Agenda – Council – July 16, 2026

Report – Executive Policy Committee – June 16, 2026

Item No. 3 Subdivision and Rezoning – 1390 and 1470 Dugald Road (Transcona Ward)
File DASZ 4/2026 [c/r SPA 5/2026 and SP 2/2026]

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

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

1. That the subdivision proposed under Development Application No. DASZ 4/2026 be approved for preparation as a plan of subdivision (the "Plan") by a Manitoba Land Surveyor for registration in the Winnipeg Land Titles Office in accordance with the proposed by-law attached as Appendix "A" to this report and as shown on the map dated June 1, 2026 and attached as Schedule "B" to this report, with such minor changes as may be required, subject to the following:

    A. That the "Plan" be amended in accordance with Section II (Plan Considerations) of the report of the Administrative Coordinating Group dated June 5, 2026, and attached as Appendix "B" to this report, with the following amendments:

        i. In Section II – Plan Considerations:

            a. Delete Clause 1 in its entirety and replace with the following:

                "1. The Developer shall revise the Plan of Subdivision to remove the lands for the east-west pathway proposed in Block 5 on the north limit of Lots 3 and 4. These lands shall be consolidated with adjacent private lots."

            b. Delete Condition 2 in its entirety and replace with the following:

                "2. The Developer shall, at no expense to the City, legally open property to:

                i. widen Dugald Road to align with the most southerly northern limit of Part Lot 233 Plan 433, being approximately 12.192m of proposed Block 2 and approximately 7.62m of proposed Block 3; and

EXECUTIVE POLICY COMMITTEE RECOMMENDATION (continued):

ii. widen Mazenod Road to 1.0 m from the westernmost edge of the existing pathway along Proposed Block 3.

to accommodate the existing multi-use pathways on Dugald Road and Mazenod Road, all to the satisfaction of the Director of Public Works."

c. Delete Condition 8 in its entirety and replace with the following

"8. Where a street includes a multi-use path, the right-of-way width shall be widened by an additional 2.0 m, to the satisfaction of the Director of Public Works. The 2.0 m requirement is intended to apply in total, rather than as separate additive requirements for road widening and land drainage."

ii. In Section IV – Servicing Conditions

a. In Condition 23, add the following new condition:

"i. The pathway lands north of the stormwater retention pond and the proposed small park area fronting the public road aligned with De Baets Street within proposed Block 5 shall be credited toward the Public Reserve dedication requirement."

B. That the Developer be required to enter into a Development Agreement with the City pursuant to subsection 259(1) of The City of Winnipeg Charter in accordance with the report of the Administrative Coordinating Group, dated June 5, 2026, and attached as Appendix "B" to this report, as amended in accordance with Recommendation 1.A.

2. That the Waters Urban Village Planned Development Overlay 1 (the "PDO-1 Waters Urban Village"), attached as Appendix "D" to this report, be approved subject to the following amendments:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION (continued):

C. That under Area 3 (Town Centre), section 4.b. (Use Specific Standards) be amended by deleting "west of the future Suffield Street road extension" and replacing with "the property immediately west of the Suffield Street/De Baets Street intersection".

D. That under Area 3 (Town Centre), section 4. (Use Specific Standards) a new subsection 4.c. be added, as follows:

"c. Regardless of whether a use is allowed as permitted, conditional, accessory, or temporary use, the following additional standards must be met in respect of the use identified:

i. Retail Sales

1. Each retail sales use is limited to a maximum of 90,000 square feet of gross floor area.

ii. Supermarket

1. Each supermarket use is limited to a maximum of 90,000 square feet of gross floor area."

E. That under Area 4 (Productive Lands), section 4. (Use Specific Standards) be amended as follows:

"4. Regardless of whether a use is allowed as a permitted or conditional use, the following additional standards must be met in respect of the use identified:

a. Retail Sales
i. Each retail sales use is limited to a maximum of 20,000 square feet of gross floor area.

b. Supermarket
i. Each supermarket use is limited to a maximum of 10,000 square feet of gross floor area

c. Personal Services

EXECUTIVE POLICY COMMITTEE RECOMMENDATION (continued):

i. Each personal services use is limited to a maximum of 20,000 square feet of gross floor area"

F. That under Area 4 (Productive Lands), section 6. (Site Plan Approval) be deleted in its entirety and replaced with the following:

"6. In the event a development is proposed by a person/corporation other than Terracon Development Ltd. or nominee (the current owner), for development, redevelopment, expansion and exterior alteration in the PDO-1 Waters Urban Village Area 4 that is visible from public rights-of-way, the Owner must submit plans showing the location and design of any and all proposed:

a. location of buildings
b. accessory parking areas
c. private approaches
d. garbage enclosures
e. fencing
f. landscaping
g. free-standing signage

on the Owner's Land ("Works") to the City for approval by the Director of Planning, Property and Development (the "Director") prior to the issuance of any development or building permit, and thereafter must construct the Works in substantial conformance with the approved plans and maintain the Works to the satisfaction of the Director."

3. That the Winnipeg Zoning By-law No. 200/2006 be amended in accordance with the proposed by-law attached as Appendix "A" to this report by:

A. Adding the PDO-1 Waters Urban Village, as amended, in accordance with recommendation 2; and

EXECUTIVE POLICY COMMITTEE RECOMMENDATION (continued):

B. Rezoning the subject land to an “RMF-S PDO-1 Waters Urban Village” Residential Multi-Family (Small) District, “RMF-M PDO-1 Waters Urban Village” Residential Multi-Family (Medium) District, “RMF-L PDO-1 Waters Urban Village” Residential Multi-Family (Large) District, “RMU PDO-1 Waters Urban Village” Residential Mixed-Use District, "CMU PDO-1 Waters Urban Village" Commercial Mixed-Use District, "C3 PDO-1 Waters Urban Village" Commercial Corridor District, "MMU PDO-1 Waters Urban Village" Manufacturing Mixed-Use District, and “PR-1 PDO-1 Waters Urban Village” Parks and Recreation 1 (Neighbourhood) District, in accordance with the proposed by-law attached as Appendix “A” to this report, and as shown on the map dated June 1, 2026, and attached as Schedule “B” to this report, subject to the condition that the Developer be required to enter into a Zoning Agreement with the City pursuant to subsection 140(1) of The City of Winnipeg Charter in accordance with the following:

i. That the Developer, at no expense to the City, provide continuous fencing, within the Developer-Owner Land for properties abutting the Public Reserve land(s), as determined by and to the satisfaction of the Director of Public Works.

ii. That prior to the issuance of any development permit for residential uses, the Developer shall, at no expense to the City, construct a uniform wood fence, with no openings or gaps, including no gates, a minimum of 7.9 feet (2.4 metres) in height (the “Fence”), along the south property line, all as determined by and to the satisfaction of the Director of Water and Waste and the Director of Planning, Property and Development.

1. The Developer shall maintain, repair and replace, as required, the Fence, as originally constructed to the satisfaction of the Director of Planning, Property and Development.

iii. That the Developer for any building containing residential units, shall provide one of the following noise and odour related attenuation measures:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION (continued):

1. That prior to the issuance of any development permit, the Developer shall provide for approval by the Director of Planning, Property and Development, an attestation letter and plans, signed and sealed by a registered professional Architect or Engineer, verifying the design and construction provides the following:

    a. Brick veneer facades, or an acoustical equivalent of Sound Transmission Class-54 (STC-54), for the non-glazing portion of the façades of the building both facing and a minimum of 492 feet (150 metres) from lands zoned "MMU PDO-1 Waters Urban Village along the south property line as well as the west property line from the southwest corner of the site to a point approximately 1,312 feet (400 metres) to the north, to the satisfaction of the Director of Planning, Property and Development; and

    b. Triple pane glazing for all exterior windows; and

    c. Central air conditioning, or an equivalent climate control.

OR

2. That prior to the issuance of any development permit, the Developer shall undertake, at no expense to the City, for approval by the Director of Planning, Property and Development, a Noise Study of any existing and forecasted noise exposure, prepared by a registered professional Engineer, to determine and incorporate, if any, recommended building construction standards, or an equivalent measure.

iv. That prior to the issuance of any occupancy permit for residential uses, the Developer shall, at no expense to the City, construct a uniform wood fence, with no openings or gaps, including no gates, a minimum of 7.9 feet (2.4 metres) in height (the "Fence"), along the west property line from the southwest corner of the site to a point approximately 1,312 feet (400 metres) to the north, all as determined by and to the satisfaction of the Director of Planning, Property and Development.

EXECUTIVE POLICY COMMITTEE RECOMMENDATION (continued):

a. The Developer shall maintain, repair and replace, as required, the Fence, as originally constructed to the satisfaction of the Director of Planning, Property and Development

b. Notwithstanding iv. in the event that the adjacent lands to the west are developed with industrial uses first, the fence shall be installed prior to the issuance of any development permit for residential uses, to the satisfaction of the Director of Planning, Property and Development.

4. That the City enter into, execute and deliver with the Developer

   A. a Development Agreement in accordance with recommendation 1; and

   B. a Zoning Agreement in accordance with recommendation 3,

   and such other agreements as determined necessary by the City Solicitor/Director of Legal Services to implement the intent of the foregoing (the "Ancillary Agreement").

5. That authority be delegated to the Director of Planning, Property and Development (the "Director") to negotiate and approve the terms and conditions of the Development Agreement, the Zoning Agreement and any Ancillary Agreements in accordance with this report and such other terms and conditions determined necessary by the City Solicitor/Director of Legal Services to protect the interests of the City.

6. That, upon instruction from the Director of Planning, Property and Development, the Director of Legal Services/City Solicitor prepare a by-law in accordance with recommendations 1, 2 and 3 (the "By-law") and bring same directly to Council by way of communication for first reading.

7. That upon instruction from the Director of Planning, Property and Development that the Developer has submitted the Plan in accordance with recommendation 1 and has paid the Dedication Fee and all other associated ancillary fees (the "Fees"), and subject to s. 236.1 of The City of Winnipeg Charter, the Director of Legal Services/City Solicitor be directed to return the By-law directly to Council by way of communication for second and third reading.

Report – Executive Policy Committee – June 16, 2026

EXECUTIVE POLICY COMMITTEE RECOMMENDATION (continued):

8. That Development Application No. DASZ 4/2026 will be deemed to be concluded and all approvals in connection with same will expire if the Developer has not submitted the Plan and paid the Fees within 2 years following the date on which Council gives first reading to the By-law, unless the Developer applies for an extension of time before the expiration of that 2 year period and Council approves the extension.

9. That the subdivision section of the By-law will come into force when the Development Agreement is fully executed and the Plan is registered in the Winnipeg Land Titles Office.

10. That the zoning section of the By-law will come into force when the Zoning Agreement is registered in the Winnipeg Land Titles Office by way of caveat against the lands described therein.

11. That the By-law will be repealed without coming into force 1 year following the date it is enacted if the Plan and the Zoning Agreement are not registered in accordance with recommendations 8 and 9, unless the Developer applies for an extension of time before the expiration of that 1 year period and Council approves the extension.

12. That Development Application No. DASZ 4/2026 will be deemed to be concluded and all approvals in connection with same will expire if the Developer fails to secure all necessary Plan approval signatures on behalf of the City within 1 year following the date on which the By-law is enacted, unless the Developer applies for an extension of time before the expiration of that 1 year period and Council approves the extension.

13. That all outstanding taxes, including local improvement taxes be paid pursuant to subsection 259(1) of The City of Winnipeg Charter.

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

Agenda – Council – July 16, 2026

Report – Executive Policy Committee – June 16, 2026

DECISION MAKING HISTORY:

COUNCIL DECISION:

On June 25, 2026, Council laid the matter over to its meeting on July 16, 2026.

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On June 26, 2026, the Executive Policy Committee concurred in the recommendation of the Winnipeg Public Service with the following amendments:

- In Recommendation 1.A. delete the semicolon immediately after the words "Appendix "B" to this report" and replace with the following:

  ", with the following amendments:

  i. In Section II – Plan Considerations:

     a. Delete Clause 1 in its entirety and replace with the following:

        "1. The Developer shall revise the Plan of Subdivision to remove the lands for the east-west pathway proposed in Block 5 on the north limit of Lots 3 and 4. These lands shall be consolidated with adjacent private lots."

     b. Delete Condition 2 in its entirety and replace with the following:

        "2. The Developer shall, at no expense to the City, legally open property to:

           i. widen Dugald Road to align with the most southerly northern limit of Part Lot 233 Plan 433, being approximately 12.192m of proposed Block 2 and approximately 7.62m of proposed Block 3; and

DECISION MAKING HISTORY (continued):

EXECUTIVE POLICY COMMITTEE RECOMMENDATION (continued):

ii. widen Mazenod Road to 1.0 m from the westernmost edge of the existing pathway along Proposed Block 3.

to accommodate the existing multi-use pathways on Dugald Road and Mazenod Road, all to the satisfaction of the Director of Public Works."

c. Delete Condition 8 in its entirety and replace with the following

"8. "Where a street includes a multi-use path, the right-of-way width shall be widened by an additional 2.0 m, to the satisfaction of the Director of Public Works. The 2.0 m requirement is intended to apply in total, rather than as separate additive requirements for road widening and land drainage."

ii. In Section IV – Servicing Conditions

a. In Condition 23, add the following new condition:

"i. The pathway lands north of the stormwater retention pond and the proposed small park area fronting the public road aligned with De Baets Street within proposed Block 5 shall be credited toward the Public Reserve dedication requirement."

- In Recommendation 1.B. add the words ", as amended in accordance with Recommendation 1.A." immediately after the words "Appendix "B" to this report"

- Delete Recommendations 2.A. and B., and G in their entirety

- Delete Recommendation 2.E in its entirety and replace with the following:

"E. That under Area 4 (Productive Lands), section 4. (Use Specific Standards) be amended as follows:

"4. Regardless of whether a use is allowed as a permitted or conditional use, the following additional standards must be met in respect of the use identified:

DECISION MAKING HISTORY (continued):

EXECUTIVE POLICY COMMITTEE RECOMMENDATION (continued):

a. Retail Sales
   i. Each retail sales use is limited to a maximum of 20,000 square feet of gross floor area.

b. Supermarket
   i. Each supermarket use is limited to a maximum of 10,000 square feet of gross floor area

c. Personal Services
   i. Each personal services use is limited to a maximum of 20,000 square feet of gross floor area"

- Delete Recommendation 2.F. in its entirety and replace with the following:

"F. That under Area 4 (Productive Lands), section 6. (Site Plan Approval) be deleted in its entirety and replaced with the following:

"6. That, in the event a development is proposed by a person/corporation other than Terracon Development Ltd. or nominee (the current owner), for development, redevelopment, expansion and exterior alteration in the PDO-1 Waters Urban Village Area 4 that is visible from public rights-of-way, the Owner must submit plans showing the location and design of any and all proposed:

a. location of buildings
b. accessory parking areas
c. private approaches
d. garbage enclosures
e. fencing
f. landscaping
g. free-standing signage

on the Owner's Land ("Works") to the City for approval by the Director of Planning, Property and Development (the "Director") prior to the issuance of any development or building permit, and thereafter must construct the Works in substantial conformance with the approved plans and maintain the Works to the satisfaction of the Director.

Report – Executive Policy Committee – June 16, 2026

DECISION MAKING HISTORY (continued):

EXECUTIVE POLICY COMMITTEE RECOMMENDATION (continued):

- In Recommendation 3.B.ii. add the word "wood" immediately after "construct a uniform" and delete the words "as well as the west property line from the southwest corner of the site to a point approximately 1,312 feet (400 metres) to the north"

- In Recommendation 3.B.iii.1.a., add the words "along the south property line as well as the west property line from the southwest corner of the site to a point approximately 1,312 feet (400 metres) to the north, immediately after "MMU PDO-1 Waters Urban Village"

- Add the following new Recommendation 3.B.iv.:

  "iv. That prior to the issuance of any occupancy permit for residential uses, the Developer shall, at no expense to the City, construct a uniform wood fence, with no openings or gaps, including no gates, a minimum of 7.9 feet (2.4 metres) in height (the "Fence"), along the west property line from the southwest corner of the site to a point approximately 1,312 feet (400 metres) to the north, all as determined by and to the satisfaction of the Director of Planning, Property and Development.

  a. The Developer shall maintain, repair and replace, as required, the Fence, as originally constructed to the satisfaction of the Director of Planning, Property and Development

  b. Notwithstanding iv. in the event that the adjacent lands to the west are developed with industrial uses first, the fence shall be installed prior to the issuance of any development permit for residential uses, to the satisfaction of the Director of Planning, Property and Development."

and submitted the matter to Council.

PUBLIC HEARING SUMMARY

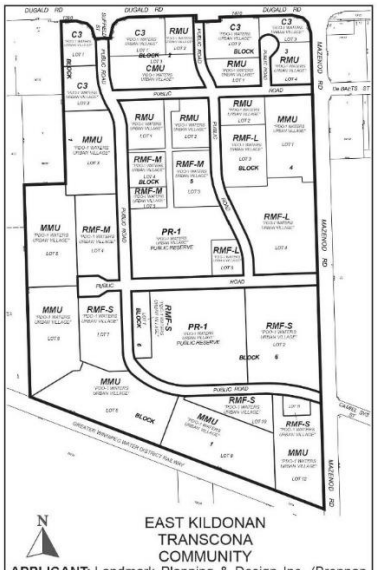
File: DASZ 4/2026

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:



APPLICANT: Landmark Planning & Design Inc. (Brennan Johnson)
FILE: DASZ 4/2026
PROPOSAL: An application for the approval of the plan of subdivision shown outlined above as may be determined by Council and for a proposed zoning change to By-law No. 200/2006 by rezoning the land shown outlined above from "M1" MANUFACTURING LIGHT DISTRICT and "M2" MANUFACTURING GENERAL DISTRICT to the following zoning districts: "RMF-S PDO-1 WATERS URBAN VILLAGE" RESIDENTIAL MULTI-FAMILY (SMALL) DISTRICT, "RMF-M PDO-1 WATERS URBAN VILLAGE" RESIDENTIAL MULTI-FAMILY (MEDIUM) DISTRICT, "RMF-L PDO-1 WATERS URBAN VILLAGE" RESIDENTIAL MULTI-FAMILY (LARGE) DISTRICT, "RMU PDO-1 WATERS URBAN VILLAGE" RESIDENTIAL MIXED USE DISTRICT, "CMU PDO-1 WATERS URBAN VILLAGE" COMMERCIAL MIXED USE DISTRICT, "C3 PDO-1 WATERS URBAN VILLAGE" COMMERCIAL CORRIDOR DISTRICT, "MMU PDO-1 WATERS URBAN VILLAGE" MANUFACTURING MIXED USE DISTRICT, and "PR1 PDO-1 WATERS URBAN VILLAGE" PARKS AND RECREATION 1 (NEIGHBOURHOOD) DISTRICT; to facilitate the establishment of The Waters Urban Village development by the creation of the lot and block plan, public rights-of-way and public reserve land for future residential and commercial development.

For information, phone C. Ho, Planner at 204-986-6008.

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 the subdivision proposed under Development Application No. DASZ 4/2026 be approved for preparation as a plan of subdivision (the "Plan") by a Manitoba Land Surveyor for registration in the Winnipeg Land Titles Office in accordance with the proposed by-law attached as Appendix "A" to this report and as shown on the map dated June 1, 2026 and attached as Schedule "B" to this report, with such minor changes as may be required, subject to the following:

    A. That the "Plan" be amended in accordance with Section II (Plan Considerations) of the report of the Administrative Coordinating Group dated June 5, 2026, and attached as Appendix "B" to this report***, with the following amendments:***

        i. In Section II – Plan Considerations:

            a. Delete Condition 1 in its entirety and replace with the following:

                "1. The Developer shall revise the Plan of Subdivision to remove the lands for the east-west pathway proposed in Block 5 on the north limit of Lots 3 and 4. These lands shall be consolidated with adjacent private lots."

            b. Delete Condition 2 in its entirety and replace with the following:

                "2. The Developer shall, at no expense to the City, legally open property to:

                i. widen Dugald Road to align with the most southerly northern limit of Part Lot 233 Plan 433, being approximately 12.192m of proposed Block 2 and approximately 7.62m of proposed Block 3; and

ii. widen Mazenod Road to 1.0 m from the westernmost edge of the existing pathway along Proposed Block 3.

to accommodate the existing multi-use pathways on Dugald Road and Mazenod Road, all to the satisfaction of the Director of Public Works."

c. Delete Condition 8 in its entirety and replace with the following

"8. Where a street includes a multi-use path, the right-of-way width shall be widened by an additional 2.0 m, to the satisfaction of the Director of Public Works. The 2.0 m requirement is intended to apply in total, rather than as separate additive requirements for road widening and land drainage."

ii. In Section IV – Servicing Conditions

a. In Condition 23, add the following new condition:

"i. The pathway lands north of the stormwater retention pond and the proposed small park area fronting the public road aligned with De Baets Street within proposed Block 5 shall be credited toward the Public Reserve dedication requirement."

B. That the Developer be required to enter into a Development Agreement with the City pursuant to subsection 259(1) of The City of Winnipeg Charter in accordance with the report of the Administrative Coordinating Group, dated June 5, 2026, and attached as Appendix "B" to this report***, as amended in accordance with Recommendation 1.A.***

2. That the Waters Urban Village Planned Development Overlay 1 (the "PDO-1 Waters Urban Village"), attached as Appendix "D" to this report, be approved subject to the following amendments:

~~***A. That under Area 1 (Lower Density Residential), section 4.b.i.1.and 2. (Additional Setbacks) be amended by deleting "328 feet" and replacing with "492 feet (150 metres)".***~~

~~***B. That under Area 2 (Medium Density Residential), section 4.b.i.1. and 2. (Additional Setbacks) be amended by deleting "328 feet" and replacing with "492 feet (150 metres)".***~~

C. That under Area 3 (Town Centre), section 4.b. (Use Specific Standards) be amended by deleting "west of the future Suffield Street road extension" and replacing with "the property immediately west of the Suffield Street/De Baets Street intersection".

D. That under Area 3 (Town Centre), section 4. (Use Specific Standards) a new subsection 4.c. be added, as follows:

"c. Regardless of whether a use is allowed as permitted, conditional, accessory, or temporary use, the following additional standards must be met in respect of the use identified:

i. Retail Sales

1. Each retail sales use is limited to a maximum of 90,000 square feet of gross floor area.

ii. Supermarket

1. Each supermarket use is limited to a maximum of 90,000 square feet of gross floor area."

~~***E. That under Area 4 (Productive Lands), section 4. (Use Specific Standards) be deleted in its entirety.***~~

E. That under Area 4 (Productive Lands), section 4. (Use Specific Standards) be amended as follows:

4. Regardless of whether a use is allowed as a permitted or conditional use, the following additional standards must be met in respect of the use identified:

a. Retail Sales

i. Each retail sales use is limited to a maximum of 20,000 square feet of gross floor area.

b. Supermarket

i. Each supermarket use is limited to a maximum of 10,000 square feet of gross floor area

c. Personal Services

i. Each personal services use is limited to a maximum of 20,000 square feet of gross floor area

~~***F. That under Area 4 (Productive Lands), section 6. (Site Plan Approval) be deleted in its entirety and replaced with the following:***~~

~~*"6. All development, redevelopment, expansion and exterior alteration in the PDO-1 Waters Urban Village Area 4 that is visible from public rights-of-way, the Owner must submit plans showing the location and design of any and all proposed:*~~

~~*a. location of buildings*~~
~~*b. accessory parking areas*~~
~~*c. private approaches*~~
~~*d. garbage enclosures*~~
~~*e. fencing*~~
~~*f. landscaping*~~
~~*g. free-standing signage*~~

~~*on the Owner's Land ("Works") to the City for approval by the Director of Planning, Property and Development (the "Director") and the East Kildonan-Transcona Community Committee prior to the issuance of any development or building permit, and thereafter must construct the Works in substantial conformance with the approved plans and maintain the Works to the satisfaction of the Director."*~~

F. ***That under Area 4 (Productive Lands), section 6. (Site Plan Approval) be deleted in its entirety and replaced with the following:***

"6. That, in the event a development is proposed by a person/corporation other than Terracon Development Ltd. or nominee (the current owner), for development, redevelopment, expansion and exterior alteration in the PDO-1 Waters Urban Village Area 4 that is visible from public rights-of-way, the Owner must submit plans showing the location and design of any and all proposed:

a. location of buildings
b. accessory parking areas
c. private approaches
d. garbage enclosures
e. fencing
f. landscaping
g. free-standing signage

on the Owner's Land ("Works") to the City for approval by the Director of Planning, Property and Development (the "Director") prior to the issuance of any development or building permit, and thereafter must construct the Works in substantial conformance with the approved plans and maintain the Works to the satisfaction of the Director.

~~***G. That under Area 4 (Productive Lands), a new section 7. be added, as follows:***~~

~~***"7. Accessory Use Regulations***~~

~~***a. Notwithstanding other provisions of this By-law, in PDO-1 Waters Urban Village Area 4, the following shall only be accessory uses:***~~

~~***i. Supermarket.***~~
~~***ii. Retail sales.***~~
~~***iii. Personal services."***~~

3. That the Winnipeg Zoning By-law No. 200/2006 be amended in accordance with the proposed by-law attached as Appendix "A" to this report by:

A. Adding the PDO-1 Waters Urban Village, as amended, in accordance with Recommendation 2; and

B. Rezoning the subject land to an "RMF-S PDO-1 Waters Urban Village" Residential Multi-Family (Small) District, "RMF-M PDO-1 Waters Urban Village" Residential Multi-Family (Medium) District, "RMF-L PDO-1 Waters Urban Village" Residential Multi-Family (Large) District, "RMU PDO-1 Waters Urban Village" Residential Mixed-Use District, "CMU PDO-1 Waters Urban Village" Commercial Mixed-Use District, "C3 PDO-1 Waters Urban Village" Commercial Corridor District, "MMU PDO-1 Waters Urban Village" Manufacturing Mixed-Use District, and "PR-1 PDO-1 Waters Urban Village" Parks and Recreation 1 (Neighbourhood) District, in accordance with the proposed by-law attached as Appendix "A" to this report, and as shown on the map dated June 1, 2026, and attached as Schedule "B" to this report, subject to the condition that the Developer be required to enter into a Zoning Agreement with the City pursuant to subsection 140(1) of The City of Winnipeg Charter in accordance with the following:

i. That the Developer, at no expense to the City, provide continuous fencing, within the Developer-Owner Land for properties abutting the Public Reserve land(s), as determined by and to the satisfaction of the Director of Public Works.

ii. That prior to the issuance of any development permit for residential uses, the Developer shall, at no expense to the City, construct a uniform ***wood*** fence, with no openings or gaps, including no gates, a minimum of 7.9 feet (2.4 metres) in height (the "Fence"), along the south property line ~~***as well as the west property line from the southwest corner of the site to a point approximately 1,312 feet (400 metres) to the north,***~~ all as determined by and to the satisfaction of the Director of Water and Waste and the Director of Planning, Property and Development.

1. The Developer shall maintain, repair and replace, as required, the Fence, as originally constructed to the satisfaction of the Director of Planning, Property and Development.

iii. That the Developer for any building containing residential units, shall provide one of the following noise and odour related attenuation measures:

1. That prior to the issuance of any development permit, the Developer shall provide for approval by the Director of Planning, Property and Development, an attestation letter and plans, signed and sealed by a registered professional Architect or Engineer, verifying the design and construction provides the following:

a. Brick veneer facades, or an acoustical equivalent of Sound Transmission Class-54 (STC-54), for the non-glazing portion of the façades of the building both facing and a minimum of 492 feet (150 metres) from lands zoned "MMU PDO-1 Waters Urban Village ***along the south property line as well as the west property line from the southwest corner of the site to a point approximately 1,312 feet (400 metres) to the north,*** to the satisfaction of the Director of Planning, Property and Development; and

b. Triple pane glazing for all exterior windows; and

c. Central air conditioning, or an equivalent climate control.

OR

2. That prior to the issuance of any development permit, the Developer shall undertake, at no expense to the City, for approval by the Director of Planning, Property and Development, a Noise Study of any existing and forecasted noise exposure, prepared by a registered professional Engineer, to determine and incorporate, if any, recommended building construction standards, or an equivalent measure.

iv. That prior to the issuance of any occupancy permit for residential uses, the Developer shall, at no expense to the City, construct a uniform wood fence, with no openings or gaps, including no gates, a minimum of 7.9 feet (2.4 metres) in height (the "Fence"), along the west property line from the southwest corner of the site to a point approximately 1,312 feet (400 metres) to the north, all as determined by and to the satisfaction of the Director of Planning, Property and Development.

a. ***The Developer shall maintain, repair and replace, as required, the Fence, as originally constructed to the satisfaction of the Director of Planning, Property and Development***

b. ***Notwithstanding iv. in the event that the adjacent lands to the west are developed with industrial uses first, the fence shall be installed prior to the issuance of any development permit for residential uses, to the development permit for residential uses, to the satisfaction of the Director of Planning, Property and Development.***

4. That the City enter into, execute and deliver with the Developer

   A. a Development Agreement in accordance with Recommendation 1; and

   B. a Zoning Agreement in accordance with Recommendation 3,

   and such other agreements as determined necessary by the City Solicitor/Director of Legal Services to implement the intent of the foregoing (the "Ancillary Agreement").

5. That authority be delegated to the Director of Planning, Property and Development (the "Director") to negotiate and approve the terms and conditions of the Development Agreement, the Zoning Agreement and any Ancillary Agreements in accordance with this report and such other terms and conditions determined necessary by the City Solicitor/Director of Legal Services to protect the interests of the City.

6. That, upon instruction from the Director of Planning, Property and Development, the Director of Legal Services/City Solicitor prepare a by-law in accordance with recommendations 1, 2 and 3 (the "By-law") and bring same directly to Council by way of communication for first reading.

7. That upon instruction from the Director of Planning, Property and Development that the Developer has submitted the Plan in accordance with recommendation 1 and has paid the Dedication Fee and all other associated ancillary fees (the "Fees"), and subject to s. 236.1 of The City of Winnipeg Charter, the Director of Legal Services/City Solicitor be directed to return the By-law directly to Council by way of communication for second and third reading.

8. That Development Application No. DASZ 4/2026 will be deemed to be concluded and all approvals in connection with same will expire if the Developer has not submitted the Plan and paid the Fees within 2 years following the date on which Council gives first reading to the By-law, unless the Developer applies for an extension of time before the expiration of that 2 year period and Council approves the extension.

9. That the subdivision section of the By-law will come into force when the Development Agreement is fully executed and the Plan is registered in the Winnipeg Land Titles Office.

10. That the zoning section of the By-law will come into force when the Zoning Agreement is registered in the Winnipeg Land Titles Office by way of caveat against the lands described therein.

11. That the By-law will be repealed without coming into force 1 year following the date it is enacted if the Plan and the Zoning Agreement are not registered in accordance with recommendations 8 and 9, unless the Developer applies for an extension of time before the expiration of that 1 year period and Council approves the extension.

12. That Development Application No. DASZ 4/2026 will be deemed to be concluded and all approvals in connection with same will expire if the Developer fails to secure all necessary Plan approval signatures on behalf of the City within 1 year following the date on which the By-law is enacted, unless the Developer applies for an extension of time before the expiration of that 1 year period and Council approves the extension.

13. That all outstanding taxes, including local improvement taxes be paid pursuant to subsection 259(1) of The City of Winnipeg Charter.

14. 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 dated April 21, 2026 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 1, 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 DASZ 4/2026

ADMINISTRATIVE REPORT

Title: DASZ 4/2026 – 1390 & 1470 Dugald Road

Issue: For consideration at the Public Hearing of a subdivision and rezoning application to subdivide and rezone the subject properties from an “M1” Manufacturing Light District and “M2” Manufacturing General District to an “RMF-S PDO-1 Waters Urban Village” Residential Multi-Family (Small) District, “RMF-M PDO-1 Waters Urban Village” Residential Multi-Family (Medium) District, “RMF-L PDO-1 Waters Urban Village” Residential Multi-Family (Large) District, “RMU PDO-1 Waters Urban Village” Residential Mixed-Use District, "CMU PDO-1 Waters Urban Village" Commercial Mixed-Use District, "C3 PDO-1 Waters Urban Village" Commercial Corridor District, "MMU PDO-1 Waters Urban Village" Manufacturing Mixed-Use District, and “PR-1 PDO-1 Waters Urban Village” Parks and Recreation 1 (Neighbourhood) District to facilitate the creation of a lot and block plan, public rights-of-way, and public reserve land to accommodate a future mixed-use neighbourhood

Critical Path: Executive Policy Committee>Council

AUTHORIZATION

Author	Department Head	CFO	CAO
Choi Ho, RPP, MCIP	n/a	n/a	

RECOMMENDATIONS

1. That the subdivision proposed under Development Application No. DASZ 4/2026 be approved for preparation as a plan of subdivision (the “Plan”) by a Manitoba Land Surveyor for registration in the Winnipeg Land Titles Office in accordance with the proposed by-law attached as Appendix “A” to this report and as shown on the map dated June 1, 2026 and attached as Schedule “B” to this report, with such minor changes as may be required, subject to the following:

   A. That the “Plan” be amended in accordance with Section II (Plan Considerations) of the report of the Administrative Coordinating Group dated June 5, 2026, and attached as Appendix “B” to this report; and

   B. That the Developer be required to enter into a Development Agreement with the City pursuant to subsection 259(1) of The City of Winnipeg Charter in accordance with the report of the Administrative Coordinating Group, dated June 5, 2026, and attached as Appendix “B” to this report.

2. That the Waters Urban Village Planned Development Overlay 1 (the "PDO-1 Waters Urban Village"), attached as Appendix "D" to this report, be approved subject to the following amendments:

   A. That under Area 1 (Lower Density Residential), section 4.b.i.1.and 2. (Additional Setbacks) be amended by deleting "328 feet" and replacing with "492 feet (150 metres)".

   B. That under Area 2 (Medium Density Residential), section 4.b.i.1. and 2. (Additional Setbacks) be amended by deleting "328 feet" and replacing with "492 feet (150 metres)".

   C. That under Area 3 (Town Centre), section 4.b. (Use Specific Standards) be amended by deleting "west of the future Suffield Street road extension" and replacing with "the property immediately west of the Suffield Street/De Baets Street intersection".

   D. That under Area 3 (Town Centre), section 4. (Use Specific Standards) a new subsection 4.c. be added, as follows:

      c. Regardless of whether a use is allowed as permitted, conditional, accessory, or temporary use, the following additional standards must be met in respect of the use identified:

         i. Retail Sales

            1. Each retail sales use is limited to a maximum of 90,000 square feet of gross floor area.

         ii. Supermarket

            1. Each supermarket use is limited to a maximum of 90,000 square feet of gross floor area.

   E. That under Area 4 (Productive Lands), section 4. (Use Specific Standards) be deleted in its entirety.

   F. That under Area 4 (Productive Lands), section 6. (Site Plan Approval) be deleted in its entirety and replaced with the following:

      6. All development, redevelopment, expansion and exterior alteration in the PDO-1 Waters Urban Village Area 4 that is visible from public rights-of-way, the Owner must submit plans showing the location and design of any and all proposed:

         a. location of buildings
         b. accessory parking areas;
         c. private approaches;
         d. garbage enclosures;
         e. fencing;
         f. landscaping; and
         g. free-standing signage

      on the Owner's Land ("Works") to the City for approval by the Director of Planning, Property and Development (the "Director") and the East Kildonan-Transcona Community Committee prior to the issuance of any development or building permit, and thereafter must construct the Works in substantial conformance with the approved plans and maintain the Works to the satisfaction of the Director.

G. That under Area 4 (Productive Lands), a new section 7. be added, as follows:

7. Accessory Use Regulations

a. Notwithstanding other provisions of this By-law, in PDO-1 Waters Urban Village Area 4, the following shall only be accessory uses:

i. Supermarket.

ii. Retail sales.

iii. Personal services.

3. That the Winnipeg Zoning By-law No. 200/2006 be amended in accordance with the proposed by-law attached as Appendix “A” to this report by:

A. Adding the PDO-1 Waters Urban Village, as amended, in accordance with recommendation 2; and

B. Rezoning the subject land to an “RMF-S PDO-1 Waters Urban Village” Residential Multi-Family (Small) District, “RMF-M PDO-1 Waters Urban Village” Residential Multi-Family (Medium) District, “RMF-L PDO-1 Waters Urban Village” Residential Multi-Family (Large) District, “RMU PDO-1 Waters Urban Village” Residential Mixed-Use District, "CMU PDO-1 Waters Urban Village" Commercial Mixed-Use District, "C3 PDO-1 Waters Urban Village" Commercial Corridor District, "MMU PDO-1 Waters Urban Village" Manufacturing Mixed-Use District, and “PR-1 PDO-1 Waters Urban Village” Parks and Recreation 1 (Neighbourhood) District, in accordance with the proposed by-law attached as Appendix “A” to this report, and as shown on the map dated June 1, 2026, and attached as Schedule “B” to this report, subject to the condition that the Developer be required to enter into a Zoning Agreement with the City pursuant to subsection 140(1) of The City of Winnipeg Charter in accordance with the following:

i. That the Developer, at no expense to the City, provide continuous fencing, within the Developer-Owner Land for properties abutting the Public Reserve land(s), as determined by and to the satisfaction of the Director of Public Works.

ii. That prior to the issuance of any development permit for residential uses, the Developer shall, at no expense to the City, construct a uniform fence, with no openings or gaps, including no gates, a minimum of 7.9 feet (2.4 metres) in height (the “Fence”), along the south property line as well as the west property line from the southwest corner of the site to a point approximately 1,312 feet (400 metres) to the north, all as determined by and to the satisfaction of the Director of Water and Waste and the Director of Planning, Property and Development.

1. The Developer shall maintain, repair and replace, as required, the Fence, as originally constructed to the satisfaction of the Director of Planning, Property and Development.

iii. That the Developer for any building containing residential units, shall provide one of the following noise and odour related attenuation measures:

1. That prior to the issuance of any development permit, the Developer shall provide for approval by the Director of Planning, Property and Development, an attestation letter and plans, signed and sealed by a

registered professional Architect or Engineer, verifying the design and construction provides the following:

a. Brick veneer facades, or an acoustical equivalent of Sound Transmission Class-54 (STC-54), for the non-glazing portion of the façades of the building both facing and a minimum of 492 feet (150 metres) from lands zoned “MMU PDO-1 Waters Urban Village”, to the satisfaction of the Director of Planning, Property and Development; and
b. Triple pane glazing for all exterior windows; and
c. Central air conditioning, or an equivalent climate control.

OR

2. That prior to the issuance of any development permit, the Developer shall undertake, at no expense to the City, for approval by the Director of Planning, Property and Development, a Noise Study of any existing and forecasted noise exposure, prepared by a registered professional Engineer, to determine and incorporate, if any, recommended building construction standards, or an equivalent measure.

4. That the City enter into, execute and deliver with the Developer

A. a Development Agreement in accordance with recommendation 1; and

B. a Zoning Agreement in accordance with recommendation 3,

and such other agreements as determined necessary by the City Solicitor/Director of Legal Services to implement the intent of the foregoing (the “Ancillary Agreement”).

5. That authority be delegated to the Director of Planning, Property and Development (the “Director”) to negotiate and approve the terms and conditions of the Development Agreement, the Zoning Agreement and any Ancillary Agreements in accordance with this report and such other terms and conditions determined necessary by the City Solicitor/Director of Legal Services to protect the interests of the City.

6. That, upon instruction from the Director of Planning, Property and Development, the Director of Legal Services/City Solicitor prepare a by-law in accordance with recommendations 1, 2 and 3 (the “By-law”) and bring same directly to Council by way of communication for first reading.

7. That upon instruction from the Director of Planning, Property and Development that the Developer has submitted the Plan in accordance with recommendation 1 and has paid the Dedication Fee and all other associated ancillary fees (the “Fees”), and subject to s. 236.1 of The City of Winnipeg Charter, the Director of Legal Services/City Solicitor be directed to return the By-law directly to Council by way of communication for second and third reading.

8. That Development Application No. DASZ 4/2026 will be deemed to be concluded and all approvals in connection with same will expire if the Developer has not submitted the Plan and paid the Fees within 2 years following the date on which Council gives first reading to the By-law, unless the Developer applies for an extension of time before the expiration of that 2 year period and Council approves the extension.

9. That the subdivision section of the By-law will come into force when the Development Agreement is fully executed and the Plan is registered in the Winnipeg Land Titles Office.

10. That the zoning section of the By-law will come into force when the Zoning Agreement is registered in the Winnipeg Land Titles Office by way of caveat against the lands described therein.

11. That the By-law will be repealed without coming into force 1 year following the date it is enacted if the Plan and the Zoning Agreement are not registered in accordance with recommendations 8 and 9, unless the Developer applies for an extension of time before the expiration of that 1 year period and Council approves the extension.

12. That Development Application No. DASZ 4/2026 will be deemed to be concluded and all approvals in connection with same will expire if the Developer fails to secure all necessary Plan approval signatures on behalf of the City within 1 year following the date on which the By-law is enacted, unless the Developer applies for an extension of time before the expiration of that 1 year period and Council approves the extension.

13. That all outstanding taxes, including local improvement taxes be paid pursuant to subsection 259(1) of The City of Winnipeg Charter.

14. 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

- Subdivision and Rezoning applications require a Public Hearing as per the *Development Procedures By-law* and *The City of Winnipeg Charter.*
- The report is being submitted for the Executive Policy Committee's consideration of the development application (DASZ 4/2026) in combination with the associated SP and SPA applications (**see SP 2/2026 and SPA 5/2026**)

IMPLICATIONS OF THE RECOMMENDATIONS

- If the recommendations of the Winnipeg Public Service are concurred in, the subject property may be subdivided and rezoned per Schedule "B" below.

CONSULTATION

In preparing this report there was consultation with:

- Legal
- Plan Examination

OURWINNIPEG POLICY ALIGNMENT

OurWinnipeg 2045 Goal – City Building

City Building Policies

- ***6.6 Intensification Target.*** *Achieve the intensification target by making development in intensification target areas easier and more desirable and predictable, as directed in Complete Communities.*
- ***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.*

- ***6.22 Complete Streets.*** *Apply complete streets principles in the design, reconstruction, construction and operation of designated Urban Mixed Use Corridors, and other areas of the city where appropriate, to enhance the safety and usability of an integrated and sustainable transportation system based on a hierarchy of users which safeguards those most at risk of fatality and injury.*
- ***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.*
- ***6.41 Inclusive Public Places*** *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.*

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

Strategic Opportunity #4: Facilitate Compact, Complete Development and Increase Density

- ***Key Direction 4.1:*** Increase strategic infill development that provides access to and capitalizes on existing and planned corridors with frequent transit service
- ***Key Direction 4.2:*** Ensure new areas of growth are designed according to the principles of Complete Communities.

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

Consideration was given as to whether this report connects to any of the specific Goals and Objectives in the *Poverty Reduction Strategy* (PRS) and it was determined that the PRS is not applicable to this specific report.

SUBMITTED BY

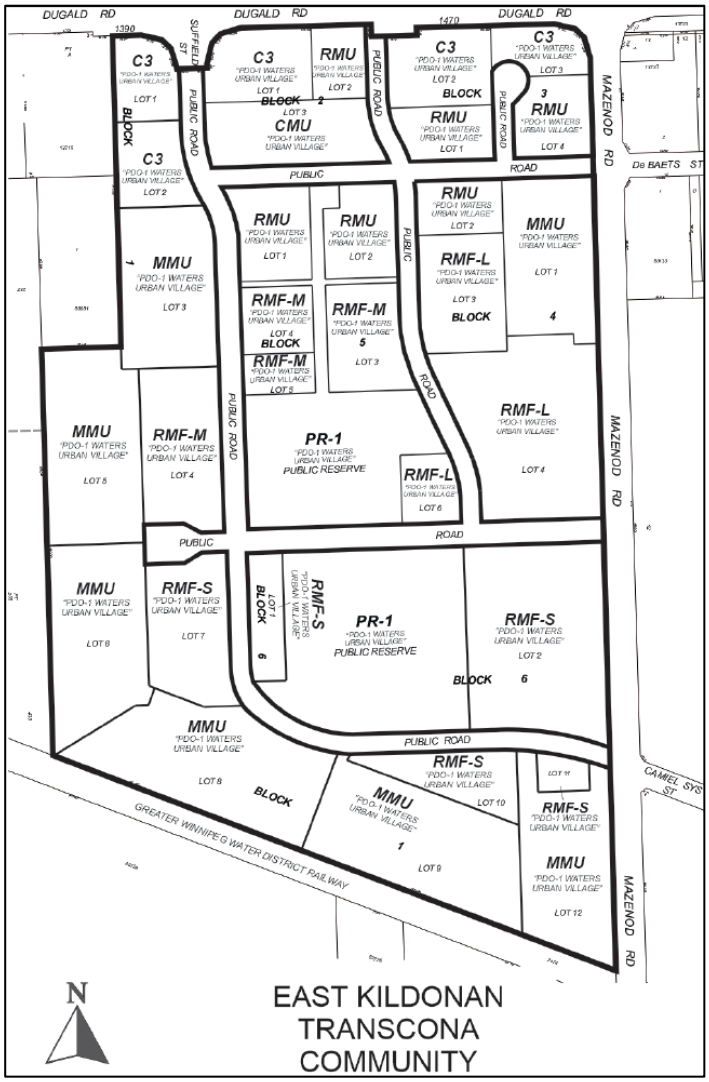
Department	Planning, Property and Development
Division	Urban Planning
Prepared by	Choi Ho, RPP, MCIP
Date:	June 1, 2026
File No.	DASZ 4/2026

List of Schedules and Appendices

- Schedule A – Planning Discussion
- Schedule B – Recommended File No. DASZ 4/2025 dated June 1, 2026
- Appendix A – Proposed By-law
- Appendix B – Report of the Administrative Coordinating Group (ACG)
- Appendix C – Proposed Sidewalk and Multi-Use Pathways
- Appendix D – Waters Urban Village Planned Development Overlay 1 (PDO-1 Waters Urban Village)
- Appendix E – PDO-1 Waters Urban Village Amendment Summary

SCHEDULE A

FILE:	DASZ 4/2026
RELATED FILES:	SP 2/2026, SPA 5/2026
COMMUNITY:	East Kildonan-Transcona
NEIGHBOURHOOD #:	4.537 (St. Boniface Industrial Park)
SUBJECT:	For consideration at the Public Hearing of a subdivision and rezoning application to subdivide and rezone the subject properties from an “M1” Manufacturing Light District and “M2” Manufacturing General District to an “RMF-S PDO-1 Waters Urban Village” Residential Multi-Family (Small) District, “RMF-M PDO-1 Waters Urban Village” Residential Multi-Family (Medium) District, “RMF-L PDO-1 Waters Urban Village” Residential Multi-Family (Large) District, “RMU PDO-1 Waters Urban Village” Residential Mixed-Use District, "CMU PDO-1 Waters Urban Village" Commercial Mixed-Use District, "C3 PDO-1 Waters Urban Village" Commercial Corridor District, "MMU PDO-1 Waters Urban Village" Manufacturing Mixed-Use District, and “PR-1 PDO-1 Waters Urban Village” Parks and Recreation 1 (Neighbourhood) District to facilitate the creation of a lot and block plan, public rights-of-way, and public reserve land to accommodate a future mixed-use neighbourhood
LOCATION:	1390 & 1470 Dugald Road
LEGAL DESCRIPTION:	LOT 2 PLAN 56651 WLTO IN LOTS 234 AND 235 ROMAN CATHOLIC MISSION PROPERTY and 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



APPLICANT: Landmark Planning & Design Inc (Brennan Johnson)

OWNERS: THE WATERS BUSINESS PARK INC.

RECOMMENDATION: **Approval with conditions**

DISCUSSION

SITE DESCRIPTION

- The subject property is located at the southwest corner of the intersection of Dugald Road and Mazenod Road in the St. Boniface Industrial Park neighbourhood of the Transcona ward (**see Figure 1**).

- The subject property is 110 acres in area, with approximately 1,640 feet (500 metres) of frontage along Dugald Road and 3,120 feet (950 metres) along Mazenod Road.

- The site is largely vacant, with a two-storey multi-tenant business park building at the southwest corner of Mazenod Road and De Baets Street and a Co-op Cardlock gas station in the northeast corner of the site fronting Dugald Road.

- In *Complete Communities Direction Strategy 2.0* (CCDS 2.0) the majority of the site is designated “Employment Lands – Business Park”, 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” (**see Figure 2**).

- The majority of the site is zoned “M2” Manufacturing General, while the Dugald Road frontage is zoned “M1” Manufacturing Light (**see Figure 3**).

Figure 1: Aerial Photo of Subject Site and Surrounding Uses *(flown 2024)*

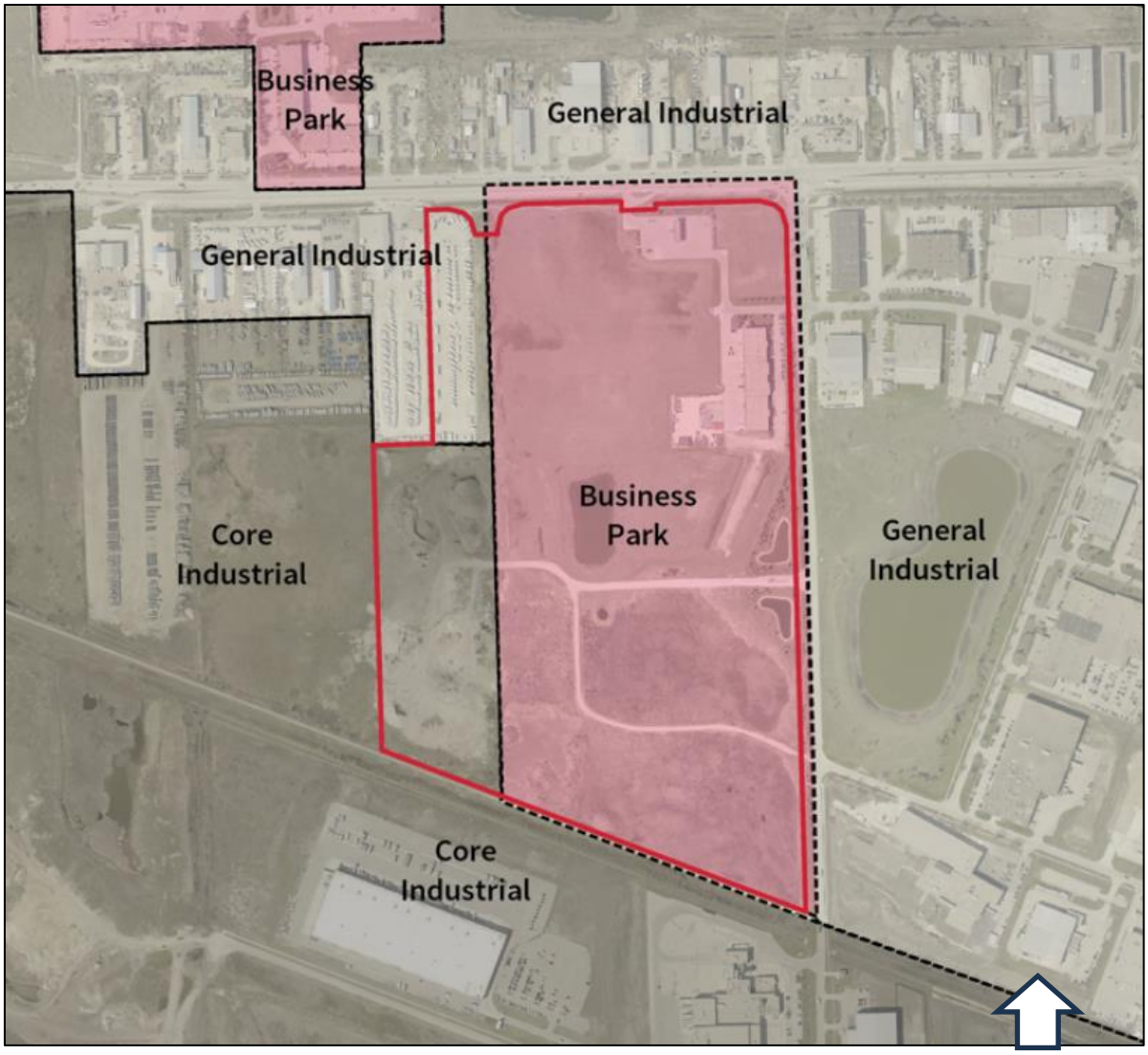


Figure 2: Map of *CCDS 2.0* Employment Lands sub-designations

SURROUNDING LAND USE AND ZONING (See Figures 2 and 3)

North: Active Transportation path (South Transcona Community Path), then Dugald Road, then a row of industrial uses designated "Employment Lands – General Industrial" in *Complete Communities Direction Strategy 2.0* and zoned "M1" Manufacturing Light district.

South: The Greater Winnipeg Water District (GWWD) Railway, then industrial uses including a FedEx ground terminal and Parmalat dairy processing plant, both designated "Employment Lands – Core Industrial" in *Complete Communities Direction Strategy 2.0* and zoned "M3" Manufacturing Heavy district, then an Active Transportation path, then Black Diamond Boulevard

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 to once per day in the summer.

East: Active Transportation path (multi-use path), then Mazenod Road, then industrial uses designated “Employment Lands – General Industrial” in *Complete Communities Direction Strategy 2.0* and zoned “M2” Manufacturing General district, as well as a stormwater retention pond and off-leash dog park split-zoned “PR1” Parks and Recreation 1 (Neighbourhood) and “M2” Manufacturing General districts

West: Industrial uses fronting Dugald Rd designated “Employment Lands – General Industrial” in *Complete Communities Direction Strategy 2.0* and zoned “M1” Manufacturing Light district, then vacant land and outdoor storage uses designated “Employment Lands – Core Industrial” in *Complete Communities Direction Strategy 2.0* and zoned “M2” Manufacturing General district

On March 25, 2021, Council approved a large industrial subdivision and rezoning application (**see DASZ 13/2020**) immediately west of the subject property; however, its approval has since expired, and the file will not be proceeding.

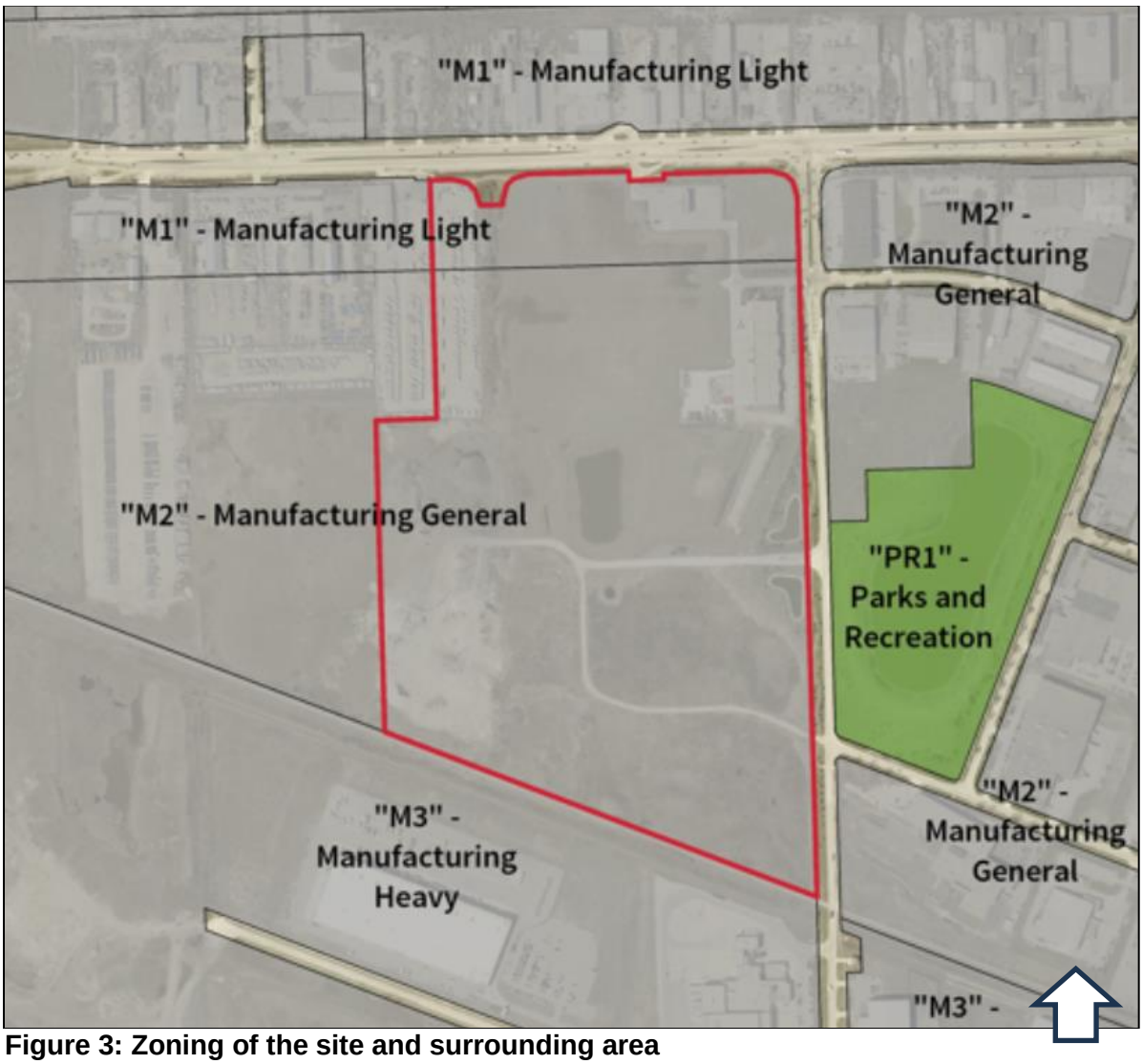


Figure 3: Zoning of the site and surrounding area

DESCRIPTION OF THE PROPOSED DEVELOPMENT (See Figures 4 and 5)

- The applicant is proposing a subdivision and rezoning application (DASZ 4/2026) to create lots/blocks, public reserve, and public rights-of-way as well as to rezone the site to zoning districts enabling the development of a mixed-use neighbourhood using a Planned Development Overlay (PDO).
- The total lot area is +/- 110 acres.
- The letter of intent notes that the mixed-use neighbourhood will include the following land uses:
    - Residential (RMF-S, -M, and -L) +/- 30.5 acres
    - Mixed Use (RMU, CMU) +/- 11.5 acres
    - Commercial (C3) +/- 8 acres
    - Employment (MMU) +/- 32 acres
    - Public Reserve (PR-1) +/- 15 acres (including ponds)
    - Rights-of-Way +/- 13 acres
- The letter of intent also states the following vision for the following:
    - Residences
        - The Waters Urban Village proposes over 2,800 residential units in various types of multi-family buildings, including townhomes, low-rise buildings, mid-rise buildings, and mixed-use buildings with commercial ground floor uses.
    - Town Centre and Mixed-Use Commercial
        - A mixed-use commercial town centre serves as the entryway to the Waters Urban Village, complete with more than 100,000 square feet of commercial floor space, walkable block sizes, pedestrian-friendly street design, and a public plaza.
    - Potential School Site
        - A school site can be accommodated in the southern half of the Waters Urban Village and is planned to be co-located with a park space.
    - Employment
        - More than 345,000 square feet of employment floor plate is accommodated in seven business park-style buildings. It will create new (and sustained) jobs.
    - Park Space
        - Centrally located park space provides opportunities for both active and passive recreation for residents, tenants, workers, and students of the Waters Urban Village. Active transportation pathways and amenities provide important linkages between neighbourhood focal points, including the school site, town centre, mixed-use area, and transit service. A total of 8.3 acres of park space (excluding ponds) is proposed.
- Public Streets
    - Four (4) public streets are proposed within the subject site.
- No Variance or Conditional Use application is associated with the proposed development.

- No building plans have been submitted with this application.
- A Secondary Plan (**See SP 2/2026**) and a Secondary Plan Amendment (**See SPA 5/2026**) are associated with the proposed DASZ.
    - SP 2/2026 is 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
    - SPA 5/2026 is 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

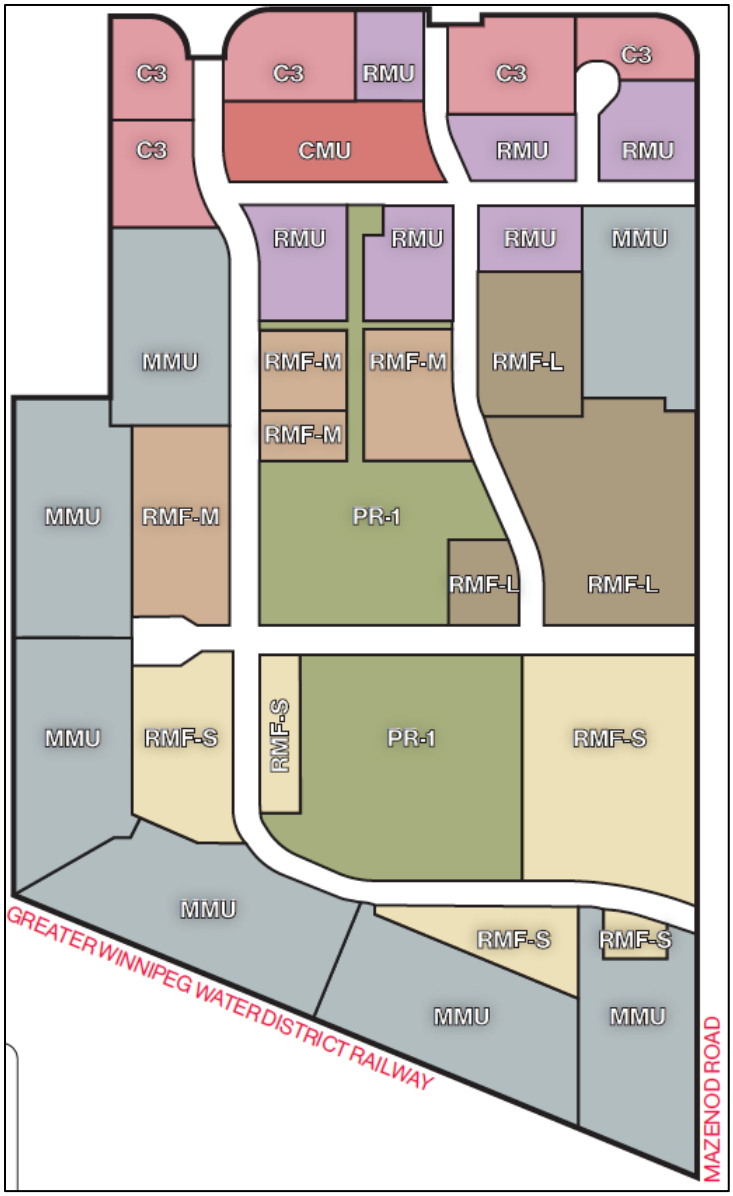


Figure 4: Proposed zoning districts for the subject site (Submitted by the applicant)

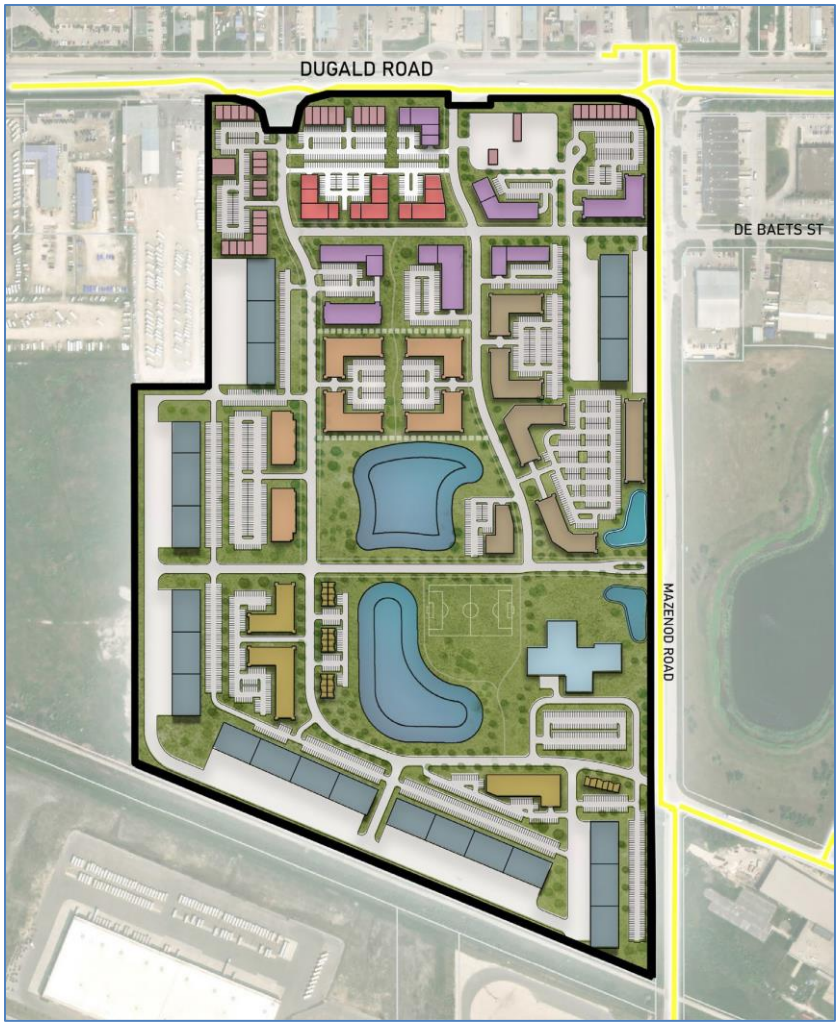


Figure 5: Conceptual Masterplan Rendering (Submitted by the applicant)

ANALYSIS AND ISSUES

COLLABORATIVE PLANNING AND CONSULTATION

With the Public Service

- The applicant engaged with the Public Service prior to submitting an application.
- 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 and the draft Planned Development Overlay (PDO)
- 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 (TIS) and Servicing Brief were prepared in consultation with the Public Service.

With the Public

- The applicant's Letter of Intent states:

<u>Stakeholder Consultation</u>

- A thorough consultation process was undertaken as part of this project, including group stakeholder meetings and public open houses over a 13-month period between March of 2024 and April of 2025. The Project Team met with directly adjacent and nearby landowners, business representatives, employees, tenants, and residents (those most likely to be potentially impacted by this proposal), and members of the general public, on four occasions. Additional one-on-one meetings and conversations were held with area businesses.

- At the first round of stakeholder meetings (March 25th, 2024 at 4:00PM and 7:00PM via Zoom), the Project Team introduced themselves to stakeholders, provided an overview of the project, shared general land use options for the site, received feedback, and outlined next steps in the planning process.
- At the second round of stakeholder meetings and public open houses (April 24th, 2025), the Project Team provided an update on project progress, demonstrated how feedback received has been considered and addressed, introduced the preferred land use concept, and outlined next steps in the planning process. At this meeting, stakeholders were provided with an additional opportunity to provide feedback.
- Businesses within the immediate vicinity of the site received direct invitations to meetings via hand-delivered notification letters. Those within the broader St. Boniface Industrial Park neighbourhood received notices via mail. For the second round of stakeholder meetings and public open houses, an advertisement was placed in the Free Press Community Review East newspaper.

- The Project Team compiled a contact list for all participants of the first round of meetings. Those who provided contact information also received direct email invitations for the second round of meetings.
- Several one-on-one meetings and phone conversations were held with nearby landowners and businesses to discuss more site-specific concerns. This feedback was incorporated into the planning and design process.

Addressing Feedback

- A number of topics were raised by stakeholders during the engagement process. The Project Team summarized and synthesized these comments and concerns into themes and then worked to address them. The chart below outlines how the Project Team considered and addressed feedback from the engagement process.

Comment/Concern	Project Team Response
Site Layout and Adjacency	– The closest residential building is located more than +/- 275 feet away from existing industrial uses. – Large separation distances between more intensive industrial properties to the south and west of the site and future residential, commercial and park space uses are proposed. – Natural separation between proposed residential land uses and existing industrial users exist to the east by Mazenod Road and to the south by the Greater Winnipeg Water District Railway. – Business Park-style buildings along the perimeter of the site serve as a transition to lower-intensity industrial uses while still promoting the business environment, and make use of existing truck routes. – Terracon Business Park-style buildings feature a high-quality design compatible with residential development.

Noise	– The Project Team worked with WSP to perform a Noise Study of the surrounding St. Boniface Industrial Park Neighbourhood to assess the impacts of existing industry on future residents. – The study confirms that the highest noise levels are generated by traffic on Dugald Road and Mazenod Road. – Noise generated by existing industry is within acceptable levels in relation to proposed residential uses. – Business Park-style buildings on the site perimeter act as an effective noise buffer.

Comment/Concern	Project Team Response
Traffic and Safety	– The land use concept was designed to encourage the separation of residential and industrial traffic. – A series of internal roads serve to mitigate potential conflicts between residential and industrial traffic internally to the site. – The Project Team worked with WSP to perform a Traffic Impact Study (TIS) of the proposed land use concept. – The construction of Suffield Street at Dugald Road will reduce the number of private motor vehicles utilizing Mazenod Road. – The Project Team will continue to work collaboratively with the City of Winnipeg Public Works department to ensure smooth and safe integration into existing infrastructure.
Utilities	– Drainage will be carefully planned so that it does not impact existing residents' current drainage conditions. – It is possible that the development of the subject site could improve drainage of other properties. – The developer will be responsible for the costs of providing any required infrastructure or upgrades to existing infrastructure to ensure capacity for any development that would take place.

COMPLETE COMMUNITIES DIRECTION STRATEGY 2.0

- The *Complete Communities Direction Strategy 2.0* (CCDS 2.0) is one of four direction strategies supporting OurWinnipeg 2045, the city's long-range development plan, and has statutory authority as a secondary plan. The Strategy guides land use and development in Winnipeg.
- Below are relevant goals and policies from *Complete Communities Direction Strategy 2.0*.

B.1. General Growth

- Policies in the "General Growth" section of the *Complete Communities Direction Strategy 2.0* direct growth to strategic locations within the City of Winnipeg.

Goal 3

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

Policies

Align maximum permitted residential densities with transit

3.1 Where compatible with surrounding land uses and subject to other applicable policies of this By-law, direct the highest multi-family residential densities to the areas that provide the best transit service.

3.1.1 High multi-family residential densities may be encouraged Downtown and in proximity to existing rapid transit station and Corridors. Support the highest densities in this range in closest proximity to transit stations.

3.1.2. Medium multi-family residential densities may be encouraged in proximity to the existing and planned Primary Transit Network. Support the highest densities in this range in close proximity to transit stations.

3.1.3. Multi-family residential densities elsewhere in the Urban Structure will be directed in accordance with other policies from other sections of this By-law.

C5. Major Redevelopment Sites

- Under the *Complete Communities Direction Strategy 2.0,* the site is proposed to be re-designated as a Major Redevelopment Site. Key goals and policies guiding development of Major Redevelopment Sites include:

Goal 1

1.0 Require development in Major Redevelopment Sites to be guided by a secondary plan.

Policies

1.1 Require that the development in Major Redevelopment Sites be guided by a front end inclusive planning process, culminating in a secondary plan.

Goal 2

2.0 Capitalize on the proximity of Major Redevelopment Sites to rapid transit and high-frequency transit.

Policies

Transit Oriented Development

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

Transit frequency

2.2 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.

Transportation linkages

2.3 Create strong, multi-modal and active transportation linkages from each Major Redevelopment Site to Downtown, other Major Redevelopment Sites, Mixed Use Centres, Corridors, Parks, major attractions and employment areas.

Goal 3

3.0 Design Major Redevelopment Sites as Complete Communities that embody principles of sustainability within a well-designed, walkable, and active transportation friendly environment.

Policies

Mixed use

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.

Minimum density

3.3 Promote the use of minimum density standards for new development

Compatibility

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.

3.5 Implement mitigation measures to minimize any negative impacts new development may have on neighbouring streets, parks, and properties.

Conservation

3.6 Require that development be sensitive to conserving historically significant features and resources.

Housing

3.7 Support a range of different types, tenures and unit sizes in housing opportunities.

Complete streets

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.

SUBDIVISION

- The subject site is currently made up of two (2) lots (1390 & 1470 Dugald Road). A subdivision is required to establish the proposed blocks/lots, public reserves, and public streets.

REZONING AND WATERS URBAN VILLAGE PLANNED DEVELOPMENT OVERLAY 1 (PDO-1 WATERS URBAN VILLAGE)

- The subject site is currently zoned “M1” Manufacturing Light and “M2” Manufacturing General Districts.
- The subject lands will be rezoned to a mix of residential, commercial, mixed use residential/commercial, manufacturing mixed use, and parks and recreation zoning districts. These are:

- “RMF-S PDO-1 Waters Urban Village” Residential Multi-Family (Small) District
- “RMF-M PDO-1 Waters Urban Village” Residential Multi-Family (Medium) District
- “RMF-L PDO-1 Waters Urban Village” Residential Multi-Family (Large) District
- “RMU PDO-1 Waters Urban Village” Residential Mixed-Use District
- “CMU PDO-1 Waters Urban Village” Commercial Mixed-Use District
- “C3 PDO-1 Waters Urban Village” Commercial Corridor District
- “MMU PDO-1 Waters Urban Village” Manufacturing Mixed-Use District
- “PR-1 PDO-1 Waters Urban Village” Parks and Recreation 1 (Neighbourhood) District

- A Planned Development Overlay (PDO) is proposed in the *Winnipeg Zoning By-law*, to be known as the Waters Urban Village Planned Development Overlay 1 (PDO-1 Waters Urban Village).
- A PDO ensures the vision for the Waters Urban Village can be implemented, that is, to achieve the Major Redevelopment Site goals and policies in *Complete Communities Direction Strategy 2.0* by creating a mixed-use neighbourhood with residential, commercial, industrial business park, employment, and park uses in a walkable and well-designed environment. A PDO reduces discrepancies and conflicts with the development and design standards as well as the use regulations within the existing *Winnipeg Zoning By-law*.
- The purpose of this PDO is to support the redevelopment of the Waters Urban Village as a Major Redevelopment Site, to implement the development concept (**see below and SP 2/2026**)*,* and to provide development parameters that ensure compatible, high-quality development while allowing flexibility in land use arrangement, urban design, and phasing.
- *The Waters Urban Village* development concept:
    - Utilize the existing arterial road network abutting the plan area to create a mixed-use commercial node abutting Dugald Road.
    - Higher-density residential uses and mixed-use commercial and residential buildings create a town centre in the northern portion of the site in proximity to Transit.
    - Residential densities generally decrease towards the Greater Winnipeg Water District Railway in the south.
    - Employment uses (business park-style buildings) are situated at the perimeter of the site to provide buffering between existing and future development. Employment uses were also planned to buffer new residences from existing offsite industrial uses while maintaining employment land square footage to support a worker village concept.
    - A centralized park space supports both active and passive recreation needs of residents, tenants, and employees of the site.

- The subject site is comprised of Areas 1, 2, 3 and 4 (**See Figures 6 and 7**) and features the following:

  Area 1 (Lower Density Residential)

  - To be zoned “RMF-S PDO-1 Waters Urban Village” Residential Multi-Family (Small) District and “PR-1 PDO-1 Waters Urban Village” Parks and Recreation 1 (Neighbourhood) District
  - Per the proposed *Waters Urban Village Neighbourhood Plan,* low-rise residential dwellings (including townhouses and apartment housing) shall be the predominant land use

  Area 2 (Medium Density Residential)

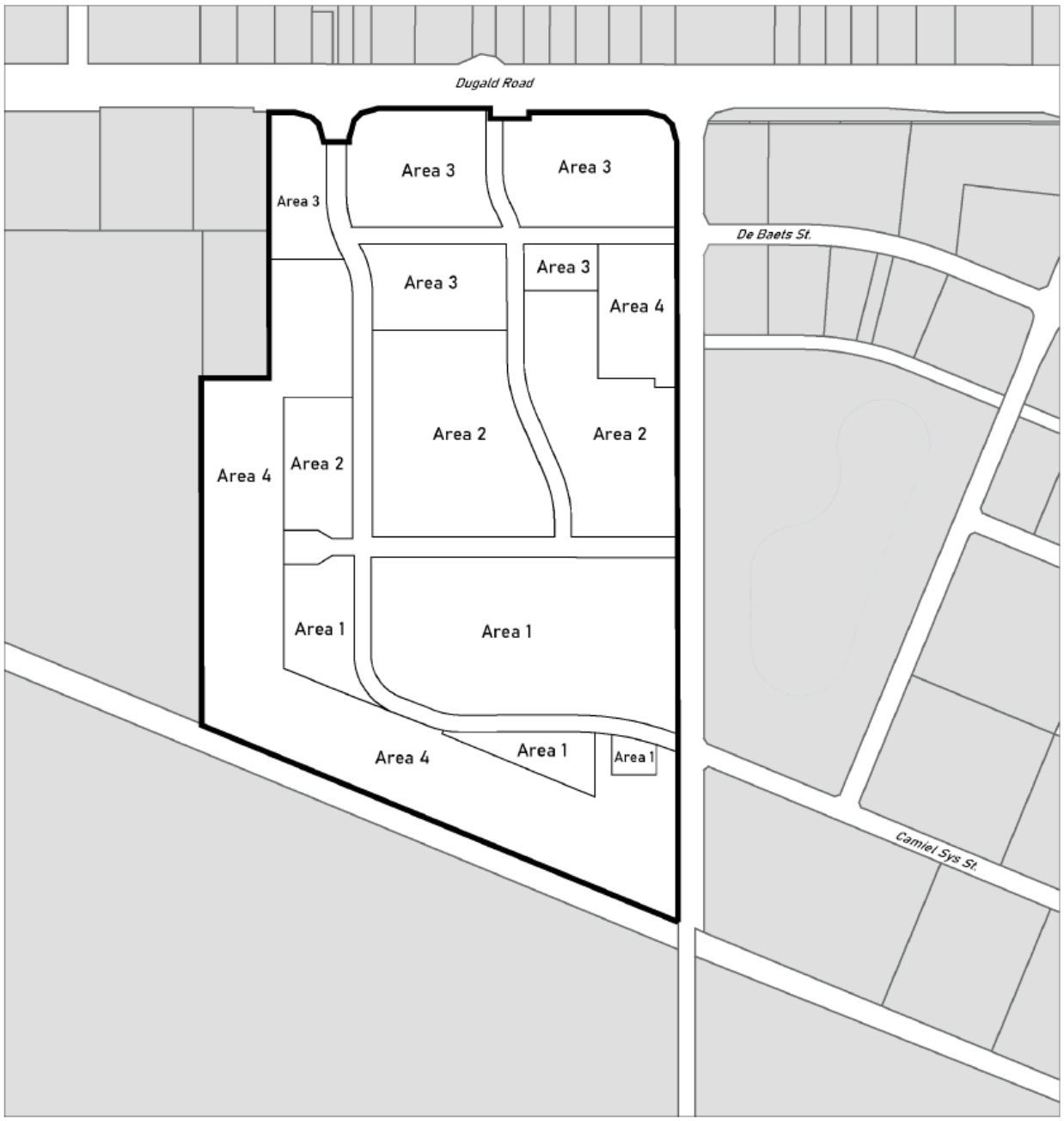
  - To be zoned “RMF-M PDO-1 Waters Urban Village” Residential Multi-Family (Medium) District, “RMF-L PDO-1 Waters Urban Village” Residential Multi-Family (Large) District, and “PR-1 PDO-1 Waters Urban Village” Parks and Recreation 1 (Neighbourhood) District
  - Per the proposed *Waters Urban Village Neighbourhood Plan,* low-rise and mid-rise residential multi-family dwellings shall be the predominant land use.

  Area 3 (Town Centre)

  - To be zoned “RMU PDO-1 Waters Urban Village” Residential Mixed-Use District, “CMU PDO-1 Waters Urban Village” Commercial Mixed-Use District, and “C3 PDO-1 Waters Urban Village” Commercial Corridor District
  - Per the proposed *Waters Urban Village Neighbourhood Plan,* low-rise, mid-rise and high-rise residential multi-family dwellings, as well as mixed-use commercial and residential buildings shall be the predominant land use

  Area 4 (Productive Lands)

  - To be zoned “MMU PDO-1 Waters Urban Village” Manufacturing Mixed-Use District
  - Per the proposed *Waters Urban Village Neighbourhood Plan,* a broad range of business park-type uses, including light industrial, ancillary commercial, retail, business park and small office, and quasi-industrial uses shall be the predominant land use.



Map 1 Waters Urban Village PDO-1

Area 1: Lower Density Residential

Area 2: Medium Density Residential

Area 3: Town Centre

Area 4: Productive Lands

Figure 6: Map of proposed areas under the Waters Urban Village Planned Development Overlay 1 (PDO-1 Waters Urban Village

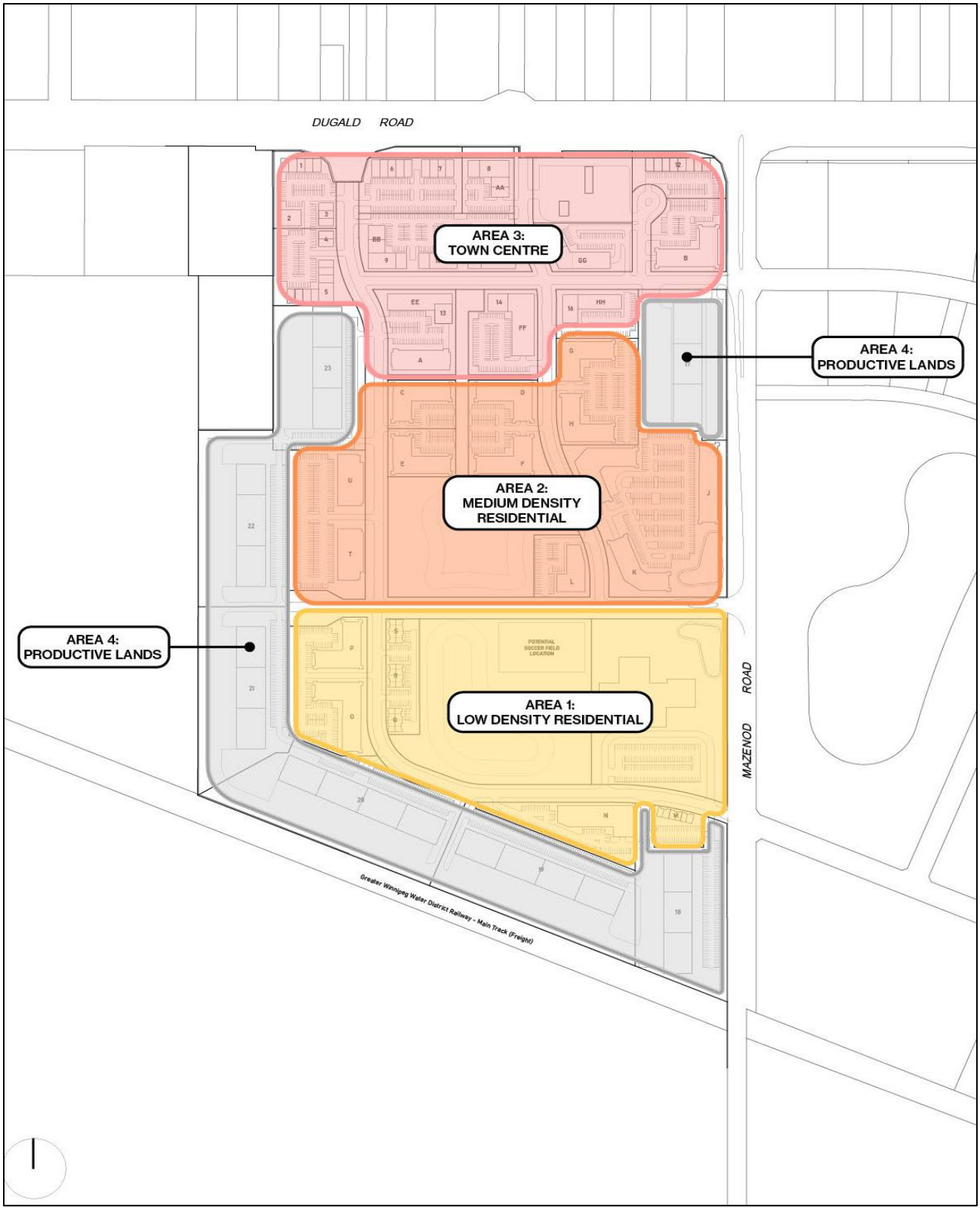


Figure 7: Map of proposed areas under *The Waters Urban Village Neighbourhood Plan*

- The proposed dimensional standards in the PDO are as follows (**see Table 1**).

Table 1: Proposed Dimensional Standards in PDO-1 Waters Urban Village

	Area 1 - Lower Density Residential (RMF-S, PR-1)	Area 2 - Medium Density Residential (RMF-M, RMF-L, PR-1)	Area 3 - Town Centre (C3, CMU, RMU)	Area 4 - Productive Lands (MMU)
Key **Bold type: Proposed dimensional standard in PDO** Regular type: Existing standard in *Winnipeg Zoning By-law*				
Minimum Front Yard	**15 FEET** 20 feet (existing RMF-S standard)	**15 FEET** 25 feet (existing RMF-M/RMF-L standard)	**i. For any building fronting onto a Priority Pedestrian Street, as shown on Map 2, the minimum front yard is 0 feet.** 25 feet (existing C3 /CMU standard) 20 feet (existing RMU standard) **ii. For any building fronting onto a Priority Pedestrian Street, as shown on Map 2, the maximum front yard is 15 feet.** n/a (existing C3, CMU, RMU standard)	20 feet (existing MMU standard)
Minimum Rear Yard	25 feet (existing RMF-S standard)	25 feet (existing RMF-M/RMF-L standard)	25 feet (existing C3 /CMU/RMU standard)	**25 FEET** 0 feet (existing MMU standard)
Maximum Building Height	**45 FEET** 35 feet (existing RMF-S standard)	**96 FEET** 70 feet and 150 feet (existing RMF-M and RMF-L standard, respectively)	**120 FEET** 49 feet and 60 feet (existing C3 and CMU standard, respectively) 100 feet (existing RMU standard)	85 feet (existing MMU standard)
Additional Setbacks	**Any principal residential building must be setback as follows: 1. A minimum of 328 feet from the south boundary of the PDO-1 Area, as**	**Any principal residential building must be setback as follows: 1. A minimum of 328 feet from the south boundary of the PDO-1 Area, as**	**Notwithstanding the above, if the building is adjacent to the street, the front yard maximum setback of 15 feet may be exceeded by up to 50% for the**	

	shown on Map 1. **2. A minimum of 328 feet from the west boundary of the PDO-1 Area, as shown on Map 1, measured from the southwest corner of the site to a point approximately 1,312 feet to the north.**	**shown on Map 1.** **2. A minimum of 328 feet from the west boundary of the PDO-1 Area, as shown on Map 1, measured from the southwest corner of the site to a point approximately 1,312 feet to the north.**	**purposes of incorporating a courtyard, plaza, seating area, or amenity space.**	

- The proposed PDO also includes design standards for future development. These standards focus on entrances, parking, and signage.

CONDITIONS OF APPROVAL

PDO Amendments

- The Public Service recommends the following PDO amendments (**see Appendix E**):

  Increase Residential Setbacks in Area 1 – Lower Density Residential, Area 2 – Medium Density Residential, and Area 3 – Town Centre from Area 4 – Productive Lands

  - The Public Service recommends a residential setback of 150 metres (492 feet) instead of 100 metres (328 feet) from "MMU" uses/zones (Area 4) as this setback/mitigation measure ensures there is adequate buffer and protection of manufacturing/industrial uses from encroachment by other incompatible land uses.
  - *Complete Communities Direction Strategy 2.0* has "Employment Lands" policy that states, "*endeavour to provide a minimum separation distance of 300 metres (984 feet) between Core Industrial areas and residential uses*" (page 113).
  - We believe 150 metres is a reasonable compromise, still provides an appropriate separation distance, and allows the proposed development to be viable.

  Add Use Specific Standards Regulations in Area 3 – Town Centre

  - The Public Service recommends Supermarket and Retail Sales uses have additional Use Specific Standards imposed to limit the maximum square footage to 90,000 square feet of gross floor area.
  - *Complete Communities Direction Strategy 2.0* has "Community Mixed Use" policies that state, "*discourage Major Retail uses outside of Mixed Use Centres*" (page 70), that "*Major Retail uses may be accommodated in Regional Mixed Use Centres…"* and "*recognize Regional Mixed Use Centres as the preferred locations for Major Retail uses*" (page 71).
    - Community Mixed Use Centres are defined in *CCDS 2.0* as:
      - *a. A single commercial site greater than 15 acres in net land area that is not identified as a Regional Mixed Use Centre; or*
      - *b. A single commercial site less than 15 acres in net land area but containing an existing Major Retail use.*

- "Major Retail" is defined in *CCDS 2.0* as:
    - *a stand-alone retail store greater than 90,000 square feet in floor area of an agglomeration of multiple retail stores on a single commercial site greater than 300,000 square feet in floor area*.

- In the *Winnipeg Zoning By-law*, "CMU" zoning district Supermarket and Retail Sales uses are limited to 55,000 and 40,000 square feet of gross floor area, respectively.
- In the *Winnipeg Zoning By-law*, "C3" zoning district Supermarket and Retail Sales uses are unlimited and 120,000 square feet of gross floor area, respectively.
- We believe 90,000 square feet ensures there is no conflict with *CCDS 2.0* "Commercial Area and Mixed Use Centres" policies, is a reasonable compromise, reduces the potential additional loss of supply of vacant serviced "Employment Lands", and still allows these uses to be viable and accommodated within Area 3.

<u>Delete Use Specific Standards Regulations in Area 4 – Productive Lands</u>

- The Public Service recommends deleting the proposed Use Specific Standards related to Retail Sales and Supermarket uses within Area 4.
- We believe these uses are most suitable as an Accessory Use instead of Permitted Uses within the proposed "MMU" zoning district (Area 4).
    - See below PDO Amendment "Add Accessory Use Regulations in Area 4 – Productive Lands" for an explanation.

<u>Add Plan Approval for Development in Area 4 - Productive Lands</u>

- The Public Service recommends Plan Approval for development in Area 4 and with a focus on the location of buildings rather than building design.
- This provides some flexibility for the Developer while ensuring the plans are appropriately buffered and setback from existing/future adjacent/abutting residential, institutional, and commercial development.

<u>Add Accessory Use Regulations in Area 4 – Productive Lands</u>

- The Public Service recommends Supermarket, Retail Sales, and Personal Service uses as accessory instead of permitted principal uses within Area 4.
- The Public Service believes these commercial uses may have the following major implications, if they are permitted principal uses:
    - Potential for substantial traffic impacts and likely requiring a new Traffic Impact Study (TIS) as the TIS submitted by the applicant did not contemplate commercial uses for the entire area.
    - Potential for additional loss of supply of vacant serviced "Employment Lands"; the SP/SPA applications concurrently submitted with this DASZ application are proposing to remove/redesignate "Employment Lands" to a "Major Redevelopment Site". Permitting Supermarket, Retail Sales, and Personal Service principal uses in the "MMU" zoned lots (Area 4) poses a potential risk to this supply.
    - Potential to trigger the area to become/align as a "Community Mixed Use Centre" per *CCDS 2.0* policies (**see definition above**) instead of the proposed redesignation to a "Major Redevelopment Site". Area 4 has +/- 32 acres of lands, and if the development were to permit Supermarket, Retail

Sales, and Personal Services as principal uses, there is the potential for an imbalance of employment lands with commercial lands.

- In the *Winnipeg Zoning By-law*, "MMU" zoning districts are intended to have limited Retail Sales and Personal Services storefront.
- In the *Winnipeg Zoning By-law*, "MMU" zoning district Supermarkets and Retail Sales are limited to a maximum of 10,000 and 40,000 square feet of gross floor area, respectively.
- We believe Supermarket, Retail Sales, and Personal Service uses as accessory uses ensures there is no conflict with *CCDS 2.0* "Commercial Area and Mixed Use Centres" policies, reduces the potential additional loss of supply of vacant serviced "Employment Lands", and still allows these commercial uses to be accommodated within Area 4.

Zoning Agreement

- The Public Service recommends that the Developer enter into a Zoning Agreement with the City of Winnipeg. This recommended Zoning Agreement will require the Developer to:

  <u>Fencing</u>

  - The Public Service recommends that fencing be provided within the Developer-Owner Land for properties abutting the proposed Public Reserve land(s).
  - The Public Service recommends that a fence be constructed and maintained by the Developer along the south property line abutting the Greater Winnipeg Water District (GWWD) Railway as well as the west property line from the southwest corner of the site to a point approximately 400 metres to the north for the followings reasons:
    - To prevent trespassing on the abutting railway property
    - To prevent jeopardizing anti-whistling regulations
    - To maintain a psychological sense of separation to assure surrounding industrial land owners

  <u>Noise Attenuation Measures</u>

  - The Public Service recommends that noise attenuation features be incorporated into the design and construction of all new residential dwellings for the following reasons:
    - To help reduce potential/future noise exposure for residential uses
    - To mitigate potential/future nuisance complaints from residents in proximity to existing and future industrial/manufacturing uses as well as in proximity to the GWWD railway
    - To protect the viability of the remaining Employment Lands within the Planned Area

Development Agreement

- The Public Service recommends that the Developer enter into a Development Agreement with the City of Winnipeg. The items addressed in the recommended Development Agreement are discussed in the report of the Administrative Coordinating Group (ACG) (**see Appendix "B"**).

RECOMMENDATION

The Urban Planning and Design Division recommends ***approval with conditions*** for the following reasons:

- The application is broadly consistent with policies in *OurWinnipeg 2045* and *Complete Communities Direction Strategy 2.0.*

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

Report Prepared by: Choi Ho, RPP, MCIP
PPD File #: DASZ 4/2026

SCHEDULE B

File No. DASZ 4/2026 dated June 1, 2026

By-Law No. _____

File No. **DASZ 4/2026**

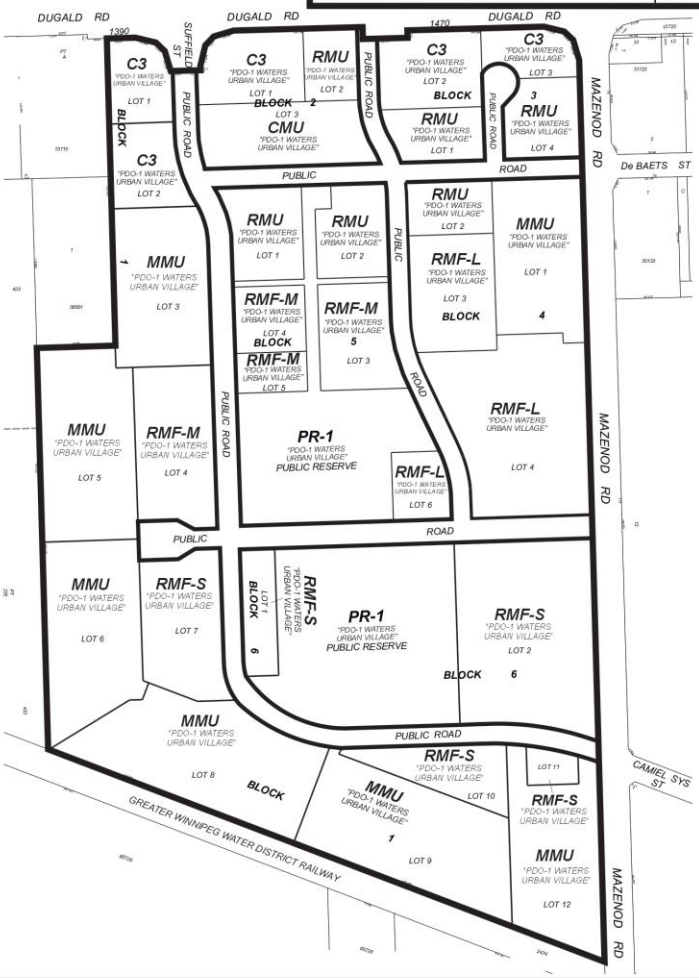
Atlas Sheet No. **AB31**

EAST KILDONAN TRANSCONA COMMUNITY

N

Explanation:

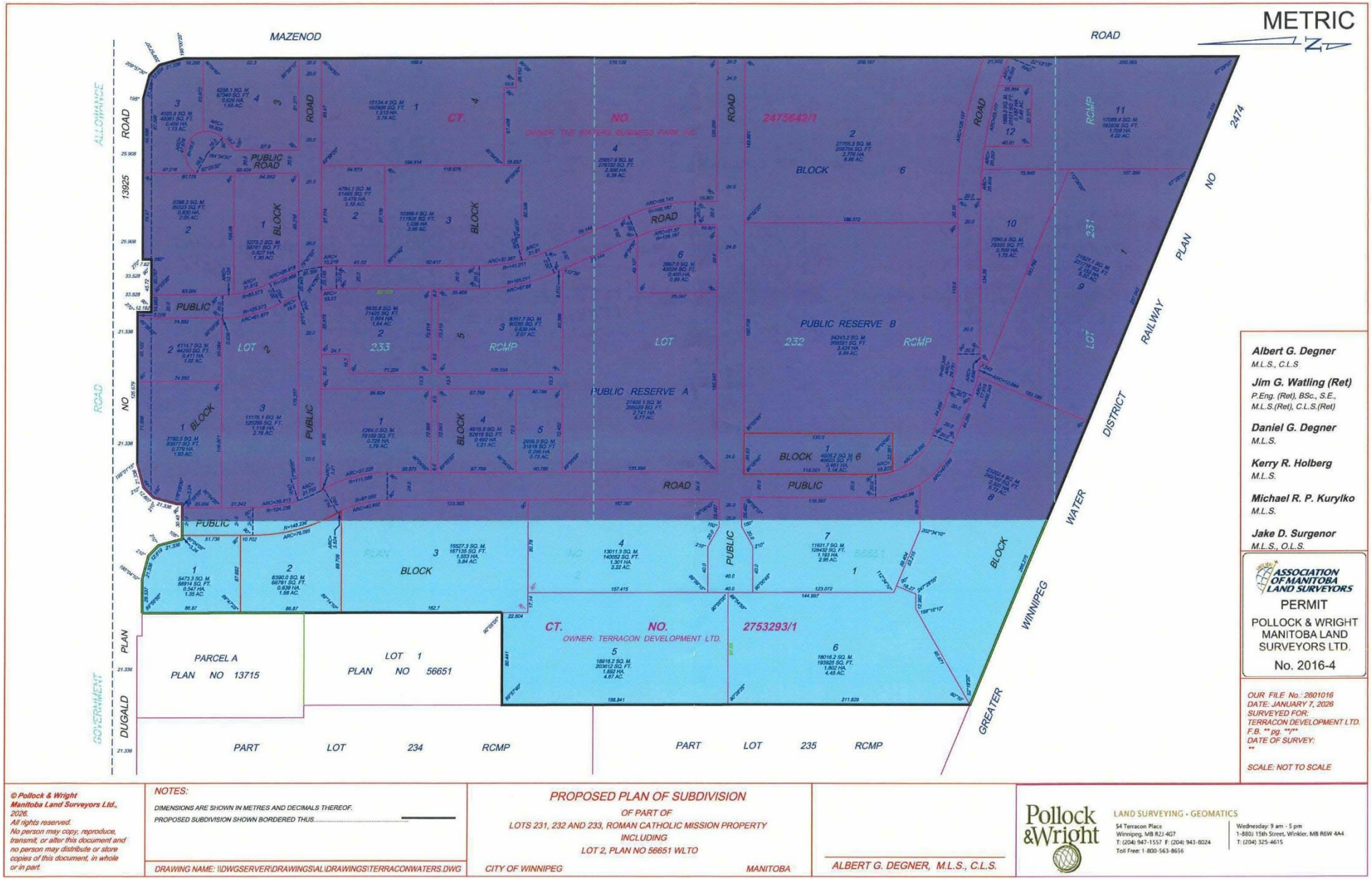
An application for the approval of the plan of subdivision shown outlined below and for a proposed zoning change to By-law No. 200/2006 by rezoning the land located at 1390 & 1470 Dugald Road from "M1" MANUFACTURING LIGHT DISTRICT and "M2" MANUFACTURING GENERAL DISTRICT to the following zoning districts: "RMF-S PDO-1 WATERS URBAN VILLAGE" RESIDENTIAL MULTI-FAMILY (SMALL) DISTRICT, "RMF-M PDO-1 WATERS URBAN VILLAGE" RESIDENTIAL MULTI-FAMILY (MEDIUM) DISTRICT, "RMF-L PDO-1 WATERS URBAN VILLAGE" RESIDENTIAL MULTI-FAMILY (LARGE) DISTRICT, "RMU PDO-1 WATERS URBAN VILLAGE" RESIDENTIAL MIXED USE DISTRICT, "CMU PDO-1 WATERS URBAN VILLAGE" COMMERCIAL MIXED USE DISTRICT, "C3 PDO-1 WATERS URBAN VILLAGE" COMMERCIAL CORRIDOR DISTRICT, "MMU PDO-1 WATERS URBAN VILLAGE" MANUFACTURING MIXED USE DISTRICT, and "PR1 PDO-1 WATERS URBAN VILLAGE" PARKS AND RECREATION 1 (NEIGHBOURHOOD) DISTRICT; to facilitate the establishment of The Waters Urban Village development by the creation of the lot and block plan, public rights-of-way and public reserve land for future residential and commercial development.



THIRD READING : _____ EFFECTIVE DATE : _____

ZONING AGREEMENT : YES ☐ NO ☐ CAVEAT No. _____

Exhibit “12” referred to in File DASZ 4/2026



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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

ALBERT G. DEGNER, M.L.S., C.L.S.

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