, a draft of which is attached as Appendix "B", being a by-law to amend the Complete Communities Direction Strategy 2.0 By-law No. 119/2020 in accordance with this report, with the following amendment:

    A. Amend proposed Policy C5.3.9.1 of Section 5 of Appendix "B" as follows:

        i. Replace "100 metre setback from the south and southwest property lines" with "150 metre setback from the south and southwest property lines".

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.

Agenda – Council – June 25, 2026

Report – Executive Policy Committee – June 16, 2026

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On June 16, 2026, the Executive Policy Committee concurred in the recommendation of the Winnipeg Public Service and submitted the matter to Council.

PUBLIC HEARING SUMMARY

File: SPA 5/2026

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 SPA 5/2026

N

EAST KILDONAN TRANSCONA COMMUNITY

APPLICANT: Landmark Planning & Design Inc. (Brennan Johnson)
FILE: SPA 5/2026
PROPOSAL: The City of Winnipeg has received a proposal to amend the Complete Communities Direction Strategy 2.0 By-law No. 119/2020 by re-designating the subject property from "Employment Lands – Business Park", "Employment Lands – Core Industrial", and "Employment Lands – General Industrial" to "Major Redevelopment Site" to accommodate the development of 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 and recommended to Council:

1. That Council give first reading to the proposed By-law No. 38/2026, a draft of which is attached as Appendix "B", being a by-law to amend the Complete Communities Direction Strategy 2.0 By-law No. 119/2020 in accordance with this report, with the following amendment:

    A. Amend proposed Policy C5.3.9.1 of Section 5 of Appendix "B" as follows:

        i. Replace "100 metre setback from the south and southwest property lines" with "150 metre setback from the south and southwest property lines".

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.

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. Title Plot dated July 24, 2025 10. Zoning Sketch dated February 11, 2026 11. Plan 12. Report from the Urban Planning Division dated June 5, 2026 13. Inspection Report 14. Presentation in support of the application, submitted by Brennan Johnson, Landmark Planning and Design Inc at the public hearing 15. 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 “12” referred to in File SPA 5/2026

ADMINISTRATIVE REPORT

Title: SPA 5/2026 (By-law No. 38/2026) The Waters Urban Village

Issue: An application to amend Complete Communities Direction Strategy 2.0 to re-designate lands at 1390 & 1470 Dugald Rd from “Employment Lands – Business Park”, “Employment Lands – Core Industrial”, and “Employment Lands – General Industrial” to “Major Redevelopment Site” to accommodate a mixed use neighbourhood

Critical Path: Executive Policy Committee - Council

AUTHORIZATION

Author	Department Head	CFO	CAO
J. Veitch		n/a	

RECOMMENDATIONS

1. That Council give first reading to the proposed By-law No. 38/2026, a draft of which is attached as Appendix “B”, being a by-law to amend the Complete Communities Direction Strategy 2.0 By-law No. 119/2020 in accordance with this report, with the following amendment:

A. Amend proposed Policy C5.3.9.1 of Section 5 of Appendix “B” as follows:

   i. Replace “100 metre setback from the south and southwest property lines” with “150 metre setback from the south and southwest property lines”.

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

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

REASON FOR THE REPORT

An application has been received to amend the Complete Communities Direction Strategy 2.0 By-law No. 119/2020. The proposed amendment would redesignate the subject property from “Employment Lands – Business Park”, “Employment Lands – Core Industrial”, and “Employment Lands – General Industrial” to “Major Redevelopment Site” to accommodate a mixed use neighbourhood.

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

A secondary plan by-law, including amendments, requires a public hearing prior to first reading in accordance with the City of Winnipeg Charter and the Development Procedures By-law No. 104/2020.

IMPLICATIONS OF THE RECOMMENDATIONS

If the recommendations of the Public Service are concurred in, the Complete Communities Direction Strategy By-law No. 119/2020 will be amended in accordance with this report.

CONSULTATION

This Report has been prepared in consultation with:

- Economic Development and Policy Office, as to the financial impact analysis
- Legal Services, as to legal issues
- Public Works Transportation Division, as to planned capital road projects

SUBMITTED BY

Department: Planning, Property, and Development
Division: Urban Planning and Design
Date: June 5, 2026
File No: SPA 5/2026

LIST OF SCHEDULES AND APPENDICES

Appendix “A”: Planning Discussion
Appendix “B”: Proposed By-law No. 38/2026
Appendix “C”: The Waters Urban Village Land Development Financial and Economic Impact Analysis Technical Report

APPENDIX "A"- PLANNING DISCUSSION

DATE: June 5, 2026

FILE: SPA 5/2026

RELATED FILES: SP 2/2026, DASZ 4/2026

COMMUNITY: East Kildonan-Transcona

NEIGHBOURHOOD #: 4.537 (St Boniface Industrial Park)

SUBJECT: Proposed amendment to the Complete Communities Direction Strategy By-law No. 199/2020

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 (GWWD) 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 expired and the file will not be proceeding.

Figure 1: Aerial map of subject property and surrounding area

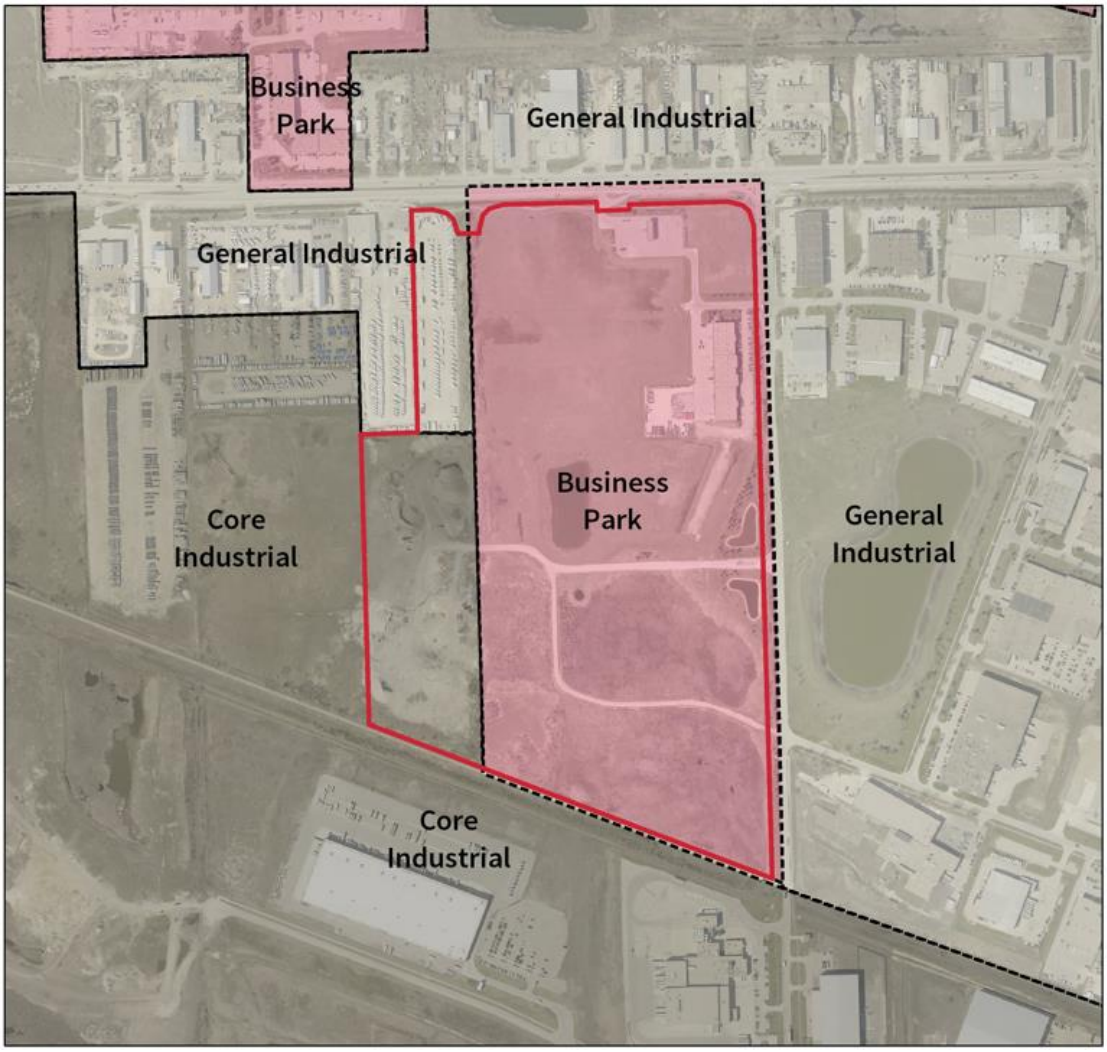

Figure 2: Map of CCDS 2.0 Employment Lands sub-designations

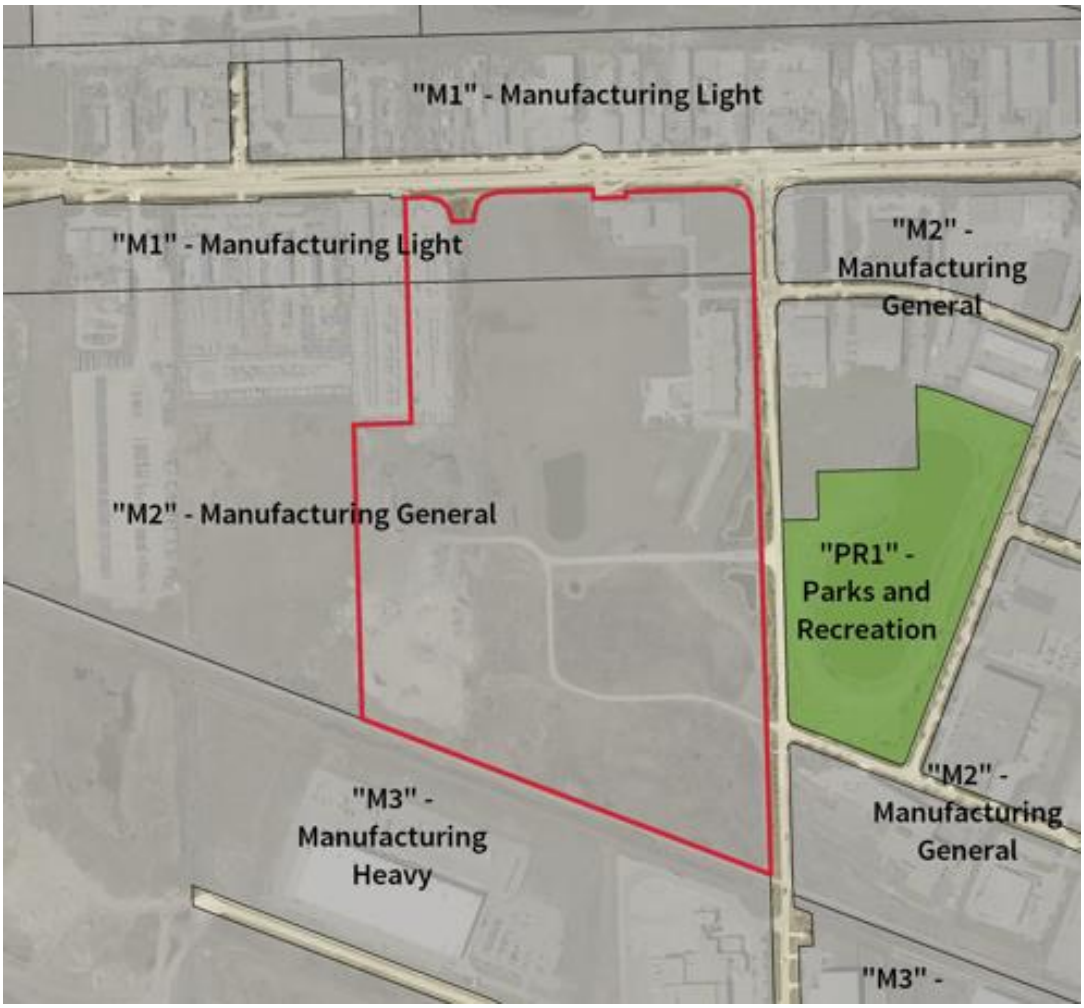

Figure 3: Zoning map of subject property and surrounding area

DESCRIPTION OF THE PROPOSED DEVELOPMENT

- The applicant is proposing 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 to allow for the development of a mixed use neighbourhood.
- The mixed use neighbourhood will include:
    - Approximately 2,946 residential dwelling 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.
- At the Public Service's request, the applicant is also proposing the addition of policies to the Major Redevelopment Sites section to maintain on-site employment uses and remediate the residential-industrial interface.
- In concurrence with this application, the applicant is also proposing to establish a new secondary plan (SP 2/2026) to guide development of the site. It 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).

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 up until report submission, the applicant has worked with the Public Service to refine its proposed secondary plan and supporting background studies.

- The financial impact analysis, prepared by the Public Service, provided as Appendix "C", and described below, was prepared in close collaboration with the landowner, with discussions having begun in Spring 2024.

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.
    - 6.15 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.
    - 6.31 Employment Lands. Designate Employment Lands within the Urban Structure to accommodate forecasted job growth and advance economic development in both the City and region, while mitigating incompatible land use conflicts to provide a stable operating environment for businesses and to promote community health and safety.

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.
- CCDS 2.0 Employment Lands policies (Section E1) emphasize the importance of providing a stable operating environment for businesses by preventing the intrusion of incompatible uses. They prescribe criteria upon which conversion proposals are evaluated. By generally discouraging them, they establish a high threshold to clear. Applicable policies include:
    - 4.1 Provide a stable operating environment for businesses by preventing the intrusion of incompatible uses and by maintaining the affordability and attractiveness of Employment Lands for planned uses.
    - 4.2 Generally discourage the conversion of Employment Lands to other designations.
        - 4.2.1 Prioritize the protection of General and Core Industrial areas close to major transportation corridors such as railways, highways, and major arterial roads, as well as large industrial-zoned sites.
    - 4.5 Require that requests to create new Employment Land areas, to convert designated Employment Lands to another designation, or to re-designate existing lands from one Employment Land category to another satisfy the following criteria:
        - The proposed use would not adversely affect the overall viability or desirability of the larger employment area and/or other surrounding existing and future land uses;
        - The proposed use will not result in land use conflicts; and
        - There is existing or planned infrastructure to accommodate the proposed use(s).
    - 4.6 In addition to 4.5, consider the following criteria when evaluating proposals to re-designate Employment Lands:
        - There is a demonstrated need for the proposed use(s) and there are no other sites that could accommodate the proposed use;
        - The lands are not required over the time horizon of this By-law for their designated purpose or the subject lands are deemed unsuitable for employment uses within and beyond this By-law's time horizon;
        - The immediate and cumulative impact on the city-wide supply of vacant serviced Employment Lands. Supply considerations shall include site size, marketability, and implications on the City's capital budget; and
        - City capital investments necessary to enable the proposed development.
    - 4.12 Permit retail and service uses in General Industrial, Core Industrial, and Business Park areas, but require that these uses be clearly ancillary to the intent of the area designation and not be of a size or nature that will primarily draw clientele from beyond the local employment area.
    - 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.
- Financing Growth policies direct the City to ensure that growth is accommodated in a way that achieves financial sustainability. As a result, Policy B2.3.3 allows the City to require proponents to submit a fiscal impact analysis to evaluate a proposal's financial implications to the City and to inform decision-making.
- Policy G2.1.1 (Strategic Infrastructure and Resources) requires that new residential development near freight rail operations incorporate appropriate safety and compatibility measures.

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.

FINANCIAL IMPACT ANALYSIS

- The financial implications of the proposed development were analyzed using the Public Service's land development financial impact model. This model projects development-related costs and revenues over 75 years under current municipal policies. It can also be used to demonstrate the impact of the development on the regional economy and other levels of government. The full methodology can be found here, and the results are provided in Appendix "C".
- The model assumed build-out would begin in 2027, with residential components completed by 2031 and the employment component completed by 2046.
- City-funded capital costs are major inputs to the model. It is estimated that there are $120 million in capital projects in the area that would support this development, most of which consist of improvements to the regional transportation network. However, the development benefits from these capital projects in the amount of $6.6 million.
- The financial impacts associated with this development are estimated for both the city's tax-supported and consolidated budget (which includes utility and transit) over a 75-year period:
    - Tax-supported: this development is anticipated to generate $409 million in revenue and $329 million in cost, which has a net financial benefit of $80 million (2026 dollars). This translates to a net present value of $13 million and a return on investment of 24% after 75 years.
    - Consolidated: adding in utility and transit operations, this development is projected to generate a total of $890 million in revenue and $553 million in cost, which has a net financial benefit of $336 million (2026 dollars). This translates to a net present value of $102 million and a return on investment of 54% after 75 years.

- In addition to the financial impacts above, the pay-back period is an important metric that estimates how long it takes the municipality to recoup the costs associated with enabling and supporting the development, and are also analyzed for tax-supported and consolidated operations:
    - Tax-supported: revenues to the city's tax-supported budget are anticipated to exceed costs immediately starting in 2027, except for a short period between 2032 and 2035 while revenue growth catches up with high population and municipal operating costs located within the development. This indicates the break-even year is immediate.
    - Consolidated: adding in utility and transit operations, cumulative revenue also immediately begins to exceed cumulative cost starting in 2027, making the payback period 1 year from 2026. This is largely due to immediate utility revenue helping offset operating and capital costs for tax-supported and transit operations on paper. However, aside from the utility dividend, utility revenue cannot be used to balance tax-supported and transit budgets and is instead used to support system-wide maintenance and improvements across water and wastewater operations.
- The model considered alternative build-out scenarios:
    - It is noted that the densities proposed by the proponent are higher than other comparable multifamily development. If the site were to build out to more typical densities, it is estimated that the net present value of the consolidated budget would decrease by 19% over 75 years, as less people living in the area would result in less water and sewer fees paid to the utility. The return on the tax-supported portion of the budget actually increases with less density, as more people incur higher per-capita operating costs associated with police, fire, parks, etc.
    - Additional alternative scenarios were considered where the site would be developed with a large industrial user in 2034, and a scenario where the site is fully developed as business park uses, with one new building built every five years from 2027 to 2092. The current proposal provides the highest 75-year NPV on the City's consolidated budget and provides the second-largest impact on Winnipeg's gross domestic product (GDP), after the business park scenario.
- The results of this analysis are not surprising. High-density mixed-use development will almost always produce a higher return than industrial development and there are also limited capital costs attributable to this development.
- The results from the Financial Impact Analysis are intended to supplement decision-making. However, the proposal's merits relative to CCDS 2.0 Employment Lands conversion criteria should ultimately inform Council's decision.

ANALYSIS AND ISSUES

- Policy E1.4.5 (Employment Lands) of CCDS 2.0 prescribes criteria that must be met to support a request to convert designated Employment Lands to another designation. These criteria are addressed below and should be the basis for decision-making.

4.5(a) "The proposed use would not adversely affect the overall viability or desirability of the larger employment area and/or other surrounding existing and future land uses"; and

4.5(b) "The proposed use will not result in land use conflicts"

- Residential uses near employment lands can compromise industrial operations in the ways noted below. CCDS 2.0 requires Council to consider the needs of both existing and future businesses.
    - Complaints about noise and odour can lead to the imposition of capital improvements to mitigate impacts and/or restrictions on operations by the Province via businesses' Environmental Act licenses, increasing costs and reducing the desirability of the area.
    - Increases in residential traffic on roads primarily used for truck traffic may hinder goods movement and reduce the desirability of the area for industrial operations.
    - The introduction of a proximate residential population can increase incidences of trespassing, leading to increased security costs borne by businesses.
- CCDS 2.0 Employment Lands policies distinguish between General Industrial and Core Industrial sub-designations. General Industrial areas provide for a broad range of employment uses, while Core Industrial policies provide a higher level of protection from potential land use conflicts.
- Policy E1.5.1.1 of CCDS 2.0 recommends a minimum separation distance of 300 meters between Core Industrial areas and residential uses. This level of separation would render the site undevelopable for residential uses. As a result, the proponent is proposing a CCDS 2.0 policy requiring a minimum 100 metre setback to the south and southwest property lines to align with the Core Industrial designation). The concurrent secondary plan elaborates upon this, proposing a 100m setback to the south property line and a 115m setback to the west property line. It also proposes a 65m setback from the north side of Dugald Rd, designated General Industrial.
- The proponent is proposing a CCDS 2.0 policy that would require the provision of a physical buffer at the south and southwest property lines where abutting lands are designated as Core Industrial. The concurrent proposed secondary plan elaborates on this, proposing a 2.4m (7.9 ft.) wood fence along the south and west property lines along the adjacent Core Industrial designation within a year of occupancy of any residential development within the plan area or prior to the development of any structure immediately west of the plan area within the Core Industrial designation.
- The proponent is proposing a CCDS 2.0 policy promoting measures to limit noise exposure, including limitations on outdoor gathering spaces in proximity to the south and southwest property lines, and noise attenuating residential construction standards. These are reiterated in the concurrent secondary plan. Implementation of noise attenuating construction would ultimately be enforced through a zoning agreement as a condition of approval of a subdivision and rezoning application.
- The proponent commissioned a noise study to understand existing and future noise impact on the proposed residential population.
    - With regards to the current state, it concluded that the largest sources of noise surrounding the subject property are the surrounding streets, notably Dugald Rd to the north and Mazenod Rd to the east, rather than surrounding businesses.
    - The modeling showed that the proposed surrounding business park buildings along the south and west property lines reduced noise exposure. However, floors above this sound blocking effect will see more noise. Buildings that are exposed to higher noise levels may require more sound blocking layers in the walls and higher sound ratings in windows.
- The proposed site plan includes the construction of two new north-south streets internal to the development, including a signalized intersection at Suffield St, to limit the amount of traffic that will use Mazenod Rd and mix with industrial traffic.

- 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 with low levels of traffic.
    - The guidelines do not recommend noise barriers for this level of rail line.
    - They also suggest residential construction measures to reduce noise exposure. These include increased residential setbacks atop ground-floor podiums and the use of enclosed balconies, concrete construction, higher-performance windows and doors, and vegetation for screening.
- The Public Service recommends increasing the setback from the south and southwest property lines from 100m to 150m to provide greater protection for surrounding industrial businesses. This would be consistent with what Council approved for a similar condition at the Public Markets site and should have limited impacts on the applicant's site plan. It is also recommending that the buffering fence along these property lines be erected prior to any residential development in the plan area in the concurrent SP 2/2026 report.

- Subject to these amendments, the Public Service is satisfied that the above-noted measures will reasonably mitigate land use compatibility concerns with existing and future businesses.

4.5(c) "There is existing or planned infrastructure to accommodate the proposed use(s)"

- The financial impact analysis provided in Appendix "C" describes $119.9 million in City-borne capital infrastructure which will help support this development. This is summarized in Figure 4 below. This infrastructure is not a prerequisite to development but will be needed to provide an acceptable level of service as the development builds out. On its own, the proposed development will not require that the major road projects noted below be accelerated from existing Transportation Master Plan 2050 timelines. These projects are currently unfunded.

- In addition to $2.1 million for the procurement of buses to service the development, most of these capital requirements consist of improvements to the regional transportation network. The proposed development will contribute a relatively small share of demand for these projects. Demand for this infrastructure is otherwise being driven by existing traffic patterns as well as the concurrent South Transcona precinct plan proposal. These costs would be the City's responsibility as per the current Development Agreement Parameters[1].

[1] The concurrent DASZ 4/2026 report includes a recommendation to collect for the developer's share of previous Dugald Rd improvements based on the property's frontage.

Project description	Total cost estimate	Cost (and % share of total) to bring existing facility to good condition[2]	Share of costs attributable to development (approx.)	City capital cost attributable to development	Project readiness
Buses and infrastructure	$2,100,000	$0 (0%)	100%	$2,100,000	Not currently planned or funded for delivery within existing service delivery timelines.
Dugald twinning (Plessis to Bates	$14,600,000	$1,500,000 (10%)	6%	$800,000	"Beyond 2050" in Transportation Master Plan 2050 (TMP). Currently unfunded.
Dugald twinning (Bates to Murdock)	$34,500,000	$3,500,000 (10%)	7%	$2,300,000	"Beyond 2050" in TMP. Currently unfunded.
Dugald twinning (Murdock to Eastern city limits)	$19,400,000	$4,600,000 (24%)	7%	$1,100,000	"Beyond 2050" in TMP. Currently unfunded.
Plessis twinning (Dugald to St Boniface Rd)	$34,500,000	$4,800,000 (14%)	1%	$300,000	"Medium Term (2034-2050)" in TMP. Currently unfunded.
Plessis twinning (St Boniface Rd to South City limits)	$14,800,000	$8,900,000 (60%)	1%	$100,000	"Medium Term (2034-2050)" in TMP. Currently unfunded.
Total (2026 dollars)	$119,900,000	$23,300,000	6[3]%	$6,600,000	n/a

Figure 4: City-borne capital cost estimates associated with the proposed development as of 2026

- The travel distance to nearby community centres exceeds the level of service target prescribed by the Winnipeg Recreation Strategy. However, a new facility is not recommended due to the limited residential population it would serve.
- The Public Service did not identify any City-funded capital requirements to the water, wastewater, or land drainage systems needed to accommodate the proposed development.

In addition to the prerequisites prescribed by E1.4.5, policy E1.4.6 (Employment Lands) of CCDS 2.0 provides additional criteria that should be considered when evaluating proposed Employment Lands conversions.

4.6(a) "There is a demonstrated need for the proposed use(s) and there are no other sites that could accommodate the proposed use"

- Within the northeast quadrant, there are currently limited opportunities to accommodate significant amounts of multifamily development in emerging growth areas[4]. These include the following:

[2] The portion of the total project cost needed to bring the existing facility up to good condition is noted to better understand the portion of the project attributable to growth.
[3] Approximate share of total costs.
[4] Numbers as of January 1, 2025 as per the 2025 Complete Communities Land Monitoring Report.

    - The potential for 440 apartment units and 50 rowhouse units in the Special Planning Area of Transcona West, as well as 190 rowhouse units in the Devonshire Park area of Transcona West.
    - The potential for 160 apartment units and 120 rowhouse units in Waterside East.
    - Very limited remaining potential in the Ravelston-Plessis Major Redevelopment Site.
    - There are approximately 860 remaining dwelling units in Precinct I (Summerlea), including 350 projected rowhouse units, though no apartment units are planned.
    - The area identified as "North of Meadows neighbourhood" can accommodate approximately 800 dwelling units. However, no development proposals or approvals have been advanced to date.
- Opportunities for multifamily development can be provided in South Transcona pending Council approval of a precinct plan that is expected to be received by Council imminently. However, subdivision and rezoning applications have not been advanced or approved to date.

4.6(b) "The lands are not required over the time horizon of this By-law for their designated purpose or the subject lands are deemed unsuitable for employment uses within and beyond this By-law's time horizon"; and

4.6(c) "The immediate and cumulative impact on the city-wide supply of vacant serviced Employment Lands. Supply considerations shall include site size, marketability, and implications on the City's capital budget"

- The 2025 Complete Communities Land Monitoring Report describes the supply of unencumbered, shovel-ready, vacant industrial land in the City of Winnipeg as constrained. CCDS 2.0 policy generally discourages Employment Land conversions, prioritizing the protection of large industrial-zoned sites and sites close to railways, highways, and major arterial roads.
- The applicant notes that the landowner has been unable to successfully market the subject property for employment uses for a long period of time. Based on its ongoing land monitoring activities, the Public Service accepts this argument and acknowledges industrial demand in the area is soft.
    - The subject property would be most desirable for a large industrial user that values urban servicing amenities such as a high level of fire protection, Transit service, and piped water and wastewater. However, there is limited demand for such uses. Where demand exists, CentrePort South is likely to be more desirable once land is ready.
    - It would likely not be competitive if it were developed as smaller industrial lots. Most of these uses do not value the additional costs associated with urban services and are likely to prefer unserviced lots in the adjacent RM of Springfield. Otherwise, serviced lots in the City are available south of the subject property; as of October 15, 2025, 80 acres are available for sale. The recent expiration of the adjacent DASZ 13/2020, previously approved by Council on March 25, 2021 and would have created 28 industrial-zoned lots, is indicative of the challenge of developing industrial lands in the area.
    - The site would also likely not be competitive if it were developed exclusively as business park uses as originally intended given changes in office demand over the last decade.

- Though while industrial market conditions are soft, they are not non-existent. Recent industrial development in the St Boniface Industrial neighbourhood includes the following:

Year	Permit no.	Address	Description of use	New building area (sq. ft.)	Land area absorbed (ac)
2021	21-179006	795 Camiel Sys St	Office/warehouse	25,500	4.0
2021	21-130126	110 Paquin Rd	Manufacturing	27,500	Intensification
2022	22-173677	635 Camiel Sys St	Warehouse	30,733	Intensification
2022	21-243133	730 Camiel Sys St	Office/warehouse	22,392	5.2
2022	22-122976	500 De Baets St	Multi-tenant	55,720	22.3
2022	21-181464	570 Camiel Sys St	Office/warehouse	51,135	3.0
2022	22-200998	645 Black Diamond Blvd	Manufacturing	127,272	9.5
2022	22-185473	500 Black Diamond Blvd	Commercial storage	30,181	8.5
2022	22-170301	500 Camiel Sys St	Manufacturing	57,264	Intensification
2023	22-109446	25 Ray Marius Rd	Office/warehouse	10,000	3.4
2023	22-109513	35 Ray Marius Rd	Office/warehouse	12,833	Intensification
2023	23-138982	725 Black Diamond Blvd	Warehouse	33,000	3.1
2024	24-207025	140 Ray Marius Rd	Warehouse	111,600	6.9
2025	25-121633	850 Black Diamond Blvd	Warehouse/work space	50,178	6.9

Figure 5: Industrial development, St Boniface Industrial neighbourhood, 2021 to 2025

- Conversion of the subject property to allow for mixed use development would provide one less site to offer when responding to economic development opportunities. However, soft industrial market conditions in the area suggest that uptake is likely to remain low. CentrePort South is much more likely to be desirable to accommodate this future demand.

4.6(d) "City capital investments necessary to enable the proposed development"

- City capital investments are described above with regards to 4.5(c). The proposed development will contribute additional demand, albeit relatively small, for $118 million of capital road projects to improve the transportation network in the wider area. Demand for this infrastructure is otherwise being driven by existing traffic and the concurrent South Transcona precinct plan proposal (SP 3/2026). This infrastructure is not a prerequisite to development but will be needed to provide an acceptable level of service as the area grows. On its own, the proposed development will not require that these projects be accelerated from existing Transportation Master Plan 2050 timelines.

RECOMMENDATION

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

- The Employment Lands conversion criteria prescribed by Policy E1.4.5 are satisfied. The measures proposed by the applicant to mitigate potential negative impacts on adjacent properties are sufficient to protect the viability and desirability of surrounding existing and future employment uses, subject to increasing the proposed setback along the south and southwest property lines from 100 metres to 150 metres, as well as a few other minor amendments recommended in the concurrent SP 2/2026 application to adopt a secondary plan for the area.
- The subject property would provide opportunities to accommodate a significant amount of multi-family development in a quadrant with limited existing opportunities.
- While the proposed Employment Land conversion would remove a large site from the inventory of vacant serviced industrial land that could accommodate a large user, soft industrial market conditions suggest that the likelihood of this coming into fruition is likely low. CentrePort South is much more likely to be desirable to accommodate this future demand. The site would likely not be competitive if it were developed as smaller industrial lots or business park uses.

The proposed development will contribute additional (relatively small) demand for $118 million of capital road projects to improve the transportation network in the wider area. This infrastructure is not a prerequisite to development but will be needed to provide an acceptable level of service as the area grows. On its own, the proposed development will not require that these projects be accelerated from existing planned timelines.
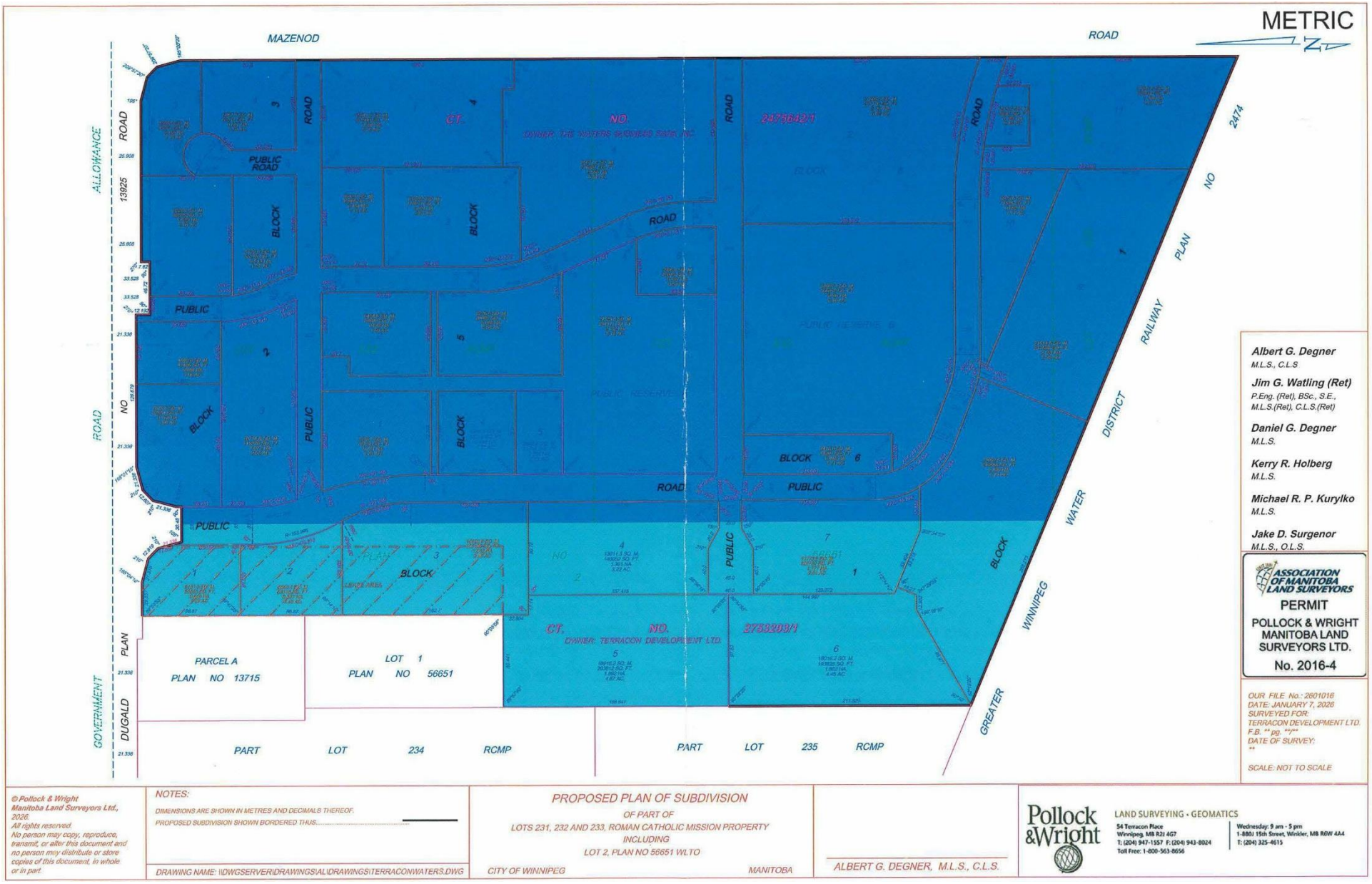
Exhibit “11” referred to in File SPA 5/2026